



**NORTHAMPTON**  
**BOROUGH COUNCIL**

# **CABINET AGENDA**

**Wednesday, 7 September 2016**

The Jeffrey Room, St. Giles Square, Northampton,  
NN1 1DE.

6:00 pm

**Members of the Cabinet:**

**Councillor:** Mary Markham (Leader of the Council)

**Councillor:** Jonathan Nunn (Deputy Leader)

**Councillors:** Alan Bottwood, Mike Hallam, Tim Hadland, Stephen Hibbert, Brandon Eldred and Anna King.

**Chief Executive** David Kennedy

If you have any enquiries about this agenda please contact  
[democraticservices@northampton.gov.uk](mailto:democraticservices@northampton.gov.uk) or 01604 837722

## PORTFOLIOS OF CABINET MEMBERS

CABINET MEMBER	TITLE
Councillor M Markham	Leader
Councillor J Nunn	Deputy Leader
Councillor A Bottwood	Environment
Councillor B Eldred	Finance
Councillor T Hadland	Regeneration, Enterprise and Planning
Councillor M Hallam	Community Safety
Councillor S Hibbert	Housing
Councillor A King	Community Engagement

## SPEAKING AT CABINET MEETINGS

Persons (other than Members) wishing to address Cabinet must register their intention to do so by 12 noon on the day of the meeting and may speak on any item on that meeting's agenda.

Registration can be by:

Telephone: (01604) 837722  
(Fax 01604 838729)

In writing: Democratic Services Manager  
The Guildhall, St Giles Square, Northampton NN1 1DE  
For the attention of the Democratic Services Officer

By e-mail to [democraticservices@northampton.gov.uk](mailto:democraticservices@northampton.gov.uk)

Only thirty minutes in total will be allowed for addresses, so that if speakers each take three minutes no more than ten speakers will be heard. Each speaker will be allowed to speak for a maximum of three minutes at each meeting. Speakers will normally be heard in the order in which they registered to speak. However, the Chair of Cabinet may decide to depart from that order in the interest of hearing a greater diversity of views on an item, or hearing views on a greater number of items. The Chair of Cabinet may also decide to allow a greater number of addresses and a greater time slot subject still to the maximum three minutes per address for such addresses for items of special public interest.

Members who wish to address Cabinet shall notify the Chair prior to the commencement of the meeting and may speak on any item on that meeting's agenda. A maximum of thirty minutes in total will be allowed for addresses by Members unless the Chair exercises discretion to allow longer. The time these addresses take will not count towards the thirty minute period referred to above so as to prejudice any other persons who have registered their wish to speak.

## KEY DECISIONS

 denotes the issue is a 'Key' decision:

- Any decision in relation to the Executive function\* which results in the Council incurring expenditure which is, or the making of saving which are significant having regard to the Council's budget for the service or function to which the decision relates. For these purpose the minimum financial threshold will be £250,000;
- Where decisions are not likely to involve significant expenditure or savings but nevertheless are likely to be significant in terms of their effects on communities in two or more wards or electoral divisions; and
- For the purpose of interpretation a decision, which is ancillary or incidental to a Key decision, which had been previously taken by or on behalf of the Council shall not of itself be further deemed to be significant for the purpose of the definition.

**NORTHAMPTON BOROUGH COUNCIL**

**CABINET**

Your attendance is requested at a meeting to be held:  
in The Jeffrey Room, St. Giles Square, Northampton, NN1 1DE.  
on Wednesday, 7 September 2016  
at 6:00 pm.

**D Kennedy**  
**Chief Executive**

**AGENDA**

- 1. APOLOGIES**
- 2. MINUTES**
- 3. INTENTION TO HOLD PART OF THE MEETING IN PRIVATE**
- 4. DEPUTATIONS/PUBLIC ADDRESSES**
- 5. DECLARATIONS OF INTEREST**
- 6. ISSUES ARISING FROM OVERVIEW AND SCRUTINY COMMITTEES**
  - (A) RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE - PRE-DECISION SCRUTINY - MUSEUM TRUST**

Report of Chair of Overview and Scrutiny Committee (Copy herewith)
  - (B) RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE - NBC OWNED STREET LIGHTING**

Report of Chair of Overview and Scrutiny Committee (Copy herewith)
- 7. NORTHAMPTON LOCAL PLAN (PART 2) OPTIONS CONSULTATION**

Report of Director of Regeneration, Enterprise and Planning (Copy herewith)
- 8. EMERGENCY FUNDING FOR NORTHAMPTONSHIRE'S REFUGES**

(Copy herewith)
- 9. REVIEW OF OLDER PERSONS' HOUSING**

(Copy herewith)
- 10. GREYFRIARS: SELECTION OF A DEVELOPMENT PARTNER**

Report herewith.
- 11. FRAMEWORK AGREEMENT FOR ENFORCEMENT AGENTS FOR THE RECOVERY OF VARIOUS TYPES OF DEBT**

(Copy herewith)
- 12. FINANCE REPORT TO 31ST JULY 2016**

Report of Chief Finance Officer (Copy herewith)

**13. TREASURY MANAGEMENT REPORT**

Report of Chief Finance Officer (Copy herewith)

**14. CORPORATE PERFORMANCE OUTTURN REPORT 2015/16**

(Copy herewith)

**15. EXCLUSION OF PUBLIC AND PRESS**

THE CHAIR TO MOVE:

“THAT THE PUBLIC AND PRESS BE EXCLUDED FROM THE REMAINDER OF THE MEETING ON THE GROUNDS THAT THERE IS LIKELY TO BE DISCLOSURE TO THEM OF SUCH CATEGORIES OF EXEMPT INFORMATION AS DEFINED BY SECTION 100(1) OF THE LOCAL GOVERNMENT ACT 1972 AS LISTED AGAINST SUCH ITEMS OF BUSINESS BY REFERENCE TO THE APPROPRIATE PARAGRAPH OF SCHEDULE 12A TO SUCH ACT.”

**SUPPLEMENTARY AGENDA**

**Exempted Under Schedule  
12A of L.Govt Act 1972  
Para No:-**



## NORTHAMPTON BOROUGH COUNCIL

### CABINET

Wednesday, 13 July 2016

**PRESENT:** Councillor Markham (Chair); Councillor Nunn (Deputy Chair); Councillors Bottwood, Eldred, Hadland, Hallam, Hibbert and King

#### **APOLOGIES:**

##### **1. APOLOGIES**

There were none.

##### **2. MINUTES**

The minutes of the meeting held on the 8<sup>th</sup> June 2016 were agreed and signed by the Leader.

##### **3. INTENTION TO HOLD PART OF THE MEETING IN PRIVATE**

There were no items to be heard in private.

##### **4. DEPUTATIONS/PUBLIC ADDRESSES**

There were none.

##### **5. DECLARATIONS OF INTEREST**

Councillor Bottwood declared a personal non-pecuniary interest as a Board Member on Northampton Partnership Homes (NPH)

##### **6. ISSUES ARISING FROM OVERVIEW AND SCRUTINY COMMITTEES**

None.

##### **7. UPDATE ON RECOVERY OF SIXFIELDS LOAN MONEY**

Councillor Beardsworth commented that she had concerns about the report, and questioned the long term value of spending a further £500,000 on the overall money that was hoped to be recovered. She stated that she supported pursuing those responsible for taking the money and questioned whether the administration would consider approaching blue chip companies to buy or redevelop the associated land.

The Leader, in response, commented that the Administration were speaking to a wide range of people interested in redeveloping the land but that the onus was on retrieving the money from the people who took it.

Councillor Meredith commented that he did not agree with taking the money out of reserves but agreed that the money should be pursued from the perpetrators. He stated that there was not enough information relating to what the extra funding would be spent on and noted that he thought that a consultation should have been undertaken.

Councillor Stone stated that there was a need to protect public funds and agreed that the money needed to be recovered but questioned why extra funding was needed. She stated that the cost was not only financial but had impacted on the credibility of the Council. She questioned what the parameters were and what risks were involved in spending further funds.

Councillor Birch questioned what form the recovery of the money would take.

Councillor McCutcheon questioned whether it would be plausible for a blue chip company to purchase and/or re-develop the land around the Sixfields Stadium and commented that there was a need to have more clarity on the issue to properly determine the risks and values and stated that the Labour Group were considering calling in the decision should it be agreed by Cabinet.

Councillor Russell questioned what steps were being taken to reduce the litigation risks.

The Leader stated that whilst the original estimated costs of the initial professional fees from legal and financial experts had been exceeded, it had been a necessity due to procedures that had to legally be followed but that for some part of the negotiations solicitors had been engaged on a 'no win, no fee' basis. The Leader noted that it was imperative that whilst ongoing talks were had with interested parties, those responsible for taking the money had to be pursued and held accountable for their actions. She further noted that there had previously been cross party support for action to be taken against those responsible and questioned the opposition's commitment to the retrieval of the money. It was noted that the Administration did not intend to spend more money that was necessary and that it was being monitored on a weekly basis. She urged the opposition to reconsider calling in the decision as the delay would potentially jeopardise urgent issues being resolved in the retrieval of the money.

Councillor Eldred, as the Cabinet Member for Finance, commented that the opposition were effectively asking the Administration to give up on the notion of retrieving the money and stated his, and the Cabinet Members' commitment to pursuing those responsible. Councillor Nunn stated the continued assurance to retrieve as much of the money as possible and there was an obligation to the tax-payers to do so.

#### **RESOLVED:**

That a transfer of up to £500,000 from the Future Pressures Earmarked Reserve for professional fees to continue the recovery of monies lent to Northampton Town Football Club (NTFC) be approved. .

## **8. FINANCE AND MONITORING OUTTURN 2015-16**

Councillor Beardsworth stated that she had concerns about the financial deficit the Council potentially could be faced with, especially with the approval of the £500,000 taken out of the reserves for the Football Club. She voiced her concern that there was a need for the Council to be mindful and prepared for the unexpected, such as the impact of Britain exiting the European Union, the future cost of which was unknown.

Councillor Davenport questioned why there had been an underspend in Customers and Communities budget when people's lives were being blighted by overhanging branches and trees that were leaving residents in the dark.

Councillor Eldred, submitted his report and noted that the 2015/16 underspend would be used to mitigate risk and ensure that the Council could continue to invest in future services improvements and economic initiatives across the Borough. He further explained that the capital expenditure for 2015/16 totaled £559 million against the final approved

budget of £66.5 million which was a net underspend of £7.5 million. It was explained that the total General Fund capital expenditure included a £46 million loan to the University of Northampton to fund part of its new campus which he commented was a positive investment in the Town Centre.

**RESOLVED:**

1. That the outturn for the General Fund and Housing Revenue Account for the financial year 2015/16 as set out at Appendix 1 and Appendix 5 of the report be noted.
2. That the contributions to General Fund Revenue Earmarked Reserves as shown in Appendix 3 of the report be approved.
3. That the net movement in Housing Revenue Account Reserves and working balances as set out at Appendix 6 of the report be approved.
4. That the outturn for the Council's General Fund and Housing Revenue Account Capital Programmes for 2015/16 and how the expenditure was financed as set out at Appendix 4 and Appendix 7 of the report be noted.
5. That the carry forward for revenue and capital schemes from 2015/16 into 2016/17 be approved.
6. That the outturn for Northampton Partnership Homes for 2015/16 as set out at Appendix 8 of the report be noted.







# OVERVIEW & SCRUTINY VIEWS AND RECOMMENDATIONS

TO CABINET 7 SEPTEMBER 2016

Report Title	RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – PRE-DECISION SCRUTINY – MUSEUM TRUST
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**Agenda Status: PUBLIC**

## 1. Purpose

- 1.1 To present to Cabinet for consideration, the comments and recommendations of the Overview and Scrutiny Committee on the findings of the pre-decision scrutiny activity – Pre-Decision Scrutiny – Museum Trust.
- 1.2 Members of Cabinet have been issued with a copy of the full report. All Overview and Scrutiny review reports are published on the Overview and Scrutiny page on the Council's Webpage and a copy of this report can be located: [www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny) - Previous Scrutiny Reviews.

## 2. Recommendations

- 2.1 The Overview and Scrutiny Committee recommends to Cabinet that:
  - 2.1.1 Cabinet considers the findings of the Scrutiny Panel, attached at Appendix A.
  - 2.1.2 Cabinet notes that the Overview and Scrutiny Committee is satisfied that further investigation into the establishment of a Museum Trust including a full options appraisal will ensure the best outcome for the future of the Museum Service and Cultural Quarter.
  - 2.1.3 Cabinet notes that the Overview and Scrutiny Committee is satisfied that the commissioning of detailed planning including a full business plan and a 5 – 10 year financial plan should be undertaken to establish a Museum Trust.

- 2.1.4 Cabinet notes that the Overview and Scrutiny Committee supports the hybrid model of a Museum Trust. (A hybrid is where responsibility is devolved to a trust but assets are retained by the Council.)
- 2.1.5 Officers present three monthly updates on the process to establish a Museum Trust to the Overview and Scrutiny Committee.

### **3. Background and Issues**

- 3.1 The purpose of the pre-decision scrutiny activity was to undertake pre-decision Scrutiny - Scrutiny of the establishment of the Museum Trust to ensure the best outcome for the future of the Museum Service and Cultural Quarter.
- 3.2 The purpose of this report is to notify Cabinet on the outcome of the work undertaken by the Scrutiny Panel that undertook the above pre-decision work in response to the decision by Cabinet to consider Trust Status for Northampton's Museums.
- 3.3 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene
- Relevant Legislation
- Relevant data

- 3.4 A series of meetings were held that provided key information to the Scrutiny Panel.
- 3.5 The purpose of the meetings was to:
- Help non-Executives understand the process of establishing a Museum Trust and the legal framework around the establishment of a Museum Trust.
  - Enable non-Executives to meaningfully challenge the rigour and robustness of the proposed process

3.6 The Scrutiny Panel established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities:

Background data, including:

- Presentation to set the scene
- Relevant Legislation
- Relevant data

3.7 The findings from this pre-decision scrutiny activity are detailed at Appendix A and are presented in the form of a comprehensive set of questions and answers.

## **4. Options**

4.1 Cabinet will need to consider the possible options as part of its response to the recommendations.

## **5. Implications (including financial implications)**

### **5.1 Policy**

5.1.1 The work of Overview and Scrutiny plays a major part in the development of the Council's policy framework through its work programme.

5.1.2 The report and its recommendations have policy implications in relation to a Museum Trust. Cabinet's response will need to consider these issues in detail.

### **5.2 Resources and Risk**

5.2.1 Cabinet will need to consider the resourcing issues for the recommendations made.

### **5.3 Legal**

5.3.1 Legal issues will need to be considered as part of Cabinet's response to the recommendations.

### **5.4 Equality**

5.4.1 Equality issues will need to be considered as part of Cabinet's response to the recommendations.

## **5.5 Consultees (Internal and External)**

5.5.1 The Committee received evidence from a variety of sources as detailed in paragraph 3.5 of this report.

## **6. Background Papers**

- Overview and Scrutiny Committee report – Pre-decision Scrutiny – Museum Trust
- Minutes of the meeting of the Overview and Scrutiny Committee – 15 August 2016

**Report Author and Title:** Tracy Tiff, Scrutiny Officer, on behalf of Councillor Jamie Lane, Chair, Overview and Scrutiny Committee

**Telephone and Email:** 0300 330 7000, email: [tiff@northampton.gov.uk](mailto:tiff@northampton.gov.uk)

## Scrutiny Panel 2 (Museum Trust – Pre-Decision Scrutiny)

### QUESTIONS TO THE CULTURAL SERVICES MANAGER IN RELATION TO CONSIDERING TRUST STATUS

#### Business Case

#### Why have we decided to consider trust status for the museum service?

Council faces major financial challenges over the coming years. The renovation and expansion of Northampton Museum and Art Gallery Museum coupled with ongoing financial challenges mean the service faces considerable challenges over the short, medium and long term.

In considering options for the museum service the trust option presents an efficient, effective and proven model that delivers a relatively specialised service area within the council. In considering different options the trust model enables the museum service to focus on its core business outside of the wider corporate environment of the local council, but still meet the needs and requirements of all of our diverse communities and stakeholders.

The main reasons to consider trust status are:

- Secure a sustainable future for the service
- Single focused body
- Able to control own destiny
- Customer first – improved quality of service
- Achieve freedom to operate in an entrepreneurial manner – more focused and commercial
- Speed of decision making
- Ensure continuous improvement in the service
- Encourage effective partnership working
- Reach new audiences
- Flexible and agile/more freedom from local and national government and to operate with fewer restrictions.
- Trust status would be viewed as a positive step in terms of reputational issues from the wider museums, arts and heritage sector

#### What measures would be in place to safeguard the collections within the Museums?

Where museum services have devolved to trust status they have been one of two types, full or hybrid. A full devolution is where the museum service is transferred as a going concern with all its assets, i.e. buildings and collections. A hybrid is where responsibility is devolved to a trust but assets are retained by the council. The Hybrid Trust option is the preferred option. The Council would retain ownership of the buildings and collections. The Trust would therefore run a service for the Council but would be independent of the Council. Should the trust fail, there are then no issues with ownership of assets.

#### What is covered within the project scope?

The project scope covers the elements which constitute the museum service. This comprises:

- Buildings – Northampton Museum and Art Gallery (including the Gaol block); Abington Park Museum

- Museum collections - includes Yeomanry and Regimental Collections
- Offsite collection storage facilities at the Guildhall and Blackthorn Units

The Museum of Leathercraft (MoL) exists as an independent trust in its own right and is not part of the core museum service. The council is currently in a 50 year agreement it entered into in 1977, which still has 11 years to run. The MoL collections are not seen as core to the museum service, with only small elements relating to the shoe collections and leather industry in Northampton having of any significance to the core museum collections. The collection is in the process of being moved to a new site in the Grosvenor Centre as the MoL is trying to establish itself as a distinct museum. The future of the Museum of Leathercraft and its collections under the terms of the agreement will need resolving but they are not considered part of the core museum collections.

### **How do we know that investing in a trust option is the right thing to do?**

Trust status has proven a successful option for many small, medium and large museum services.

### **What are the anticipated project outcomes?**

A feasibility report which will set out the principles, viability, advantages and disadvantages of trust status and an options assessment comparing the trust option with the Do Nothing (status quo) option.

- Principles for establishing a trust to take forward the museum service
- Viability
- Portfolio for transfer
- Any legal, financial and operational problems
- Options Assessment
- Recommendation for the legal structure of the proposed trust including governance arrangements.
- Stakeholder Management Strategy & Plan

## **Project Management**

### **Who is managing the project?**

The work is being undertaken by Nick Gordon, the Cultural Services Manager, with support from an external consultant, Hilary McGowan. Hilary is acting as a mentor, assisting in facilitating the feasibility work and acting as an external voice and independent challenge to the work being carried out. Hilary has extensive experience in working with museums and other cultural services in considering and facilitating moves to trust status.

### **Which service areas have provided internal service expertise?**

Work on specific areas of the feasibility study is being carried out by council Finance, HR and Legal teams respectively.

### **What project management methodology has been used to manage the project?**

At this stage the project is researching and writing a feasibility report and no formal project management methodology is being used. Should the project move into the next phase of developing a museum trust, a formal project management structure will be set up using PRINCE 2. This methodology has been designed to ensure effective and robust project management within a local government environment and has a proven track record.

## Options Assessment

### **Will trust status offer value for money?**

A key aspect of a move to trust status is increasing value for money. Trust status enables the organisation to operate in a more dynamic and entrepreneurial way and thus deliver better value for money in the long-term. A key finding in the report 'Moving to Museum Trusts: Learning From Experience (2006)' was

Rarely is there a substantial financial saving to the devolving local authority, though most transfers take place from a low base, and better value for money is achieved.  
(Babbidge et al, 2006)

### **Will it add value and in what way?**

The Charitable trust model will enable the museum to maximise external funding opportunities not available to NBC and therefore retain the same or similar level of service at a lower cost.

In addition the tax status enables the realisation of fiscal benefits that increase the value of gifts by the public and relieve the charity of certain taxes. For example the Gift Aid scheme enables a charitable trust to reclaim the basic rate tax due on the amount of the gift, increasing the value of the gift to the trust.

### **Does it involve closures?**

No, the trust proposal focuses on strengthening and developing the existing offer.

### **How well will it handle any current issues with the service?**

The trust option enables the museum service to focus on being a museum. A key issue with the current service is that it is part of a much bigger organisation and is subsumed under the wider goals, agendas, messages and priorities of the council. A trust option will allow the service to focus on being a museum and deliver on agreed objectives but with greater freedom and latitude as to how it achieves this.

### **What types of new partnerships and relationships will be developed?**

A key aspect of Trust status is the ability to develop new relationships with funders and sponsors and other partner organisations to deliver services, which are more difficult or not possible when part of a local authority. Create formal partnerships with other key players in the town and county, especially the universities, heritage and art and other strategic delivery and regulatory bodies and local commerce and industry. Again while possible as part of a local authority, these relationships are easier to develop and maintain as an independent organisation outside of the constraints of council policy and strategy.

The key new partnership will be with NBC and developing this new relationship should see real benefits for both partners.

### **What are the capital investment requirements and will it deliver capital investment?**

Substantial capital investments are currently underway with the museum expansion and renovation project. This will only deliver Phase one of the capital development of what will be two phase project. A charitable trust would be able to engage in more effective sponsorship and fundraising campaigns with philanthropic individuals as well as approaching trusts and foundations not open to local authorities. Work on determining the exact value of the capital investment required for Phase 2 is underway and will be in place for the final report to cabinet.



Broader capital needs, e.g. dilapidation, are being worked on with the councils Assets team.

**Will it deliver high quality customer services?**

Yes, the move to trust status has led to improved customer service and quality of provision. The broader benefits accrued by trust status outlined in earlier answers, (more entrepreneurial approach, single focused body, increased speed of decision making) all contribute directly to improving the quality of service provision. The visitor and broader user experience will be at the core of any museum trust strategy

**Is there evidence that this works elsewhere?**

The museum service is benchmarking with a number of museum services that have already gone to trust status, Luton, Derby, Birmingham. There is a lack of any generally accepted criteria as to what constitutes a 'successful museum', but all of these services have indicated the move to trust status has been positive and beneficial overall. Luton Trust has recently expanded and taken on running of community centres from the council.

While not a direct museum comparator, the Northampton Leisure Trust has proven to be a major success, and there are many lessons that can be learnt from their experience.

**Does it protect the service from ongoing budget reductions?**

The trust option opens up new income generating possibilities and opportunities for greater efficiencies. While this will mitigate against any future budget reductions in the longer term, the museum is also doubling in size, which will lead to an increase in operating costs. Trust status is not a panacea and those museums which have been most successful when moving to trust status have been those with robust long term funding agreements with their Local Authority.

**Does it offer opportunities for developing new and ongoing income streams?**

Yes, moving to trust status offers many opportunities to develop existing income and new streams, particularly in areas of retail, events and corporate hire. The freedoms and flexibility of trust status makes out of hours events and activities more cost efficient and the ability to set up and run trading accounts for retail functions enables the trust to run in a more business-like manner.

**Do all elements of the present service fit?**

The core elements of the museum service as outlined in the scope fit within the proposed museum trust.

**What would happen should a donation be made to the Museum?**

All acquisitions (donations, purchases, bequests) made to the museum service while a trust would be accepted into the Northampton Borough Council collections, which the trust manages on the Council's behalf. During the accessioning process, the formal transfer of title would be to NBC, not the museum trust. Following the sale of Sekhemka when a number of potential donors expressed concern over the potential sale of objects they may wish to donate, a condition can be added to any transfer of title that should the council wish to dispose of the object, the ownership of the object reverts to the original owner.

### **Does it make sense for other service areas to be included in the transfer portfolio?**

The consideration for part or all of Abington Park to be included in the trust deliberations was raised at the initial Scrutiny committee by members of the public and a proposal on this had presented to the leader of the council for consideration by a number of residents of Abington.

At this stage the Feasibility Report is only considering the existing museum buildings and collections. There is precedent for museums and associated gardens/parkland being managed as one business unit. The Horniman Museum and Gardens in London, Compton Verney Gallery in Warwickshire are two examples, with English Heritage and National Trust properties operating under similar aegis.

Inclusion of all or part of Abington Park within a trust would potentially provide similar benefits to the park as would accrue to the museum, the potential to open up new funding opportunities, develop new income streams and engender greater community involvement from local residents. The inclusion could also create a more joined up and cohesive offer for the museum and park as a whole.

### **Is there maintenance work to be done on the Abington Museum?**

It is a Grade 1 listed building. The roof was repaired three years ago. It will require continual upkeep and maintenance. Full Building surveys have been carried out and the condition is generally good for a building of its age. All buildings of this age are expensive to maintain.

### **How well does the trust option meet the vision for the service in the longer term?**

The trust option enables the museum service to engage in longer term strategic planning. Trust status enables a greater sense of direction, freed from the wider corporate issues of local authorities, it gives the trust the ability to focus on developing their core business. The flexibilities and freedoms of being an independent body enable the trust to establish plans and policies appropriate to the need of current and potential audiences and users as well as taking account of stakeholders' needs and priorities, with NBC being one of the key stakeholders.

### **Is the model scalable and/or flexible?**

Yes, but this depends on the wording of the articles of the charity. The trust model is scalable and flexible within the articles which define the charitable purpose of the organisation. Articles which tightly circumscribe the trusts purpose and operations reduce flexibility and scalability so careful consideration needs to be given to the drafting of the articles. For example articles which cover broad culture and heritage provision for Northampton and Northamptonshire would allow the trust to take on additional services or responsibilities over articles which gave a tighter sphere of activity only covering the two buildings and specific collections.

### **Will it help meet targets?**

Yes. By being able to focus on targets appropriate to the core museum business. The results of social sector organizations are often best measured outside the organization in changed lives and changed conditions. Trust status enables a longer term view to be taken, particularly around achieving longer term qualitative targets. Trust status enables the museum to determine what its targets are and concentrate resources on achieving these results.

### **What are the revenue implications for the next five years?**

Work is underway to build full and robust financial projections for the expanded museum service. As the museum is effectively doubling in size, with a concomitant increase in operating costs, it is likely that the service will require an uplift in funding, to then be tapered, as the new income streams for the service are developed. It will take 1 – 3 years to establish

the museum business and start fully realising income from new and expanded ventures and assistance with the funding gap will likely be required.

**What funding would the Council provide?**

Core funding from the Council would be provided. Core funding would taper off as the years went on. There would be a better tax status, gift in aid etc. New income streams would be investigated.

**The Museum site is expanding considerably, what are the cost implications and how will this be paid for?**

A feasibility study for the Expansion Project is being undertaken. Costs are estimated at £14 million. The work will be completed in two phases. Phase 1 commences in April 2017 and £6.5 million remaining from the sale of the Sekhemka Statue will be used for this. Phase 2 will concentrate on developing core exhibition spaces; sponsorship and fund raising strategies are being investigated.

**What income streams are available to the Museums?**

A number of unique income streams such as Weddings at the Abington Museum and corporate hire. An increase in retail operations, including a selling gallery for arts and crafts is included in the plan.

**Are there any HR implications?**

Discussions are in progress with HR. Based on the information to date, there are no perceived issues. Based on the information to date provided to HR, there are no perceived issues. Any staff who transfer would be covered by TUPE. An application would need to be requested in terms of Pension arrangements for Admitted Bodily Status, which is the process followed for these types of business set ups.

**Are the present operational budgets sufficient?**

With the museum expansion operating costs will increase. The funding gap will be closed by increased income generation at the two museum sites as per the previous question.

**Will other council services be affected?**

The museum service does not have any direct relationship with any other council services beyond the core support services, procurement, HR, legal etc. Support costs for these services would need to transfer to the museum trust and may have a small impact on the support services. Work is underway to look at support service costs and any impact trust status may have.



# OVERVIEW & SCRUTINY VIEWS AND RECOMMENDATIONS

TO CABINET 7 SEPTEMBER 2016

Report Title	RECOMMENDATIONS OF THE OVERVIEW AND SCRUTINY COMMITTEE – NBC OWNED STREET LIGHTING
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**Agenda Status: PUBLIC**

## 1. Purpose

- 1.1 To present to Cabinet for consideration, the comments and recommendations of the Overview and Scrutiny Committee on the findings of the Review – NBC Owned Street Lighting.
- 1.2 Members of Cabinet have been issued with a copy of the full report. All Overview and Scrutiny review reports are published on the Overview and Scrutiny page on the Council's Webpage and a copy of this report can be located: [www.northampton.gov.uk/scrutiny](http://www.northampton.gov.uk/scrutiny) - Previous Scrutiny Reviews.

## 2. Recommendations

- 2.1 The Overview and Scrutiny Committee recommends to Cabinet that:
  - 2.1.1 The Working Group has pursued this Scrutiny activity as far as it can whilst accepting the Corporate Asset List is incomplete. It therefore recommends to Cabinet that the work is continued in the form of a Member/Officer Working Group. The purpose of this Working Group would be to complete the aims and objectives of this Scrutiny activity.
  - 2.1.2 An Invest to Save Programme for NBC owned street lighting commences. The Programme should include:
    - Energy costs
    - Maintenance Costs
    - Energy efficient lighting
    - Need and appropriateness of lighting
    - Areas that should/should not be lit

- 2.1.3 Consideration is given to entering into an agreement with Balfour Beatty for the ongoing repair and maintenance of NBC street lighting including a replacement programme.
- 2.1.4 The Business Case in relation to the Revenue and Capital budget for the Invest to Save Programme for NBC owned street lighting is completed in the 2016/2017 financial year and incorporated into future budgeting procedures.
- 2.1.5 Discussions between NBC, Northampton Partnership Homes and Northamptonshire Police are held regarding the need and appropriateness for NBC owned street lighting and what areas should/should not be lit.
- 2.1.6 A reference number, identifying that the street lighting is under the ownership of NBC, is placed on each street lighting column with instructions how to report.
- 2.1.7 A clear reporting mechanism for issues with NBC owned street lighting is published and is easily accessible for both Officers and members of the public.
- 2.1.8 Discussions between NBC, Northamptonshire County Council and Balfour Beatty are held to ascertain whether it would be possible for NBC to “dovetail” onto its interactive mapping system. The NBC owned street lighting details is also plotted onto the NBC interactive mapping system.
- 2.1.9 The location and reference number of NBC owned street lighting is included within the Report It App.
- 2.1.10 Relevant Officers receive training about Northamptonshire County Council and NBC owned street lighting regarding where maintenance issues should be reported and how the location of the street lighting can be identified.

### **3. Background and Issues**

- 3.1 The purpose of the Scrutiny Working Group was to differentiate between Northampton Borough Council (NBC) and Northamptonshire County Council (NCC) owned street lighting.

#### **Key lines of Enquiry**

- Investigate all NBC owned street lighting, not just those in situ on housing land
- Differentiate between Northampton Borough Council (NBC) and Northamptonshire County Council (NCC) owned street lighting
- How the public can report problems and issues with street lighting
- Cost of NBC owned street lighting and energy consumption
- On-going costs for NBC street lighting

- 3.2 The Overview and Scrutiny Committee, at its meeting on 29 July 2015, received a briefing paper on street lighting from Northampton Partnership Homes. Following discussion of this briefing paper, the Overview and Scrutiny Committee set up a Working Group to investigate NBC owned street lighting. A short, sharp Scrutiny activity commenced in September 2015 and concluded in May 2016.
- 3.3 This review links to the Council's corporate priorities, particularly corporate priority 2 - Invest in safer, cleaner neighbourhoods - Creating an attractive, clean and safe environment.
- 3.4 The Working Group established that the following needed to be investigated and linked to the realisation of the Council's corporate priorities.
- 3.5 Background data, including:
- Maintenance costs for NBC owned street lighting
  - Street Lighting data
  - Energy costs for both NBC and NCC street lighting
  - Corporate List of all NBC owned street lighting to include:
    - Details of public knowledge to NBC owned street lighting columns
    - Reference numbers of street lighting columns
    - Energy costs for both NBC and NCC street lighting
    - Further maintenance and repair costs – street lighting
    - Report it app. – inclusion of reporting street lighting
  - Site Visits
- 3.6 In considering the evidence the following conclusions were made: -

### **Energy Costs – NBC Street Lighting**

- 3.6.1 NBC is recharged for electricity used for specific events such as the Christmas lights. Northamptonshire County Council (NCC) purchases its electricity from Laser Group.
- 3.6.2 The Working Group acknowledges that there is a need to ensure the Council is getting the best possible price on electricity. It would be useful for NBC street lighting to be of low energy lighting. The Working Group noted that NCC turns down its street lighting during night time hours, therefore reducing energy consumption.
- 3.6.3 There is no record of dedicated funding in respect of NBC owned street lighting with the exception of Christmas lighting.

3.6.4 There is no current identified revenue budget for the additional 744<sup>1</sup> street lighting.

### **Identification of Street Lighting**

3.6.5 The Working Group highlights the need for the inclusion of reference numbers on NBC owned street lighting columns that identify clearly they are owned and maintained by NBC.

3.6.6 It is felt that there is a need for discussions to take place between NBC, NCC and Balfour Beatty to ascertain whether it would be possible for NBC to “dovetail” onto its interactive mapping system. NCC will be provided with details of the NBC street lighting columns.

### **Public access to NBC owned street lighting columns**

3.6.7 When eastings and northings referencing is completed; the NBC owned street lighting will be plotted onto the Council’s interactive mapping system.

3.6.8 The Working Group emphasises the need for one clear reporting mechanism for the public regarding all NBC owned street lighting. It felt that the majority of street maintenance issues will be reported by the public to Street Doctor. The production of the Corporate Asset List will inform ownership of the street lighting.

### **Maintenance and repair costs – street lightings**

3.6.9 Evidence received details that each street lighting column costs around £30 -£50 per year in electricity, depending on wattage, which can range from 30-150 watts. Maintenance costs for 744<sup>1</sup> lighting columns equates to approximately £50,000 per year. It is acknowledged that this amount could change when the Corporate Asset List is finalised. The Working Group felt that it would be beneficial for consideration to be given to looking at a shared street lighting specialist, with NPH, for the 744<sup>1</sup> NBC owned street lighting columns. It is further felt that maintenance would be cheaper if the test was undertaken in a programmed way; such as a number of columns tested in a day rather than on an ad hoc basis.

3.6.10 Evidence received highlights that there is no revenue or capital budget for NBC owned street lighting and discussions will have to take place regarding assets and maintenance.

### **Invest to Save Programme - Street Lighting**

3.6.11 From the evidence received, the Working Group acknowledges the need for an Invest to Save Programme for NBC owned street lighting. Electricity costs for the 744<sup>1</sup> street

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<sup>1</sup> The figure of 744 street lighting columns could increase or decrease when the Corporate Asset List has been finalised.

lighting columns are in the region of £50,000 to £70,000 per annum. It recognises that NCC has installed energy efficient lighting.

- 3.6.12 The Working Group recognises that discussions between Northampton Borough Council, Northampton Partnership Homes and Northamptonshire Police regarding the need and appropriateness for lighting and what areas should/should not be lit should take place.
- 3.6.13 The Working Group acknowledges that there is a need to ascertain whether the current level of 744<sup>1</sup> lighting columns is required; for example the lighting of parks. The views of Northamptonshire Police would be useful.

### **Report It App.**

- 3.6.14 The Working Group highlights the value of the Report It App. and felt it would be useful for details of NBC owned street lighting to be included within the App.

### **Training**

- 3.6.15 Evidence received highlights the need for training of relevant officers, such as customer services staff, regarding the difference between NCC and NBC lighting and to which Authority maintenance issues should be reported to.
- 3.6.16 One clear reporting mechanism for problems with NBC owned street lighting need to be easily available for the public. A clear reporting mechanism, together with the interactive active mapping system, will make identification and reporting of street lighting columns easier.

## **4. Options**

- 4.1 Cabinet will need to consider the possible options as part of its response to the recommendations.

## **5. Implications (including financial implications)**

### **5.1 Policy**

- 5.1.1 The work of Overview and Scrutiny plays a major part in the development of the Council's policy framework through its work programme.
- 5.1.2 The report and its recommendations have policy implications in relation to NBC owned street lighting. Cabinet's response will need to consider these issues in detail.



## **5.2 Resources and Risk**

5.2.1 Cabinet will need to consider the resourcing issues for the recommendations made.

## **5.3 Legal**

5.3.1 Legal issues will need to be considered as part of Cabinet's response to the recommendations.

## **5.4 Equality**

5.4.1 Equality issues will need to be considered as part of Cabinet's response to the recommendations.

## **5.5 Consultees (Internal and External)**

5.5.1 The Committee received evidence from a variety of sources as detailed in paragraph 3.5 of this report.

## **6. Background Papers**

- Overview and Scrutiny Committee report – NBC Owned Street Lighting
- Minutes of the meeting of the Overview and Scrutiny Committee – 13 June 2016

**Report Author and Title:** Tracy Tiff, Scrutiny Officer, on behalf of Councillor Jamie Lane, Chair, Overview and Scrutiny Committee

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Appendices  
5



## CABINET REPORT

<b>Report Title</b>	Northampton Local Plan (Part 2) - Options Paper
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	07 September 2016
<b>Key Decision:</b>	Yes
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	Yes
<b>Directorate:</b>	Regeneration, Enterprise & Planning
<b>Accountable Cabinet Member:</b>	Councillor Tim Hadland
<b>Ward(s)</b>	All wards

### 1. Purpose

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To consider the responses received to the Scope and Issues consultation and the proposed public consultation on the Options stage of the Northampton Local Plan (Part 2).

### 2. Recommendations

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2.1 Note the responses received to the Issues consultation.

2.2 Agree the documents and timetable as set out in this report for an Options stage public consultation on the Northampton Local Plan (Part 2).

2.3 Note that the outcome of the Options consultation will inform further consideration and the preparation of a Draft Local Plan which will be presented to Cabinet in due course.

### 3. Issues and Choices

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#### 3.1 Report Background

- 3.1.1 On 09 September 2015 Cabinet agreed a report setting out the importance of having an up to date Development Plan and the scope and timetable for the preparation of the Northampton Local Plan (Part 2). Cabinet also approved an updated Local Development Scheme which sets out the full timetable for preparation of the Northampton Local Plan (Part 2). The timetable sets out that the Options stage of consultation will be undertaken in September/October 2016.
- 3.1.2 The current Northampton Local Plan was adopted in 1997 and needs updating in order to effectively guide and respond to future development proposals across the Borough, and to reflect more recent Government policy. The new Local Plan (Part 2) will address the supply of sites within Northampton to deliver new homes, maintain and expand employment opportunities, enhance the Town Centre, protect the historic and natural environment and provide detailed development management policies for the whole Borough.
- 3.1.3 An initial stage of public consultation was undertaken on the Scope and Issues of the new Local Plan between 27 April and 10 June 2016. A summary of the responses that were received to that consultation is attached (Appendix 1). It is proposed that the Council now undertakes an Options stage public consultation to continue to progress the preparation of an updated Northampton Local Plan (Part 2).

#### 3.2 Issues

##### 3.2.1 Summary of Responses To Issues Consultation

- 3.2.1.1 The Issues stage public consultation took place for six weeks between 27 April and 10 June 2016. The following documents were published as part of the Issues stage consultation:
- **Northampton Local Plan (Part 2) Issues Paper** – This paper sought views on the key issues which should be addressed in the new Local Plan. There were 31 questions in total.
  - **Sustainability Appraisal Scoping Report** – This report explained how the emerging Local Plan will be assessed for any potential significant impacts on environmental, economic and social objectives and invited comments on the proposed methodology. Further information on the Sustainability Appraisal is provided at paragraph 3.2.4.
- 3.2.1.2 In addition the Draft Statement of Community Involvement and the Land Availability Assessment Methodology were subject to consultation at the same time as the Local Plan Issues consultation. A Call for Sites was also held at the same time:

- **Draft Statement of Community Involvement (SCI)** – The SCI sets out how the Council intends to undertake consultations when preparing planning documents as well as in relation to planning applications and development management matters. This consultation sought to update the existing Adopted SCI. Responses to the draft SCI will be considered separately and are not summarized in this report.
- **Land Availability Assessment (LAA) Methodology Consultation** - This consultation sought views on how the Council will assess sites for development.
- **Call for Sites.** Submissions were invited of sites to be considered for suitability for development. It was explained that these sites will then be assessed using the LAA methodology. Responses to the LAA methodology and the Call for Sites will be considered in progressing the LAA and are not separately summarized in this report.

3.2.1.3 The consultation comprised the following activities:

- **Statutory consultees:** Letters and email notifications explaining the Issues consultation and providing details of how to respond were sent to all statutory consultees as listed in the Town and Country Planning (Local Planning) (England) Regulations 2012 including specific consultation bodies, the general consultation bodies, neighbouring authorities and prescribed bodies
- **Non Statutory consultees:** Letters and email notifications were sent to non-statutory consultees on the Borough Council's Local Plan database
- **Website:** All the information about the new Local Plan, why it was being prepared, where the consultation documents were available and how to comment were published on the Council's website
- **Social media:** The Issues stage consultation was publicised on the Council's Facebook page and Twitter feed
- **Press releases:** Two press releases were issued, one before the Cabinet papers were published and one just before the start of the public consultation period
- **Inspection Locations:** All the consultation documents and materials were made available at the One Stop Shop at the Guildhall and all the public libraries in Northampton Borough
- **Consultation Leaflets:** Leaflets were distributed to all Borough Councillors, Libraries in Northampton Borough, Parish Councils and Neighbourhood Forums in Northampton Borough, to all GPs, major supermarkets and all community centres in Northampton Borough
- **Consultation Banners:** Banners advertising the Issues consultation were placed at the One Stop Shop at the Guildhall, Kingsthorpe Library, Weston Favell Library, Wootton Community Centre and Duston Community Centre throughout the six weeks consultation period. In

addition, a set of all the consultation documents and leaflets were also available for reference at these locations

- **Workshop for Borough Councillors:** All Borough Councillors were invited to a workshop on 3 May 2016 to receive a briefing on the Local Plan preparation process and timetable and to discuss the issues identified in the consultation

- **Workshop for Parish Councils and Neighbourhood Forums:** A workshop was held on 4 May 2016 for all Parish Councils and Neighbourhood Forums in Northampton Borough to receive a briefing on the Local Plan preparation process and timetable and to discuss the issues identified in the consultation

- **Drop In Session:** On the afternoon of 18 May 2016 the Planning Policy team were available at the One Stop Shop at the Guildhall to answer questions about the Issues stage

- **Employment Workshop:** A workshop was held on 25 May to focus on generating participation from property agents and developers to input into the Employment Land Study, which will inform the Local Plan. This workshop also provided the opportunity to discuss issues identified in the Issues Paper and encourage participation in the Local Plan process.

- **Meetings with Organisations:** During the consultation period the Planning Policy Team also met with various organisations to discuss the issues. Meetings were held with NEP, SEMLEP, Environment Agency, Anglian Water, Northampton Town Centre BID, Brackmills BID, Northamptonshire County Council, South Northamptonshire Council and Daventry District Council.

3.2.1.4 Comments were invited electronically, by email and through Survey Monkey, or by post. For those who do not have access to a computer, and were unable to visit any of the inspection locations paper copies of the consultation documents were available by phone or in writing from the Planning Policy team. All the documents were also available in other languages and/ formats on request.

3.2.1.5 A total of 49 organisations and individuals responded to the Scope and Issues consultation.

- Website: 10 responses were received online
- Email: 37 responses were received by email
- Post: 2 responses were received by post

3.2.1.6 It should be noted that there were:

- 553 recorded visits to the website;
- 4,358 people received the information via Facebook; and
- 8,248 people received the information via Twitter.

3.2.1.7 More information about the Issues consultation and a summary of the comments received is included in the Summary of Responses to the

Issues Consultation (Appendix 1 to this report). The comments submitted cover a range of issues. Key points include:

- a need to identify more sites to deliver the identified requirement for new homes and to maintain the five year housing land supply
- a need to ensure that allocated sites are available and deliverable in the short term
- the importance of providing a more balanced mix of family and other housing, including in the town centre
- a need for employment land that is suitable for particular sectors, such as large scale logistics and distribution sites and also for small scale offices and businesses
- a need to deliver infrastructure to support the town's growth, including the Northampton Northern Orbital Route and the Northampton Growth Management Scheme and to encourage other modes of transport
- a need for the town centre to evolve to become a destination to attract visitors and to increase dwell time in the town centre, with a mix of destination and independent shopping, workplaces, culture and cafes
- an opportunity to improve Market Square to reflect its historical significance and to enhance the market
- the importance of the Cultural Quarter and the opportunity to contribute to a distinct sense of place within the town centre
- a need to protect the historic environment
- a need to update the Strategic Flood Risk Assessment for Northampton

### **3.2.2 Public Consultation on the Northampton Local Plan (Part 2) - Options**

3.2.2.1 It is proposed that the next stage of public consultation comprises the following documents:

- **Options Consultation Paper**, which sets out the Council's strategy for the new Local Plan (Part 2) and invites people to comment. (Appendix 2)
- **Sustainability Appraisal Options Report**, which considers the likely significant effects that the Local Plan may have on various environmental, economic and social factors. (Appendix 4)

3.2.2.2 It is proposed that the consultation period will start on Wednesday 21 September and run for 6 weeks until Wednesday 02 November 2016.

### **3.2.3 Consultation on the Northampton Local Plan (Part 2) - Options (Regulation 18)**

3.2.3.1 This Options consultation follows the Scope and Issues consultation which was undertaken between April and June 2016. It focuses in more detail on some of the key issues in preparing the Northampton Local Plan (Part

2). This will be the second formal stage of consultation on the Northampton Local Plan (Part 2) and will invite representations on the proposed strategy for the plan.

3.2.3.2 The Options Consultation Paper sets out a vision for Northampton for 2029, the objectives which the Northampton Local Plan (Part 2) will be seeking to achieve and the strategy that will underpin future development and regeneration activity across the Borough. It also sets out some of the key challenges that the new Local Plan (Part 2) will need to address, focusing on the delivery of growth, particularly the challenges of delivering new homes, economic prosperity and the future role of our centres, in a sustainable and deliverable way. The strategy sets out how the Council can plan positively for the new homes and jobs, whilst protecting and enhancing the natural and historic assets within the borough. The vision, objectives and strategy are informed by previous work and responses to the Scope and Issues consultation.

3.2.3.3 The Central Area Action Plan (CAAP) 2013 contains development plan policies for the central area. Some of the CAAP policies have now been superseded by recent development and/or changes in legislation, such as recent changes regarding permitted development rights, and therefore need to be updated. It is proposed that the new Local Plan (Part 2) will contain those CAAP policies which remain up to date and any CAAP policies which need updating. Once adopted, the new Northampton Local Plan (Part 2) will supersede the Central Area Action Plan.

3.2.3.4 Key points identified in the proposed strategy include:

- providing for significant new growth in the most sustainable way, ensuring that the development of new homes is matched by the provision of opportunities for new employment, accessible local services and a high quality environment.
- supporting the timely delivery of the key infrastructure schemes that are critical to enabling the identified growth to take place.
- providing for as much of the Borough's growing population within the Borough as possible, with a focus on brownfield or other available sites within the existing built up area.
- identifying opportunities to make better use of land by applying higher densities, with a minimum density of 40 dwellings per hectare outside of the sustainable urban extensions and higher densities considered in and near to the town centre, other key centres and along key transport corridors.
- continuing to work with neighbouring authorities through the Duty to Cooperate, which is a statutory requirement of the Localism Act 2011 and the National Planning Policy Framework (NPPF) for local authorities to work together to address strategic planning issues. Sustainable urban extensions have already been identified within the West Northamptonshire Joint Core

Strategy Local Plan (Part 1) and these will contribute to the ability to plan positively for the future.

- ensuring that a greater number of our housing land supply sites are capable of being delivered in the shorter term.
- providing a continuous supply of land for all types of employment development, including the growth and expansion of existing businesses, the establishment of new businesses and attracting inward investment.
- ensuring that sites are available to support the key economic sectors important to the borough's economic growth, including business and professional services, food and drink, logistics and high tech engineering.
- reflecting the changing role of the traditional high street, increasing visitor numbers and dwell time in the town centre by promoting a balanced range of leisure and other town centre uses.
- building on the strength of the Cultural Quarter and its contribution to the continued diversity and strength of the town centre.
- focusing on generating a mix of destination and independent shopping alongside new homes, workplaces and culture that contribute to creating a sense of place and attracting visitor spend into the town centre.
- reflecting the importance of the borough's public spaces in high quality design choices for our public realm and public spaces.
- ensuring that the historic environment is central to shaping the Borough's future.

### **3.2.4 Sustainability Appraisal Options Report**

- 3.2.4.1 The preparation of a Local Plan is required to include an accompanying Sustainability Appraisal (SA) throughout its preparation. This should consider all the likely significant effects that the Local Plan may have on various environmental, economic and social factors. If the Local Plan is likely to have a significant effect on the environment, the sustainability appraisal must also meet the legal requirements of the European Directive on Strategic Environmental Assessment (SEA).
- 3.2.4.2 The Sustainability Appraisal Scoping Report was prepared in March 2016 and available for comment between 27 April and 10 June 2016. A summary of responses received is provided at Appendix 3. The Scoping Report highlighted the opportunity for the Northampton Local Plan (Part 2) to offer opportunities to directly and strongly affect existing trends and issues in a positive way, through an up-to-date plan which reflects the



requirements of the NPPF and which builds on the Joint Core Strategy policies.

- 3.2.4.3 A Sustainability Appraisal Options Report has been prepared and is available on the Council's website. The final sustainability appraisal/strategic environmental assessment will be submitted to the Secretary of State with the Local Plan (Part 2) for examination.

### **3.2.5 What Happens Next?**

- 3.2.5.1 This is the second formal stage in preparing a new Local Plan for Northampton. Comments received will be considered in progressing work on the Northampton Local Plan (Part 2) and will be published on the Council's consultation portal in accordance with the Data Protection Act.
- 3.2.5.2 Responses will be reported to the Council's Cabinet Advisory Group, which advises on the preparation of the Northampton Local Plan (Part 2). They will also be reported in summary to the Council's Cabinet. The Council will use the comments and suggestions it receives to help to develop a Draft Local Plan for further consultation in March 2017.

### **3.3 Choices (Options)**

#### **3.3.1 Option 1: Agree**

- 3.3.2 There is an urgent need for the Council to have an up to date and robust planning policy in the light of on-going reforms to the planning system. The Joint Core Strategy only provides the strategic policies for the Borough and does not allocate all of the sites that will be required or set up-to-date detailed development management policies.

#### **3.3.3 Option 2: Do not agree**

- 3.3.4 The Cabinet could defer or decide not to prepare the Northampton Local Plan (Part 2), however this would mean that the Council would not have an up to date Development Plan to guide development across the Borough and would increase the risk of planning applications being allowed at appeal. This option is therefore not recommended.

## **4. Implications (including financial implications)**

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### **4.1 Policy**

- 4.1.1 The Northampton Local Plan (Part 2) will review and update the Local Plan Saved Policies and replace extant interim guidance. An up to date Plan will provide greater certainty and allow policies at the local level to address local issues and to be fully compliant with up to date requirements. In accordance with Section 38 (6) of the Planning and Compulsory Purchase Act 2004 planning applications will then be determined in accordance with the

Development Plan, including the Local Plan (Part 2), unless material considerations indicate otherwise.

## **4.2 Resources and Risk**

4.2.1 Sufficient resources are available for the preparation of the Local Plan (Part 2) within this year's resources. Additional resources are expected to be required for 2017/18 and costs of £150,000 were built in as part of the 2016/21 Budget setting process.

## **4.3 Legal**

4.3.1 The Local Plan is a statutory document and has to be prepared in accordance with the Planning and Compulsory Purchase Act 2004, as amended; the Town and Country Planning (Local Development) (England) Regulations 2012, as amended; the Environmental Assessment of Plans and Programmes Regulations 2004; and the Conservation of Habitats and Species Regulations 2010.

4.3.2 Legal support and advice will be required throughout the preparation process. This will require both support and advice from LGSS Law Limited and external Counsel at key stages.

## **4.4 Equality and Health**

4.4.1 The Local Plan (Part 2) will be subject to full Community Impact Assessment.

## **4.5 Consultees (Internal and External)**

4.5.1 The Cabinet Advisory Group was established on 03 February 2016 and has held several meetings to consider the main issues relating to the Local Plan throughout the preparation of the Proposed Options consultation, informed by officers and key evidence.

4.5.2 All Borough Councillors will be invited to attend a workshop in early October to find out more about the Local Plan (Part 2), the proposed consultation and the ongoing work towards adoption of an updated Local Plan for Northampton.

4.5.3 Parish Councils and Neighbourhood Forums in the Borough will also be invited to attend a workshop.

4.5.4 Further details of the proposed consultation actions are set out in the Options Stage Consultation and Engagement Strategy. (Appendix 5)

## **4.6 How the Proposals deliver Priority Outcomes**

4.6.1 The preparation of an up to date Local Plan (Part 2) will assist in all aspects of the Corporate Plan and guide and influence many of the Council and its partners' strategies.

#### **4.7 Other Implications**

4.7.1 None.

### **5. Appendices**

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5.1 Appendix 1 –Summary of Responses to Issues Consultation

5.2 Appendix 2 –Northampton Local Plan (Part 2) Options Paper – for consultation

5.3 Appendix 3 – Summary of Responses to Sustainability Appraisal Scoping Report

5.4 Appendix 4 - Sustainability Appraisal Options Report – for consultation

5.5 Appendix 5 - Consultation and Engagement Strategy for the Local Plan (Part 2) Options Consultation

**Claire Berry, Planning Policy & Heritage Manager, Extension 8030**

## Northampton Local Plan (Part 2)

### **Summary Of Responses To Scope and Issues Consultation**

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## **1. INTRODUCTION**

- 1.1 Northampton Borough Council is preparing a new Local Plan for the administrative boundary of Northampton, following the adoption of the West Northamptonshire Joint Core Strategy Local Plan (Part 1) in December 2014. Once adopted, the Northampton Local Plan (Part 2) will be the starting point for considering all planning applications within the Borough, alongside the policies in the West Northamptonshire Joint Core Strategy (JCS) and Government guidance including the National Planning Policy Framework.
- 1.2 The new Local Plan (Part 2) will:
- Provide local and detailed policies that are not already the subject of strategic policies contained in the West Northamptonshire Joint Core Strategy;
  - Supersede the policies contained in the Central Area Action Plan which was adopted in January 2013; and
  - Replace the remaining Saved Policies currently contained in the Northampton Local Plan June 1997. This is the current Local Plan for Northampton and it needs updating to effectively guide and respond to future development proposals across the Borough and to reflect more recent Government policy.
- 1.3 The new Local Plan will therefore contain up to date development management and site specific policies to help determine planning applications. It will also identify land for new development for the provision of housing, jobs and other uses as well as areas for protection and/ or enhancements including the historic and natural environment.
- 1.4 A Sustainability Appraisal Report, which considers all the likely significant effects that the Local Plan may have on various environmental, economic and social factors, will accompany the new Local Plan (Part 2). A Sustainability Appraisal is a legal requirement within the plan preparation process. If the new Local Plan is likely to have a significant effect on the environment, the sustainability appraisal must also meet the legal requirements of the European Directive on Strategic Environment Assessment.
- 1.5 The Council is required to undertake consultation at key stages of the Plan preparation process, beginning with the Scope and Issues Consultation stage. In undertaking the consultation exercise, the Council complied with the requirements contained in the adopted Statement of Community Involvement as well as the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

## **2. CONSULTATION ON THE SCOPE OF THE NORTHAMPTON LOCAL PLAN (PART 2) AND ISSUES (REGULATION 18)**

- 2.1 This was the first formal stage of consultation on the Northampton Local Plan (Part 2). Representations were invited on the proposed scope of the plan, including the proposed subject area and plan area (development within Northampton Borough) and the proposed plan period (2011 – 2029). It is proposed that the Local Plan (Part 2) will include the following elements:
- Site specific allocations;
  - Detailed development management policies;
  - Local infrastructure needs in relation to new development (what/ when/ how);
  - Retail centres boundaries;
  - Built and natural environment policies and designations; and
  - Policies map.
- 2.2 There is also an opportunity to incorporate the following Interim Planning Policies within the new Local Plan:
- Affordable Housing Interim Statement (2013); and
  - Houses in Multiple Occupation Interim Planning Policy Statement (2014).
- 2.3 Some of the Central Area Action Plan (2013) policies have been superseded by recent development and/ or changes in legislation such as recent changes regarding permitted development rights. Therefore, it is recognised that there is a need to review the policies contained in the Central Area Action Plan.

## **3. HOW WE CONSULTED**

- 3.1 At the Borough Council's Cabinet meeting on 13 April 2016 it was agreed that an Issues stage public consultation be held for six weeks. The Consultation and Engagement Strategy agreed at Cabinet is included in this report as Appendix 3.
- 3.2 The following documents were published as part of this Issues stage consultation:
- a) Northampton Local Plan (Part 2) Issues Paper (including Partial Review of the Central Area Action Plan)** – This paper sought views on the key issues which should be addressed in the new Local Plan. There were 31 questions in total.
  - b) Sustainability Appraisal Scoping Report** – This report explained how the emerging Local Plan will be assessed for any potential significant impacts on environmental, economic and social objectives and invited comments on the proposed methodology.

3.3 In addition the Draft Statement of Community Involvement and the Land Availability Assessment Methodology were subject to consultation at the same time as the Local Plan Issues consultation. A Call for Sites was also held at the same time:

**c) Draft Statement of Community Involvement (SCI)** – The SCI sets out how the Council intends to undertake consultations when preparing planning documents as well as in relation to planning applications and development management matters. This consultation sought to update the existing Adopted SCI. Responses to the draft SCI will be considered separately and are not summarized in this report.

**d) Land Availability Assessment (LAA) Methodology Consultation** - This consultation sought views on how the Council will assess sites for development.

**e) Call for Sites.** Submissions were invited of sites to be considered for suitability for development. It was explained that these sites will then be assessed using the LAA methodology. Responses to the LAA methodology and the Call for Sites will be considered in progressing the LAA and are not separately summarized in this report.

3.4 The consultation period was from Wednesday 27 April to 5 pm on Friday 10 June 2016. This was six weeks including two days to compensate for the two Bank Holidays on 2 May and 30 May 2016.

3.5 The consultation comprised the following activities:

- **Statutory consultees:** Letters and email notifications explaining the Issues consultation and providing details of how to respond were sent to all statutory consultees as listed in the Town and Country Planning (Local Planning) (England) Regulations 2012 including specific consultation bodies, the general consultation bodies, neighbouring authorities and prescribed bodies
- **Non Statutory consultees:** Letters and email notifications were sent to non-statutory consultees on the Borough Council's Local Plan database
- **Website:** All the information about the new Local Plan, why it was being prepared, where the consultation documents can be found and how to comment were published on the Council's website
- **Social media:** The Issues stage consultation was publicised on the Council's Facebook page and Twitter feed
- **Press releases:** Two press releases were issued, one before the Cabinet papers were published and one just before the start of the public consultation period



- **Inspection Locations:** All the consultation documents and materials were made available at the One Stop Shop at the Guildhall, two community centres and all the libraries in Northampton Borough
- **Consultation Leaflets:** Leaflets were distributed to all Borough Councillors, Libraries in Northampton Borough, Parish Councils and Neighbourhood Forums in Northampton Borough, to all GPs, major supermarkets and all community centres in Northampton Borough
- **Consultation Banners:** Banners advertising the Issues consultation were placed at the One Stop Shop at the Guildhall, Kingsthorpe Library, Weston Favell Library, Wootton Community Centre and Duston Community Centre throughout the six weeks consultation period. In addition, a set of all the consultation documents and leaflets were also available for reference at these locations
- **Workshop for Borough Councillors:** All Borough Councillors were invited to a workshop on 3 May 2016 to receive a briefing on the Local Plan preparation process and timetable and to discuss the issues identified in the consultation
- **Workshop for Parish Councils and Neighbourhood Forums:** A workshop was held on 4 May 2016 for all Parish Councils and Neighbourhood Forums in Northampton Borough to receive a briefing on the Local Plan preparation process and timetable and to discuss the issues identified in the consultation
- **Drop In Session:** On the afternoon of 18 May 2016 the Planning Policy team were available at the One Stop Shop at the Guildhall to answer questions about the Issues stage
- **Employment Workshop:** A workshop was held on 25 May to focus on generating participation from property agents and developers to input into the Employment Land Study, which will inform the Local Plan. This workshop also provided the opportunity to discuss issues identified in the Issues Paper and encourage participation in the Local Plan process.
- **Meetings with Organisations:** During the consultation period the Planning Policy Team also met with various organisations to discuss the issues. Meetings were held with NEP, SEMLEP, Environment Agency, Anglian Water, Northampton Town Centre BID, Brackmills BID, Northamptonshire County Council, South Northamptonshire Council and Daventry District Council.

3.6 Comments were invited electronically, by email and through Survey Monkey, or by post. For those who do not have access to a computer, and were unable to visit any of the inspection locations paper copies of the consultation documents were available by phone or in writing from the Planning Policy team. All the documents were also available in other languages and/formats on request.

#### **4. RESPONSES TO THE CONSULTATION QUESTIONS**

4.1 A total of 50 organisations and individuals responded to the Issues consultation:

- Website: 11 responses were received online through Survey Monkey (NB two responses were from the same respondent who confirmed that he wanted his email version to be recorded as the submitted version. Another respondent had an identical response in email form, and his online version has been counted here)
- Email: 37 responses were received by email
- Post: 2 responses were received by post

4.2 One response was received after the consultation deadline which means it is not duly made. The response has been included in this summary but clearly marked as not duly made.

4.3 A list of respondents is included as Appendix 1 to this report. A list of the number of responses received by question in the Issues Paper is included as Appendix 2 to this report.

4.4 It should be noted that there were:

- 553 recorded visits to the website;
- 4,358 people received the information via Facebook; and
- 8,248 people received the information via Twitter.

#### **5. THE NEXT STAGE**

5.1 The responses received to the Issues consultation, including the feedback from the workshops and meetings will be used to inform the preparation of the Local Plan Options which will identify options for the Local Plan's policies and proposals. It is expected that the Options consultation stage will be held in September to November 2016.

#### **6. SUMMARY OF RESPONSES RECEIVED TO THE NORTHAMPTON LOCAL PLAN (PART 2) ISSUES PAPER CONSULTATION**

**Question 1** – What are the main issues relating to housing delivery, mix and affordability which the Local Plan (Part 2) should consider? The Local Plan (Part 2) will not be reviewing the number of new homes that is already identified in the adopted Joint Core Strategy.

#### **Question 1 - Overview: Summary Of Responses**

There were 27 respondents who made comments on this question. This question generated the highest number of responses and the key messages are:

**a) Strategic housing requirements and the five year housing land supply**

- There is a general consensus that there is a need to identify sites in the Local Plan for housing if the housing target of 18,870 over the plan period is to be met. A comment was made that this figure should be seen as a minimum. There is also a comment about the need to consider how the Northampton Related Development Area (NRDA) housing need will be met (in conjunction with neighbouring authorities). There is also an emphasis by a few respondents on the importance of continued joint working between Northampton Borough Council, Daventry District Council, South Northamptonshire Council and the Borough Council of Wellingborough to secure the delivery of the NRDA housing figures. The Local Plans should include a robust development framework to implement growth in Northampton, whilst at the same time address the matter of accommodating growth in and beyond the NRDA boundary. A suggestion was made in terms of preparing a joint study to consider the capacity of the NRDA and options for additional growth. Another comment referred to the need for the Borough Council to explore all options to accommodate its need within its boundaries, maximising the use of brownfield land.
- There are several references to the lack of a demonstrable 5 year housing land supply and the need for flexible policies to kick start housing delivery. There is a need to deliver the right homes in the right places, meeting people's needs and integrating the Sustainable Urban Extensions (SUEs) into the wider area. Comment was made on providing a clear direction for growth/spatial strategy which signposts the need to exploit the full potential of allocated SUEs and that delivering housing in SUEs is one of the most sustainable options for delivering new developments. Reference was made to testing the capacity of the remaining land which has not received planning permission at south of Brackmills SUE and that increasing the quantum of housing in this SUE would also be a sustainable option.

**b) Housing delivery and flexible policies**

- There was a comment that many new homes will be delivered on small and medium sized sites. The Local Plan must identify a range of smaller sites both within and adjoining the Borough boundary and see if they are available and deliverable in the short term. If not, a full review of the West Northamptonshire Joint Core Strategy is required. A comment was made that historical completions and windfall sites should also be included when considering housing delivery. There is an overview that the policies formulated should be flexible and not create undue constraints as inflexible policies will impact on viability and deliverability. Flexibility is also required to secure the realisation of additional windfall sites, in addition to allocated sites, as there is a requirement for a variety of sites to come forward and within shorter time leads. Also, the Borough Council must proactively engage with

the development sector to ensure that allocated sites are viable and deliverable

- A comment was made that housing mix and delivery should be considered on a site by site basis and not prescribed through inflexible plan policies

**c) Developer contributions, Community Infrastructure Levy and affordable homes**

- More certainty is required about the relationship between the Community Infrastructure Levy (CIL) and affordable housing delivery. There is also a comment on the need to consider recent Government Guidance on affordable housing, including starter homes, to restrict planning obligations and to not have any affordable housing on sites with less than 10 dwellings.
- Comments were made about the definition of affordability in terms of what it is, what the percentage should be and how it is determined. Also, policy changes emerging at national level should also be taken into account in the new Local Plan. Any policies concerning and definitions of “affordable” should take into account rent to buy affordable housing.
- One respondent considered there to be a housing crisis in Northampton and that building more houses cannot be assumed to resolve it. Also, the situation would get worse if new homes are provided with low levels of affordable housing. Recommendations were provided with regards to social housing/ building enough within a generation to meet all the needs/ refurbish and improve homes and estates/ and encourage people to start housing co-operatives. A comment was made about the size of the houses. A suggestion was given that there is a need to work out how many people cannot afford houses on the open market and set the requirement so that the equivalent number of homes are affordable.
- The imposition of CIL combined with affordable housing targets will result in viability issues for developers which means that there will be viability issues and additional sites will be required to deliver affordable housing.

**d) Infrastructure**

- Some respondents raised the issue of infrastructure and that their deliverability and associated costs are important. Other comments include queries on whether the roads could cope, and that drainage and highways need to be provided in full prior to dwellings being constructed. Reference was also made to the need for other infrastructure to be provided before the houses are occupied. In addition, there were comments associated with ensuring that appropriate sports facilities/ playing fields need to be provided to meet demand generated by the new developments and that evidence should be provided to show if new facilities/ upgrade of existing facilities are required. A question was asked as to what percentage of homes will have reasonable garden space. There is also a comment that there is a need to encourage

more compact communities where cycling, walking and public transport are the norm and not cars.

**e) Housing mix**

- Although there were separate questions on housing mix and houses in multiple occupation (HMOs) a variety of comments were made including the need to control houses in multiple occupation by restricting them and to cease the conversion of family housing. There was also a reference to former Council houses or social housing which have been let to multiple tenants. It was commented that these should be returned to their original use. Also, there should be more bungalows and the older population should have housing with full mobility access. One comment relates to the town centre, where there is a lack of a good mix of different types of housing to support a diverse community and that there are too many tiny flats and HMOs. It was suggested that balance is needed to restore and maintain vibrancy to regenerate the town centre and safeguard its heritage assets. In terms of the Central Area Action Plan a comment was made that a mix of houses is required to include affordable starter homes and family homes to help graduates develop careers in the area and make it an attractive place for young people to relocate to. It was suggested that more housing in the town centre could include work live units which can contribute to a thriving culture.

**f) General Comments**

- Reference was made to the need to protect the historic environment and to obtain from developers sufficient data about the potential archaeology, heritage and historic buildings that the development plan will affect before any outline or full permissions is granted.
- Comments were made about the reluctance of developers to use expensive brownfield sites and instead directing developments towards the countryside and the edge of urban areas.
- Comments were also made in relation to the Growing Together Neighbourhood Plan which is being progressed. There were elements in the Plan which were considered relevant to this question including the need for new residential development to provide a mix, maximise affordable homes and homes for social rent and increase the availability of 1 and 2 bedroom homes. There is a preference for small scale developments on infill sites, redundant garage sites and low value/ underused open space. Several brownfield sites are considered suitable for residential or other forms of development. These are the former Emmanuel Middle School, former Lings Upper School former Blackthorn Middle School and the former Silver Horse Pub site
- Comments were made in relation to the status of West Hunsbury and the need for the ambience and character of the area to be protected. Exceptions were provided which include underused green spaces like areas adjacent to

Claystones in West Hunsbury which could be used for housing, sports facilities and so on.

- Comments were made on the reference to the new University campus in the Issues Consultation Paper and that this was supported. There is a need for the new Local Plan to identify the existing University of Northampton campuses as sites for future housing as these could contribute towards meeting the shortfall in the 5 year housing land supply.

**Question 2 – Do you think that we need sites that can deliver new homes more quickly, in the short to medium term?**

**Question 2 - Overview: Summary Of Responses**

16 respondents provided comments on this question. The key messages are:

- Several respondents answered yes to this question, and no one disagreed.
- There were several respondents who commented that the housing policies should provide a framework to deliver the housing requirement and the 5 year housing land supply over the plan period, and that more houses/ sites are needed and needed quickly. Some have expressed this with a degree of urgency. Failure to maintain a 5 year housing land supply could have adverse economic and social impacts. There could be a huge shortfall by the time the plan is adopted in 2018. Reference is also made to the need to identify sites so that the 5 year housing land supply can be maintained over the plan period. Additional sites are also required in the short to medium term to meet shortfall in the NRDA. Some referred to the fact that building rates need to be accelerated.
- There is also consensus that allocations for residential development must be made and sufficient supply of deliverable sites is required to meet Northampton's needs.
- One respondent suggested a timescale of 2020 for the delivery of new homes.
- One respondent referred to the Northampton South Sustainable Urban Extension which can contribute to sites within the short to medium term.
- Some respondents have provided the same response to several questions including the response associated with housing crisis and social housing.
- One respondent expressed concern that the Borough Council has commented on a number of applications recently suggesting that if permitted they could

contribute to the NRDA supply. This relates to the comment that there is a need to ensure sufficient supply of deliverable sites to meet Northampton's needs. Another expressed concern that the Borough has no mechanism to meet its housing needs through sites that meet the definition of "deliverable". If this undersupply continues, the Joint Core Strategy and the Local Plan Part 2 could be considered out of date when assessed against the National Planning Policy Framework. The respondent recommended that the Council should work proactively with adjoining authorities to identify suitable sites that fall within Northampton's sub-housing market area.

- One comment relates to the scope for early delivery on sites where there is early delivery of rent to buy affordable homes.
- One comment relates to the need to ensure that new homes should not be delivered without infrastructure being planned and delivered. Reference to infrastructure includes a fully functioning and operational inner and outer orbital road systems to move traffic through and out of town effectively.

**Question 3 - Do you think that we need a mix of market housing e.g. family homes, housing for single households?**

### **Question 3 - Overview: Summary Of Responses**

There were 17 responses to this question.

All respondents agreed that a mix of housing is required. Key comments include the fact that affordable housing should be provided in accordance with national planning guidance and evidence base, not whims of developers to maximise revenue and profitability. Another referred to the need to have regard to the emerging Neighbourhood Plan. The housing mix should be designed through strengthened new build housing standards, and accord with principles of sustainable development and good design when considering locations.

There is a suggestion that a prescriptive mix should be avoided, allowing developers to provide a mix that their customers require. It was recommended that a site by site negotiation should be undertaken for affordable housing with the most appropriate mix applied to each site subject to viability and constraints. Another suggestion is that the mix should be informed by the Council's Strategic Housing Market Assessment and relevant documents.

A range of mixed housing was recommended from a mixed balance of families/ couples/ single people/ young, middle aged and old aged/ renters and homeowners/ variety of working backgrounds/ long term and short term residents to the need for more flexible properties and larger executive/ family homes away from the town centre and in peripheral locations. Some suggested that a balance is required to

build stable and vibrant communities and others state that there is still a significant level of affordable needs that the Council will need to meet. Another commented that a shortage of affordable homes should not override the need for a mix of other housing like family homes and housing for single occupancy.

**Question 4 - Do you think that we need a mix of affordable housing eg. affordable rent, social rent, shared ownership, Starter Homes?**

#### **Question 4 - Overview: Summary Of Responses**

There were 18 respondents on this question. That said, some respondents have commented on the basis that Questions 3 and 4 are asking similar questions and do not necessarily distinguish between affordable housing mix and a mix of market housing. For this question, all agreed that a mix of affordable homes is needed and some added that this should be done in accordance with Government's Framework. However, one respondent was uncertain as to whether the new Local Plan will be the most appropriate document to prescribe the mix. If it is to be included in the Local Plan, then the mix should be for indicative purposes only and subject to negotiation on a site by site basis.

Similar to Question 3, there were comments that the mix should be driven by analysis and case studies and not developers. In other words, the appropriate mix should be based on evidence and not the requirements of developers. The mix should also be determined on the merit of each application. One comment referred to the need for the Borough Council to be strong and people driven. One respondent referred to the Growing Together Neighbourhood Plan and the need to maximise the proportion of homes to meet the needs of local families.

Comments were also made on the mix and "affordability" itself including:

- Shared ownership is a scam. The property should be owned or rented;
- Starter homes welcomed;
- Starter homes a valid form of affordable housing;
- Northampton is relatively affordable, but access to suitable accommodation to meet Northampton's needs is limited;
- Affordable housing should be determined in relation to an appropriate multiplier or percentage of the national minimum wage;
- Provision of affordable housing is complex and there is no one size fits all solution;
- Housing crisis in Northampton – get to the root of affordability, build more social housing;
- Rent to buy affordable housing could boost site viability;
- As the University grows, there will be more demand for affordable housing. Demand also from people with low incomes who cannot afford to buy;
- There is a need to cater for all different situations. However, discounted homes in the definition of affordable homes is worrying because the financial



incentive is a one off and only benefits first time buyers and not first time buyers of the future; and

- Emphasis should be on affordable rented homes.

**Question 5 – Is there evidence to support the Local Plan (Part 2) introducing the optional national housing technical standards in relation to access and space standards?**

### **Question 5 - Overview: Summary Of Responses**

There were 11 responses to Question 5 on introducing the national housing technical standards on access and space:

- Three respondents considered that introducing the standards in to the LPP2 would be a good thing. These respondents expressed concern that residential units are getting smaller leading to poor amenity for residents at the expense of quality of life.
- Five respondents expressed a concern that introducing these technical standards could have a negative impact on viability and deliverability. The necessity to fully assess any local need for such standards and the viability impact of introducing them was highlighted.
- One respondent stated the need would have to be fully tested in line with the NPPG. Another respondent called for more car parking facilities on new developments. One respondent drew a comparison with an emerging Neighbourhood Plan requirement stating that new residential should provide good quality outdoor amenity space.

**Question 6 – Is there evidence to support the Local Plan (Part 2) introducing the optional national housing technical standards in relation to water efficiency standards?**

### **Question 6 - Overview: Summary Of Responses**

There were 9 responses to Question 6 on the optional national housing technical standards for water efficiency:

- Three respondents considered that the Local Plan introducing the standards would be appropriate, two of which noted the need to consider the impact this requirement would have on overall financial viability.

- Two more respondents expressed concern on the adverse effect the introduction of such standards could have on viability and deliverability. A third noted the need to fully test any proposed introduction in line with the NPPG.
- Other comments included:
  - Northampton is identified as a water stressed area on the Environment Agency Water Stressed Area Classification Maps
  - No need to duplicate JCS Policies S11 or BN7A as the amended Building Regulations state the optional requirement of 110 litres per day per person will be required where the planning condition states. A policy to this effect for Northampton would secure the tighter standard for all new housing
  - Grey water recycling and SUDS to catch rain water should be mandatory
  - A comparison with an emerging Neighbourhood Plan requirement which establishes that new housing developments should achieve high level environmental performance
  - The Local Plan could create a reservoir on the A5199 near the Windhover Pub to minimise flooding and avoid drought risk

**Question 7 – Are there particular sites that are not used currently for employment uses which you consider would be particularly suitable for new employment uses? The Local Plan (Part 2) will not be reviewing the jobs growth which is already set out in the adopted Joint Core Strategy.**

### **Question 7 - Overview: Summary Of Responses**

12 respondents responded to this question, one of which was not duly made as it was received after the consultation had closed.

There was a consensus about the need to secure economic success for Northampton and to support the economy by strengthening and diversifying the local economic sectors by retaining and provide high quality employment space. However, there were concerns about housing and employment being on the same site and a request was made that the impact on local residents needs to be taken into account before planning permissions are granted.

One respondent expressed an interest in commenting on any employment allocations in the Local Plan and the need to satisfy the flood risk/ sequential test/ exception test.

A list of areas were proposed as suitable for employment including existing employment sites in the Enterprise Zone (and the Waterside), Brackmills and Lodge Farm as well as former school sites and brownfield sites in Blackthorn, some sites in West Hunsbury and one site in Towester Road. There were also recommendations to encourage the use of empty shoe factories for culture and creative industry workspace and create a digital hub.

One respondent (not duly made) mentioned that there is a severe shortage of accessible land in the Borough, which may require a joint approach with neighbouring planning authority or strategic land allocation cross border. Northampton may be losing warehousing, manufacturing, light industrial, workshop, offices and related industry jobs – and this is exacerbated by inflexibility in working with a 20 year old plan. Infrastructure constraints within the Central Area are also inhibiting. These challenges constrain private sector involvement and private/ public initiatives are urgently needed. Flexibility needed include extensions of the Waterside Enterprise Zone, a new Enterprise Zone, greater collaboration (eg between Brackmills BID and NBC) and flexibility in the plan to adapt to micro and macro circumstances. The emerging Plan should consider both allocations and protection across the sectors and across the size ranges. Northampton is prime B8/ logistics sector but is also home to a disproportionately large number of micro business, and has no status as a regional office location.

**Question 8 – Outside of the Enterprise Zone, are there any other existing employment areas where opportunities could be improved and vacancy rates could be addressed? If so, how could this be achieved?**

#### **Question 8 - Overview: Summary Of Responses**

5 respondents made comments on Question 8. There was a view that medium to large businesses need to be attracted to Northamptonshire with Northampton being the hub for employees to live. In terms of the locations, there were comments about the Orbital Road system being an obvious choice for businesses to locate to and that employment needs to be focused in particular areas or zones. These areas need to be supported by new highways to facilitate the associated traffic movement.

There was a suggestion that there is evidence of demand for artist studio space/ creative industry workspace and there is an opportunity to capitalise on first and second floors of empty shops or empty shoe factories. Another respondent considers the Enterprise Zone should be a Council priority to bring investment into the town.

**Question 9 – Do you think there are any areas within the Borough where certain types of employment development are generally acceptable but which currently require planning permission, which could reasonably be dispensed with through the introduction of a Local Development Order?**

#### **Question 9 - Overview: Summary Of Responses**

5 respondents responded to Question 9.

One respondent did not support Local Development Orders (LDOs) within the historic core of the town due to the archaeological and heritage potential.

One respondent suggested that LDOs may be possible but only if restrictions such as building height, parking and public transport can still be required.

Other comments included:

- That the town square [Market Square] be leased to a private company so they can hold exhibitions and so on, therefore drawing commerce into the town centre.
- The Hospital should have a teaching arm
- The importance for employment developments to be separated from residential areas.

**Question 10 – Please provide details of any particular infrastructure issues in relation to new development which you think the Local Plan (Part 2) should address, if possible providing evidence?**

### **Question 10 - Overview: Summary Of Responses**

There were 20 respondents to this question.

All respondents offered a range of suggestions including reference to the Northampton Northern Orbital Route where respondents were seeking assurances that the County Council will provide fully detailed and justifiable proposals, and that the historic character needs preserving and where possible enhanced. Also, clarity is required on how this will be funded under the CIL regime.

Reference was made to the Northampton Growth Management Scheme and the need to engage and understand any pressures that may arise on the strategic road network as a result of additional development sites being identified. There is also a recommendation that where sites are located close to strategic road networks that vehicle trip impacts are adequately addressed. One respondent referred to the Infrastructure Delivery Plan produced to support the Joint Core Strategy and that this may need reassessment depending on what comes forward as part of the Local Plan Part 2. One area of concern, according to the respondent, is that the current policy was formulated in a manner where developers do not have to solve traffic problems outside their development site, and this is highly questionable. The respondent suggested the creation of a Highways Champion to look at the whole picture.

Another respondent identified the need to consider the capacity of water and water recycling infrastructure to accommodate the need for improvements where

appropriate. Green, water, wastewater and flood risk management need to be recognised as types of infrastructure required to deliver small scale development and lack of infrastructure planning and time required to implement these could result in environmental limits being exceeded.

There were comments relating to the need to implement primary infrastructure to support the cumulative growth across the Borough, and for more public transport in the evenings south of the town. One respondent suggested a range of measures including prioritise walking and cycling (and make them safe and pleasant choices)/ reintroduce proper regulation of buses/ encourage mix developments/ make low emission zones and viable alternatives to car use available in town and produce a Cycle Delivery Plan. These would massively improve health and provide savings on NHS bills. Another respondent wants cycle routes to be a priority and that the routes should be “studded” so motorists become instantly aware when they drift into a cycle lane.

In terms of requirements, a range of options were suggested including the provision of appropriate sports facilities, additional places of worship (as mentioned in the Council’s Faith Study), encourage space sharing of community buildings and cultural buildings (leading to its multi-use). Extending safer cycling provision including mandatory as requirement within all new roads and road upgrades were also proposed. Also, when consent is considered for new employment, proper account needs to be taken of extra traffic and whether there is infrastructure to accommodate it.

One respondent recommended that any sustainable transport studies should identify key cycle and pedestrian routes to major employment areas, and highlight where deficiencies might be discouraging walking/ cycling to work. Commuters require safe, simple and direct routes to destination and this provision would make a contribution to achieving modal shift.

The following specific infrastructure items were mentioned:

- The Growing Together Neighbourhood Plan calls for the improvement and expansion of the network of foot and cycle paths in the area;
- A new single carriageway, all purpose highway should be built along St Andrew’s Road, following the Brampton Valley way as far as Windhover which will relieve congestion in Kingsthorpe;
- The North West Bypass needs to be built in advance;
- Waterside development needs to use the old rail track from St James to the east and Brackmills industry as an all-purpose highway;
- Off road parking needed at the Racecourse and Abington Park;
- 3 traveller transit sites need to be provided in the north, west and south;
- All industrial buildings must be equipped with solar panels on the roof and the policy should be applied retrospectively;
- Support the reopening of the Northampton – Bedford trackbed;

- Concerned about the proposed St James Link Road as it does not meet the challenge of climate change and flooding, will not conserve/ enhance the historic and natural environment;
- Milton Ham – greenspace around Milton Ham and crematorium must be protected. Protect green spaces acting as buffers. Employment is important but not to the detriment of residents amenities; and
- Ensure transport infrastructure in place in areas around West Hunsbury and making it a no HGV area (except for access), install speed activated traffic lights/ junctions onto through routes.

**Question 11 – How do we ensure a successful town centre in light of changes to shopping habits such as increased use of out of town retail and on-line shopping? The Local Plan (Part 2) will not be reviewing the retail growth which is set out in the adopted Joint Core Strategy.**

### **Question 11 - Overview: Summary Of Responses**

There were 26 respondents to Question 11 – the second highest response to a question.

In general, most respondents consider that shopping habits have changed and that town centres need to be viewed differently. There need to be more reasons for people to come to the town centre including for entertainment. Also, together with significant technological innovations/ internet shopping, changes in shopping patterns are having a deep and profound impact on UK high streets. The high street is vulnerable because shopping and eating at cafes can no longer be seen as the main attraction of a town centre. The high street must evolve to attract visitors and become a destination which provides experience that is wider than just shopping, promoting leisure and other town centre uses like dining so people have more reasons to come to town. There is a need to increase dwell time and create an evening economy to enliven the high street from day to evening. The recommendation is to encourage greater flexibility of uses to ensure survival of the high street and widen consumer choice. Also, there needs to be recognition of the changes to the Permitted Development Rights.

From a planning policy perspective, one respondent commented that planning policy should recognise the important role that both A3 (food and drink) and D2 (assembly and leisure) can have on improving the town centre offer. The Local Plan should not contain stringent policies restricting main town centre uses within the Primary Shopping Area (PSA). The PSA should remain the priority for investment and therefore, encouragement should be given to a mix of uses and support to changes of use for dining and leisure to enable areas to come back into viable use.

One respondent states that the CAAP designation of Primary Retail Frontage has proved to be a significant barrier for Market Walk Shopping Centre and the introduction of uses like cafes/ restaurants, etc would make a significant contribution

to vitality and viability of the town centre. This would allow Market Walk to be an attractive town centre destination.

Another respondent fully supports the creation of the Cultural Quarter but states that planning policy has not maximised the significant economic and regenerative potential of its cultural and creative sectors. There were a couple of comments on the fact that the Issues Paper did not make any reference to the Cultural Quarter or cultural facilities. It was recommended that the Local Plan should contain detailed policies that define the vision and objectives for the Quarter, to give it identity/ protection and the ability to grow. This will also give the area a focus, a sense of place, distinguishable from other competitive locations and be a catalyst for regeneration and continued success of the town centre. Culture and arts must be a highly visible part of this identity. They need recognition given their role and importance to the continued success of the town centre. One respondent noted that the cultural quarter was clearly signposted in the town centre but not mentioned in the current Local Plan. It was suggested that this be addressed in the new Plan, by providing clear recognition given its role and importance to the continued success of the town centre. Northampton has the potential to play on the strength of its cultural assets to drive economic regeneration

Another respondent commented that there is a need to rethink what the town centre could be. Northampton could be at the forefront, with a mix of destination and independent shopping/ workplaces/ culture. St Giles Street being a good example, which could be extended to the rest of the town. There are good models of creative industry/ cultural business working with retail where offices and artist space co-exist.

To assist, several respondents provided the following suggestions to improve the town centre:

- There is a need for quality outlets/ higher end businesses to be attracted to the town centre. The current trend of charity shops, wine bars and 99p shops is not considered to be building a character of the town;
- The town centre needs to be attractive and safe. It could be supervised directly by security personnel and video surveillance;
- Provide regular, free shuttle buses from Park & Ride zones (eg Sixfields/ Railway Station) to keep town centre traffic free although there is an acknowledgement that recent changes to shoppers parking has helped;
- Reduce access to alcohol especially at night by having earlier club/ pub closing times;
- Encourage reversion of unsuccessful shops to employment or residential;
- Reintegrate bus and coach stations into one site and ensure regular rapid links to and from Castle Station until at least 10 pm;
- Extend associated secure and covered cycle parking facilities across the town especially bus and train stations/ park and ride/ town centre etc;
- Create more homes in the town centre to stimulate economic activity with flexible approaches to ground floor uses, making them adaptable to the needs of the market;
- Limit takeaways/ restaurants allowed in one street due to public health;

- Limit off licences;
- Town centre recognition of the shoe industry would benefit businesses like restaurants and restore historic buildings; and
- Improve Northampton market and enhance Market Square to reflect its historic significance.

**Question 12 - Are there areas where the location of betting shops and hot food takeaways should be restricted?**

**Question 12 - Overview: Summary Of Responses**

8 respondents commented on this question.

Respondents suggested that the following locations should be restricted for betting shops and hot food takeaways: near schools, public houses, residential areas, around the Cultural Quarter, in areas already with concentrations of these uses like Abington Square and top of York Road (no more than 3 within 100 metres), the Town Square and main shopping/ parking route. Efforts should be made to encourage restaurants and other “up market” facilities.

One respondent states that the clustering and proliferation of these uses on the high street is a key planning issue because they can negatively impact on the vitality of shopping areas if not adequately controlled. Their locations could be the secondary frontages. Policy should require evidence to be provided for change of use to betting shop and hot food takeaways within the Primary Shopping Area to justify the use. Another respondent considered that excessive fast food and off licence shops should be avoided along Wellingborough Road, that the number of bars should be reduced and the sale of alcohol/ opening times restricted.

**Question 13 – Is there a need for the Local Plan (Part 2) to include a locally specific policy to protect and enhance areas of biodiversity in addition to the policies in the NPPF and Joint Core Strategy?**

**Question 13 - Overview: Summary Of Responses**

There were 15 responses to Question 13 on biodiversity.

8 respondents considered that there should be a policy to protect and enhance areas of biodiversity compared with 5 respondents who considered that there was no need. Those who did not support a specific policy considered that there was adequate and flexible protection through the NPPF and the WNJCS. The need to avoid repeating



or doubling up on policies or statutory designations or existing protections such as the Protected Species Regulations was noted.

**Places identified for protection and enhancement:**

Abington Park	School Playing Fields	Duston Wetlands
Sixfields	Allotments	Quarry at Duston Wildes
Reservoir on A5199 / Windhover Area	Dallington / Harlestone Heath	Upper Nene Gravel Pits SPA
Bradlaugh Fields	Storton’s Pits	Parks

**Suggestions to enhance included:**

- Making space for trees and hedges to encourage wildlife by defining boundary zones e.g. 5m to 10m
- Identifying and retaining areas of natural special interest including geological interest and locally important habitat types. These could form part of a special protection programme or be highlighted as areas where biodiversity needs enhancement
- Planting trees including fruit tree on land that cannot be developed e.g. former tips

**Other comments included:**

- Whether the Council would make funds available to invest
- Concern about development too close to the River Nene affecting the naturalisation of riverbanks which contribute to biodiversity and ecological status
- Cautioned against a one size fits all approach to areas needing biodiversity enhancement
- Highlighted that businesses need to understand how they can meet sustainability objectives
- Noted the risk of recreational disturbance to the Upper Nene Gravel Pits SPA

**Question 14 - Do you think there are priority areas where green infrastructure networks could be enhanced or extended?**

**Question 14 - Overview: Summary Of Responses**

There were 13 responses to Question 14 on green infrastructure.

12 respondents suggested possible priority areas where GI networks could be enhanced or extended or potential networks and ways in which these could be improved.

**Suggested Priority Areas:**

- Bradlaugh Fields
- Upton Country Park

- Hunsbury Hill

**Potential Networks:**

- The Nene Valley Nature Improvement Area (NIA) was suggested for inclusion as a local policy that could identify opportunities for delivering improvements to the NIA through GI provision
- The Green Infrastructure Plan was noted as identifying projects representing a range of GI enhancements
- The greenway through town centre and the River Nene as a blue / green network leading to the Upper Nene Valley Gravel Pits SPA
- Ensure networks that link with the SUEs on the edge of Northampton are sufficiently provided for
- Create linear parks along walkways and cycle-ways
- Accessible Natural Greenspace and sustainable transport routes could support network identification
- Sustainable transport routes should inform locations for GI enhancement

**Other comments included:**

- The need for the Local Planning Authority to work collaboratively to ensure strategic priorities are properly co-ordinated and clearly reflected in individual Local Plans
- The need to review the information provided on active design (Sport England planning tool and guidance)
- Contributions towards habitat enhancement should be explored where housing allocations are located in the NIA
- Planning positively for ecological networks will contribute to the creation, protection, enhancement and management of GI
- Planting in amenity green spaces that creates a more natural feel
- Reference to an emerging Neighbourhood Plan which proposes 11 Local Green Spaces and which enhances quality, amenity value and community use

One respondent cautioned that if the Council is considering Local Green Space designations in the Local Plan it should not automatically transfer sites previously designated in the Local Plan 1997. There should be a detailed assessment of all sites which is subject to public consultation so sites are considered on individual merit and to see if a continued designation is justified.

**Question 15 – Is there a need for the Local Plan (Part 2) to include a locally specific policy to protect and enhance heritage in addition to the policies on the historic environment in the NPPF and the Joint Core Strategy?**

**Question 15 - Overview: Summary Of Responses**

There were 12 responses to Question 15 on heritage.

6 respondents supported having a locally specific policy. There was a view that locally important areas, eras of history, historic assets which are not in conservation areas or assets that may not be listed or designated should be identified through policy. Reasons for this approach included:

- Information for developers who could plan schemes accordingly to avoid delayed completion dates and increasing development costs
- Policy should cover desk based assessments, geophysics and trial trenching
- To implement strategic Policy BN5 on a local level by protecting, conserving and enhancing these historic assets that contribute to the history and story of Northampton
- Developing a strategy for the historic environment should correlate with other policy areas which should consider the issues relating to conservation and enhancement

#### **Other comments**

- The need to consider the impact of discovering heritage assets during construction
- That planning applications should be based on appearance and blending as well as functionality
- Supporting the Plan by a townscape assessment to support an innovative and proactive approach to the use of scale, massing, colour, etc
- Increase legal protection and enhance understanding appreciation and care of historic assets
- Concern about Northampton's record on heritage citing several examples including the loss of our heritage as a Market Town
- Important areas and eras of history included agricultural history, history of navigation, development of shoe making and associated industries, brewing, protect local farm buildings from their pre-development past

The remaining comments were of the view that the NPPF and WNJCS provided an adequate framework and the Local Plan needed to avoid repeating or doubling up on policies or statutory designations or existing protections like Listed Buildings under the Planning (Listed Buildings and Conservation Areas) Act 1990.

It was noted there should be sufficient flexibility to enable the conversion and re-use of listed buildings. Sometimes this may only be financially viable through 'enabling' development and Local Plan policies should allow the flexibility for such development to be brought forward

**Question 16 - Should the Council review the list of locally listed assets of historical importance?**

#### **Question 16 - Overview: Summary Of Responses**

There were 9 responses to Question 16 on reviewing the list of locally listed assets. 8 respondents considered that the Council should review the list of locally listed assets of historical importance and one said probably. It was suggested there should be an on-going plan of regular reviews to keep the list up to date e.g. 10 yr full review, 5 yr smaller review. Reasons for reviewing included:

- The list is integral to any meaningful townscape assessment
- To protect locally listed assets of importance
- To ensure the status of the locally listed assets are still relevant
- To identify non-designated assets which offer insight into the Borough's heritage enabling their special interest to be reflected through planning schemes

**Other comments included:**

- Documentation for Northampton's historic environment is incomplete; an investigation and analysis of upstanding and buried physical remains would help fill the gaps
- The local list should link with NCC's Historic Environment Record and the 'Grey Literature' reports and be publically available. This would assist officers, the public, developers, etc.
- The local list needs to be extended, too much has already been lost

**Question 17 - Do you think there are locally important landscapes which should be identified in the Local Plan (Part 2)?**

**Question 17 - Overview: Summary Of Responses**

There were 11 respondents to Question 17 on identifying locally important landscapes.

8 respondents supported the identification of locally important landscapes and identified potential locations. 2 respondents did not support identification and 1 respondent requested a review of an existing locally important landscape designation. Potential locally important landscapes included:

Large scheduled monuments e.g. Hunsbury Hill	River Nene River Valley and its tributaries	The Saxon core of Northampton, esp area around Gregory Street
Freeschool Street, St Peter's Street and Green Street	Medieval cores of Northampton and the villages	Site of Northampton Castle
St Andrew's Hospital site and grounds	Nene Valley and the ridge ending at Hardingstone	Fields around back of Brackmills and Great Houghton

Billing Road Cemetery	Conservation Areas	Locally important routes / trackways e.g. Roman Portway path from Town Centre to Hardingstone
Express Lift Tower	Quarry in Duston Wildes	All parks
West Hunsbury Parks	Abington Park	Delapre Park and Battlefield
Upton County Park	Route through Hunsbury to the lakes and Sixfields	

**Comments included:**

- Designation would enable leisure development, assist with planning applications and encourage future management
- Townscapes are as important as landscapes e.g. Boot and Shoe Quarter with terraces and prominent corner buildings. Take account of topography and consider eye-lines. Identify:
  - locally important views e.g. of the lift-tower from a distance of 1 mile or more; view of Delapre Woods from top of Bridge Street
  - other landscape features e.g. routes and trackways of historic and amenity value
  - distinctive architectural patterns e.g. the jetties

Of the respondents who did not support identifying locally important landscapes one respondent stated that important landscapes had long been destroyed and the other noted that each application should be judged on its merit and where appropriate include a landscape appraisal.

**Question 18 – How do we ensure that new development preserves and enhances the character and appearance of the Borough and makes a positive contribution?**

**Question 18 - Overview: Summary Of Responses**

There were 13 responses to Question 18. A variety of comments were made, these have been summarised under by theme:

- **Developing a policy approach:** Prescriptive policies should be avoided, use a general policy with emphasis on the developer demonstrating integration with justification for design proposals; need strong policies for improving the streetscape which include street furniture and signing, shop fronts, road and paving materials and guidelines on clutter; enable a flexible and holistic approach to imagination and innovation; respect the local vernacular, character, distinctiveness and appearance of the Borough; require high quality design and materials that respond to place and urban design, layout and

building styles that include reference to it; consider spaces between the buildings; 'Build' open spaces into new development; protect and maintain existing open spaces; manage spaces according to the character of area rather than a standard approach to all; revert to traditional housing & building form.

- **Practice:** Resist uninspiring schemes and positively encourage those incorporating the local vernacular into their design; Encourage beneficial regeneration utilising the heritage dividend; undertake public consultation before decisions are made; Use a townscape assessment and allow developers scope over design where there is no defined context, e.g. peripheral SUEs; Allow developers flexibility in meeting design requirements to ensure viability and avoid uniform developments / personal preference in design / appearance; could use National Character Areas to provide a useful planning tool to guide the design of projects; New buildings should be distinctive on their own contributing to new architectural styles and conservation areas of the future; Planting should be an all year round interest that uses permanent successional planting to attract insects. Avoid mono-cultured grass, sow mixes of long meadow grasses with wildflowers.
- **Data collection and monitoring:** Regularly undertake Conservation Area reviews to record the changing character of particular areas; Complete an Urban Archaeological Database (UAD) Strategy using existing UAD held by the Northamptonshire's Heritage Environment Record (HER) to protect Northampton's best urban historic assets; compile full archaeological survey of Northampton Battlefield.
- **Education and training:** Conservation Officers should receive training from Historic England. Encourage Planning Officers to undertake an urban design course.
- **Professional support:** Follow advice of County Council Archaeological Advisor on planning applications; buy qualified architect services when needed.

**Question 19 – Is there a need for the Local Plan (Part 2) to include a locally specific policy to promote measures within new development to address climate change and renewable energy in addition to the policies in the Joint Core Strategy?**

### **Question 19 - Overview: Summary Of Responses**

There were 14 responses to Question 19 considering locally specific policy regarding climate change and renewable energy. 7 respondents supported a policy to promote measures within new development and 4 respondents did not. Those supporting a locally specific policy made the following comments:

- All housing developments currently progressing through the planning process and using 2013 Building Regulations should be required to achieve energy equivalent of Code for Sustainable Homes Level 4; Developers should be encouraged to build with energy efficient materials and in an eco-sustainable way;
- Make solar panels mandatory on all new builds (including Council and social housing stock) and housing extensions; Retrofit solar panels on schools, warehousing, retail parks, etc;
- Consider wind technology;
- Consider sustainable transport options; encourage greater use of electric vehicles; fit Town Centre charging points; lead the way in town planning by becoming a sustainable vehicle town;
- Develop a green roof policy;
- Take advantage of underutilised urban spaces - provide multifunctional benefits through flood management, biodiversity, climate change mitigation and managing the heat island effect; and
- Manage domestic and industrial grey water and recycle rather than putting this grey water down the drains.

The other responses expressed concern about the impact such a policy might have on viability and deliverability. It was suggested that such requirements should be left to Building Regulations. Other comments included:

- The policy should not be so restrictive as to fetter the conversion or re-use of an existing building
- Such requirements affecting scheme viability could affect affordable housing provision and planning obligations
- There is concern over how the policy could be monitored over time
- Sustainability and long term adaptability are key to the development of proposals for sites

**Question 20 – Should we review and incorporate existing Interim Planning Policy Guidance (eg. Affordable Housing, Houses in Multiple Occupation, etc) into the Local Plan (Part 2)?**

### **Question 20 - Overview: Summary Of Responses**

There were 9 respondents to Question 20.

3 respondents commented on HMOs themselves, responses included that HMOs tend to have a negative impact on the local area, are a social nuisance and change the cultural make up of an area, for instance in areas like Semilong and the Mounts. One respondent suggested that HMOs should be banned.

2 respondents commented that HMO policies should be consolidated into the statutory development plan, in the spirit of the National Planning Policy Framework. However, another 2 respondents state that including interim guidance in the Local Plan would make them inflexible to changing circumstances and that they should sit outside the Local Plan and be regularly reviewed. 1 respondent considered that the guidance should be strengthened.

**Question 21 - Are there any other issues that the Local Plan (Part 2) needs to consider?**

**Question 21 - Overview: Summary Of Responses**

There were 18 responses to Question 21 relating to other issues the Local Plan (Part 2) should consider. Most had independent and separate issues from each other which have been set out in the list below:

- Concern that the 2029 plan period will not provide a 15 year horizon by the time it is adopted in 2018
- Consider impact of new development like Rushden Lakes and the Blisworth Strategic Rail Freight Interchange proposal
- Refuse & Recycling
- Designing out crime; strategic security policy (include something more akin to Policy E40 (NLP) than Policy S10 (JCS))
- Merge CAAP with Local Plan (Part 2); regeneration and restoration of existing buildings in the Town Centre; review Town Centre Article 4 Direction; develop retail strategy for Town Centre to encourage specialist and independent sectors
- Give support to development of existing education institutions, associated employment opportunities and the learning infrastructure; Provision of local schools
- Infrastructure before expansion
- Nene Valley Nature Improvement Area - deliver the sustainable regeneration of the river corridor including GI that contributes to protecting and enhancing water bodies and policies that promote GI in new development
- Include Borough wide ecological map to illustrate overview of biodiversity assets
- Gardens should be identified as greenfield land to avoid over intensive development
- All open space designations to be reviewed and assessed to determine if they are still relevant in the context of housing need
- Take Saved Local Plan Policy L24 (allotments) forward into Local Plan (Part 2)
- Play facilities required between Billing Rd and Wellingborough Rd;
- Duty to cooperate where cross boundary environmental risks and opportunities are best considered at a larger than local scale



- Flooding
  - Attenuation storage is required including at Brampton Branch and St Peter's way, Becketts Park, Avon Nunn Mills and Ransome Road, South Bridge West and Nene Meadows and upstream between Weedon and Kislingbury
  - Include policies that avoid inappropriate development in floodplains
  - Maximise opportunities to reduce flood risk through regeneration and redevelopment
  - Take account of residual risk associated with flood defences
  - Water cycle study needs updating
- Water quality needs to consider rural / agricultural land management (given Northampton's rural surround); drainage misconceptions and polluted surface water run-off. River restoration is a key issue
- Safe cycle and pedestrian routes
- Avoid excessive numbers of off licence shops along Wellingborough Road
- Policy on air quality given the AQMAs; recharging points for electric / hybrid vehicles and low cost, preferential parking for these; on-street parking spaces reduced to encourage smaller vehicles, larger vehicles pay for two spaces
- Health and well-being needs to be identified as a key priority supported by a specific policy to make explicit the role of planning to improve these factors; medical facilities for the growing and aging population
- The Sustainable Urban Extensions (SUEs) could be exemplars for health and well-being through high quality design and innovative approaches
- Consider further the issue of phasing of development in relation to waste water treatment capacity

## **CENTRAL AREA ACTION PLAN (CAAP)**

**Question 22 - Flood Risk and Drainage (Policy 5) - is this policy still appropriate and up to date in relation to the Drainage Plan Part 1?**

### **Question 22 - Overview: Summary Of Responses**

There were 5 responses to Question 22 relating to the CAAP Policy 5 (Flood Risk and Drainage). The general consensus was that the Policy was still relevant but required updating. The West Northamptonshire Level 1 Strategic Flood Risk Assessment (SFRA) (February 2009) and Northampton Level 2 SFRA (February 2010) should be reviewed with respect to flood mapping and modelling. Climate change guidance has been updated; the impacts of this on the SFRA will need to be considered.

Specific individual comments are set out below:

- Building on flood plains is questionable e.g. 41 units to be built on the A5199 just outside the Town boundary
- Clear and upgrade existing watercourses, ditches etc; most problems are due to indiscriminate backfilling, or failure to maintain them properly
- Upgrade all drainage/ main sewerage to cope with 1/ 200 year storm events. Force developers to install these off-site where necessary
- Existing developments will require retrospective installation, this could be conditioned on applications for change of use or alterations
- Implement grey water re-cycling to reduce demand for potable water, and reduce volume discharged
- Drain roof-water to tanks before discharging into storm sewers to attenuate flows
- Consider an additional policy that takes account of the findings of the Drainage Plan for the Central Area

**Question 23 - Inner Ring Road (Policy 6) - is the proposal for the Inner Ring Road still appropriate and up-to-date?**

### **Question 23 - Overview: Summary Of Responses**

7 respondents responded to Question 23 regarding the Inner Ring Road and the responses provide different perspectives on the Inner Ring Road (IRR).

One respondent considers that the IRR is a fragmented combination of many roads/ traffic lights/ pedestrian crossings and does not flow as a ring road. The respondent considers an outer orbital road system to be effective in allowing traffic to pass around the town and not through it. One respondent considered that the IRR is definitely appropriate. Another respondent considered that the aims are acceptable but updated traffic counts needed to check whether growth is in line with predictions and whether the aims as stated are achievable.

One respondent considered that the policy needs updating to reflect changes in the circumstance since the CAAP was adopted. It was recommended that the Northampton Town Centre Transport Strategy should be updated at the same time and that it should form a key part of the evidence base.

There was a suggestion that walking and cycling should be prioritised and that they should be made safe, convenient and pleasant choices.

One respondent referred to the new University of Northampton campus which will drastically increase pedestrian and cyclist crossing at St John's car park exit onto Victoria Promenade across to Becket's Park. There were safety issues here and a new shared surface crossing will help reduce the perceived importance of vehicle traffic and enhance the connection to the Cultural Quarter to Becket's Park and the

University. It was recommended that a separate paragraph be added to CAAP Policy 6.

**Question 24 - Safeguarded Public Transport Route (Policy 8) – is the proposal for a public transport / cycling / walking route still appropriate and up-to-date?**

**Question 24 - Overview: Summary Of Responses**

Although Question 24 relates to the Safeguarded Public Transport Route some respondents commented on transportation and movement on a more general basis. There were 10 respondents in total.

One respondent considered that the safeguarded route constitutes an essential piece of infrastructure for the town and two respondents said the policy should be updated to ensure delivery/ and to reflect changes in circumstance since the CAAP was adopted. Another mentioned that the route should be better preserved as a railway and that there is a need to invest in trains to bring it back into use. Or, now that the rails have been removed, it should be brought back into use as a public transport route. One respondent directed the Council to a website which explains how the design element should be taken into account when planning for sports related facilities.

The more general comments include the point that cycle routes are inadequate, and that more usable and well-lit cycleways are needed. To assist cyclists, cycle routes should be a priority and these routes should be studded so motorists become instantly aware when they drift into a cycle lane. One respondent gave a generic overview of prioritising walking and cycling, making them safe and convenient choices, together with road danger reduction approaches. A variety of measures were recommended: reintroduce deregulation of buses, mix developments, low emission zones, viable alternatives to cars in the town, produce a Cycle Delivery Plan. One respondent commented on the fact that the current bus station is an example of poor planning because it is too small and should be next to the railway station. It is not encouraging people to leave their cars at home and catch the bus. The same respondent referred to the layout of Northampton and surrounding villages which mean that people still use their cars. There is a need to encourage walking, cycling and motorcycling, and that the Norbital cycle path and Brampton Valley linear park are a bonus to the town. One respondent considered that buses need to be smaller.

One respondent made reference to the Growing Together Neighbourhood Plan and its requirement for the improvement and expansion of the network of foot and cycle paths in the area. Another respondent considered that the Northampton Town Centre Transport Strategy should be updated and be used to update a key part of the transport evidence base to support the new Local Plan.

**Question 25 - Pedestrian and Cycling Movement Network (Policy 9) – should this policy be updated to link to the County Council’s Smart Corridors initiative? Are the identified routes into and across the town centre still up-to-date?**

**Question 25 - Overview: Summary Of Responses**

7 respondents commented on Question 25. Some comments were similar to comments already made to other questions. There was a general consensus that there is a need to prioritise walking and cycling (for work and for leisure) and cycle routes which can be distinguished from the roads, allowing motorists to be aware when they stray into cycle lanes.

One respondent considered that the policy needs updating to reflect changes in circumstances since the CAAP was adopted and that the Northampton Town Centre Transport Strategy also needs updating. Another respondent referred to the Growing Together Neighbourhood Plan and the requirements for the improvement and expansion of the network of foot and cycle paths in the area.

**Question 26 - Parking (Policy 10) – should the Council identify more car parks within the town centre and if so, where should they be?**

**Question 26 - Overview: Summary Of Responses**

There were 8 respondents to Question 26.

Some respondents considered that the current multi storey car parks are a blot on the landscape and that they are concrete jungles which are poorly maintained and unsafe, and some car parks are too far from where they are needed. One respondent stated that the policy appears punitive by restricting parking without offering realistic alternatives such as enhanced public transport. Another respondent stated that the policy and evidence base need updating to reflect the changes in circumstance. There was one respondent who said there is a reasonably good provision with the exception of the hospital although there is recognition that effort to address this has been made through the new upper level visitor car park.

Some suggestions include the provision of more parking spaces (reference was made to the Old Barclays site), prioritise walking and cycling, reduce dependence on cars and use existing ground level parks like Sixfields and Midsummer Meadow with efficient free shuttle service with trams and overhead pods. Park and ride should also be considered.

**Question 27 - Improving the Retail Offer (Policy 13) – this policy needs to be**

**updated due to changes in Government policy such as the extension of permitted development rights. Do secondary frontages still need to be identified?**

### **Question 27 - Overview: Summary Of Responses**

There were 5 respondents to Question 27. There was a general consensus that the policy should be updated in the light of changes of use of town centres. The following were suggestions for the retail frontages:

- Secondary frontages should be used for preserving a mix of uses for a healthy variety instead of specifically preserving retail use (eg at least 60% retail or no more than 30% of ground floor frontage to be any single non-retail use class)
- Remove the 80% of the Use Class A1 (under the Town and Country Planning (Use Classes) Order 1987 (as amended) retail frontage cap and the restriction on the number of premises not being under class A1. These restrictions can result in units remaining vacant even though there is demand for other uses. Secondary frontages still need to be identified in the CAAP to maintain the distinction between the function of different parts of the town centre and how they contribute to its overall vitality and viability
- Some uses are less desirable in the Primary Shopping Area like hot food takeaways and betting shops
- There might be a case for the town's Conservation Areas Article 4 Directions to be reviewed in light of the extensions to the Permitted Development Rights
- Making improvements to retail frontages has been a great success on St Giles Street. This demonstrates that retailers can retain individual character whilst creating a smart and coherent look. Other frontages which could benefit from the same treatment include Gold Street, Bridge Street, Abington Street, Wellingborough Road. Currently, these streets do not have the appearance of a lively town capable of attracting residents, workers or visitors

From a more general perspective, there was a recommendation that the architectural quality of shops be improved and that the recent award for St Giles Street is a good start. This needs extending to other streets including secondary frontage. To compete with Milton Keynes and Market Harborough, the whole package needs to be in place and not just one street. There was also a suggestion that a major commercial initiative is required to attract appropriate retail giants to the town, and this this should be politically free and involve local experts and residents.

**Question 28 - Meeting Retail Capacity (Policy 14) – do we need a more up-to-date retail capacity study to ensure that this policy is up-to-date?**

### **Question 28 - Overview: Summary Of Responses**

There were 6 respondents who responded to Question 8.

One respondent pointed out that the retail capacity requirements set out in Policy 14 of the CAAP are inconsistent with the retail requirements of the JCS. The same respondent also referred to Question 11 which states that retail growth will not be reviewed, so it is unclear as to the intention of Question 28. Clarity is required on whether a new retail study will be commissioned or whether the retail study for the West Northamptonshire Joint Core Strategy Local (Plan Part 1) will be used as a guide. The respondent considered the figures to be out of date and that a revised policy should state that retail capacity will be reviewed on a regular basis setting out a clear timescale for clarity.

One respondent commented that retail capacity is not the issue, rather, it is about ensuring and directing better use of existing capacity. There is a need to look at existing architecture facades above shopfronts and force these to be more sympathetic and in keeping with the standards. Another respondent stated that more retail space was not needed as the internet is likely to power ahead for the foreseeable future.

One respondent questioned whether the Council has resources and expertise to deal with the issue. The respondent considered that the policy should be supported by a vision, strategy and serious plans to be effective.

**Question 29 - Office and Business Uses (Policy 15) – this policy needs to be revised due to changes in Government policy. Should we identify land for new offices within the town centre? How should the Council seek to safeguard existing office space, especially in light of recent and proposed Government changes regarding permitted development rights?**

### **Question 29 - Overview: Summary Of Responses**

6 respondents commented on Question 29. One of which was not duly made as it was received after the consultation had closed.

There was an agreement that more business activity should be encouraged into the town centre and that office space in the town centre should be expanded to facilitate wider investment. This could be achieved in the following ways:

- Encourage offices, smaller and new start-up businesses into the town centre to stimulate visitors and improve retail footfall
- Non-residential vacant buildings should be given priority for business use

There was a suggestion that the town centre requires a healthy and balanced mix between daytime and night time experience. In the daytime, there is a need to attract more commerce and create a dynamic ancillary business culture (eg restaurants and fast food outlets for workers). At night, there is a need for a vibrant,

safe entertainment culture which attracts visitors and residents to fill the void left by daytime commerce. There were comments about needing smarter pubs and restaurants as well as better consideration of parking facilities and refocus on the drinking culture.

One respondent asked for caution to be exercised by updating existing evidence base (West Northamptonshire Employment Land Study 2010 and Northampton Employment Land Study 2006) before deciding whether there is a need to identify land for new office space within the town centre. It was considered that there should be an assessment of both the requirement and the quality of existing office stock before a safeguard is put in place. Reference was made to the Northamptonshire Local Economic Assessment 2015 which concluded that office market in Northamptonshire is small compared to areas like Milton Keynes.

One respondent (not duly made) stated that flexibility is needed with the pace of change in other sectors (retail, leisure, offices, education, service industries, voluntary sectors) with an accelerating phenomenon. Large parts of the town centre could be transformed into a simplified planning zone with market led allocations of land/ space at one end of the scale and protection for micro businesses at the other. The respondent considered that mixing and integrating space uses is more holistic and sustainable. Mixed use scheme at Greyfriars would assist. There are benefits with the greater public/ private initiatives, micro economic circumstances and various regeneration projects. The Local Plan will need to allow for far greater private sector involvement. There is a need to underline Unique Selling Points, provide a forum for residents/ businesses/ visitors and increase profile of the new Plan and Northampton itself.

**Question 30 – Do any of the site specific policies need updating? Please indicate which policies and provide details if possible (Policies 18-35).**

### **Question 30 - Overview: Summary Of Responses**

There were 4 respondents to Question 30 on whether site specific policies in the CAAP needed updating with the following policies being identified:

- Policy 18: Is retail appropriate for the Library? Character and use of upper Abington Street has changed significantly
- Policy 20: St Johns - The student accommodation and hotel have been provided but preclude the restaurants, cafes, active frontage, enhanced pedestrian routes and public space. Creative planning is needed to turn this service area round
- Policy 21: Angel St – the new development does not provide a public route through or significant public square. It needs to be re-planned to be an attractive, well used-public area
- Policy 28: Avon / Ransome Rd / Nunn Mills needs radical review to take account of Waterside Campus

- Policy 29: Waterside: Becketts Park - Originally devised for housing but site is now university campus. Many elements of the policy remain the same but specific consideration needs to be given to the role of Becketts Park
- Policy 31 (Market Square) amend to allow greater flexibility for restaurant uses at Market Walk Shopping Centre.
- Policy 32 Drapery has significantly changed in character now the bus 'station' has expanded along the length of it. The area needs remedial planning to solve the problems of people queuing in too small a space which restricts pedestrian movement
- Policy 33: Freeschool St should be updated. Remove aspiration to redevelop for office use (B1) with small scale retail. The site is not viable for this and should be redeveloped for primary residential use of appropriate scale and density for its location
- New sites will need to be informed by an up to date Water Cycle Study and Strategic Flood Risk Assessment (SFRA).

**Question 31 - Please provide details of any other policies in the Central Area Action Plan which you consider the Council should reassess to ensure that they are up-to-date, if possible providing evidence.**

### **Question 31 - Overview: Summary Of Responses**

4 respondents commented on this question. The comments were:

- There was scepticism towards the “flawed bus station concept” and the “mythical Grosvenor Centre improvement” and the fact that the train station needs further work particularly in relation to accessibility for the disabled
- There was a query as to why there has been no transport hub to encourage wider use of public transport and noted the omission of a plan which brought together the train and bus stations
- The Freeschool Street site should be removed from CAAP Policy 15
- There is a need for creative planning and planning for empty spaces. It was acknowledged that there had been some initiatives such as Collective Collaborations and the University/ Made in Northampton/ Screen Northants. However, these were considered to be ad hoc and difficult to negotiate and organise. With the University moving to the town centre, there is an opportunity to create spaces for students to use alongside culture and creative industries. There are discussions about the potential for the County to be the Capital of Culture for 2021
- There should be some new public realm activity or planning for new spaces
- Riverside development offers the opportunity to think creatively about the public realm



## GLOSSARY

AQMA	Air Quality Management Areas
BID	Business Improvement District
CAAP	Central Area Action Plan
CIL	Community Infrastructure Levy
DPD	Development Plan Document
EZ	Enterprise Zone (Northampton Waterside)
GI	Green Infrastructure
HMO	Houses in Multiple Occupation
IDP	Infrastructure Delivery Plan
IPPG	Interim Planning Policy Guidance
IPPS	Interim Planning Policy Statement
LAA	Land Availability Assessment
NLP	Northampton Local Plan (Plan 2)
NBC	Northampton Borough Council
NCC	Northamptonshire County Council
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
NRDA	Northampton Related Development Area
SCI	Statement of Community Involvement
SHLAA	Strategic Housing and Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SPD	Supplementary Planning Document
SUDs	Sustainable Urban Drainage
WN(JCS)	West Northamptonshire Joint Core Strategy Local Plan (Part 1)
WNJPU	West Northamptonshire Joint Planning Unit

## APPENDIX 1

### Index of Respondents

<b>Responses Submitted by Website</b>
Debbie (No family name provided)
Tesco
Sport England
Northamptonshire Archaeological Society
Growing Together Neighbourhood Forum
Alan Earle
WASPRA (email duplicate received)
Favell Gospel Hall Trust
Environment Agency
David Huffadine-Smith
<b>Responses Received by Email/Post</b>
Aylesbury Vale District Council
CC Town Planning
Historic England
Bovis Homes
Northampton Town Centre Conservation Areas Advisory Committee
Highways England
Natural England
Lisa Bradshaw
David Wilson Homes
Northamptonshire County Council (Ecologist)
NN Contemporary Arts
Martin Grant Homes
Davidsons Development Ltd
Natural England
South Northamptonshire Council
English Regional Transport Association
UGS and Market Walk
Tom Higginson
Moulton College
Northamptonshire County Council (Public Health)
Mr & Mrs Cadman
Daventry District Council
Environment Agency
Sandra Guest (West Hunsbury Parish Council)
Martin Bagshaw (Northamptonshire ACRE) – PRINCIPAL RESPONSE
University of Northampton
Northamptonshire Police
Andy Clarke
Persimmon Homes Midlands
Green Party
Northampton Shopping Centre Limited Partnership
Rentplus
Ballantyne Carmichael
Hardingstone Parish Council

Northamptonshire County Council
Dr R Alexander (Lib Dems)
Clayson Country Homes
University of Northampton (Institute of Urban Affairs)
<b>Not Duly Made Responses (Late)</b>
Brendan Bruder (Abbey Ross/ Northampton BID)

## APPENDIX 2

### Number of Responses Received by Issues Paper Question

Question from Issues Paper	Number of Responses Received
1	27
2	16
3	17
4	18
5	11
6	9
7	12 (one was not duly made)
8	5
9	5
10	20
11	26
12	8
13	15
14	13
15	12
16	9
17	11
18	13
19	14
20	9
21	18
22	5
23	7
24	10
25	7
26	8
27	5
28	6
29	6 (one was not duly made)
30	4
31	4

### APPENDIX 3

#### Consultation & Engagement Strategy for the Northampton Local Plan (Part 2) Issues Consultation (Approved by Northampton Borough Council Cabinet on the 13 April 2016)

The Consultation and Engagement Strategy sets out the proposed arrangements for communication and consultation with the local community and all other stakeholders in respect of the Local Plan Issues consultation. The strategy meets the statutory requirements, as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012, and the draft Northampton Statement of Community Involvement.

<b>Timing</b>	<b>Actions</b>
<p>April 2016</p> <p>(Before the consultation)</p>	<ol style="list-style-type: none"> <li>1. Local Plan Newsletter for all Borough councillors to provide briefing on the Issues consultation including overview of content, consultation actions and timetable.</li> <li>2. Two press releases:               <ol style="list-style-type: none"> <li>a. one just prior to the Cabinet papers being made public, i.e. around Monday 4 April prior to dispatch on 5 April</li> <li>b. one just prior to the start of consultation, i.e. around Mon 25 April prior to start of consultation on 27 April</li> </ol> </li> <li>3. Social media communications on the Council’s Twitter and Facebook.</li> <li>4. Design Flyer/ Leaflet for external use, for example in Community and Leisure Centres.</li> </ol>
<p>27 April – 10 June 2016</p> <p>(During consultation)</p>	<ol style="list-style-type: none"> <li>5. All Issues consultation documents to be made available at the Inspection locations (the One Stop Shop at the Guildhall and all libraries in Northampton Borough).</li> <li>6. All Issues consultation documents to be made available for review/ download with on-line response facility available on the NBC website.</li> <li>7. All letters or emails explaining the Issues consultation and providing details of how to respond sent to specific consultation bodies<sup>1</sup>, the general consultation bodies<sup>2</sup>,</li> </ol>

<sup>1</sup> The specific consultation bodies are listed in Regulation 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and relate to organisations responsible for services and utilities and infrastructure provision.

	<p>neighbouring authorities, prescribed bodies<sup>3</sup> and other organisations and individuals as appropriate.</p> <p>8. Paper copies of consultation documents to be made available at Parish Council and other community offices where possible</p> <p>9. Paper copies of Issues consultation documents to be made available on request.</p> <p>10. Issues consultation workshop for all Borough councillors.</p> <p>11. Issues consultation workshop for all Parish Councils and Neighbourhood Forums in Northampton Borough.</p> <p>12. Issues consultation documents to be made available at The Guildhall during the consultation period – staff available at designated times to answer questions/ provide advice.</p> <p>13. Meetings/ briefings to be arranged with key organisations including statutory bodies.</p> <p>14. Information boards to be made available at The Guildhall and at various locations across the Borough.</p>
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<sup>2</sup> The general consultation bodies are also specified in Regulation 2 of the 2012 Regulations and comprise:  
voluntary bodies some or all of whose activities benefit any part of the local planning authority's area  
bodies which represent the interests of:

- different racial, ethnic or national groups in the local authority's area
- different religious groups in the local planning authority's area
- disabled people in the local planning authority's area
- persons carrying on business in the local planning authority's area

<sup>3</sup> The prescribed bodies are specified in Regulation 4 of the 2012 Regulations (as amended) and in the case of Northampton are:  
Environment Agency, Historic England, Natural England, Civil Aviation Authority, Homes and Communities Agency, NHS, Office of Rail Regulation, Highways England, Northamptonshire County Council Highways, Northamptonshire Enterprise Partnership, South East Midlands Local Enterprise Partnership, Northamptonshire Local Nature Partnership

## **APPENDIX 4**

### **Workshops for Borough Councillor, Parish Councillors and Neighbourhood Forums**

All Borough Councillors were invited to a workshop on 03 May 2016 to receive a briefing on the Local Plan process and timetable and to discuss issues identified.

Four Borough Councillors attended this workshop. A range of issues were discussed including:

Housing:

- HiMOS – can we build good quality, purpose built single person homes?
- Also need family housing and housing for older people.
- Price of housing
- Can Local Plan encourage/prioritise brownfield sites eg St Edmunds?

Infrastructure

- For students eg cycle paths, lighting, car parking?
- Sustainable urban extensions - better transport to town centre eg Kingsthorpe, Barack Road, A45, Bedford Road opposite hospital.
- Cycle paths on narrow streets are too narrow.
- Local Plan could propose local corridors
- Broadband – will it have capacity for student demand?

Employment

- Moulton Park – housing adjacent industrial park is not ideal.
- There are small industrial units / clusters across the town which are important. Will they be protected?

A workshop was also held on 04 May 2016 for nominated representatives all Parish Councils and Neighbourhood Forums in Northampton Borough to receive a briefing on the Local Plan preparation process and timetable and to discuss issues identified.

Eleven representatives attended this workshop. A range of issues were discussed including:

#### Housing:

- Brownfield first, can the Council offer financial incentives?
- Residential over shops
- Will need to use greenfield sites as well as brownfield
- Affordable housing
- Enabling older people and others to move through the housing stock, providing appropriate and smaller housing options to encourage people to move into smaller homes/downsizing.
- Private rented sector – better managed, regulation to avoid overcrowding
- Need to ensure that we do not lose vital community space

#### Infrastructure

- NW Bypass
- Develop land by old Power Station and river for hospital/fire/ambulance station near to bypass.
- Social infrastructure – GPs, schools
- cemeteries, NW bypass, roads and cyclepaths and strategy, bus routes are all radial not around the town/circular, health centres, school sites, affordable and reliable transport
- Small developments need to contribute to infrastructure due to cumulative impact.
- Review the WN Local Infrastructure Plan and produce a Northampton infrastructure plan.

#### Town centre

- More homes in town centre to improve vitality, population mix and customer spend. Currently it is just shops. Need café culture, safe open public spaces, plazas and water features, galleries, artisans, boutiques. A destination.
- Redefining the role of the town centre, more social/restaurants, entertainment/cultural role.



- Town centre determines what type of housing is needed in and near to the town centre.
- Use the riverside more.
- Purpose of town centre needs rethinking: Rushton Lakes, Milton Keynes, BHS may go. Need smaller individual shops, more unique, a destination, eg theatres, rather than somewhere to go shopping.
- Students will bring vitality and also demand for cheaper retail market/goods.
- Focus on economy end of retail market and artisan/unique shops, but not the retail inbetween.
- Does CAAP address this for the Town centre? Eg type of retail to attract, type of employment in relation to University.
- Make better use of market as a destination
- Bus station needs to work well, the bus network is important to Northampton - an integrated station, under cover.

## **APPENDIX 5**

### **Employment Workshop** **(25 May 2016)**

**Presenters:** Cristina Howick (Peter Brett Associates), Stuart Cook (Aspinall Verdi)

#### **Introduction**

CH explained that the purpose of the workshop was to gather evidence (in their role as critical friend) to aid the preparation of the Northampton Local Plan. They have done some initial research and they will present their findings. The workshop will be interactive to allow attendees to provide their own opinions and factual information.

They will focus on 4 key market sectors: large industry/ middle sized/ small sized/ offices.

#### **Large warehousing/ industry**

- Large sheds have grown in size and demand
- Online retailing – strategic location to service national markets
- Competition from outside Northampton, query on how this affects the Northampton market
- Large warehousing/logistics has not reached saturation point
- Rental growth would not occur if we are at saturation point
- Need large scale logistics sites up to 2029
- Units get taken up during construction or upon completion
- Golden shed triangle: Nottingham to Birmingham to East Northamptonshire
- Northampton is the largest conurbation, but large occupiers get rejected on sites already allocated
- Need to plan effectively for the future
- Not enough land supply, need to find another large employment area the size of Brackmills and a half. Needs to start in 3 years to service demand over the next 10 – 15 years
- Localised market needs supply now
- No spaces within the confines of the Borough boundary
- Northampton absolutely prime for logistics
- Tenants in Brackmills want to grow and do not want to relocate miles away and lose labour supply
- Need to consider the impacts of neighbouring areas and not in isolation
- Ensure that discussion about employment land takes place with other local authorities
- Need to allocate affordable/ smaller units
- Coca cola site is vacant, LPA should CPO and sell to Brackmills occupiers

#### **Medium sized industry**

- Strong demand (around 550- 650 sq.ft), availability tend to be second hand/ secondary stock
- 10% - 11% vacancy of stock
- Need to allocate specifically for these sites
- There are some sites in town which has mid-range stock, but these are limited and taken up quickly
- Size isn't the only thing that's important, shape is too
- Construction cost/ viability will be reflected in the land value. Shortage of land also driving up land values
- Land values pushed to levels not seen in the market before. Pricing very sensitive
- £6.50/ £6.75 psf for rent for mid-size but lack of supply
- Rental levels in Northampton marginally lower than Milton Keynes and on par with Coventry
- Freehold market has an appetite to pay higher levels
- Locations can be more flexible
- Need to consider how people get to work/ public transport/ cycleways/ traffic generation

### **Small industry**

- Need land allocated for small businesses like haulage, scrap yards etc
- Existing sites should be safeguarded and improved upon
- Allocate new sites because rents are growing in the secondary stock and there is not enough new stock
- Could achieve £9/ 9.50 psf
- Losing stock to alternative uses such as trampoline centres, gym etc
- Allocation of large scale employment areas should include supporting facilities like catering services/ crèches etc

### **Offices**

- So few Grade A space in the market
- Need to protect out of town offices and bring new sites forward
- Problems with low unemployment and low employability
- Growth might go elsewhere
- Construction cost is a major problem
- £18 – 20 psf for prime is available out of town but difficult for the town centre
- Occupiers want proximity to town centre and labour supply
- Getting into the town centre is not ideal. Congested. Parking is a problem outside the town centre too
- Need to diversify the town centre/ mixed use
- Infrastructure needs to be right
- Consider delivery of existing sites

## Northampton Local Plan (Part 2)

### Options Consultation Paper

#### What is this about?

The current Northampton Local Plan was adopted in 1997 and needs updating in order to effectively guide and respond to future development proposals across the Borough, and to reflect more recent Government policy. The new Northampton Local Plan (Part 2) will address the supply of sites within Northampton to deliver new homes, maintain and expand employment opportunities, enhance the Town Centre, protect the historic and natural environment and provide detailed development management policies.

An initial stage of public consultation was undertaken on the Scope and Issues of the new Local Plan between 27 April and 10 June 2016. Details of the responses received are available on our website. All of the responses received have been considered in the drafting of this Options Paper.

The Council is now undertaking an Options stage public consultation to continue to progress the preparation of an updated Northampton Local Plan (Part 2). Responses to this Options consultation will be considered alongside those responses already received to the Scope and Issues consultation, in preparing the Northampton Local Plan (Part 2).

The Central Area Action Plan (CAAP) 2013 contains development plan policies for the central area. Some of the CAAP policies have now been superseded by recent development and/or changes in legislation, such as recent changes regarding permitted development rights, and therefore need to be updated. It is proposed that the new Local Plan (Part 2) will contain those CAAP policies which remain up to date and any CAAP policies which need updating. Once adopted, the new Northampton Local Plan (Part 2) will supersede the Central Area Action Plan.

There will be a six week period in which comments can be made on this Options consultation paper and accompanying Sustainability Appraisal Options Report. The consultation period for this document is **Wednesday 21 September – Wednesday 02 November 2016**. Comments should be submitted to the Planning Policy Team by **5pm on Wednesday 02 November 2016**. All comments will be considered and will help to inform the preparation of a Draft Local Plan which will be published for consultation in March 2017.

This Paper is divided into the following sections:

- Introduction
- The plan
- Planning for Northampton's growth
- Questions

### **Where can I view the consultation documents?**

You can view the consultation documents in the following ways:

- On the Council's consultation portal at **<http://northampton.gov.uk/localplan>**  
This system also allows you to submit comments.
- At The Guildhall One Stop Shop, Northampton Borough Council, St Giles Square, Northampton NN1 1DE.
- At all libraries in Northampton Borough.

If you do not have access to a computer, you can request paper copies by:

email [planningpolicy@northampton.gov.uk](mailto:planningpolicy@northampton.gov.uk)

telephone 01604 837326

or by writing to Northampton Local Plan (Part 2) Options Consultation,  
Planning Policy, Regeneration, Enterprise & Planning Directorate,  
Northampton Borough Council, The Guildhall, St Giles Square,  
Northampton NN1 1DE

If you would like copies of consultation documents in translated or other formats please refer to the Council's website at:

[http://www.northampton.gov.uk/info/200041/equality\\_and\\_diversity/1309/interpreting](http://www.northampton.gov.uk/info/200041/equality_and_diversity/1309/interpreting)

### **How can I comment?**

You can comment on the consultation documents in one of the following ways:

**Online:** INSERT

OR

Complete the comments form which you can download from the website. By using the comments form, it helps us ensure we have all the correct information to register and process your comments and keep you informed. Once completed you can do the following:

**Email:** [planningpolicy@northampton.gov.uk](mailto:planningpolicy@northampton.gov.uk)

OR

**Post:**

Northampton Local Plan (Part 2) Options Consultation, Planning Policy,  
Regeneration, Enterprise & Planning Directorate, Northampton Borough Council,  
The Guildhall, St Giles Square, Northampton NN1 1DE

All the above can be found by accessing the following link:

[INSERT](#)

Responses should be submitted by **5pm on Wednesday 02 November 2016**.

#### **Fair Processing Notice issued under the Data Protection Act 1998**

All observations, objections and supporting comments submitted to Northampton Borough Council are public documents. Therefore the information you submit in response to consultations on the Local Plan **will be** publicly available as part of the consultation responses and made available for any member of the public to view in person. This may include your name and the comment made. Specific personal contact data such as your email address, signature, postal address and telephone number **will not** be published on the Northampton Borough Council website but retained for contact purposes only by the planning department at Northampton Borough Council.

In submitting a comment on the Local Plan you agree for your information to be held and processed for the purpose(s) and in the way detailed above.

If you have any questions, please contact us by email at:  
[planningpolicy@northampton.gov.uk](mailto:planningpolicy@northampton.gov.uk) or by telephone: 01604 837326.

## Introduction

Northampton needs to deliver 18,870 new homes by 2029. Some of these new homes have already been built or approved, however there are still a significant number of new homes still to be delivered. In addition to this, new homes are also being provided in sustainable urban extensions which adjoin the urban edge of the Borough. These new homes will also contribute to meeting Northampton's housing needs.

The continued success of Northampton's economy depends upon the growth of the workforce, as well as identifying appropriate sites for existing businesses to expand into and which can attract new businesses to the area. Ensuring the future vitality of the town centre is also a key challenge.

Delivering this level of growth whilst providing the range of homes and jobs that the town needs in the future is a significant challenge, but one which will enable Northampton to achieve its ambitions and prosper. A positive and proactive approach will be needed toward planning for these homes and jobs in the most sustainable and deliverable way.

To help set the scene we have provided details of the challenge. We have also set out a vision for Northampton for 2029, the objectives which the Northampton Local Plan (Part 2) will be seeking to achieve and the strategy that will underpin future development and regeneration activity across the Borough. The strategy contains our proposed approach to plan positively for new homes and jobs, whilst protecting and enhancing the natural and historic assets within the Borough. The vision, objectives and strategy are informed by previous work and responses to the Scope and Issues consultation.

A range of technical evidence can also be viewed on our website at the following link:

[http://www.northampton.gov.uk/info/200205/planning\\_for\\_the\\_future/1739/](http://www.northampton.gov.uk/info/200205/planning_for_the_future/1739/)

The outcome of this Options consultation, along with previous work and comments made during past Local Plan consultations, will inform the Draft Northampton Local Plan (Part 2) which is expected to be published for consultation in March 2017.

### The scale of the challenge

The National Planning Policy Framework (NPPF), published in 2012, introduced a national agenda for the planning system to deliver sustainable growth and to support economic recovery. The emphasis in the NPPF is for each local authority to produce an up-to-date Development Plan that sets out how the objectively assessed growth and development needs of their area will be met.

The West Northamptonshire Joint Core Strategy Local Plan (Part 1) identifies a provision of 18,870 new homes to be built within Northampton Borough by 2029. Many of these new homes will be built on small and medium sized sites within the Borough boundary. We need to explore how we can plan positively for these new homes and jobs whilst enhancing and protecting Northampton's historic and natural environment.

The remainder of Northampton's housing need is being met through the delivery of the sustainable urban extensions identified in the Joint Core Strategy, in co-operation with Daventry District and South Northamptonshire Councils.

The new Local Plan (Part 2) will cover the period from 2011 – 2029.

INSERT Housing photos

## **The plan**

The vision we will follow in the Northampton Local Plan (Part 2) is set out below. It draws on the vision included in the West Northamptonshire Joint Core Strategy Local Plan (Part 1) 2014 but is amended to reflect the characteristics that are more relevant to Northampton.

### **Northampton in 2029 – what vision do we have for the future?**

By 2029 Northampton will provide a balanced range of high quality housing to meet different housing needs and offer an excellent quality of life for its communities. Services, facilities and infrastructure will also support communities, adding to the quality of life and supporting residents and visitors. Based upon a thriving mixed economy and associated services, and with continuing pride in the Royal and Derngate Theatres, museums including the Northampton Museum and Art Gallery, and professional sports teams such as the Northampton Town Football Club, Northampton Saints and the County Cricket Club, Northampton will have strengthened its role as the leading centre within the county for cultural, retail, entertainment, employment, health and learning activities and facilities.

Northampton will be a great UK location for a range of employment opportunities, as well as achieving high levels of proficiency in both academic and vocational education. The Borough will build on its economic strengths, including its location at the heart of the county and as a prime area nationally for the logistics and distribution sector.



Northampton will blend high quality design choices with outstanding public spaces, distinctive historic character, an enhanced riverside setting and a network of green spaces and high quality parks. The Borough will also be a leading example of low environmental impact and resilient development in response to climate change.

### Question

**Do you have any comments on the vision for the Northampton Local Plan (Part 2)?**

### Objectives

We think that the objectives that are set out in the West Northamptonshire Joint Core Strategy Local Plan (Part 1) 2014 are still appropriate for us to use as objectives for the Northampton Local Plan (Part 2).

The objectives we will follow to achieve the vision will be:

#### Objective 1 – Connections

To reduce the need to travel, shorten travel distances and make sustainable travel a priority across Northampton by maximising the use of alternative travel modes. In so doing, combat congestion, reduce carbon emissions and address social exclusion for those in both rural and urban areas who do not have access to a private car

#### Objective 2 – Infrastructure and development

To protect and enhance local services and to ensure social, physical and green infrastructure is adequately provided to meet the needs of people and business in a timely and sustainable manner in response to regeneration and new development.

#### Objective 3 – Economic advantage

To strengthen and diversify Northampton's economy by taking advantage of our internationally well placed location, strategic transport network and proximity to London and Birmingham.

#### Objective 4 - Specialist business development

To support and develop opportunities for specialist employment clusters and business development focused on a low carbon economy.

#### Objective 5 – Educational attainment

To raise educational achievement and the skills base of our communities through supporting the development of our learning infrastructure and strengthening the link between local

businesses and local schools, Moulton and Northampton Colleges and the University of Northampton.

#### Objective 6 – Housing

To provide a range of housing in sustainable locations, seeking to ensure all residents have access to a home they can afford and that meets their needs.

#### Objective 7 – Supporting the town centre

To support the regeneration of Northampton's town centre by making it the focus of high quality retail, employment, leisure and cultural development at the heart of Northamptonshire and to support the delivery of the Central Area Action Plan.

#### Objective 8 – Heritage

To conserve and, where possible, enhance through carefully managed change the heritage assets and their settings, and to recognise their role in providing a sense of place and local distinctiveness

#### Objective 9 – High quality design

To achieve high quality design that takes account of local character and heritage and provides a safe, healthy and attractive place for residents, visitors and businesses.

#### Objective 10 – Climate change

To minimise demand for resources and mitigate and adapt to climate change by:

- promoting sustainable design and construction in all new development
- ensuring strategic development allocations are located and designed so as to be resilient to future climate change and risk of flooding
- encouraging renewable energy production in appropriate locations; and
- ensuring new development promotes the use of sustainable travel modes

#### Objective 11 – Protecting and building communities

To ensure new development in urban areas effectively supports and links new and existing communities physically and socially, to achieve social cohesion and address the areas of deprivation identified in parts of the Borough

#### Objective 12 – Green infrastructure

To protect natural species and enhance the existing strategic green infrastructure network by incorporating and designing these into sustainable urban extensions

### Question

**Do you think there are other objectives that should be included?**

### The strategy

To meet Northampton's future needs and to achieve the vision of an enterprising, innovative, prosperous and sustainable borough we will need to provide for significant new growth in the most sustainable way, ensuring that the development of new homes is matched by the provision of opportunities for new employment, accessible local services, a vibrant town centre and a high quality environment. Developing Northampton's national role will be central to its economic success, attracting both investment and visitors to help to deliver our growth.

Northampton's growth will be pursued in the most sustainable way practicable. New development will be built to the highest standards, helping to generate wider benefits in terms of the quality of the built and natural environment, be energy efficient, using renewable resources, and minimising the production of waste. The built environment will need to be resilient to the potential impact of climate change. Flood plains will be protected from inappropriate development and the sustainable management of the Borough's watercourses will be promoted.

Future development will need to be supported by suitable infrastructure. All development must be well-designed and accessible. New schools, shops and other services need to be available in accessible locations along with parks, sports facilities and well-maintained local open space, forming part of a wider green infrastructure network threading through the Borough and linking to the open countryside beyond. The watercourse network will continue to be promoted as a key asset for movement, leisure, environmental and biodiversity quality.

The importance of the Borough's public spaces will be reflected in high quality design choices for our public realm and public spaces. The historic environment will also be central to shaping the Borough's future. Heritage assets in all their forms will be promoted and enhanced in supporting the delivery of distinctive places.

### Providing new homes

High standards of design in residential areas will be expected with a strong sense of place, environmental sustainability and resilience to climate change, attractive, safe and multi-functional public spaces. There will be an expectation that new housing will complement the character and environment of the surrounding area, in order to create high quality living environments.

In delivering a range of needs for new housing, we will seek to ensure that a wide choice of housing sizes, types and tenures is provided to meet community needs including homes for families, for older people and appropriate levels and types of affordable housing.

INSERT AH and older people housing photos

Our proposed strategy for delivering new housing between 2011 and 2029 is set out below:

Our approach is to provide for as much of the Borough's growing population as possible. The focus will be on brownfield or other available sites within the existing built up area and elsewhere in the Borough. In order to make the best use of land, a minimum density of 40 dwellings per hectare outside of the sustainable urban extensions will be expected, with higher densities considered in and near to the town centre or other key centres and along key transport corridors. The residential density for the sustainable urban extensions is already agreed in the West Northamptonshire Joint Core Strategy at 35 dwellings per hectare.

Within the Borough, there may be capacity for some additional dwellings. There is also the potential for some additional homes on land in the urban area that is no longer suitable for its original function, including some employment sites and open space.

The urban area nonetheless has limits on the amount of available space and as a result there is likely to be a shortfall of land to accommodate dwellings in order to meet identified future needs.

In addition to considering options within Northampton, we are also working proactively with neighbouring authorities through the Duty to Cooperate to share some of the housing delivery. The Duty to Cooperate is a statutory requirement of the Localism Act 2011 and the NPPF, for local authorities to work together to address strategic planning issues.

Sustainable urban extensions which extend into Daventry District and South Northamptonshire Council have already been identified within the West Northamptonshire Joint Core Strategy Local Plan (Part 1) and these will also contribute to the ability to plan positively for the future.

The NPPF advises that local authorities should ensure that a five year supply of deliverable housing land is available to enable the delivery of new homes, plus a 5% buffer to this land

supply to ensure choice and competition. The five year housing land supply should be updated annually. Where there is a persistent under delivery of housing, the NPPF advises that the buffer should be increased to 20% of the five year land supply. A recent appeal decision (APP/V2825/A/14/2228866) regarding development within Northampton has concluded that the Borough Council should apply the 20% buffer to the five year housing land supply. This requires us to ensure that a greater number of our housing land supply sites are capable of being delivered in the shorter term.

Northampton also has an ageing population. There is a need to ensure that we meet the needs of an ageing population through the provision of accessible and appropriate housing. Specialist housing may also be needed to meet the needs of elderly, young or vulnerable adults and which may include elements of care and support for people living there.

### Questions

**Do you agree that we should apply a 20% housing land supply buffer to our housing land supply?**

**Do you agree with a residential density of 40 dwellings per hectare outside of the sustainable urban extensions, with higher densities in the town centre, other centres and along key transport corridors?**

**In allocating sites for housing development, do you agree that we should give priority to sites that can be delivered in the short term?**

**What other actions would help new homes to be built and completed more quickly on the identified sites for housing development?**

**Do you agree that we should identify sites for specialist housing?**

**Do you agree that we should identify sites specifically for the provision of older persons housing?**

**Should allocations for general housing include a proportion of smaller market dwellings (1 and 2 bed)?**

**Should the plan specify a threshold or proportion of serviced plots to ensure the delivery of custom-build and self-build plots?**

### Creating a prosperous economy

INSERT Economy photos

The continued strengthening of the Borough's economy will be central to the growth agenda, ensuring that jobs and prosperity are generated for current and future residents.

A continuous supply of land for a range of premises will be made available for all types of employment development, including for the growth and expansion of existing businesses, the establishment of new businesses and to attract inward investment from both within the UK and internationally.

Particular emphasis will be placed on ensuring that sites are available to support the key economic sectors important to the Borough's economic growth. These include business and professional services, food and drink, logistics and high tech engineering.

The Waterside Enterprise Zone will play an important role in accommodating the requirements for a range of sectors. Outside these areas, other land in employment use will continue to be protected and the provision of accommodation for small and medium sized businesses will be supported.

Marginal employment land of poor quality, that no longer meets the requirements of the market or businesses may be promoted for redevelopment to alternative uses. The provision of land and premises is only part of creating a prosperous economy and the Borough will need a skilled and competitive workforce now and in the future. The role of the University, education establishments and other providers will also be central to providing the workforce to drive our economy.

Our proposed strategy to provide sufficient land to meet the needs of businesses now and in the future is set out below:

There are few opportunities in the Borough to create new employment land and in particular to provide new sites of a size to accommodate large scale new development sites from a small number of major occupiers.

While the Borough will continue to promote the retention and re-use of land in employment use to provide for a range of businesses and investors the availability of land, beyond the existing pool of sites within the Borough to accommodate major investment, is limited. A strategic employment site has already been identified within the West Northamptonshire Joint Core Strategy Local Plan (Part 1) at Junction 16 of the M1 and this site, which is located within South Northamptonshire, will also contribute to the ability to plan positively for employment needs for the future.

## Questions

**Do you agree that there is demand for more small scale office space, especially in the town centre?**

**Do you think that dated, low value office stock in the town centre is oversupplied?**

**Do you agree that outside of the town centre, some medium and larger office allocations should be released to provide small or medium sized industrial and distribution uses to help meet demand for these uses?**

**In demonstrating that existing employment sites have been actively marketed before they are considered for release to other uses, should active marketing be required to be undertaken for a minimum period of 12 months or 24 months?**

### **Our retail centres**

INSERT town centre photos

As the role of traditional high street retailers continues to change, there will be a need for the town centre to evolve to attract visitors and to become a destination which provides a wider experience than just shopping. There is a need to increase visitor numbers and dwell time in the town centre and to enliven the high street. Promoting a balanced range of leisure and other town centre uses like dining will provide more reasons for people to come into, and stay longer in, the town centre.

Retail development will be promoted within the town centre and office development within defined areas including the town centre and Waterside Enterprise Zone. At the same time, development that would undermine the strength of those locations will be resisted.

The Cultural Quarter in the town centre builds on the profile of culture and arts within the Borough and contributes to the vitality and identity of the town centre. These cultural assets, and the Cultural Quarter in particular, have the potential to make a significant contribution to the continued diversity and strength of the town centre.

We will focus on generating a mix of destination and independent shopping alongside workplaces and culture that contribute to creating a sense of place and attracting visitor spend into the town centre.

Creating a range of additional homes in the town centre will also generate more vitality, increasing footfall and spend in the town centre and offsetting the peak shopping periods each day. The relocation of the university to the Waterside Campus near Becketts Park will also support greater visitor numbers and vitality in the town centre.

INSERT Riverside photos

We also need to manage our smaller centres. Currently we have a large number of neighbourhood centres throughout the Borough which are protected for retail use. As our shopping habits change, some of these smaller centres now have fragmented retail uses. We also need to ensure that shops, facilities and services are able to modernise in a way that is sustainable to enable them to continue to benefit the wider community. We intend to allow more flexibility in some smaller centres for other uses to be introduced. We also intend to review the secondary retail frontages policy which restricts non-retail uses in some sections of frontage to enable greater flexibility for non-retail uses in some areas and to better reflect recent changes to Government policy on permitted development. However, we still intend to protect key sections of retail frontage in the town centre and in other key centres.

### Questions

**Do you agree that we should allow more flexibility in some smaller centres for other uses to be introduced?**

**Do you agree that we should review the secondary retail frontages policy, which restricts non-retail uses in some sections of frontage, to allow greater flexibility for non-retail uses in some areas?**

**Do you think that within the town centre, some of the medium and larger sized office allocations are oversupplied?**

### Infrastructure

Several priorities to improve infrastructure and to support the continued growth of Northampton have already been identified, for example through the West Northamptonshire Joint Core Strategy Local Plan (Part 1). Key infrastructure projects that have been identified include the North West Bypass and the Northampton Northern Orbital Route. The timely delivery of these key infrastructure schemes is critical to enabling the identified growth to take place. In particular, the phasing and delivery of critical infrastructure schemes in co-ordination with the proposed growth for the area, is essential to achieving sustainable communities where people want to live and work. Opportunities to secure funding for critical infrastructure will need to be maximised.

It is important that as Northampton grows, other new community infrastructure facilities and other local services are also provided. This will help to ensure that Northampton grows in a sustainable and timely manner with facilities to support local communities. For example, we already know that there will be a need for new schools and healthcare facilities



surgeries to support Northampton's growth over the coming years, as well as sports and leisure and open space.

## **Planning for Northampton's growth**

### **Providing a supply of land to meet housing needs**

On the basis of the identified requirement for new homes in Northampton there is a need to plan for 18,870 additional homes to be built within Northampton Borough between 2011 and 2029.

In delivering these new homes, our strategy is to seek to ensure that developments provide:

- A wide choice of housing sizes, types and tenures including affordable homes
- Access to facilities such as shops, leisure and work opportunities
- Convenient options to travel by public transport, foot or bicycle
- A strong sense of place with high quality design
- Environmental sustainability and climate proofing
- Attractive, safe and multi-functional public spaces

The strategy will continue to prioritise brownfield sites for housing development but the evidence indicates that insufficient brownfield land is available to meet the requirements for new homes.

INSERT Services/Facilities photos and Environment photos

### **Current assessment of available land**

The Strategic Housing Land Availability Assessment (SHLAA) 2012 provided an assessment of potential land supply and potential capacity to deliver new housing within the Borough. It was prepared to inform the West Northamptonshire Joint Core Strategy. The SHLAA identified potential development land for some 18,648 new homes within Northampton Borough between 2011 and 2026. The Council has recently started to update the land availability assessment for Northampton. All the potential development sites that were assessed in the SHLAA, as well as additional sites for assessment that have been identified since (including sites submitted in response to the Land Availability Assessment Call for Sites between April and June 2016), will be re-assessed as part of Northampton's Land Availability Assessment. Once completed, this will replace the 2012 SHLAA in respect of providing an assessment of land supply and potential capacity within Northampton Borough.

### **Other opportunities**

We will also be exploring the opportunity to utilise other sources of land including open space and land in employment use, where these are no longer suitable for their original function. Open space is an important asset and will be a key part of our strategy to create sustainable growth within the Borough. We will explore the potential to utilise land defined as open space where it is of limited value, underused or no longer serves its designated purpose. As the Borough grows the demand for open space will also increase, and in some parts of the Borough there is already a shortage of good quality open space, so the opportunities to utilise open space for housing will be limited. Potential opportunities for selective redevelopment of land currently identified as open space could also provide the opportunity for improvements to the quality of remaining areas of open space.

Another opportunity is to accommodate new homes on land that is currently identified for employment. Similar to open space, employment land is important to the overall strategy for growth, particularly to generate jobs for the current residents and for future growth. It is therefore important that vacant or underused employment land which has reasonable prospects of being redeveloped for employment is retained for that purpose. Where employment redevelopment is unlikely, these sites will be assessed through the Land Availability Assessment to consider their potential for housing development. There is therefore likely to be limited potential to secure more land for housing from this source.

We are also reviewing public sector owned land that is surplus to requirements to assess whether there are any additional sites with realistic potential for housing development. This may generate a limited number of development sites.

We are considering opportunities to make better use of the land within the urban area by applying higher densities. This would enable us to maximise the number of dwellings built while balancing the needs to deliver a range of dwelling type, size and tenure alongside creating attractive environments. A range of housing types including family housing is needed within the Borough, including within the town centre and other key centres. This will limit the scope for achieving higher densities and increasing housing supply further.

In producing our Local Plan we will need to explore all the reasonable options to provide land to accommodate new homes as well as employment and other uses to support growth.

### **Providing a supply of land to meet employment needs**

The Northampton Local Plan (Part 2) will have a key role to play in helping to ensure that there is a sufficient supply of employment land in order to contribute to the jobs

requirement set out in the West Northamptonshire Joint Core Strategy Local Plan (Part 1). We are currently updating our assessment of existing employment land and land that will be needed to meet the future needs of employment sectors, including existing employers, growth sectors and future investors. Whilst our identified supply of employment land is sufficient to contribute towards meeting the requirement identified in the Joint Core Strategy, initial feedback suggests that the current supply may not reflect the demand for employment sites within Northampton Borough in terms of the wide range of types and sizes of site that are in demand. For example, there may be demand for further large and medium scale logistics, distribution and industrial sites, as well as more demand for sites that can provide for smaller sized office units.

### **Current assessment of available land**

We are currently updating our Employment Land Assessment to provide more up-to-date information on the existing supply of employment land and the land that will be needed to meet the needs of our economy over the plan period.

### **Other opportunities**

We will also explore utilising land which is designated as open space and employment. The value of open space and the opportunities for development have been set out in the 'Other opportunities' section for housing needs earlier in this paper.

### **Development Management policies**

The NPPF includes a number of issues that should be considered in a Local Plan. Some of these have already been addressed in the West Northamptonshire Joint Core Strategy Local Plan (Part 1) and the Central Area Action Plan. Therefore it is not necessary to duplicate them in the Northampton Local Plan (Part 2). However, the Local Plan (Part 2) can contain the detailed day to day development management policies which will replace the remaining saved policies in the 1997 Local Plan and update relevant policies in the Central Area Action Plan.

Below are some examples of the policies that the Local Plan (Part 2) could include:

Design Principles

Residential Subdivision including Houses in Multiple Occupation

Residential Mobile Homes

Backland Development / Development in Residential Gardens

Amenity Protection

Outdoor Lighting

Pollution Control

Safeguarding employment sites and supporting jobs growth

District and Local Centres

Retail Frontages

Shop Fronts and Advertising

Takeaways

Trade Counters

Vehicle Repairs

Open Storage/Salvage and Recycling

Taxis/Private Hire Vehicles

HGV Vehicle Parking Facilities

Heritage Assets (including Listed Buildings, Conservation Areas, Scheduled Ancient Monuments)

Landscape

Development within and in close proximity to Conservation Areas

Green Infrastructure and Open Spaces and New Development

Biodiversity and Trees

Flood Risk and surface water drainage

Telecommunications and Broadband Infrastructure

Community Facilities and Infrastructure

Mitigating Travel Impact

Vehicle Parking

Renewable Energy

Agricultural Land and Buildings

Tourism, Visitor and Cultural Development

Motorised Sports

Developer Contributions

**Question**

**Are there any other Development Management policies that you think should be included in the Northampton Local Plan (Part 2)?**



## Northampton Local Plan - Summary of Responses to Sustainability Appraisal Scoping Report

### Q32 DO YOU HAVE ANY COMMENTS ON THE SUSTAINABILITY APPRAISAL SCOPING REPORT?

Peter Strachan (GTNP)	No comment
Patrick Cross (WASPRA)	<p>SA Objectives:</p> <p>Housing: 1. Help make housing available and affordable  Questions the definition of affordable housing. No affordable housing in Buckton Fields East. Who monitors this provision. Developers can move their allocation to another of their development. Who keeps the register.</p> <p>Use of the Car: 2. Improve public transport services  Questions how the provision of public transport can be improved. Northampton has a reduced bus station. There is no joined up thinking, no bus and rail hub despite changes to both. Rail station not access friendly to the elderly/ disabled/ travellers with luggage/ mums and dads with buggies. A lift was promised, this has not materialised</p> <p>Access to schools: 3. Be within walking distance of schools  Queries how this can be achieved. At least 30% of children are collected by car from the local primary school. Some children from Buckton Fields may go to Boughton, which is not within walking distance</p> <p>Health: 4. Improve access to healthcare  Failing NHS/ longer waiting times for GP appointments/ overstretched hospital - interested in specifics on how this can be achieved with increased population</p> <p>Northampton town: 7. Maintain the character of the Town Centre  Assumes the character relates to the old character not the current character. Questions when the author last visited the Town Centre. Pound shops/ cash converters/ charity shops etc serviced by expensive non</p>



	<p>pedestrianised area of Abington Street. Northampton well known for drinking culture. Would like to see list of priorities to enable this objective to be addressed. Queries – how will Northampton attract retail companies/ clean back streets/ HMO maintenance – need more investment and pride. Cultural area and Guildhall are role models</p> <p>Protect Northampton’s townscape: 10. Conserve the townscape This is based on the assumption that the townscape is in good shape</p> <p>Flooding: 14. Reduce the risk of flooding, avoid development on flood plain. 1998 event is a warning to Northampton. With anticipated housing development to surround the town, this is crucial to health and safety. Questions how this could be the case.</p> <p>Waste: 16. Encourage recycling and avoid locating waste management facilities near sensitive areas. Eg St James – explain how locating waste management facilities here can meet the objective. Areas with rubbish, overgrown shrubs, weeds and generally filthy. No pride. How will this change. WASPRA asked about use of food bins. 84 asked, 19 food bins used. How can this be improved to avoid food going to landfill.</p>
A Clarke (Favell Gospel Hall Trust)	<p>Welcomes the recognition of NPPF core planning principles and reference to para 2.21 and 2.22 on health, security, community and cultural infrastructure, and other local facilities alongside the recognition of the voluntary and private sector.</p> <p>Data on social inclusion and deprivation/ population data/ life expectancy noted. The SA and Local Plan should ensure adequate consideration of social and community infrastructure with meaningful engagement with the voluntary and private sector, including local faith communities.</p> <p>Support identification of indirect influences on crime and fear of crime. Urge that the SA ensures adequate weight given to considerations such as economic, social and environmental impacts. Ensure Northampton Borough progresses towards a truly sustainable community.</p> <p>Table 5.1 should be expanded to reflect the sentiments of NPPF paras 70. 162. 171 and references to the range of community facilities. Draw on the findings of the CAG report “Northampton Faith Communities Profile and Places of Worship Audit &amp; Needs Assessment”.</p> <p>Refer to “Faith Groups and the Planning System” (AHRC Faith and Place Network, October 2015)</p>

<p>Kerrie Ginns (Environment Agency)</p>	<p>SA Objective 13 A section should be included that refers to land contamination and groundwater protection to ensure that potential risk posed to controlled waters is assessed on a site by site basis. Where development is proposed on a site which is known or has the potential to be affected by contamination, a preliminary risk assessment should be undertaken by the developer as the first stage in assessing the risk. Developers should follow the risk management framework provided in CLR11 “Model Procedures for the Management of Land Contamination” when dealing with land affected by contamination.</p> <p>GP3 Groundwater Protection: Principles and Practice – useful reference for ensuring groundwater is protected during development. Describes how to manage and protect groundwater in the most sensitive locations.</p> <p>Protect and minimise impact on water quality. Assessment criteria refers to sewerage provision. Some developments can cause physical modification of water bodies (eg affecting flood plain which can lead to deterioration of water quality). Urban run-off has potential to cause poor water quality. These impacts need assessment and mitigation where appropriate. Conserve water resources mainly by adopting water efficiency standards.</p> <p>SA Objectives 14 Updated guidance on how climate change could affect flood risk to new development – see “Flood risk assessments: climate change allowances” (<a href="http://www.gov.uk">www.gov.uk</a>/ 19 February 2016).</p> <p>Flood risk vulnerability classification and lifetime of proposed development should be confirmed in line with the NPPF and the appropriate allowances applied. The Nene river catchment falls within the Anglian River Basin District. If hydraulic modelling is proposed, additional model runs may be required to ensure that all the correct scenarios are considered.</p>
<p>Ian Taylor (CC Town Planning)</p>	<p>No comment</p>
<p>Emilie Carr (Historic England)</p>	<p>Guidance produced entitled “Strategic Environmental Assessment, Sustainability Appraisal and the Historic Environment” which HE considers helpful. More information can be found here: <a href="https://historicengland.org.uk/images-books/publications/strategic-envirn-assessment-sustainability-appraisal-historic-environment/">https://historicengland.org.uk/images-books/publications/strategic-envirn-assessment-sustainability-appraisal-historic-environment/</a></p> <p>Welcomes reference to cultural infrastructure (para 2.21) and historic environment (para 2.22).</p>

	<p>Welcomes reference to historic environment (paras 3.43 – 3.44) but greater importance should be shown with dedicated paragraphs at this stage in relation to both designated and non-designated heritage assets, such as (as a summary of para 3.80): Northampton contains a wealth of designated and non-designated assets including 22 Conservation Areas, 1 registered Battlefield, 10 Scheduled Monuments, 43 Grade I and II* Listed Buildings and a further 399 Grade II Listed Buildings together with archaeological remains and other non-designated heritage assets.</p> <p>For clarity, HE’s records show the following scheduled ancient monuments:  1003176 Remains of Northampton Castle  1006620 Saxon palace complex and Saxon and medieval urban deposits in the centre of Northampton  1010742 Upton Bowl Barrow  1012150 Multivallate hillfort at Hunsbury Hill  1012328 Clifford Hill motte castle  1015536 Eleanor Cross base in St Michael’s churchyard  1006639 Upton medieval village and C17 garden earthworks</p> <p>Reference to Grand Union Canal as a cultural asset (Para 3.48) welcomed.</p> <p>Paras 3.78 – 3.81 welcomed. Reference to locally listed buildings supported. Reference to other non-designated assets including archaeological remains is suggested. Reference to baseline data should be included to ensure sound evidence base.</p> <p>Table 4.1 “Key sustainability issue for Northampton” in relation to “areas and sites of significant historic importance” – inclusion of non-designated heritage assets including archaeological remains would strengthen this sustainability issue.</p> <p>Table 5.1 – the inclusion of an objective (no 11) in relation to the historic environment is welcomed. The guidance referenced above suggests the following objective: “conserve and enhance the historic environment, heritage assets and their settings” – this would provide a more robust and comprehensive objective in relation to the historic environment.</p> <p>Page 93, Table A2.1 – an additional question should be included in relation to non-designated heritage assets. Need for individual assessment rather than blanket measurements within the assessment criteria – strongly welcomed. Suggest that the proximity to designated heritage asset bullet point criteria listed</p>
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	<p>below is deleted in order to allow for specific assessment in relation to each site. Acknowledged that the final paragraph goes on to state that assessment scores may need to be adjusted to take into account the relationship of the development site option and the designated site using Historic England's advice is welcomed – but – would be clearer to delete reference to distance to allow for accurate and individual assessment of each site. HE do not support the use of such means to identify impacts as distance is not a measure of harm. Whilst it is accepted to use distance as an identifier of assets in the area around a potential site, it should not be extrapolated as an impact assessment – eg there may be sites within a conservation area which could be an enhancement.</p> <p>A number of comments call into question the strategy employed by the Council. There are particular concerns in relation to the Sustainability Appraisal site appraisal methodology. Consider that this would not meet the requirements of the SEA directive, nor would it ensure that site allocations are sound.</p>
Gavin Gallagher for Bovis Homes	<p>Table 4.1: Key sustainability issues for Northampton</p> <p>Affordable housing: acknowledge that the delivery of affordable housing is a challenge for the Borough. The site to the west of South Northampton SUE as part of a comprehensive development would provide for a mix of housing in accordance with the Framework.</p> <p>Car dependency: site to the west of South Northampton SUE would form part of a comprehensive development with a local centre and choice of sustainable modes of transport and contribute to a reduction in car dependency.</p>
Ann Plackett for CAAC	<p>Para 3.64: stated improvements are debateable. Eg new bus station leaves many travellers standing out in the Drapery in all weathers. Spread between shops makes changes between buses difficult for the infirm. Could have discouraged public transport use. Reviews of each "improvements" would be useful.</p> <p>Para 3.80: states there are 7 scheduled ancient monuments (SAMs). Para 3.81 says there are 8 SAMs – which is the extra one?</p> <p>Table 5.1 – Objectives and Questions</p> <p>1 Housing – objectives should include a balance between different types of housing  7 Character and vitality of town centre – need to strengthen the 24 hour economy not just the evening economy. Reference should be a range of housing not just "housing". Objectives should include facilitating travel, and desire to travel, into the town centre</p>

	<p>9 Biodiversity – include important green sites which support biodiversity but which do not have a designation such as Billing Road cemetery</p> <p>11 Protect and enhance the historic environment – generally good, but should include local list and non-designated heritage assets as required by the NPPF</p> <p>Table A2.1 Effects on objectives</p> <p>1 Housing – document states that all housing developments will have a positive effect but whilst they all have a positive effect on the amount of housing, they will not necessarily have an equally positive impact on the range of housing, increased social housing and improved stock of housing. Housing developments should be measured against these wider housing objectives</p> <p>10 – Townscape and landscape and 11 – Heritage. Contrary to assessment’s statement, we cannot assume that redeveloping a brownfield site will always be positive. Existing buildings or site may make a positive contribution to the character of the area, and redevelopment may be inappropriate in character. Cannot assume that it will always be beneficial to redevelop a brownfield site in a built up area (11) – the existing site may make a positive contribution, or may provide much needed open space.</p>
Kayleigh Cheese (Natural England)	<p>NE broadly satisfied with the proposed scope. Generally welcome SA objective “Protect and enhance Northampton’s biodiversity and geodiversity”. Concerned by presence of “?” in the assessment criteria. Where elements of uncertainty exist, NE would expect to see evidence that negative effects on important environmental assets can be avoided before sites and policies are committed to in local plans. All relevant constraints should be clearly identified prior to assessment to allow informed decisions to be made.</p> <p>Disagree with distance criteria used to determine negative effects on Nene Valley Gravel Pits SPA. Current evidence suggests that recreational disturbance can have a significant effect where developments are located up to 3km from the site. Distance criteria used to determine significant effects needs to reflect this.</p> <p>Habitats Regulation Assessment – Note HRA will be undertaken for the local plan part 2 in due course and reported on separately to the SA. NE agrees with this – given the level of detail required to assess potential impacts to Upper Nene Valley Gravel Pits SPA</p>
Stephen Marks (NCC Public Health)	Welcome strong references to health and wellbeing. Should be included in local plan part 2 consultation.
Stewart Patience (Anglian Water)	Reference is made to building on policies in the adopted JCS and phasing of development in relation to

	waste water treatment capacity. Helpful if this could be considered further in local plan part 2.
Sandra Guest (West Hunsbury PC)	No comments
Sharon Henley (Northamptonshire Police)	<p>Pg 36: reference to “it is possible through good design to reduce opportunities for crime” and SA Objective 5 is referenced. When looking at SA5, this sentiment appears to have been lost. SA Objective 5 does not seek to address the sustainability issue for Northampton of high levels of crime. How these 2 things which are crossed referenced could be explained.</p> <p>SA Objective 5. Reduce crime and fear of crime in Northampton Take issue with the rather simplistic assessment of the factors on which levels of crime will depend. Levels of crime will increase on any development site which has previously been a greenfield regardless of where that greenfield is located. The use of measures line CPTED and SBD which are proven to reduce opportunities for crime by up to 50% will reduce the effect of new development on crime levels – but cannot understand how the effects of potential sites on this objective can be deemed to be “negligible”. Any building where there has not been a building is bound to generate crime and opportunities for anti-social behaviour unless detailed design work is carried out to design out opportunities for such behaviour.</p>
Sally Willis (Hardingstone PC)	<p>2.13: Supplementary Planning Documents – the Affordable Housing Interim Statement SPD will need updating following proposed changes from the Government on affordable housing. The SA should also consider the Parks and Open Space Strategy for Northampton, and the conservation area management plans.</p> <p>3.6 (geography): include strong links (commuter and entertainment) to London</p> <p>3.61 &amp; 2: patterns of travel/ commuting need to be broken down into different areas of the borough, to understand the different needs of the different areas.</p> <p>3.64: stated improvements debateable. Bus station leaves many travellers standing out on the Drapery in all weathers waiting for their bus, could well discourage public transport use. Review of each of these improvements would be useful, to determine what new requirements they have brought and what old requirements remain to be fulfilled.</p> <p>3.71 – 76: Biodiversity section should take note of the green networks identified in the Northamptonshire Landscape Sensitivity and Green Infrastructure Study (eg green/ woodland network from NE to SW leading to Salcey Forest)</p>

	<p>3.80: says there are 7 schedule ancient monuments, 3.81 says there are 8</p> <p>Table 5.1 – Objectives and Questions</p> <p>1 Housing – needs a question about balance between different types of housing</p> <p>2 Reduce the need to travel in Northampton by providing easy access to jobs, services and facilities without the need to travel by car – sounds like it is aimed to dissuade people from travelling into Northampton for services, which won't help economic vibrancy. Better phrase would be “reduce the need to travel by car within, to and from Northampton, by providing easy access to sustainable travel alternatives”</p> <p>3 Siting residential developments and school to reduce travel is really part of 2. Should also refer to access to schools with sufficient places to absorb the children living in the new development</p> <p>4 Improve health – should explicitly include physical and mental health and wellbeing, and access to the countryside should be given more priority. Links to Northamptonshire Health and Wellbeing Strategy 2013-16</p> <p>6 Employment and economy – tying a 13 year plan to broadband is short sighted. 4G already taking over. Better to say “communication technology eg broadband”</p> <p>7 Character and vitality of town centre – strengthen 24 hour economy not just evening economy. Refer to range of housing, not just housing. Add something about facilitating travel and desire to travel into the town centre</p> <p>9 Biodiversity – included important green sites which support diversity but have not been designated (eg Hardingstone's Cherry Orchard)</p> <p>10 Protect and enhance the historic environment – generally good. No mention of local list of non-designated assets, which require protection in NPPF</p> <p>12 Air pollution – not ambitious enough to limit an increase in air pollution. Aim for reduction. DEFRA 2007 paper on air quality stresses improvement (p71/100 of committee paper)</p> <p>Appendix 1</p> <p>NPPF – paper doesn't pull out the objective of maintaining assets which the community holds as important. Mentions green belt but nothing more. Don't mention social sustainability or building sustainable communities.</p>
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	<p>White Paper on natural environment – paper mentions aim of reconnecting people and nature but not translated into an objective. Objective is about enhancing natural environment (9 and 10) not enhancing access to it. Needs to be included in the objective.</p> <p>Appendix 2</p> <p>Assumptions regarding walking distances – no justification for taking the straight line distance from edge to edge. Distances are used to judge likely human behaviour and so should reflect human experience. More likely to be centre to centre, and which follow paths and roads. Why assume people would be willing to walk further to school, work or a railway station than to town? “It is considered that this is a reasonable approach” is not good enough justification for a methodology. Looks more like “this will make it easier”.</p> <p>Table A2.1 Effects on objectives</p> <p>1 Housing – document states that all housing developments will have a positive effect. Whilst it will have a positive impact on the amount of housing, this is not necessarily the case of “range” of housing, increased social housing or improved housing stock</p> <p>1 and 3 Reducing travel – problems with distance assumptions (see above). Otherwise ok. Needs to take into account whether the site would give easy access to longer distance services and employment 9 (eg development near M1 may encourage commuting to London, MK, Birmingham by car)</p> <p>4 Health – consider open space separately from sport. Open space can contribute to wellbeing, reconnecting people with nature. Employment sites are measured only by proximity to residential developments – should be considered for proximity to health facilities. If employment sites are close to open space or sports facilities, workers can make the most of these for healthy lifestyles</p> <p>5 Crime - states that location is not important for crime. Links to surrounding areas can increase fear of crime. Eg Hardingstone’s pedestrian links to town are through underpasses only which many fear to use after dark</p> <p>7 Vitality of Northampton town centre – claims that residential development won’t have any impact on town centre’s vitality. It could do if sites for easy access to other commercial sites. Eg residential developments to the south may encourage residents to use London and MK, to the east may use Raunds, to the north</p>
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	<p>may prefer Market Harborough and Leicester</p> <p>10 Townscape and landscape and 11 Heritage – can't assume that redeveloping brownfield site will always be positive. It may have been a positive contribution to the character of the area, and be replaced by a completely inappropriate development. Can't assume it will always be beneficial to redevelop a brownfield site in a built up area (11). The site may make a positive contribution or may be a much needed open space</p>
Dr R Alexander	None

## Consultation & Engagement Strategy for the Northampton Local Plan (Part 2) Options Consultation

The Consultation and Engagement Strategy sets out the proposed arrangements for communication and consultation with the local community and all other stakeholders in respect of the Local Plan Issues consultation. The strategy meets the statutory requirements, as set out in the Town and Country Planning (Local Planning) (England) Regulations 2012, and the Northampton Statement of Community Involvement.

Timing	Actions
September 2016  (Before the consultation)	<ol style="list-style-type: none"> <li>1. Local Plan Newsletter for all Borough councillors to provide briefing on the Options consultation including overview of content, consultation actions and timetable.</li> <li>2. Two press releases:               <ol style="list-style-type: none"> <li>a. one just prior to the Cabinet papers being made public ie. around Monday 29 August prior to dispatch on 30 August.</li> <li>b. one just prior to the start of consultation, i.e. around Monday 19 September prior to start of consultation on Wednesday 21 September.</li> </ol> </li> <li>3. Social media communications on the Council's Twitter and Facebook.</li> <li>4. Design &amp; Distribute Plain English Leaflet and Frequently Asked Questions for external use.</li> </ol>
21 September – 2 November 2016  (During consultation)	<ol style="list-style-type: none"> <li>5. All Options consultation documents to be made available at the Inspection locations (the One Stop Shop at the Guildhall and all libraries in Northampton Borough).</li> <li>6. All Options consultation documents to be made available for review/ download with on-line response facility available on the NBC website.</li> </ol>

	<p>7. All letters or emails explaining the Options consultation and providing details of how to respond sent to specific consultation bodies<sup>1</sup>, the general consultation bodies<sup>2</sup>, neighbouring authorities, prescribed bodies<sup>3</sup> and other organisations and individuals as appropriate.</p> <p>8. Paper copies of consultation documents to be made available at Parish Council and other community offices where possible.</p> <p>9. Paper copies of Options consultation documents to be made available on request.</p> <p>10. Options consultation workshop for all Borough councillors.</p> <p>11. Options consultation workshop for all Parish Councils and Neighbourhood Forums in Northampton Borough.</p>
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<sup>1</sup> The specific consultation bodies are listed in Regulation 2 of the Town and Country Planning (Local Planning) (England) Regulations 2012 and relate to organisations responsible for services and utilities and infrastructure provision.

<sup>2</sup> The general consultation bodies are also specified in Regulation 2 of the 2012 Regulations and comprise: voluntary bodies some or all of whose activities benefit any part of the local planning authority's area bodies which represent the interests of:

- different racial, ethnic or national groups in the local authority's area
- different religious groups in the local planning authority's area
- disabled people in the local planning authority's area
- persons carrying on business in the local planning authority's area

<sup>3</sup> The prescribed bodies are specified in Regulation 4 of the 2012 Regulations (as amended) and in the case of Northampton are: Environment Agency, Historic England, Natural England, Civil Action Authority, Homes and Communities Agency, NHS, Office of Rail Regulation, Highways England, Northamptonshire County Council Highways, Northamptonshire Enterprise Partnership, South East Midlands Local Enterprise Partnership, Northamptonshire Local Nature Partnership

	<p>12. Options consultation documents to be made available at The Guildhall during the consultation period – staff available at designated times to answer questions/ provide advice.</p> <p>13. Meetings/ briefings to be arranged with key organisations including statutory bodies.</p> <p>14. Information boards to be made available at The Guildhall and at various locations across the Borough.</p>
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**Appendices**

None



## CABINET REPORT

<b>Report Title</b>	<b>Emergency Funding for Northamptonshire's Refuges</b>
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	7 September 2016
<b>Key Decision:</b>	No
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Chief Executive's
<b>Accountable Cabinet Member:</b>	Councillor Stephen Hibbert
<b>Ward(s)</b>	N/A

### 1. Purpose

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- 1.1 The purpose of this report is to inform Cabinet of the financial difficulties facing Northamptonshire's refuges and to support the 'bridge funding' that the seven Borough and District Councils, the County Council and the Police & Crime Commissioner have arranged, between them, to avert the refuges' closure in 2016/17.
- 1.2 'Bridge funding' totalling £138,086 has been provided to sustain the refuges in 2016/17 pending a decision on how the Government is planning to spend the £40m it has set aside to support victims of domestic abuse in line with the Violence Against Women & Girls (VAWG) Strategy it published in March 2016.

### 2. Recommendations

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- 2.1 That Cabinet notes and supports the action that has been taken by the Borough and District Councils, the County Council and the Police & Crime Commissioner to sustain Northamptonshire's refuges in 2016/17;

- 2.2 That Cabinet approves the Council's contribution of £39,362 (28% of the total) to the 'bridge funding' arrangements and agrees that, if this money is not reimbursed through the VAWG funding, it will need to be funded from the Council's Revenue Budget 2016/17 or reserves; and
- 2.3 That Cabinet agrees that the Chief Executive will make written representations to the DCLG and the Home Office, highlighting the financial difficulties facing Northamptonshire's refuges and urging Ministers to make an early decision on when, how and to whom the £40m funding for domestic abuse will be awarded and to provide an assurance that, when funding is awarded, it will take into account expenditure that the refuges have already incurred in 2016/17.

### **3. Issues and Choices**

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#### **3.1 Report Background**

- 3.1.1 In its Spending Review and Autumn Statement of 25 November 2015, the Government announced that it will "continue to protect the most vulnerable" by increasing funding to prevent and reduce homelessness, including **"providing £40 million for services for victims of domestic abuse, tripling the dedicated funding provided compared to the previous four years and complementing the wider violence against women and girls strategy."**
- 3.1.2 Unfortunately, despite its acknowledgement of the importance of refuges and its commitment to provide support for refuges and other accommodation-based services, the Government has still not provided any detailed information about the funding arrangements or, indeed, the criteria that it will use to assess applications.
- 3.1.3 The problems caused by the ongoing uncertainty over future funding have been especially serious in Northamptonshire where the three refuge providers had received funding from the DCLG in 2014/15 and 2015/16 but were not told what would happen when the DCLG funding ran out on 31 March 2016.
- 3.1.4 In order to avert the sudden closure of the refuges and give the refuge providers sufficient reassurance to delay issuing any redundancy notices, the Chief Executives of the Borough & District Councils and the County Council decided to provide the refuges with 'bridge funding' to cover the shortfall between the basic operating costs of the refuges and the amount of money that they will collect from residents in rent and service charges, during the first six months of 2016/17.
- 3.1.5 When it became evident that the Government funding would still not be forthcoming until after the six months' 'bridge funding' ran out at the end of September 2016, the Chief Executives of the Borough and District Councils and the County Council (together with the Office of the Police & Crime Commissioner) supported extending the 'bridge funding' arrangement to include the refuges' costs up until 31 March 2016.

#### **3.2 Issues**

##### Refuge accommodation in Northamptonshire

- 3.2.1 At present, there are 43 units of refuge accommodation in Northamptonshire and these are provided and managed by NWA (Northampton Women's Aid), WENWA (Wellingborough & East Northamptonshire Women's Aid) and Eve (formerly Nene Valley Christian Family Refuge):

- NWA manages a total of 15 units of accommodation
- WENWA manages a total of 15 units of accommodation
- Eve manages a total of 13 units of accommodation

3.2.2 In order to calculate the likely funding shortfall in 2016/17, the refuge providers were asked to provide a detailed breakdown of their annual operating costs and the income they expect to receive in rent and service charges. This information was then used to calculate the size of the net funding shortfall, based on the basic operating costs.

3.2.3 Based on the information provided, the total annual shortfall (between the 3 refuge providers) for the 43 units of accommodation in 2016/17 was just over £138,000.

#### Risks posed by the closure of the refuges

3.2.4 The three refuge providers have only limited reserves and, in the absence of any assurances about funding, there was a strong likelihood that redundancy notices would be issued and all of the refuges would close. Without the intervention of the Borough and District Councils and the County Council, the first closure could have occurred as early as April 2016.

3.2.5 Any sudden and unplanned reduction in the number of refuge places may have serious consequences, as the refuges play a vital role in preventing homicide and keeping families safe from harm. As well as causing distress to the residents, closure would increase the amount of temporary accommodation that the local housing authorities are required to provide for victims of domestic abuse.

#### 'Bridge funding' to avert a crisis

3.2.6 Although representations will continue to be made to encourage the DCLG and Home Office to release the £40m for domestic abuse as soon as practicable, the priority has been to avert a funding crisis and the unnecessary and avoidable closure of refuges.

3.2.7 To ensure the continued provision of the refuges, the Chief Executives Group and the Office of the Police & Crime Commissioner have agreed to provide 'bridge funding' (initially in April 2016 and then in October 2016) totalling £138,086 in order to enable the refuges to meet their operating costs for the whole of 2016/17.

3.2.8 The total financial contribution made by each organisation (for 2016/17) is as follows:

- Northamptonshire County Council – £39,362
- Northampton Borough Council – £39,362
- Office of the Police & Crime Commissioner – £14,362
- Borough Council of Wellingborough – £7,500
- Corby Borough Council – £7,500
- Daventry District Council - £7,500
- East Northamptonshire District Council – £7,500
- Kettering Borough Council – £7,500
- South Northamptonshire District Council – £7,500



3.2.9 This 'bridge funding' has been provided on the strict condition that, when the DCLG eventually allocates the £40m of domestic abuse funding, the money that has been paid by the County Council, the OPCC and the Borough and District Councils will be reimbursed from the funding awarded to Northamptonshire. However, until then, it remains a financial risk.

### **3.3 Choices (Options)**

3.3.1 Cabinet can note the action that has been taken by the Borough and District Councils, the County Council and Police & Crime Commissioner to sustain Northamptonshire's refuges in 2016/17.

3.3.2 Cabinet can note and support the action that has been taken by the Borough and District Councils, the County Council and Police & Crime Commissioner to sustain Northamptonshire's refuges in 2016/17.

3.3.3 Cabinet can choose to do nothing.

## **4. Implications (including financial implications)**

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### **4.1 Policy**

4.1.1 The action that the Council has taken to prevent the sudden closure of Northamptonshire's refuges is in line with Council policy and reflects the priorities in the Corporate Plan 2016-20.

### **4.2 Resources and Risk**

4.2.1 As the action taken has successfully prevented the closure of the County's refuges in 2016/17, its overall impact on the cost of delivering public services (including homelessness, policing, safeguarding and community safety) is likely to be positive.

4.2.2 Although there is no guarantee that the 'bridge funding' will be repaid, Ministers are being urged to award the £40m funding as soon as possible and to give an assurance that, when funding is awarded, they will take into account the expenditure that the refuges have already incurred in 2016/17.

4.2.3 If the 'bridge funding' is not reimbursed through the VAWG funding, the Council's contribution of £39,362 will need to be met from the Council's Revenue Budget 2016/17 or reserves.

### **4.3 Legal**

4.3.1 Any legal implications arising are contained in the body of the report.

### **4.4 Equality and Health**

4.4.1 By successfully preventing the closure of Northamptonshire's refuges in 2016/17, the Borough and District Councils, County Council and the Police & Crime Commissioner have enabled the refuge providers to continue improving the wellbeing and life chances of people with protected characteristics. The action taken, therefore, will have a positive impact on Equality and Diversity.

4.4.2 The action taken to prevent the closure of Northamptonshire's refuges demonstrates the Council's commitment to improving communities and our town as a place to live, tackling discrimination and inequality, and developing a fairer society.

#### **4.5 Consultees (Internal and External)**

4.5.1 Consultation took place with the County Council, the other Borough and District Councils and the Office of the Police & Crime Commissioner in the course of the deliberations and negotiations.

#### **4.6 How the Proposals deliver Priority Outcomes**

4.6.1 The action taken to prevent the closure of Northamptonshire's refuges helps meet 3 of the priorities in the Corporate Plan:

- **Safer Communities:** It will help victims of domestic abuse to feel safe and secure by ensuring that they are able to access safe accommodation.
- **Housing for Everyone:** It will provide victims of domestic abuse with access to a safe, secure home and help them achieve and maintain independence.
- **Working Hard and Spending your Money Wisely:** It will prevent the Council from having to provide alternative, more expensive temporary accommodation.

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**Phil Harris**  
**Head of Housing and Wellbeing**  
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Appendices

2



## CABINET REPORT

Report Title

Review of Older Persons Housing

**AGENDA STATUS:**

**PUBLIC**

<b>Cabinet Meeting Date:</b>	7 September 2016
<b>Key Decision:</b>	Yes
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Chief Executive's
<b>Accountable Cabinet Member:</b>	Councillor Stephen Hibbert
<b>Ward(s)</b>	All

### 1. Purpose

- 1.1 The purpose of this report is to ask Cabinet to consider Northampton Partnership Homes' review of the Council's older persons' housing and to approve changes to the housing allocations policy and the classification of some of the housing stock in order to improve the suitability and quality of older persons' housing.

### 2. Recommendations

- 2.1 That Cabinet notes the findings of Northampton Partnership Homes' review of the Council's older persons' housing (set out in its Older Persons' Housing Strategy, which is attached to this report as Appendices 1 and 2);
- 2.2 That Cabinet approves the rebranding of the Council's 'sheltered housing' as 'older persons' housing' and authorises changes to the housing allocations policy (as set out in Paragraphs 3.2.5 - 3.2.7 of this report) in order to define these properties as being suitable for people aged 55 or over and determine the circumstances in which they may be let to people with disabilities who are under the age of 55;

- 2.3 That Cabinet approves the reclassification of its 'general needs' bungalows to 'older persons' housing', when they become vacant and are assessed as suitable for older people, in order that all future lettings are made to people who are either aged 55 or over or have a disability, require accessible housing and are under the age of 55; and
- 2.4 That Cabinet approves, in principle, the reclassification (to 'general needs housing') of up to 600 flats and bungalows that are currently designated as 'sheltered housing' but are assessed as being unsuitable for older people, and authorises Northampton Partnership Homes to consult with the affected residents, in three phases, in order to establish their housing preferences and their current and future needs, and to recommend to the Council which schemes should be reclassified and when;
- 2.5 That Cabinet delegates to the Chief Executive, in consultation with the Cabinet Member for Housing & Wellbeing and the Section 151 Officer, the authority to approve the reclassification of the older persons' housing schemes to 'general needs housing' after Northampton Partnership Homes has consulted with the affected residents and following consideration of Northampton Partnership Homes' recommendations; and
- 2.6 That Cabinet receives further reports on the implementation of Northampton Partnership Homes' Older Persons' Strategy and the Council's development of a Multi Agency Older Persons' Housing Strategy that takes into account the views of a wider range of stakeholders, including Registered Providers, private sector developers and housing providers, health and social care, and the voluntary and community sector.

### **3. Issues and Choices**

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#### **3.1 Report Background**

- 3.1.1 Building on an external strategic review of Northampton's sheltered housing undertaken by the Chartered Institute of Housing (CIH) in 2012, Northampton Partnership Homes analysed the CIH's recommendations, developed a vision for designated older persons' housing and support services and commissioned the development of an Older Persons' Housing Strategy (see Appendix 1).
- 3.1.2 As part of this work, Northampton Partnership Homes and the consultants it employed to develop its Older Persons' Housing Strategy reassessed the outcomes of the research undertaken by the CIH in 2012 – which identified properties within the Council's housing stock that would not meet the needs of older people – and carried out 'concept testing' to obtain the views of sheltered housing tenants' on the options they would choose if their scheme ceases to be designated as older persons' housing.
- 3.1.3 Although Northampton Partnership Homes' Older Persons' Housing Strategy also considers other matters – including NPH's role in the development of Extra Care Housing and mixed tenure housing, and in the delivery of housing related support and preventative services – this report focuses on the need for changes to be made to the classification of the Council's housing stock in order to improve the suitability and quality of older persons' housing in the borough.

## A Vision for Older Persons' Housing

3.1.4 The key objectives of Northampton Partnership Homes' review of the Council's older persons' housing and the development of its Older Persons' Housing Strategy are to:

- Enable older people to live independently in their own homes for as long as possible;
- Improve the quality of older persons' housing to enable people to live happy and healthy lives in an enriched community;
- Offer housing choices to meet the needs of current and future generations of older people; and
- Ensure that specialist housing and support is targeted to those most in need.

## Older Persons' Housing in Northampton

3.1.5 At present, there are a total of 2,589 units of sheltered housing in the borough and, of these, 2,047 (79%) are owned by the Council and 542 (21%) are owned by Registered Providers. In addition to these homes, there are 559 units of leasehold retirement housing and 387 units of Extra Care Housing.

3.1.6 In addition to the council tenants who are aged 55 or over and living in the 2,047 units of sheltered housing, 3,863 (38%) of the tenants living in the Council's general needs housing stock are aged 50 or over.

## Changes affecting Designated Older Persons' Housing

3.1.7 Over the years, more and more of the Council's stock of designated older persons' housing has been occupied by mixed age groups due to changes in the way in which tenancies have been allocated and support services have been delivered.

3.1.8 In order to meet the urgent housing needs of younger people who have a disability – and, sometimes, to prevent homes being left empty – a significant proportion of the designated older persons' housing has been allocated to people under the age of 55, resulting in many of the designated blocks being occupied by mixed age groups.

3.1.9 The problem has been compounded by the fact that the standard sheltered housing support service has been replaced by a housing related support service that is provided to those tenants who are assessed as needing it and is not age specific.

3.1.10 These changes have proved unpopular with some tenants who have said that their enjoyment of their homes has been reduced, have raised concerns about their personal security and have stated that “this is no longer sheltered housing”.

3.1.11 For these reasons, Northampton Partnership Homes is very keen to address the problems caused by housing allocations and the inconsistency of service delivery, and to set a clear direction for the Council's designated older persons' housing.

## 3.2 Issues

3.2.1 In order to achieve its 'Vision for Older Persons' Housing' and improve the suitability, quality and accessibility of older persons' housing, NPH has recommended that:

- 'Sheltered housing' is rebranded as 'older persons' housing';
- The housing allocations policy is changed in order to define older persons' housing as being suitable for people aged 55 or over and determine the exceptional circumstances in which it may be let to people with disabilities who are under the age of 55;
- All of the Council's 'general needs' bungalows are reclassified as 'older persons' housing' (if they are assessed as being suitable for older people) when they become vacant and are then re-let;
- Up to 600 flats and bungalows (currently classified as 'sheltered housing / older persons' housing') are reclassified as 'general needs housing' (if they are assessed as being unsuitable for older people) following consultation with the affected tenants and consideration of their housing preferences and their future housing and support needs; and
- A new 'standard' is set for all designated older persons' housing.

### Rebranding 'sheltered housing' as 'older persons' housing'

3.2.2 In light of the review and the feedback received from tenants, staff and other stakeholders, NPH has concluded that the term 'older persons' housing' more accurately reflects the housing and services that it is providing for older people than the current term, 'sheltered housing'.

3.2.3 Although some exceptions may need to be made in the case of younger people who have a disability and require accessible housing, it will be made clear that designated older persons' housing is specifically for people who are aged 55 or over.

3.2.4 New marketing material will be produced to reflect the new terminology and set out very clearly what housing and support services are provided in older persons' housing.

### Changing the housing allocations policy

3.2.5 In order to prevent, or at least limit, the extent to which designated blocks of older persons' housing are occupied by mixed age groups, NPH has proposed that the housing allocations policy is changed to reflect the fact that designated 'older persons' housing' should normally only be let to people who are aged 55 or over.

3.2.6 Acknowledging that there will be occasions when someone under the age of 55 has an urgent need for accessible housing, NPH has suggested that the housing allocations policy allows older persons' housing to be allocated, as an exception, to people who are under the age of 55, have a disability and an urgent need for accessible housing but no other suitable accommodation can be made available to them.

3.2.7 It is proposed, therefore, that the wording of the housing allocations policy is changed to identify the circumstances in which older persons' housing may be offered to a younger person who has a disability and an urgent need for accessible housing.

#### Reclassification of the Council's bungalows as 'older persons' housing' when vacant

3.2.8 From discussions with older tenants who are contemplating a move to alternative accommodation – including tenants who are under-occupying family homes – it is clear that a significant proportion of them would prefer to move into a bungalow.

3.2.9 In order to make optimum use of the Council's stock of 444 'general needs' bungalows, Northampton Partnership Homes has recommended that, when these homes become vacant, an assessment is carried out to establish whether or not they are suitable for older people and, if they are, that they should be reclassified as 'older persons' housing' before they are re-let.

3.2.10 This means that, in future, all bungalows that become vacant will be let to people who are aged 55 or over or, exceptionally, to people under the age of 55 who have a disability and an urgent need for accessible housing but no other suitable accommodation can be made available to them.

#### Reclassification of up to 600 homes as 'general needs housing' when vacant

3.2.11 When it undertook its external strategic review of Northampton's sheltered housing in 2012, the Chartered Institute of Housing identified properties within the Council's housing stock that would not meet the needs of older people.

3.2.12 As part of their review of older persons' housing, NPH and its consultants have reviewed the Chartered Institute of Housing's assessment of the suitability of the Council's sheltered housing stock and identified 600 homes that appear to be unsuitable for use as older persons' housing.

3.2.13 Although detailed consultation will need to take place with all of the affected tenants and their relatives / advocates (to establish their housing preferences and their future housing and support needs) before the Council decides how, when and if each scheme is reclassified as 'general needs housing', NPH has proposed that the 600 properties are considered for reclassification in 3 phases, starting with the sheltered housing that is assessed as being the most unsuitable for older people.

3.2.14 Throughout the review – and on a number of occasions in the Older Persons Housing Strategy – Northampton Partnership Homes has stressed the importance of continuing with the 'concept testing' that it has piloted, in order to fully understand the views of those tenants whose homes are being reclassified.

3.2.15 All tenants affected by the reclassification of their homes will be consulted (to establish their housing preferences and their future housing and support needs) and will be asked to choose one of 3 housing options:

- Move to another designated older persons' property that meets their needs;
- Remain in their existing home with a dispersed alarm (and a housing related support service if they are assessed as needing the support); or
- Remain in their existing home as a 'general needs' tenant.



- 3.2.16 NPH will work with tenants whose homes are to be reclassified in order to assist their decision making, and staff will identify suitable homes for affected tenants to consider. Tenants will also be given the opportunity to change their minds and choose a different housing option if they do so within a reasonable period of time.
- 3.2.17 NPH has stated that, based on its initial 'concept testing' pilot with tenants, a very small proportion of tenants (less than 5%) would want to move and most would be happy to remain in their existing home with a dispersed alarm (and a housing related support service if they are assessed as needing the support).
- 3.2.18 Over time, however, NPH expects that a larger proportion of older tenants will decide to transfer to alternative, more suitable older persons' housing when they see the homes that are on offer and are confident they will be helped to organise their move.

#### A new 'standard' for all designated older persons' housing

- 3.2.19 A new lettings standard has been developed to ensure that all designated older persons' housing is not only accessible but it also represents an attractive 'offer'.
- 3.2.20 The specification for the new lettings standard has been developed by Northampton Partnership Homes and has been considered and approved by its Tenant Improvement Panel and Operations Committee. When older persons' housing is let, it will have a level access shower, it will be decorated throughout, it will have lowered door thresholds (so that a ramp can be installed if needed), it will have sensor activated security lighting to the front of the property and floodlighting to the rear and, in the case of bungalows, it will have ramp access at the front and back.
- 3.2.21 Although NPH has not yet made any detailed assumptions or estimates of the additional financial costs that are likely to be incurred as a result of introducing the new lettings standard or, indeed, the likely impact on the level of voids and refusals, financial modelling is planned and will be taken into account in the revised Asset Management Plan and the HRA Business Plan.

### **3.3 Choices (Options)**

- 3.3.1 Cabinet can note the findings of Northampton Partnership Homes' review of the Council's older persons' housing (set out in its Older Persons' Housing Strategy).
- 3.3.2 Cabinet can note the findings of Northampton Partnership Homes' review of the Council's older persons' housing (set out in its Older Persons' Housing Strategy) and approve changes to the housing allocations policy and the classification of the Council's stock of bungalows.
- 3.3.3 Cabinet can note the findings of Northampton Partnership Homes' review of the Council's older persons' housing (set out in its Older Persons' Housing Strategy), approve changes to the housing allocations policy and the classification of the Council's stock of bungalows, and delegate to the Chief Executive (in consultation with the Cabinet Member for Housing & Wellbeing and the Section 151 Officer) the authority to approve the reclassification of up to 600 units of older persons' housing.
- 3.3.4 Cabinet can choose to do nothing.

- 3.3.5 As Northampton Partnership Homes' comprehensive review of the Council's older persons' housing has highlighted the need for a fresh, more strategic approach to the provision of suitable, better quality housing that enables older people to live independently in their own homes for as long as possible, doing nothing or just noting the findings of the review are not recommended as an option because they will do nothing to reduce the number of older people living in unsuitable council housing.
- 3.3.6 Although consideration was given to taking only limited action – by making changes to the housing allocations policy and reclassifying the 'general needs' bungalows (where suitable) to 'older persons' housing' – this option is not recommended because it would not deal with those housing schemes that are currently designated as 'sheltered housing' but are unsuitable for older people.
- 3.3.7 The option described in Paragraph 3.3.3 is recommended because it will enable Northampton Partnership Homes to review the suitability of the Council's older persons' housing and ensure that it is suitable, of a high quality and enables older people to live independently in their own homes (and to live happy and healthy lives in an enriched community) for as long as possible;

#### **4. Implications (including financial implications)**

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##### **4.1 Policy**

- 4.1.1 The action that the Council is proposing to take is in line with Council policy and reflects the priorities in the Corporate Plan 2016-20.

##### **4.2 Resources and Risk**

- 4.2.1 Although Northampton Partnership Homes has not yet assessed the cost of any reconfiguration or adaptations work as a result of reclassifying the older persons' housing as 'general needs housing' and reclassifying the Council's stock of bungalows as older persons' housing, the overall cost is expected to be significant and will have to be factored into the revised Asset Management Plan and the impact on the current HRA Business Plan will need to be reviewed and reported on.
- 4.2.2 As the tenants who choose to move out their homes have the option of remaining in their existing home with a dispersed alarm – and a housing related support service if they are assessed as needing the support – they will not be entitled to a home loss payment. They will, however, be provided with financial and practical help with removals, the disconnection and reconnection of white goods, 12 months' post redirection and, if they are vulnerable, packing and unpacking. Although this assistance is unlikely to cost more than £1,000 per move, the cost of reclassifying the older persons' housing could be substantial if a large proportion of the tenants affected by reclassification elect to move rather than stay put.
- 4.2.3 The cost of upgrading the older persons' housing to a higher lettable standard (including provision for the storage of mobility scooters) may also be considerable. Although Northampton Partnership Homes has confirmed that the extra cost can be met from within the current voids budget and the annual capital programme, this may require some reprioritisation of the works.

4.2.4 Although the Cabinet is recommended to approve, 'in principle' the reclassification of up to 600 units of older persons' housing, formal approval will be considered, on a scheme-by-scheme basis, by the Chief Executive in consultation with the Cabinet Member for Housing & Wellbeing and the Section 151 Officer. Before making a decision on whether or not to approve the reclassification, the Council will receive full details of the tenant consultation and the financial implications of reclassification.

### **4.3 Legal**

4.3.1 Pursuant to section 21 of the National Assistance Act 1948, the Council may make arrangements for providing residential accommodation for persons aged 18 years or over who by reason of age, illness, disability or any other circumstances are in need of care and attention which is not otherwise available to them. In making such arrangements, the Council is required to have regard to the welfare of all persons for whom accommodation is provided, and in particular to the need for providing accommodation of different descriptions suited to different descriptions of such persons.

4.3.2 Section 105 of the Housing Act 1985 provides that a local authority landlord must maintain such arrangements as it considers appropriate to enable those of its secure tenants who are likely to be substantially affected by a matter of housing management to be informed of the authority's proposals in respect of the matter and to make their views known to the authority within a specified period. Before making a decision on the matter, the authority shall consider any representations made to it in accordance with those arrangements.

4.3.3 Section 11A of the Housing Act 1985 provides a local housing authority to provide welfare services in connection with the provision of housing accommodation by them as accord with the needs of those persons.

4.3.4 Section 149 of the Equality Act 2010 sets out the new public sector equality duty replacing the previous duties in relation to race, sex and disability and extending the duty to all the protected characteristics i.e. race, sex, disability, age, sexual orientation, religion or belief, pregnancy or maternity, marriage or civil partnership and gender reassignment. The public sector equality duty requires public authorities to have due regard to the need to:

- Eliminate unlawful discrimination, harassment and victimisation;
- Advance equality of opportunity; and
- Foster good relations between those who share a protected characteristic and those who do not.

4.3.5 The Equality Duty must be complied with before and at the time that a particular policy is under consideration or decision is taken - that is, in the development of policy options, and in making a final decision. A public body cannot satisfy the Equality Duty by justifying a decision after it has been taken.

4.3.6 The Equality Act 2010 (Specific Duties) Regulations 2011 impose specific duties on certain public bodies to enable them to perform the Equality Duty more effectively, including a requirement to publish information to demonstrate its compliance with the duty imposed by s.149 Equality Act 2010 and also to publish its equality objectives.

4.3.7 By virtue of Section 168(3) of the Housing Act 1996 “when the authority makes an alteration to their allocations scheme reflecting a major change of policy, they shall within a reasonable period of time take such steps as they consider reasonable to bring the effect of the alteration to the attention of those likely to be affected by it.”

4.3.8 Accordingly the Council will need to publicise these changes.

#### **4.4 Equality and Health**

4.4.1 A full Community Impact Assessment has been completed.

4.4.2 By ensuring that tenants are housed in accommodation that is suitable for their needs (in terms of size, type and accessibility), NPH’s Older Persons’ Housing Strategy will improve the wellbeing and life chances of people with protected characteristics, including older people and people with disabilities, and it will, therefore, have a positive impact on Equality and Diversity.

4.4.3 The review of older persons’ housing and the development of this Strategy is part of the Council’s commitment to improving communities and our town as a place to live. During all stages of this project, the Council will work closely with NPH, have due regard to its Public Sector Duty and continue to work to tackle discrimination and inequality and contribute to developing a fairer society.

#### **4.5 Consultees (Internal and External)**

4.5.1 As explained in its Older Persons’ Housing Strategy, Northampton Partnership Homes has consulted extensively with a wide range of stakeholders, including tenants.

4.5.2 All sheltered housing tenants were consulted by way of a questionnaire, and approximately 40 tenants in some of the blocks that have been identified as no longer suitable for older people were visited and questionnaires completed. In January 2016, NPH consulted almost 800 general needs tenants aged 50 or over (20% of the total). Of those who completed the questionnaire, more than two thirds expressed no desire to move in the future and, of those who expressed an interest in moving, the vast majority said that they would prefer to live in a bungalow.

#### **4.6 How the Proposals deliver Priority Outcomes**

4.6.1 The action proposed will help meet 3 of the priorities in the Corporate Plan:

- **Safer Communities:** It will help older people to feel safe and secure by ensuring that they are able to access suitable older persons’ housing and achieve and maintain their independence.

- **Housing for Everyone:** It will improve the suitability and quality of older persons' housing and, by reclassifying up to 600 units of older persons' housing and increasing the supply of bungalows that are offered to older people who are seeking to 'downsize' from their under-occupied council homes, it will release much needed family accommodation.
- **Working Hard and Spending your Money Wisely:** It will help Northampton Partnership Homes to make better use of the Council's housing stock, and to manage and maintain the housing stock more efficiently. It will also provide more flexibility if Housing Benefit rates for supported housing are 'capped' at Local Housing Allowance (LHA) rates.

## **Appendices**

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Appendix 1 – Northampton Partnership Homes' Older Persons' Housing Strategy

Appendix 2 – Northampton Partnership Homes' Older Persons' Housing Strategy Appendices

## **Background Papers**

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Community Impact Assessment

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## APPENDIX 1



**Northampton Partnership Homes**

# **OLDER PERSONS' HOUSING STRATEGY**

*May 2016*



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## Executive Summary

### Introduction

The development of this Strategy has taken place at a time of significant internal change within Northampton Borough Council (NBC) as in 2015 the management of its housing stock was outsourced to Northampton Partnership Homes (NPH), an Arms Length Management Organisation (ALMO). In addition, current and proposed Government policy changes will also have a significant effect within the older persons' housing and support sector. For example, the Government's agenda to increase housing development and the welfare reform legislation, coupled with budgetary constraints, have moved 'housing and services' up the priority agenda for statutory authorities.

In the interests of achieving brevity and its purpose this Executive Summary concentrates on the recommendations that have been proposed as a result of the research undertaken. It is nevertheless anticipated that decision makers will consider, as relevant, the content of the Strategy that follows and also the appendices contained within a separate document that provide full details of the outputs from the research undertaken.

### The Scope of the Strategy

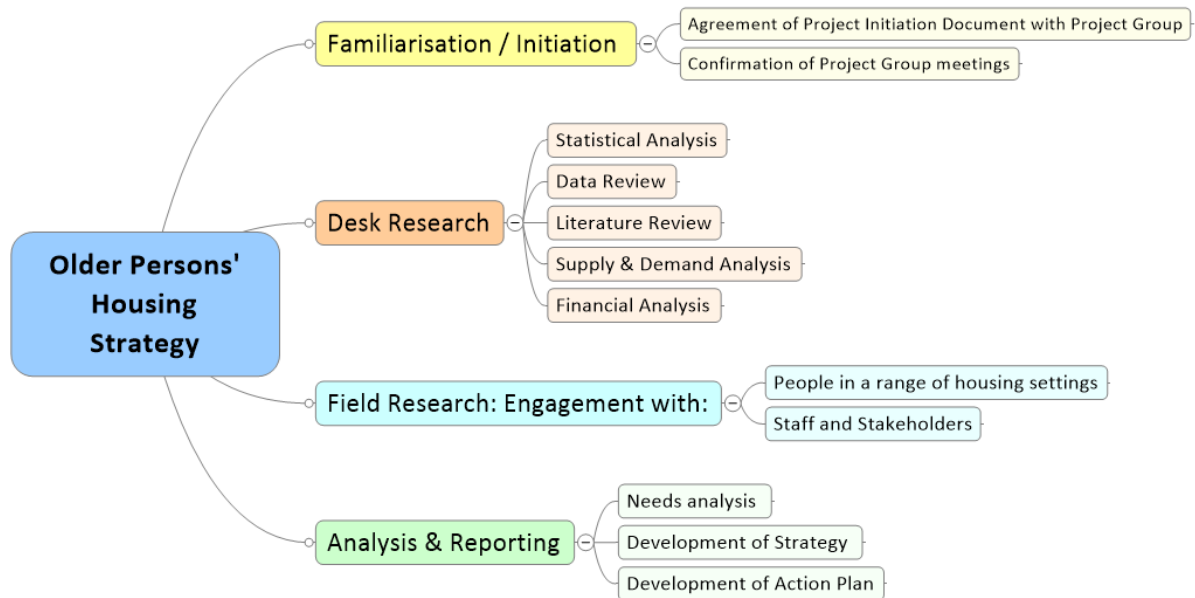
This Strategy has been devised in partnership with service users and stakeholders with the aim of providing an essential tool to identify and inform priorities for the future that can deliver high quality cost effective housing and services for older people in Northampton irrespective of the tenure in which they live. Also included is the projected service provision for the more vulnerable and their future needs for accommodation and non-accommodation based services. In essence, as a deliverable, the Strategy covers the following ground:

- The likely on-going demand for older persons' housing (across all tenures – social rent, market rent, shared ownership, outright sale).
- The likely demand for housing with 24 x 7 care and support services & residential care.
- Taking forward the recommendations from the Sheltered Housing Options Review in terms of the future use of the current older persons' stock.
- Options for reducing rent loss and delivering cost-effective refurbishment / development opportunities.
- Identifying opportunities for delivery of new build accommodation.
- Delivery options including timescales.



## Project Structure

The research undertaken to develop this Strategy and its recommendations involved a comprehensive range of desk and field research elements. These are illustrated in the diagram below.



## Context

The brief for this research is to deliver a Strategy for Northampton and the recommendations made fall into two categories, namely those within the remit of NPH and those that are applicable to the Borough as a whole. Therefore, two Strategies have been drafted, both drawing upon the same evidence base but with different sets of recommendations that address the requirements of each party. This document, which focuses on the outcomes, is **specific to NPH** although we would submit that the 'vision' below is generic for Northampton.

## Recommendations

### *A Vision for Older Persons' Housing*

In terms of the above the key objectives are to:

- Enable older people to live independently in their own homes for as long as possible
- Improve the quality of older persons' housing to enable people to live happy and healthy lives in an enriched community
- Offer housing choices to meet the needs of current and future generations of older people
- Ensure that specialist housing and support is targeted to those most in need.

### *The definition of NPH's Older Persons' accommodation*

This research identified the impact of changes in this provision in terms of allocations and service delivery introduced over time. The key outcomes here are:

- The allocation of older persons' designated properties to younger people who are eligible for a Personal Independence Payment (PIP) and those allocated to properties to minimise voids.



## Older Persons' Housing Strategy

- The removal of the 'blanket approach' to service delivery which has been replaced by a 'housing related support' service for those tenants assessed as needing the service.

However, from the feedback from tenants neither of the above changes are popular and have resulted in a reduction of enjoyment in their homes and raised concerns over their personal security. This Strategy provides an opportunity to redress the balance in terms of allocations and service availability to some extent and set a clear direction for NPH's older persons' designated housing into the future. It is therefore **recommended** that:

- a) 'Sheltered housing' should be rebranded as 'older persons' housing' to better reflect the housing and services provided and new marketing material should be drafted to identify the changes in services
- b) The Allocations Policy is amended to define these properties as being for people aged 55+ and that they should only be allocated for younger people with a disability where no other suitable property can be made available for them. If there is no demand for some of the designated older persons' properties the suitability of this stock should be analysed and actions concerning their future determined.

### *Reclassifying NPH's 'Sheltered Stock'*

It is **recommended** that with specific reference to NPH's older persons' designed stock of 2,047 units of accommodation the circa 600 units identified as 'no longer fit for purpose' for older people should be reclassified in three phases. In addition, it is also **recommended** that the 444 bungalows, currently part of NPH's general needs stock, are reclassified as being designated older persons' stock as they become void, resulting in a total of 1,891 units of older persons' accommodation.

In terms of housing options for tenants whose homes are being reclassified there will be a choice of three possibilities, namely to:

- Move to another older person's designated property that meets their needs
- Remain in the property with a dispersed alarm plus a housing related support service if they are assessed as needing the support
- Remain in the property as a general needs tenant.

If the reclassification of the identified stock is to progress effectively it will be important for the following measures to be put in place:

- a) Progressing this programme and marketing it to tenants and the wider public will be challenging and it is **recommended** that a multi-disciplinary project group, with a clearly defined remit, is formed to take forward the implementation of the Strategy
- b) It is **recommended** that a dedicated staff member is identified to work with tenants whose homes are to be reclassified to assist their decision-making. Tenants should also be given an opportunity to amend their decisions over a reasonable time period.
- c) It is **recommended** that a protocol is established to ensure that staff identify stock for tenants whose homes are to be reclassified including, in particular, the current stock of general needs bungalows as they become vacant. In this regard two elements are important, namely:
  - That an agreed property standard is set for reletting which provides not only accessible accommodation but also an 'attractive offering' for the tenant; and
  - Meeting, as far as possible, the requirements of a tenant in terms of location which has been identified as a high priority for many tenants.
- d) It will be vital to address the budgetary implications of reclassifying the properties. The issues to consider will include:
  - The overall project management of the programme, e.g. the physical resources required
  - The capital cost of upgrading properties



- The potential for disturbance payments to support tenants who move home.

### *Future stock requirements*

If, as set out in the Strategy, the projected population growth trends for people aged 65+ are applied, the potential increases in the development of new housing supply are unrealistic in practical terms. Therefore, a new model needs to be identified which, in addition to arriving at achievable housing supply targets, prioritises floating support and preventative service solutions that enable people to remain in their own homes. However, some decisions in this respect are, beyond the current remit of NPH and it is **recommended** that the Board takes note of the wider conclusions within the Strategy and identifies areas where the organisation may be involved in, for example:

- Developing new stock as suitable potential opportunities arise; and
- Assisting in meeting service delivery objectives within NPH's core business, e.g. delivering / facilitating preventative services.

### *Other considerations in relation to developing stock*

a) **Developing Mixed Tenure Older Persons' Stock:** it is **recommended** that:

Concept testing should be undertaken among people aged 50+ who have bought properties under the RTB to assess their views on moving to specialist housing as they age. This will seek to understand aspirations for future housing, including: price sensitivity, opportunities for outright sale and, shared ownership. Further similar concept testing would also be appropriate with NPH general needs tenants aged 50+ who rent their homes to understand their views on downsizing.

b) **Developing Extra Care Housing (ECH):**

ECH provision must meet the requirement to house recipients in most need **and** it is therefore **recommended** that a specification is developed in partnership with a multi-agency team, including NPH staff as they have a defined role in the allocation of this category of stock.

### *The Remaining Designated Older Persons' Housing Stock*

Clearly over time the remaining designated older persons' stock, following the reclassification of the stock, will require attention to meet the objective of reducing voids. It is therefore **recommended** that further work is undertaken to:

- a) Identify a 'standard' for this stock and assess a timescale for refurbishment or other appropriate measures
  - This standard should also address the provision of mobility scooter stores
- b) Analyse the waiting list for designated older persons' housing to further understand its 'make-up' and identify if any particular groups are experiencing challenges in accessing this housing.

### *NPH's Housing Related Support Service*

NPH fund this service and although as part of the brief there was not a requirement to review this service a 'light touch' analysis has taken place. **Recommendations** related to the service are as follows:

- a) Currently two options for delivering a robust evidence base for the service are being considered, namely to understand if the current Capita system can be utilised or whether a future 'add on' needs to be purchased from Capita. It is **recommended** that this work is completed within a three-month period.
- b) It is **recommended** that the purchase of suitable mobile devices [as set out in NPH's strategy Information Technology (IT) Strategy] for Support Workers to improve efficiency is an immediate priority.



## Older Persons' Housing Strategy

- c) Following the research undertaken for this Strategy concern has been expressed that many of the 'older old' tenants living in the stock are 'self-testing' alarms and therefore there are no welfare checks, on these tenants who are potentially vulnerable susceptible to deteriorating health within a short timeframe. It is therefore **recommended** that work is undertaken to understand how the staffing of the housing related support service can be reconfigured to offer 'welfare checks' for the most vulnerable tenants. It is recognised that this recommendation is challenging as it is possible that with the current staffing 'welfare checks' may not be for all the 'older old' without additional funding. It is therefore **recommended** that a phased approach is adopted with Phase 1 comprising tenants in designated and older persons' properties and Phase 2 extending the service to tenants living in general needs properties 25% of whom in consultation to support this strategy stated that they do not consider they receive enough support to remain independent.
- d) To be most effective this service needs to be holistic in nature and address a wide range of service offerings which improve client well-being and finances and so ensure that they maintain their tenancies and / or avoid / delay a move into residential care. To achieve this objective, it is **recommended** that a review of staff skills is undertaken and relevant training put in place where appropriate.
- e) In the longer term when this service is as efficient as possible and proven to be cost effective consideration should be given to extending it to older people living in other tenures to support independent living, if additional funding can be sourced and/or income generating opportunities identified.

### *Partnership Working*

The requirement for **Partnership working** with other agencies to avoid duplication, explore opportunities for integration of services and achieve joint funding cannot be underestimated. Therefore, it is **recommended that** a project, with multi-agency representation and defined outcomes should be instigated to identify potential areas for joint working, for example:

- Utilising NPH's community rooms for organisations to deliver services and arrange events for older people to reduce social isolation (including facilitating a befriending services), provide health and well-being activities and deliver services for those living with dementia (and their carers) It is also important to ensure that available activities meet the requirements of the community as a whole, including those from ethnic minority communities.
- Addressing the challenges some tenants are experiencing in maintaining their gardens and decorating their homes.



# MAIN STRATEGY REPORT



## BACKGROUND

### 1 Introduction

The development of this Strategy has taken place at a time of significant internal change within Northampton Borough Council (NBC) as in 2015 the management of its housing stock was outsourced to Northampton Partnership Homes (NPH), an Arms Length Management Organisation (ALMO). In addition, current and proposed Government policy changes will also have a significant effect within the older persons' housing and support sector. For example, the Government's agenda to increase housing development and the welfare reform legislation, coupled with budgetary constraints, have moved 'housing and services' up the priority agenda for statutory authorities.

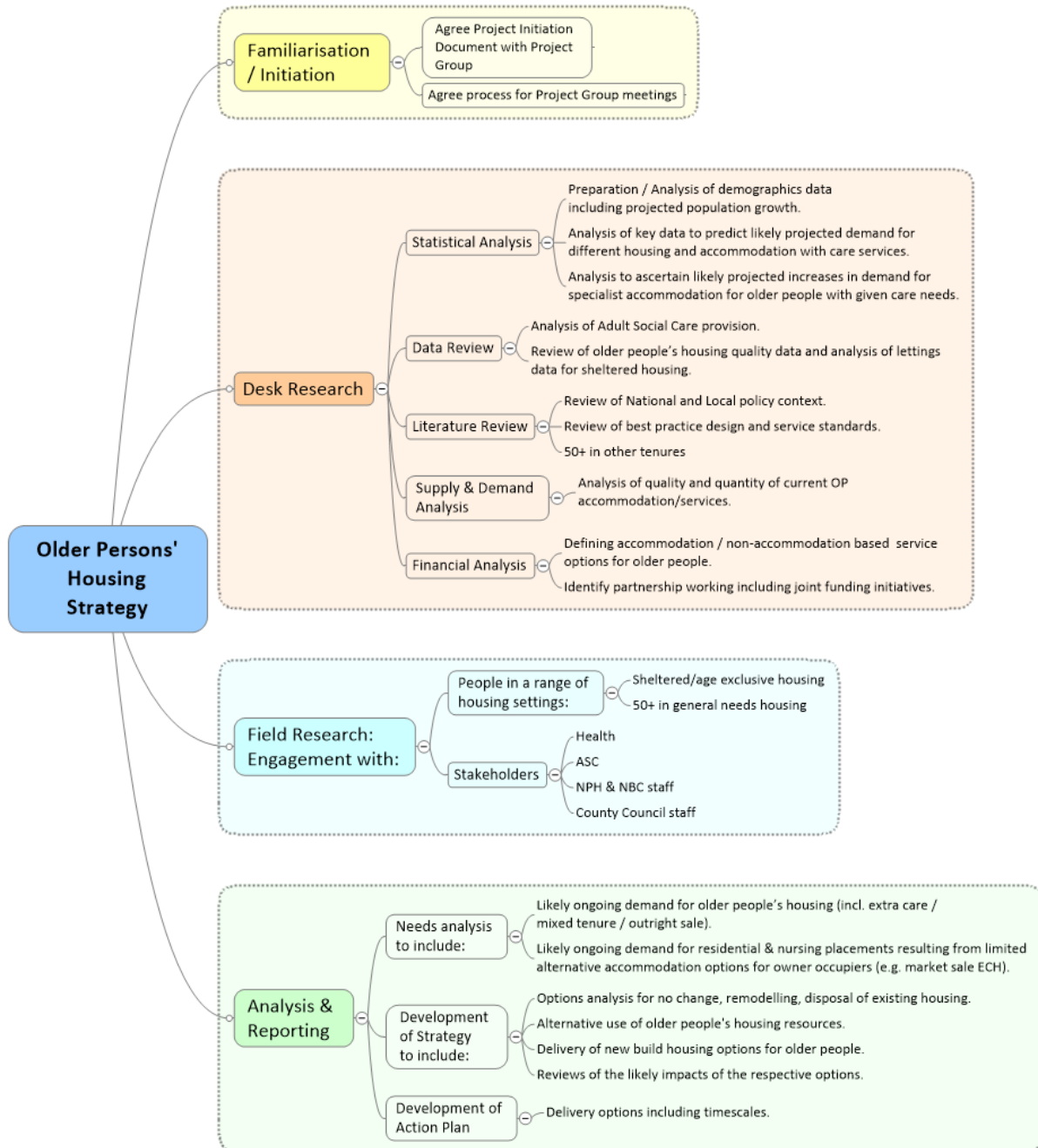
### 2 The Scope of the Strategy

This Strategy has been devised in partnership with service users and stakeholders with the aim of providing an essential tool to identify and inform priorities for the future that can deliver high quality cost effective housing and services for older people in Northampton irrespective of the tenure in which they live. Also included is the projected service provision for the more vulnerable and their future needs for accommodation and non-accommodation based services. In essence, as a deliverable, the Strategy covers the following ground:

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- Delivery options including timescales.

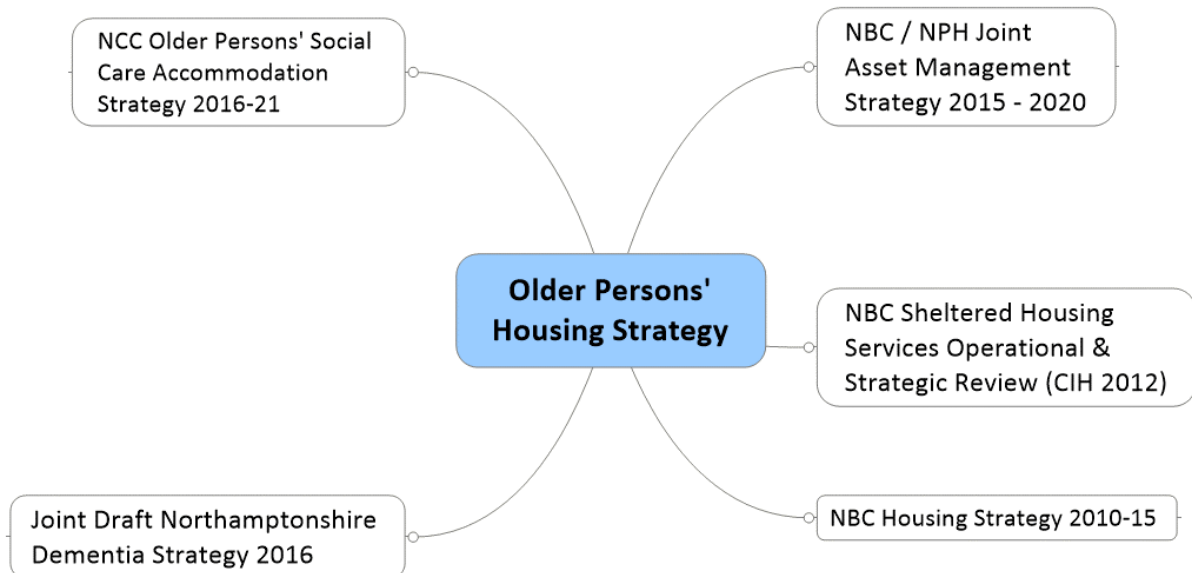
## 3 Methodology

The methodology framework employed to develop this Strategy is illustrated in the diagram below.



## 4 Key Strategies relevant to the new NPH Older Persons' Housing Strategy

The diagram below identifies the range of strategic source material that has contributed to the development of this Older Persons' Housing Strategy and further consideration of these documents (and any successors) will contribute to its ongoing delivery.



## 5 Context

### 5.1 Drivers for change

As stated above the development of this Strategy has taken place at a time of significant internal change within the Council given the formation of NPH. An external strategic review was undertaken by the Chartered Institute of Housing (CIH) in 2012 who were commissioned to *'review the strategic and operational options available to the Council for improving upon the existing service model for the provision of sheltered housing accommodation and services in the Borough'*. In September 2014 an Interim Project Manager was appointed to analyse the CIH's recommendations and develop a vision for designated older persons' accommodation and support services (cross-tenure). Following on from this work the project to deliver a wider Older Persons' Strategy was commissioned. It should be recognised that the work undertaken in 2012 has now been superseded by this Strategy as housing policy has moved on significantly over the last four years. However, the outcomes from the research undertaken by the CIH which identified properties within the stock that would not meet the needs of older people has been reassessed as part of this research. And, in addition, further concept testing has been undertaken with tenants as part of the development of this Strategy.

### 5.2 External drivers for change

The housing, care and support sector is facing significant change due to new Government policy and the section below outlines the factors concerned:





### 5.2.1 The Impact of the Welfare Reform Act 2012

The reforms introduced can affect both older tenants living in general needs accommodation and the sheltered stock. The Welfare Reform Act represents the greatest change to the welfare state since its inception and reflects the Government's intention to save money by streamlining the welfare system through the introduction of Universal Credit which is to be implemented in stages up to 2017.

Of note, the DWP (Department of Works and Pensions) has announced that the housing component of Universal Credit for vulnerable people (or more specifically, people in Exempt Accommodation) is to be administered separately from Universal Credit in a similar way to which it is now, i.e. it will represent a locally based Housing Benefit system that acknowledges and funds the additional costs of supported and sheltered housing.

The Bill also included the introduction of the Spare Room Subsidy (often termed the Bedroom Tax) which affects older people predominately living in NPH's general needs housing who are under-occupying their accommodation. The result is that Housing Benefit payments are reduced by 14% if there is one spare bedroom and 25% if there are two or more spare bedrooms. However, there are exceptions for tenants who have special circumstances and also a temporary payment, Discretionary Housing Payment (DHP), is currently available for tenants in financial difficulty.

### 5.2.2 Impact of the Housing & Planning Bill 2015

This Bill is currently going through its legislative processes and clearly the proposals contained within it will have significant impact on this Older Persons' Housing Strategy. Of particular note is the capping of Housing Benefit (HB) to the Local Housing Allowance (LHA) rates which are likely to be introduced in 2016/17. There has been considerable concern across the sector that this will affect the viability of supported housing. At the time of writing the 1% rent cut that was to apply for all social housing has been delayed for one year for the supported sector while a review takes place. However, the decision on whether to implement this amendment remains with the provider and NBC have taken the decision to extend the 1% cut in rent to sheltered tenants.

Also of relevance to this Strategy is the proposal that homes on S106 sites will be available for sale with a 20% discount on market values which could provide a challenge in respect of building homes for affordable rent for older people on these sites within the Borough. Two other issues to consider are: an amendment in the Bill which proposes that planning applications could be processed by an appropriate 'designated person' rather than the local planning authority and the fact that Local Authorities (LAs) will be required to deliver local plans for new homes in their area by 2017 which could include identifying sites for older persons' accommodation.

Clearly the Bill has resulted in the social housing sector having to revise its business plans as a result of the loss of rental income and, as mentioned above, concerns have been raised over the possible reduction in new 'affordable' housing for rent being developed. However, others within the sector have accepted that there are some opportunities within the legislation.

## EVIDENCE BASE

### 6 KEY FINDINGS FROM EVIDENCE BASE

#### 6.1 Population, Health and Deprivation

- The 65 plus population (32,300/ 19%), despite being proportionally smaller than in the County (23%), is set to grow to circa 47,000 by 2030.
- Of particular note for this Strategy is the projected increase of the 75 plus population by 70% (from 14,100 to 23,900) by 2030.
- As would be expected for the 65 plus age group females are somewhat more numerous than their male counterparts.
- BME groups aged 65+ represent 5% of Northampton's total 65 plus population compared to an average of 8.5% for the 18 – 64 age group.
  - Of note, the number of people aged 55 plus on the waiting list is significantly higher (15%).
- Actual and projected health issues / challenges to independence are not significantly more common in Northampton than the County average but the projected increases in the number of older people points to a significant increase in aggregated need (e.g. the proportion of people unable to manage at least 1 domestic task is set to grow from circa 13,000 to 20,000).
- Additionally, there is a large projected increase in the number of people living alone.
- Northampton has a rank of 108 (out of 345) which places it just outside the 30% most deprived Local Authorities in England.
- Looking at the areas of significant income deprivation among older people in the Borough's Wards, the 20 most deprived Lower Super Output Areas (LSOAs) for this index are in: Billing (1), Castle (4), Spencer (5), St Crispin (4), Eastfield (1), St David (2), Delapre (1), St James (1) and, West Hunsbury (1).

The detailed evidence base for this section is set out in Appendix 1.

#### 6.2 Provision

- Almost 25,000 people aged over 65 own their homes outright or with a mortgage / loan and the average house price is circa £224,000.
- Almost 4,700 people aged over 65 rent from the Council with a further 1,200 renting from other social landlords.
- Circa 1,800 rent privately (a small proportion of whom live rent free).
- The average rental of a 2-bedroom property stands at circa £760 pcm.
- In total there 2,047 sheltered units managed by NPH and a further 542 provided by other registered providers resulting in a total of 2,589 units of accommodation.
- With specific reference to NPH's sheltered stock it is proposed that the 2,047 figure should be subject to a reduction of circa 600 units due to reclassification of the stock
  - In addition, it is proposed that 444 bungalows, currently part of the NPH's general needs stock, are redesignated as designated older persons' stock as they become void, resulting in a total of 1,891 units of older persons' accommodation.
- According to the needs mapping exercise conducted as part of this work there are high proportions of sheltered tenants receiving 'No Housing Related Support' (77%) and overall, 2%



receive Domiciliary Care.

- In addition to this sheltered stock records suggest that there are 559 units of leasehold retirement housing and 387 units of Extra Care housing (202 rented and 185 leasehold / shared ownership).
- In total there are 3,863 tenants aged over 50 living in NPH's General Needs stock representing 38% of the total.

The detailed evidence base for this section are set out in Appendix 2.

## 6.3 Market Analysis – Older Persons' Provision in Northampton

### 6.3.1 Overview

Through its management of Northampton Council's housing stock NPH is the Borough's dominant provider of designated older persons' housing. This currently represents a total of 2,047 units of accommodation, although 600 of these properties have been categorised as most unsuitable, unsuitable or relatively unsuitable for older people and have been recommended for reclassifying (see 6.5.2 below). Also, as noted above, it is concluded that the 444 general needs bungalows should revert to older persons' housing as this stock becomes void and so if the above recommendations are agreed the designated older persons' stock the provision will total 1,891. In addition, other Registered Providers (RPs) within the Borough own and manage 542 units of older persons' accommodation (see Appendix 3 for details).

### 6.3.2 Retirement Leasehold

With home ownership in the Borough running at 67%, and considering that many older people planning to retire would prefer to remain in the same tenure and locality, competition also exists in the form of retirement leasehold properties and currently, there are 559 units of leasehold retirement housing in the Borough (see Appendix 3 for a detailed stock list).

### 6.3.3 Extra Care Housing

Extra Care Housing (ECH), which provides care and support on site and can prevent / delay admission to residential care and allows residents to continue to live independently, is also an important option for older people and currently there are 202 units of rented ECH accommodation and 185 units of leasehold / shared ownership accommodation in the Borough (see Appendix 3 for a detailed stock list).

### 6.3.4 Residential Care

Then, for those either through need or by default seek accommodation offering higher forms of care there is a range of residential care provision in Northampton (see Appendix 3 for a detailed list). These establishments vary in size and specialisms and some are run by leading players.

## 6.4 NPH Stock

In considering future need this research has taken account of people aged 50+ in general needs accommodation as those aged 50 will meet the criteria for older persons' stock within 5 years.

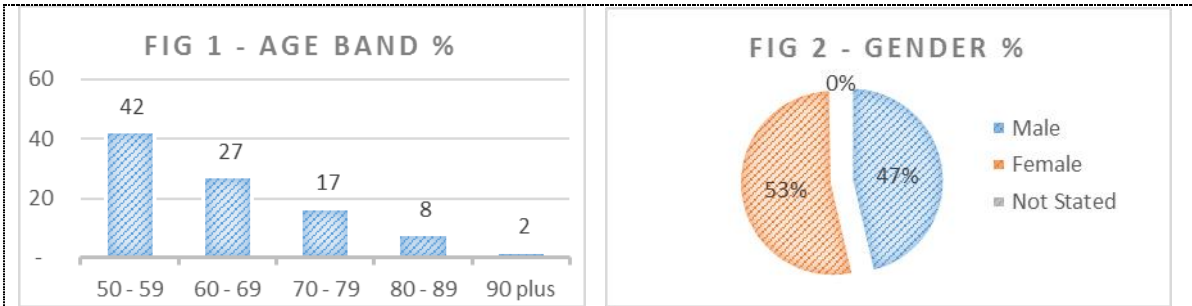
### 6.4.1 General Needs Overview 50 plus

#### Tenants

There are 3,863 tenants aged over 50 living in NPH's General Needs stock and a breakdown follows.



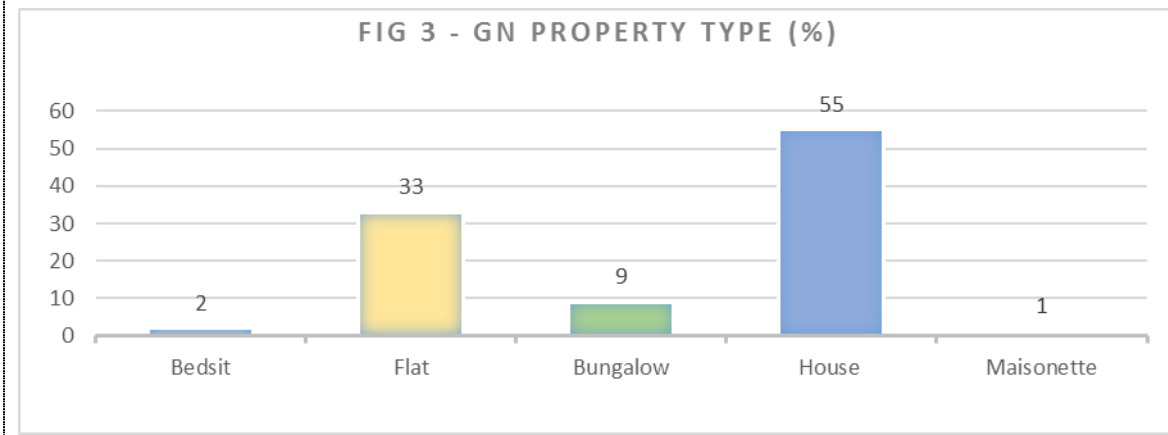
# Older Persons' Housing Strategy



This stock represents 38% of the total General Needs stock.

## Property Type

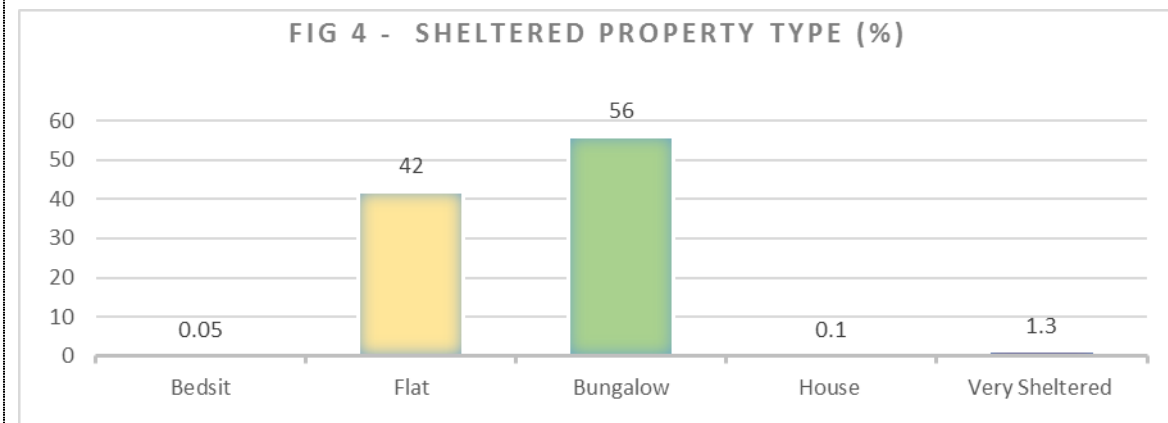
The chart below highlights the types of accommodation for this group.



## 6.4.2 Sheltered Stock

### Overview

According to records NPH has 2,047 sheltered units of accommodation, a combination of mainly flats and bungalows (see fig. 4 below). Of this stock only one scheme, Eleonore House, has internal communal facilities. This scheme is currently being remodelled and will provide 35 units of accommodation when the works are completed.

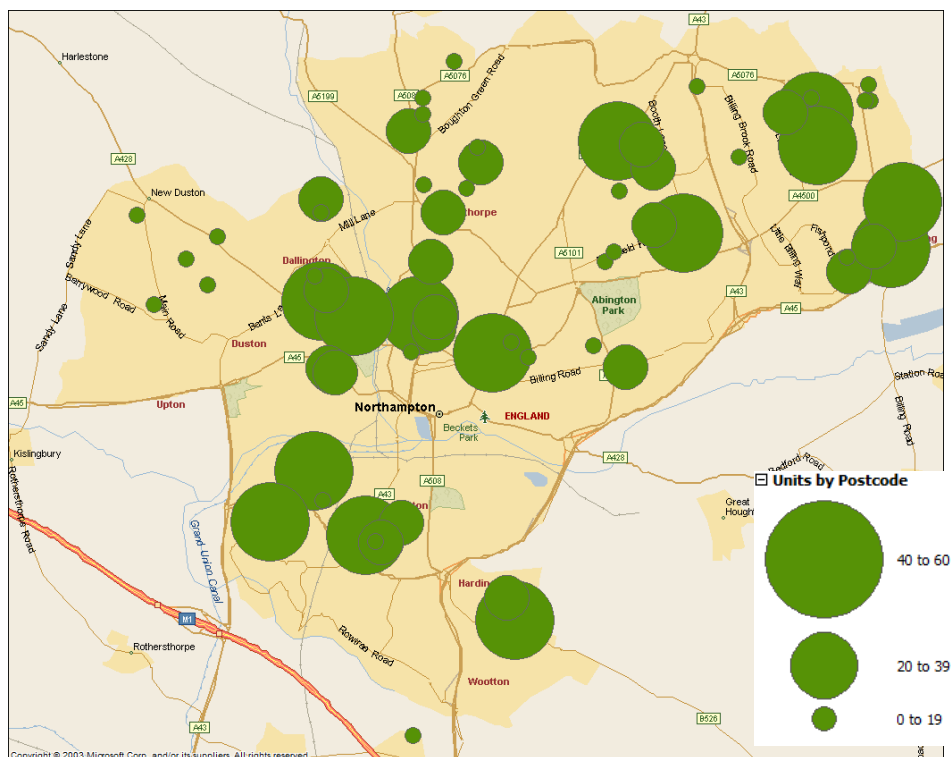


In addition to the 2,047 units highlighted above there are 444 bungalows currently being used for General Needs purposes that could be designated for older people as they become void.

## 6.5 Stock Mapping and the agenda for reclassifying older persons' stock

### 6.5.1 Stock Concentrations

The map below shows the current concentrations of NPH sheltered stock across the Borough. As can be seen the concentrations are relatively evenly spread with the exception of the western area.



### 6.5.2 The Agenda

In 2012 NBC undertook a review of its sheltered housing stock which was followed by a further, external, review by the Chartered Institute of Housing (CIH) who were commissioned to 'review the strategic and operational options available to the Council for improving upon the existing service model for the provision of sheltered housing accommodation and services in the Borough'.

This work yielded a set of scheme rankings and subsequent analysis within NPH has led to the conclusion that a total of 600 individual sheltered housing homes should be considered for reclassifying as older persons' stock (see Appendix 4 for full ranking list). The table below shows key criteria for a phased approach to dealing with these properties. A detailed list of the schemes in each phase are set out in Confidential Appendix 14.

Phase	Total units
First Phase – namely those properties which are assessed as being the <b>most unsuitable</b> for older people. They are all flats. These have prioritised into 2 groups namely 1a and 1b	289
Second Phase – namely those properties which are assessed as being <b>unsuitable</b> for older people. Apart from 9 bungalows they are all flats.	155
Third Phase - namely those properties which are assessed as being <b>relatively unsuitable</b> for older people. They are all flats.	156
<b>Grand totals</b>	<b>600</b>

## 6.6 Needs Mapping outcomes

**Key findings from the needs mapping exercise undertaken across NPH's sheltered housing**



### provision

- As a general point this work proved challenging/time consuming because it required combining two disparate databases.
- For this exercise the sheltered provision was grouped into geographic clusters
  - The largest was in the Town Centre and the smallest was in Lumbertubs.
- The majority of sheltered tenants are aged 60-69 and 70-79
  - However, 26% are aged 80+ and it likely that they will either currently or in the future need additional services to remain independent
  - As could be expected more than half (56%) of tenants are female.
- Overall, 46% of tenants were recorded as having no specified health issues and, among the remainder, the most regularly identified health condition category was mobility issues (35%)
  - This said, sight, hearing, diabetes and heart related issues affect between 10% and 18% of tenants.
- Also of note is that, by geographic cluster, there are some marked variations in levels of health conditions
  - For example, Pleydell Road, Far Cotton (the third smallest cluster) stands out as having the highest health condition incidence rates in terms of sight, mobility, heart and blood issues.
- On the question of support service delivery levels, of particular note are the high proportions recorded for the categories of 'No Housing Related Support' (77%) and 'Formerly had support' (68%)
  - The reasons behind these headline findings, it is suggested, is the withdrawal of Supporting People funding and the introduction of the housing related support service which is predicated on assessed need
  - It also emerged that, overall, 2% of tenants receive Domiciliary Care and, of note, there is no direct correlation between the amount of support and care received.

The detailed outcomes from this analysis are set out in Appendix 5.

## 6.7 Other Stock Related Factors

### 6.7.1 Waiting List analysis

At the time of writing there were 482 people aged 55 plus on the housing register. A summary follows and more detail is set out in Appendix 6.

- 169 applicants are categorised as 'emergency' in terms of priority
- A disproportionate number come from BME communities
- 86% are aged 55 to 74 with the remainder being 75 plus
- A larger proportion of applicants are female (perhaps in part explained by the fact that this gender is more numerous in older age groups)
- 14% are considered to have 'medical priority'
- Just under half of the applicants are existing council tenants
- 70% of applicants have been on the waiting list for over 6 months and 15% have been so for over 5 years.



## 6.7.2 Lettable Voids

At the time writing there are a total of 174 lettable voids of which 44 are sheltered / very sheltered.

Type	No.
Sheltered Bungalow	16
Sheltered Flat	13
Very Sheltered Flat (Eleonore House)	15

Of note, voids are being held at Eleonore House prior to the scheme being remodelled.

The table below shows the number of void days for the sheltered properties and of concern are the eight properties that have been void for between 50 – 100 days and it would be of interest to understand why these properties remain void considering there is a waiting list.

Total Void days	Number of Properties
Less than 50	21
50 -100	8
101 - 299	0
300 – 1200	15*

\*All except one are at Eleonore House

The table below shows the reasons why the properties became void. Of note are the 11 tenants who moved to a residential care home and it must be questioned whether these tenants could have maintained their independence for longer if Extra Care Housing was available.

Reason for leaving Sheltered Housing	No.
Deceased	12
Residential Care Home	11
General Needs Tenancy - LA	4
Transfer to other Sheltered Property	4
Evicted	3
Moved to Private Rented Accommodation	2
No Longer Required as DECANT Property	2
To live with family	2
Transfer - General	2
Moved to a Nursing Care Home	1
Moved to Other Housing Association - (General Needs)	1

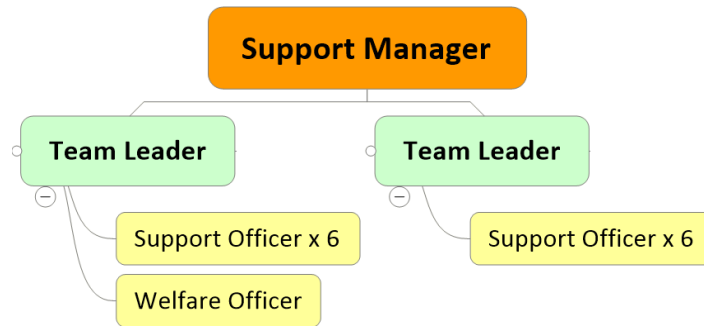
## 6.7.3 Housing Benefit Analysis

Of the estimated 2,047 sheltered tenants 1,611 are recipients of either full or partial Housing Benefit which equates to 79.5%. For what is considered to be a generally affluent area this is a relatively high percentage of recipients, although it should be recognised that there are significant areas of income deprivation among older people in the Borough and NPH older persons' stock is situated in a number of these wards namely, Billing, Delapre, Eastfield, Spencer, St David and St James.

£ per week	Number	%
More than 150	6	0.4
100 to 149	33	2.0
75 to 99	1336	82.9
50 to 74	130	8.1
0 to 49	106	6.6

## 6.8 NPH's Housing Related Support Service

NPH funds a housing related support service which was created following a reorganisation of the previous sheltered housing service after Supporting People funding was withdrawn. The service is short term in nature and assists those tenants assessed as being the most vulnerable living in the stock NPH manages. On the whole the service is accessed via internal referral by NPH officers and currently it supports approximately 300 vulnerable tenants. This is a relatively new service and as a result staff are currently working to streamline working practices to ensure that its outcomes can be measured. The current team structure is as follows:



## 7 Perceptions

### Key findings from the consultation with Sheltered Tenants

- Respondents appear to most value the 'peace and quiet' they experience in sheltered housing but also, friendly neighbours/ communities, convenient/pleasant locations and, to some extent, accommodation attributes.
- In terms of 'dislikes' poor accommodation quality/maintenance issues feature strongly as does the behaviour of some neighbours (often from younger age groups where there are mixed blocks of accommodation).
- Most respondents seem to value their accommodation, its location, the support they receive, community involvement and the reassurance of having an alarm service. Also the majority feel they understand what they are paying in terms of rent and service charges and perceive this as being good value for money. However:
  - Significant numbers of residents feel they could benefit now and in the future from support services that they currently don't receive
  - A quarter are not satisfied with the maintenance they receive
  - Involvement in community activities could be increased with a greater range of activities.
  - 70% of respondents express no wish to move in the future and of those who do the vast majority would favour a bungalow
  - There appeared to be limited desire to move to Extra Care housing (perhaps due to a low awareness of its benefits)
    - Overall 88% responded positively to the question: 'how happy are you living in your current home'.

The detailed evidence base is set out in Appendix 7.

### 7.1 Outcomes of Survey with General Needs Tenants

#### Key findings from consultation with a sample of people aged over 50 living in General Needs housing

- This survey was undertaken to establish the views of older people living in the general needs



stock who already meet the criteria for sheltered housing and those who will do so in 5 years.

- The vast majority of respondents feel that their accommodation is well located for local amenities and easily accessible.
- However, around 40% feel their home will not be suitable for the future and particularly with regards to accommodating mobility aids.
- Very low proportions access support services provided by NPH whilst 25% feel that they do not receive enough support to remain independent.
- 64% of respondents express no wish to move in the future. Of the 36% of those who do the vast majority would favour a bungalow. The most regularly mentioned for choosing to move home were:
  - Having more space in the home and downsizing due to the Spare Room Subsidy, where applicable.

Note: In terms of the latter, the spare room subsidy applies to people 'of working age' and is based on the number of people living in the accommodation and the size of the accommodation.

- Overall 86% respond positively to the question: 'how happy are you living in your current home'.

The detailed evidence base for this section are set out in Appendix 8.

## 7.2 Staff

### Key findings from views of Support staff on the Sheltered Housing service

- The support service is perceived to be invaluable for tenants underpinned by good information gathering, home visits and finding solutions to needs often via good coordination between departments / external agencies.
- Better back office systems for referrals, tracking support delivered and outcomes could improve the service further.
- With regards to improving accommodation the most commonly mentioned issues related to accessibility and adaptations.
- In terms of future developments, bungalows with level access and fully adapted self-contained Extra Care flats (like at St. Crispins) were seen as priorities.
- 

The detailed evidence base for this section is set out in Appendix 9.

### 7.2.1 Outcomes of Survey with Rehousing & Support and Tenancy & Estate teams

#### Views of Rehousing and Estate staff on the Sheltered service

- There is a general consensus that some of the current stock is suitable and where it is not currently there is scope for adaptations.
- However, there is a clear recognition that a good proportion of the stock is unsuitable and would remain so regardless of investment.
- There are challenges in allocating properties to people with mobility issues and the mix of sheltered and general needs tenants in one block (a product of recent allocations).
- There was a consensus that the service currently works well. However, better early identification and initial information gathering could help achieve better allocations to those in most need and make better use of scarce resources.
- With regards to the desired outcomes from the Strategy a view was expressed that the aim should be to maintain a register independent to the general housing register and to identify suitable properties to meet the specific needs, be they mobility or social isolation.

The detailed evidence base for this section are set out in Appendix 10.



## 7.3 Outcomes of consultation with stakeholders

### Stakeholders

- The vision for the Strategy should be to create good quality, fit for purpose housing for older people and achieving this requires a high level Action Plan with key milestones.
- There was a view that the stock in terms of numbers can be considered as adequate if allocated and managed correctly.
- Prioritise the work on the older persons' stock following reclassification of unsuitable accommodation, e.g.:
  - Futureproofing bungalows, which older people aspire to, is seen as a priority – this could assist with initiatives to promote downsizing from larger general needs properties
  - Create a void standard for stock to ensure that properties are attractive to prospective tenants
  - Undertake a robust assessment of properties to be reclassified and invest where necessary to provide stock for other client groups.
- Understand the demand for Extra Care Housing, dementia and retirement housing provision.
- In terms of Extra Care Housing and dementia provision develop and introduce information and marketing strategies.
- NPH should continue to improve the housing related support service, (e.g. extending welfare checking, improve IT systems) as it is important in terms of looking after vulnerable people.
- Partnership working is improving but there is a need to pool resources and so avoid the risk of duplication.
- Make better use of community rooms to reduce social isolation, including addressing the needs of minority groups / introducing a befriending service.
- Consider establishing a social enterprise to deliver services, e.g. gardening, decorating.

The detailed evidence base for this section is set out in Appendix 11.

## 7.4 Outcomes from Concept Testing

### Key findings from the concept testing with NPH sheltered housing tenants

This pilot exercise was undertaken by NPH staff to gain tenants' views on the options they would choose if some of the current older persons' properties are no longer designated as 'sheltered'.

#### The respondents:

- In all 31 individuals from 28 households participated and the length of tenancies ranged between 1 and 26 years (11 years on average).
- All those stating their age were over 70 (the average was 79) and in terms of gender 19 of the tenants were female.
- All respondents were (where stated) White British or Irish.
- Only two respondents said that they receive NPH's Support Service while 20 of them have adaptations of some form in their homes among which the majority feel helps them maintain their independence.

#### Future housing preferences:

- 22 respondents said they would like to stay put in their current sheltered property as a general needs tenant with an alarm and / or a NPH Support Service, if needed.
- Nine respondents would like to move to more suitable accommodation, e.g. a flat or a bungalow which has level access and is designated for older people.
- Tenants were asked to assess and rate, in terms of importance to them, the potential value of various ways that NPH could assist them. The responses to this are given are set out below.

	Essential	Desirable	Not	Not
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			Important	stated
A person to help me through the moving process, e.g. at the end of the phone	3	3	4	18
Disconnection / connection of utilities	2	4	4	18
Packing / unpacking and removals	3	3	4	18
New carpets	3	4	3	18
New curtains	2	4	4	18
New white good, e.g. cooker, fridge	1	4	5	18
Replacement of aids and adaptations if not in place	4	3	3	18

The detailed evidence base for this section is set out in Appendix 12.

## NEEDS ANALYSIS AND STRATEGY

### 8 Projected Future Need across Northampton

#### 8.1 Overview

After the projected reclassification of the identified sheltered stock and recommissioning of general needs bungalows NPH would have circa 1,891 sheltered units which, if added to the units provided by other RPs, gives a figure of 2,433 units. This equates to 75 units per 100 aged 65 plus (compared to circa 50 per 1,000 in England as a whole). However, this apparent above average provision needs to be tempered by the fact that 77% of NPH sheltered tenants receive no housing related support even though some 26% of these tenants are aged 80+.

On face value the 65 plus population is set to grow by 47% by 2030 and the 75 plus population is set to grow by 70%. The table below simply takes the 65 plus growth (as representative of the older population as a whole) and projects how much accommodation (of various types) would be 'required' to match population growth.

Fig. 1 – Population Based Accommodation Extrapolation

	Existing Number	Estimated Requirement 2030 based on 65 + population increase
Sheltered Rent	2,433	3,577
Sheltered Leasehold	559	822
ECH units	387	569
Residential Care Bedspaces	910	1,338
Nursing Care Bedspaces	630	926

Clearly this kind of growth in provision is unrealistic but the key fact to note from this simple set of calculations and the evidence base above is that there will be proportionally more older people requiring suitable accommodation to meet their mobility and health requirements in addition to a range of services either delivered in-house or via floating support services and where possible backed up by telecare. This raises the following questions:

- How much suitable accommodation is required:
  - What percentage of the existing designated Older Persons' accommodation (following reclassification) can be utilised into the longer term and what works need to be undertaken to ensure its continuing suitability for older people?



- How many older people living in non-designated accommodation will need to move home or have their existing homes adapted to enable them to live independently?
- How much accommodation for older people needs to be built in what format and in what tenure?

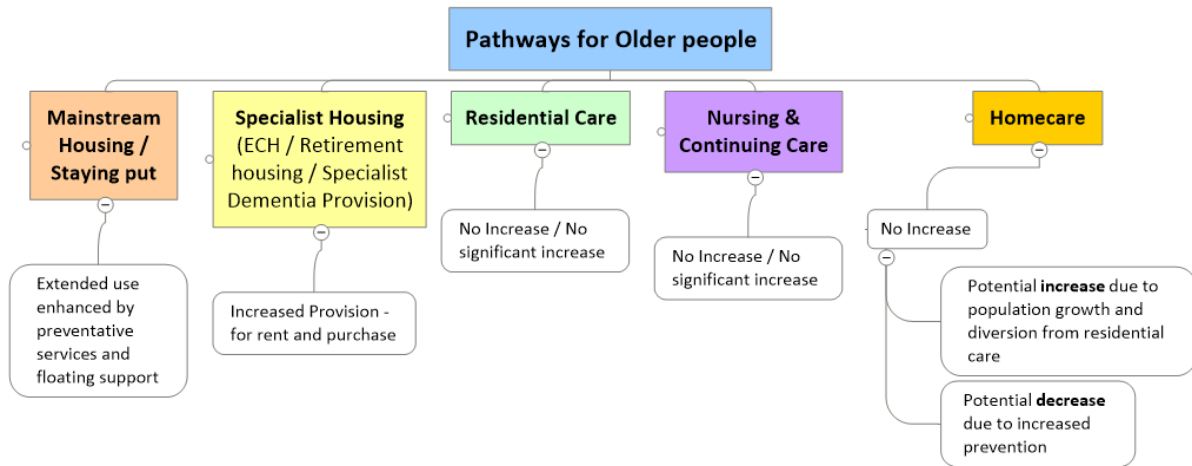
However, it should be emphasised that addressing the built environment requirements will not provide the whole solution in meeting the needs of older people in the future as a complex mix of **accommodation** and **services** will be required.

## 8.2 Addressing the challenges

The three concepts of Diversion, Prevention and Aggregation outlined below allow one to consider from a broader perspective the future provision of accommodation and services.

DIVERSION	PREVENTION	AGGREGATION
<p>A key to ensuring that people are not unnecessarily accessing residential / nursing care, with resulting high costs to the Adult Social Care (ASC) budget, and instead:</p> <ul style="list-style-type: none"> <li>▪ Stay at home with a combination of targeted care and support to prevent crises and deterioration</li> <li>▪ Access reablement at home or in short term accommodation after a crisis / hospitalisation</li> <li>▪ Receive support to promote social inclusion</li> </ul> <p>OUTCOMES:</p> <ul style="list-style-type: none"> <li>▪ Less admissions to residential and nursing care = cost savings</li> <li>▪ Maintenance of independence – through remaining in own home in a community environment.</li> </ul>	<p>Effective assessments that focus on what people CAN DO (a strength based approach) and what support is required to do it.</p> <p>OUTCOMES:</p> <ul style="list-style-type: none"> <li>▪ Co-produced packages of care &amp; support or support that enhances wellbeing and social inclusion and prevent deterioration / crises.</li> </ul>	<p>Integrated care and support services making best use of accommodation resources – deployed around a detailed assessment.</p> <p>OUTCOMES:</p> <ul style="list-style-type: none"> <li>▪ Targeted use of resources</li> <li>▪ Better value for money.</li> </ul>

Applying these concepts to the questions raised in 8.1 above highlights the point that making best use of a full range of accommodation and services to target and meet the preventative agenda is a key way to address the challenges of an ageing population. With reference to the population growth provision extrapolation in Figure 1 above it is not realistic to approach the projected growth in older people by simply providing more accommodation in historic categories. Clearly there will be a need for high quality older persons' accommodation across tenures but, from a service perspective, NPH have established a non-accommodation based housing related support service which allows for greater flexibility and targeting of services which can, if built upon, assist with the challenges ahead. The diagram below outlines possible pathways for older people and the likely impacts / approaches.



This diagram above highlights the following considerations:

- Mainstream housing (i.e. people continuing to live in their homes) will play a key part in meeting the challenges of the future. With adaptations, preventative support services and home care many older people can remain in their own homes / communities without the need to enter designated housing for older people. Clearly the benefits of downsizing cannot be ignored and this could be addressed by the provision of suitable new build accommodation for older people to rent or buy.
- Specialist housing – clearly there is a need for more specialist housing for the those in higher need. The population extrapolation suggests an increase of circa 180 ECH units and furthermore, to meet the widely accepted rate of 25 units per 1,000 aged 75 plus, 220 additional units will need to be created by 2030. Additionally, other specialist housing, whether retirement housing with onsite support or more intensive specialist dementia provision, could contribute significantly to diversion away from often unsuitable nursing and residential care.
- Nursing and Residential care has a key role to play but it is generally the case that a significant proportion of people ‘end up’ in this form of accommodation because there is no other alternative. However, it lacks flexibility in terms of tenure choice and arguably is expensive and often not matched to need - for example, by people accessing the accommodation in crisis when with short term interventions they could remain living independently in their own homes.
- Homecare also has a key part to play in diversion from residential care but its use could be avoided / delayed with better use of targeted preventative services.

### 8.3 Future accommodation

The table below follows on from the population extrapolation in Figure 1 above and provides some options for a future direction for older persons' accommodation based on a set of criteria for each accommodation type.

Fig. 2 – Options for Future accommodation

	Existing Number	Estimated Requirement by 2030 based on 65+ population increase	Possible Future Criteria	Proposed Requirement by 2030	Proposed Change
Sheltered Rent	2,433	3,577	Increase of 25% to accommodate those who rent (principally for downsizing)	2,858	Increase of 425



## Older Persons' Housing Strategy

Sheltered Leasehold	559	822	Increase in line with population growth (market driven)	822	Increase of 263
ECH units	387	569	Based on 25 per 1,000 aged 75 plus	598	Increase of 211
ECH units – Specialist Dementia	N/A	0	Based on 5 per 1,000 aged 75 plus	120	Increase of 120
Residential Care Bedspaces	910	1,338	No increase due to diversion	910	No Change
Nursing Care Bedspaces	630	926	No increase due to diversion	630	No Change
<b>Total Units &amp; Bedspaces</b>	<b>4,919</b>	<b>7,231</b>	<b>N/A</b>	<b>5,937</b>	<b>1,018</b>

As can be seen the projections in the table above do not match the projected population growth extrapolation figure of 7,231. With a minor increase in older persons' provision for rent and other increases in retirement leasehold (market driven) and ECH and Specialist dementia provision we reach the figure of 5,937 (a shortfall of circa 1,300). While the likely increase in need which will accompany the growth in older people is addressed by a proposed increase and targeting of non-accommodation based services (support, care and adaptation) there will clearly be a need for increases to older persons' designated housing stock which, for older people today, means desirable and adapted properties that people from this age band can move into (including those who downsize). These properties will need to be mixed tenure given that 70% of older people in Northampton have equity in a property. To close the gap would require 1,300 units / bedspaces with predominately properties for sale. Of note, considerations for future accommodation configurations will need to take account of the fact that half of this growing number of older people are projected to be living alone.

### 8.4 The geographical location of the stock

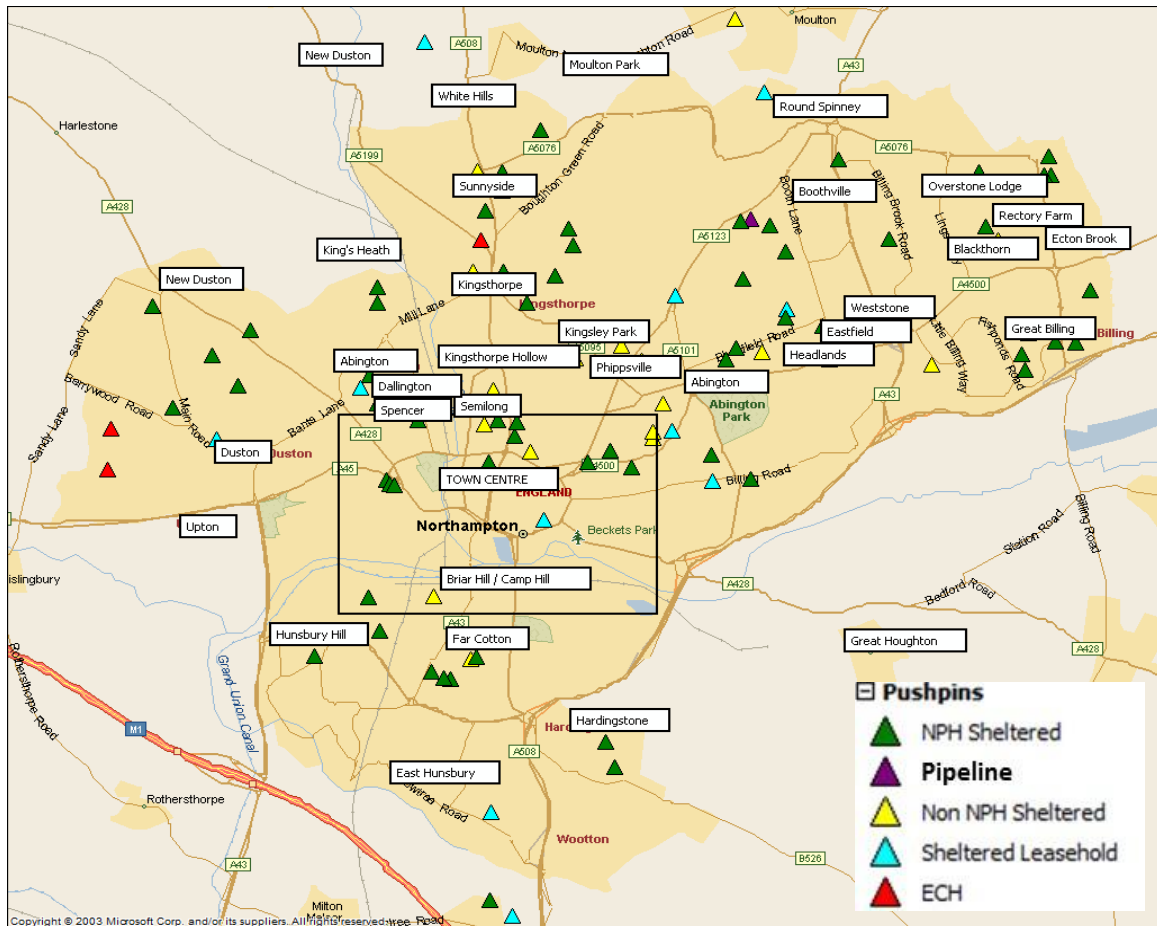
The map that follows shows the range of older persons' stock in Northampton, including a NPH pipeline older persons' scheme (Lakeview). Also highlighted are the sheltered schemes recommended for reclassifying. Not included is a possible development of Extra Care Housing (ECH) in Kingsthorpe with 80 units of accommodation in three blocks and a further block of another 40 units of accommodation on the same site. As can be seen from the map the stock is relatively well distributed and the recommended reclassification of stock also follows this pattern. In terms of the location of new provision for older people account needs to be taken of:

- The availability of land close to amenities
- The letting statistics
- The preferences of tenants, particularly when schemes are flagged for downsizing.

It is noticeable that the current ECH stock is predominately in the West of the Borough and that there is also the new scheme in the Kingsthorpe area in prospect. Therefore, ideally it is **recommended** that new ECH stock would be located in the South, the East and Town Centre locations. Clearly identifying suitable land will be essential and it will be important to work in partnership with Borough and County officers to establish opportunities and, where possible, seek to influence planning decisions.



# Older Persons' Housing Strategy



### 8.5 Accommodation plus care and support services for mainstream housing – why 'getting it right' matters:

- Most older people will continue to live in their existing homes in mainstream housing.
  - Supporting them to do so will influence how far they then need /wish to move on to other housing options, but the latter will be more costly and (insofar as such moves are the result of 'push' rather than 'pull' factors) may result in a lower level of wellbeing.
  - This group represents a prime target when considering investing to achieve savings and in particular addressing:
    - The prevention agenda for those who are not Fair Access to Care services (FACs) eligible
    - A wider assessment process for those who are FACs eligible, so addressing social isolation / wellbeing issues
    - The needs of those who require major aids and adaptations in general needs housing when specialist housing may be more suitable.
  - Joined-up services achieve cost savings and minimise the prospect of duplication of service provision.
  - Building on voluntary sector is acknowledged as a cost-effective approach.
  - More effective information giving and advice services will improve the 'customer journey'.
- 'Push factors' are those that lead to older people making, sometimes unplanned or urgent moves, quite often later in old age, and more 'out of necessity' rather than positive choice. For example, in the survey undertaken with sheltered tenants in NPH stock the top three potential reasons given for moving from their current location were:
- To be nearer family and friends
  - Onset of poor health and care needs
  - Safety and security.
- These were closely followed by:
- To have more space
  - A change in a partner's health
  - To be less socially isolated.
- In research undertaken with older homeowners (*Older Owners Research on the lives, aspirations and housing outcomes of older homeowners in the UK, The Strategic Society / Hanover 2015*) the key 'push factors' to move would be a result of problems or issues with their local environment, or local services. 'Pull factors' by contrast reflect the aspirations that people may have when considering a pro-active move.
- The opportunity to move within the current neighbourhood is a major 'pull factor' as was clear from the research undertaken with tenants in developing this strategy and was also reflected in the research with homeowners mentioned above.
- Clearly providing attractive and accessible accommodation is a further incentive for older people to move home and in this research the opportunity to move to a bungalow featured highly. This is not to say that well-designed flats with some outside space would not be favoured by some older people, particularly as they feel that they are more secure in such purpose-designed accommodation.
- However, it does appear that the 'pull factor' reduces with age. For example, anecdotal evidence from NPH staff who undertook 'concept testing' with tenants in sheltered housing indicated that advancing age was a significant disincentive in moving home and even incentives in terms of actual practical assistance appeared not to be sufficient to influence their decision. However, experience in remodelling schemes where decanting was necessary has shown that a dedicated officer to work with the tenant has proven to be a successful approach in reducing anxiety and smoothing the path for older tenants. This also applied to homeowners surveyed in the research undertaken for Hanover Housing which indicated that those aged 75+ '*are slightly more likely to prefer to stay where they are*'. Further information on 'move motivators' sourced from research into the topic can be found in Appendix 13.



## 9 Recommendations

The brief for this research is to deliver a Strategy for Northampton and the recommendations fall into two categories, namely those within the remit of NPH and those that are applicable to the Borough as a whole. To address this requirement two Strategies have been drafted, both comprise the same evidence base but have, respectively, recommendations that address the requirements of each party. This document is a specific NPH Strategy although we would submit that the 'vision' below is generic for Northampton.

### 9.1 A Vision for Older Persons' Housing

In terms of the above the key objectives are to:

- Enable older people to live independently in their own homes for as long as possible
- Improve the quality of older persons' housing to enable people to live happy and healthy lives in an enriched community
- Offer housing choices to meet the needs of current and future generations of older people
- Ensure that specialist housing and support is targeted to those most in need.

### 9.2 The definition of NPH's Older Persons' accommodation

The outcomes of this research have identified the impact of changes in this provision in terms of allocations and service delivery introduced over time. The key outcomes here are:

- a) The allocation of older persons' designated properties to younger people, namely those who are eligible for a Personal Independence Payment (PIP) and those allocated to properties to minimise voids resulting in blocks of accommodation with mixed aged groups.
- b) The removal of the 'blanket approach' to service delivery which has been replaced by a 'housing related support' service for those tenants assessed as needing the service. Of note, this service is non-age specific.

In terms of point b) above it is recognised that this was an inevitable decision following the removal of Supporting People funding. However, it is clear from the feedback from tenants that neither of the above changes are popular and have resulted in a reduction of enjoyment in their homes and raised concerns over their personal security, leading some tenants to state that '*this is no longer sheltered housing*'. This Strategy provides an opportunity to redress the balance in terms of allocations and service availability to some extent and set a clear direction for NPH's older persons' designated housing into the future. It is therefore **recommended** that:

- c) 'Sheltered housing' should be rebranded as 'older persons' housing' to better reflect the housing and services provided and new marketing material should be drafted to identify the changes in services, including clearly defining what will be offered and what will not
- d) The Allocations Policy is amended to define these properties as being for people aged 55+ and that they should only be allocated for younger people with a disability where no other suitable property can be made available for them. Where adapted properties are required identifying suitable stock should become easier for staff in the future as an exercise is underway to 'flag' these properties on the housing database\*
- e) If it is clear that there is no demand for some of the designated older persons' properties, i.e. among those that have **not** been earmarked for reclassifying, the suitability of these properties should be analysed and actions concerning their future determined.



\* Of note, as identified in Appendix 1 - Figure 8 growth is predicted in the numbers of people with a Body Mass Index (BMI) of in excess of 30 and it will be important to ensure that any properties adapted for this client group are also clearly identified on the database.

### 9.3 Reclassifying NPH's 'Sheltered Stock'

It is **recommended** that with specific reference to NPH's older persons' designed stock of 2,047 units of accommodation the circa 600 units identified as 'no longer fit for purpose' for older people should be reclassified in three phases (see 6.5.2. above / Confidential Appendix 14 for details). In addition, it is **recommended** that the 444 bungalows, currently part of NPH's general needs stock, are reclassified as being designated older persons' stock as they become void, resulting in a total of 1,891 units of older persons' accommodation.

To take these recommendations forward it will be important in the first instance to continue with the 'concept testing' piloted for developing this Strategy to further understand the views of tenants whose properties are earmarked for reclassifying. In terms of housing options for tenants whose homes are being reclassified there will be a choice of three possibilities, namely to:

- Move to another older person's designated property that meets their needs
- Remain in the property with a dispersed alarm plus a housing related support service if they are assessed as needing the support
- Remain in the property as a general needs tenant.

Outcomes from the pilot 'concept testing' undertaken (see 7.3 above) suggest that of the 31 tenants surveyed 22 stated that they would prefer to remain in their home with an alarm / support service. However, with the offer of desirable alternative accommodation combined with assistance to move home the proportion of those feeling they wish to 'stay put' could decrease.

If the reclassification of the identified stock is to progress effectively it will be important for the following measures to be put in place:

- Progressing this programme and marketing it to tenants and the wider public will be challenging and it is **recommended** that a multi-disciplinary project group, with a clearly defined remit, is formed at the outset to take this programme forward:
  - Of Note: A Project Group has undertaken sterling work overseeing this project and following the adoption of the Strategy this Group's work will be complete.
- It is **recommended** that a dedicated staff member is identified to work with tenants (and their families / advocates where appropriate) whose homes are to be reclassified to understand their 'choices' and assist them in decision-making processes. Tenants should also be given an opportunity to amend their decisions over a reasonable time period.
- It is **recommended** that a protocol is established to ensure that staff identify stock for tenants whose homes are to be reclassified including, in particular, the current stock of general needs bungalows as they become vacant. In this regard two elements are important, namely:
  - That an agreed property standard is set for reletting which provides not only accessible accommodation but also an 'attractive offering' for the tenant; and
  - Meeting, as far as possible, the identified requirements of a tenant in terms of location which, as identified in the research for this Strategy, is a high priority for many tenants.

Also of note in this area is that it will be vital to address the budgetary implications of reclassifying the properties. The issues to consider will include:

- The overall project management of the programme, e.g. the physical resources required
- The capital cost of upgrading properties
- The potential for disturbance payments to support tenants who move home.



It is understood that there will be concerns over properties becoming available for the 'right to buy'. However, it is **recommended** that this could be mitigated in the following ways:

- By undertaking further work to understand if any of the declassified stock can, with investment, be designated for other vulnerable groups
- By ensuring that all NPH's adapted stock is identified and is designated for vulnerable groups.

### 9.4 Future stock requirements

As set out in 8.3 above, if the projected population growth trends for people aged 65+ are applied, the potential increases in housing supply are unrealistic in practical terms. Therefore a new model needs to be identified which, in addition to arriving at achievable housing supply targets, prioritises floating support and preventative service solutions that enable people to remain in their own homes. However, decisions in this respect are, in many instances, beyond the current remit of NPH and it is therefore **recommended** that the Board takes note of the wider conclusions in 9 above and identifies areas where the organisation may be involved in, for example:

- Developing new stock as potential opportunities that meet organisational objectives, present themselves; and
- Assisting in meeting service delivery objectives particularly where they are within NPH's core business, e.g. delivering / facilitating preventative services.

### 9.5 Other considerations in relation to developing stock

1) **Developing Mixed Tenure Older Persons' Stock:** it is **recommended** that:

To understand the demand for this type of provision concept testing should be undertaken among people aged 50+ who have bought their properties under the RTB to assess their views on moving to specialist housing as they age. This concept testing will seek to understand aspirations for future housing, including: price sensitivity, opportunities for outright sale and, shared ownership.

Further similar concept testing would also be appropriate with NPH general needs tenants aged 50+ who rent their homes to understand their views on downsizing. Of note, instances of where downsizing has been successful is where potential occupants have been involved in the development of a scheme from the outset. The design of this accommodation meets suitably high specification levels to ensure that properties can evolve towards representing virtual extra care provision over time and provide a home for life as occupants age.

2) **Developing Extra Care Housing:**

ECH provision must meet the requirement to house recipients in most need **and** it is therefore **recommended** that a specification is developed in partnership with a multi-agency team, including NPH staff as they have a defined role on an ongoing basis in the allocation of this category of stock.

### 9.6 The Remaining Designated Older Persons' Housing Stock

Clearly over time the remaining designated older persons' stock, following the reclassification of the stock recommended in 10.3 above, will require attention to meet the objective of reducing voids. It is therefore **recommended** that further work is undertaken to:

- Identify a 'standard' for this stock and assess a timescale for refurbishment or other measures as appropriate
  - This standard should also address the provision of mobility scooter stores either as permanent structures or temporary ones that can be reused if no longer required
- Analyse the waiting list for designated older persons' housing to further understand its 'make-up' and identify if any particular groups are experiencing challenges in accessing this housing.



### 9.7 NPH's Housing Related Support Service

As stated in 6.5.2 above NPH fund this service and although as part of the brief there was not a requirement to review this service. However, its outcomes could contribute significantly to the preventative agenda which is a key strand within this Strategy therefore a 'light touch' analysis has taken place. Although anecdotally it appears that this service is effective currently appropriate IT systems are not in place to measure outcomes and evidence actual monetary savings and 'soft' outcomes for tenants and this is vital if funding of this service is to be justified into the future. The Manager is introducing interim systems to measure outcomes, however, these are spreadsheet based and therefore cannot be integrated within the Capita Housing system. Also staff are testing laptops so that client information can be entered 'realtime' to avoid duplication of work.

**Recommendations** related to the service follow:

- 1) Currently two options for delivering a robust evidence base for the service are being considered, namely to understand if the current Capita system can be utilised or whether a future 'add on' needs to be purchased from Capita. It is **recommended** that this work is completed within a three-month period.
- 2) It is **recommended** that the purchase of suitable mobile devices [as set out in NPH's strategy Information Technology (IT) Strategy] for Support Workers to improve efficiency is an immediate priority.
- 3) Following the research undertaken as part of the development of this Strategy concern has been expressed that many of the 'older old' tenants living in the stock are 'self-testing' alarms and therefore support staff do not call on them, i.e. there are no welfare checks, on these tenants who are potentially some of the most vulnerable as they are susceptible to deteriorating health within a short timeframe. It is therefore **recommended** that work is undertaken to understand how the staffing of the housing related support service can be reconfigured to provide 'welfare checks' for the most vulnerable tenants. These could comprise monthly checks on tenants aged 80 and over. If a tenant refuses this service they would be required to sign a disclaimer to this effect which would be renewed on an annual basis so reducing corporate risk for the organisation. It is recognised that this recommendation is challenging as following a review of the service it is possible that with the current staffing 'welfare checks' may not be able to be extended to all of the 'older old' residents across the stock without additional funding. It is therefore **recommended** that a phased approach is adopted with Phase 1 comprising tenants in designated and older persons' properties and Phase 2 extending the service to tenants living in general needs properties. However, it should be noted that of those general needs tenants responding to the consultation 25% stated that they do not consider they receive enough support to remain independent.
- 4) To be most effective this service needs to be holistic in nature and address a wide range of service offerings which improve client well-being and finances and so ensure that they maintain their tenancies and / or avoid / delay a move into residential care. To achieve this objective, it is **recommended** that a review of staff skills is undertaken and relevant training put in place where appropriate.
- 5) In the longer term when this service is as efficient as possible and proven to be cost effective consideration should be given to extending it to older people living in other tenures to support independent living, if additional funding can be sourced. It is **recommended** that concept testing is undertaken with a sample of these residents of Northampton to understand the demand for the service and their willingness to pay for it. Also research should be undertaken to understand where similar services have proven to be successful, e.g. in Bath & North East Somerset.



## 9.8 Partnership Working

The importance of working with other agencies (e.g. RPs, health, voluntary organisations) to avoid duplication, explore opportunities for integration of services and joint funding cannot be underestimated. It is therefore **recommended** that a project, with multi-agency representation and defined outcomes, is instigated to identify potential areas for joint working. For example, it is understood that NPH is investing in improvements to a number of its community rooms which could provide ideal locations for organisations to deliver services and arrange events for older people. Additionally, this could work to reduce social isolation (including befriending services), provide health and well-being activities and deliver services for those living with dementia (and their carers). Of note, Appendix 7 to this Strategy identifies the kind of activities that tenants said would like to see available within the community rooms although, of concern in this respect, is that among the 70% of tenants who responded to this area of the consultation survey only 30% said that they attended events in the community rooms accessible to them, potentially due to a lack of choice in terms of available activities / events. It is therefore vital that consideration is given to ensuring that available activities meet the requirements of the community as a whole, including those from the ethnic minority communities. Another issue raised as part of the research are the challenges some tenants are experiencing in maintaining their gardens and decorating their homes and this is another area where partnership working could provide solutions.

## 10 Key Recommendations

The key recommendations associated with NPH's Strategy are summarised below. With regard to the priorities identified, the associated implementation timeframes will be set out in an Action Plan with defined timescales.

	<b>Actions</b>
1.	<b>Rebrand NPH's 'Sheltered housing' as 'Older Persons' Housing'.</b>
2.	<b>Amend the Allocations Policy</b> to define designated older persons' housing for people aged 55+. Additionally, younger people with a disability will only be allocated these properties on an exceptional basis, i.e. where no other suitable property can be made available for them.
3.	<b>Reclassification</b> in 3 Phases circa 600 units of sheltered accommodation identified as 'no longer fit for purpose' for older people. Recommendations on taking this programme forward include: a) Identifying a budget for the project b) Forming an internal multi-disciplinary Project Group to implement the Strategy c) Identifying a dedicated staff member to work with tenants (and their families / advocates where appropriate) whose homes are earmarked for reclassification d) Establishing a protocol to ensure that staff identify stock for tenants whose homes are to be reclassified including setting an agreed property standard for reletting and addressing tenants' priorities in terms of location e) Undertaking work to understand if any of the declassified stock can, with investment, be designated for other vulnerable groups.
4.	<b>Future stock requirements:</b> Decisions in respect of the new stock requirement in the Borough are, in many instances, beyond the current remit of NPH and it is therefore <b>recommended</b> that the Board takes note of the wider conclusions in 9 above and identifies areas where the organisation may be involved in, for example: a) Developing new stock as potential opportunities that meet organisational objectives present themselves; and



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	<p>b) Assisting in meeting service delivery objectives, particularly where they are within NPH's core business, e.g. delivering / facilitating preventative services.</p>
5.	<p>To understand demand for <b>mixed tenure older persons' stock</b> 'concept testing' should be undertaken among:</p> <p>a) People aged 50+ who have bought their properties under the Right to Buy (RTB) to assess their views on moving to specialist housing as they age</p> <p>b) With NPH general needs tenants aged 50+ who rent their homes to understand their views on downsizing.</p>
6.	<p>ECH provision must meet the requirement to house recipients in most need <b>and</b> it is therefore <b>recommended</b> that a specification is developed in partnership with a multi-agency team, including NPH staff as they have a defined role on an ongoing basis in the allocation of this category of stock.</p>
7.	<p>To meet the objective of <b>reducing voids</b> in the remaining designated older persons' stock further work is required to:</p> <p>a) Identify a 'standard' for this stock and assess a timescale for refurbishment or other measures, as appropriate</p> <p><i>Note:</i> This standard should also address the provision of mobile scooter stores either as permanent structures or temporary ones that can be reused if no longer required</p> <p>b) Analyse the waiting list for designated older persons' housing to further understand its 'make-up' and identify if any particular groups that are experiencing challenges in accessing this housing.</p>
8.	<p>Work is required to enhance the performance of <b>NPH's Housing Related Support Service</b>:</p> <p>a) Currently two options for delivering robust IT-based evidence for the service are being considered – this work should be completed within a three-month period</p> <p>b) To improve efficiency, the purchase of suitable mobile devices [as set out in NPH's Information Technology (IT) Strategy] for Support Workers is an immediate priority</p> <p>c) Prioritise work to understand how the staffing of the housing related support service can be reconfigured to provide 'welfare checks' for the most vulnerable tenants</p> <p><i>Note:</i> A phased approach is recommended: with Phase 1 comprising tenants in designated and older persons' properties and Phase 2 extending the service to tenants living in general needs properties</p> <p>d) To ensure that the service can be holistic in nature a review of staff skills should be undertaken and relevant training put in place where appropriate</p> <p>e) In the longer term concept testing should be undertaken with a sample of residents living non-NPH accommodation in Northampton to understand the demand for a housing related support service and their willingness to pay for it. Also research is required to understand where similar services have proven to be successful.</p>
9.	<p>The requirement for <b>Partnership working</b> with other agencies to avoid duplication, explore opportunities for integration of services and achieve joint funding cannot be underestimated. Therefore, a project, with multi-agency representation and defined outcomes should be instigated to identify potential areas for joint working, for example:</p> <p>a) Utilising NPH's community rooms for organisations to deliver services and arrange events for older people to reduce social isolation (including facilitating a befriending services), provide health and well-being activities and deliver services for those living with dementia (and their carers) It is also important to ensure that available activities meet the requirements of the community as a whole, including those from ethnic minority communities.</p> <p>b) Addressing the challenges some tenants are experiencing in maintaining their gardens and decorating their homes.</p>



## APPENDIX 2

# **NORTHAMPTON PARTNERSHIP HOMES OLDER PERSONS' HOUSING STRATEGY APPENDICES**

*May 2016*



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**Appendix 1 – Population, Health & Deprivation – Detailed Section**

**1 Population**

**Population Numbers and Projections**

- The current population in the Council area aged over 65 stands at 32,300, a figure that equates to 19% of the total adult population.
- The corresponding percentage for the County of Northamptonshire is 23%.
- Figures 1 and 2 below show that the 65 plus population is set to grow by almost a half and the 75 and 85 plus population by significantly more.
- In simple terms there are projected to be circa 15,000 more people aged 65 plus by 2030 and 3,300 aged 85 plus.

**Fig 1 - Older people in Northampton: Projected change to 2030 (No.)**

Projections (no.)	2015	2020	2025	2030
65 +	32,300	36,500	41,300	47,400
75+	14,100	16,400	20,700	23,900
85+	4,300	5,000	6,000	7,600

**Fig 2 - Older people in Northampton: Projected change to 2030 (%)**

NBC Projections (%)	2015 - 2020	2015 - 2025	2015 - 2030
65 +	13	28	47
75+	16	47	70
85+	16	40	77

Source: IPC POPPI

**Ethnicity**

- Ethnicity and the need to account for associated cultural sensitivities can impact on housing and service provision.
- As shown below (Fig. 3), BME groups aged 65+ represent 5% of Northampton's total 65 plus population compared to an average of 8.5% for the 18 – 64 age group.

**Fig 3 - Ethnicity 65 + (No. &%)**

Northampton Population 65 +	White	Mixed/ multiple ethnic group	Asian/ Asian British	Black/ African/ Caribbean/ Black British	Other Ethnic Group
Number	26,790	148	688	542	47
%	94.9	0.5	2.4	1.9	0.2

Source: IPC POPPI

**Gender**

Reviewing projections for the proportions of males and females across the older age bands (65 plus and 85 plus) for Northampton to 2030 shows relatively parallel rates of increase are

predicted for both gender categories. As would be expected the numbers of females in older age bands is higher than the corresponding numbers of males.

## 2 Health

### Health Indicators - LLTI

- Figure 4 shows that a predicted increase overall by 2030 of nearly 50% for Moderate LLTI (of note the increase for those aged 75-84 is 66% compared with 72% for people aged 85+).
- In the case of Severe LLTI, the corresponding overall increase is approximately 54% while the increase for those aged 75-84 is 66% compared with 73% for the 85 plus age group.

**Fig 4 - LLTI Projections – Northampton**

<b>Moderate LLTI</b> (‘Day-to-day activities are limited a little’)	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
People aged 65-74	4,069	4,494	4,606	5,254
People aged 75-84	3,103	3,609	4,654	5,161
People aged 85 +	1,152	1,309	1,570	1,989
Total population aged 65+	8,323	9,412	10,830	12,404

<b>Severe LLTI</b> (‘Day-to-day activities are limited a lot’)	<b>2015</b>	<b>2020</b>	<b>2025</b>	<b>2030</b>
People aged 65-74	2,750	3,038	3,113	3,551
People aged 75-84	2,709	3,151	4,063	4,505
People aged 85 +	1,922	2,184	2,621	3,320
Total population aged 65+	7,381	8,373	9,797	11,376

Source: IPC POPPI

### Health Indicators – Specific

The table below illustrates the predicted growth in various health conditions in terms of older people.

**Fig 8 - Health and other challenging circumstances for people aged over 65/ 75/85**

<b>Condition</b>	<b>Age</b>	<b>2015</b>	<b>2015 (%)</b>	<b>2020</b>	<b>2030</b>
Predicted to have Dementia	85+	1,052	24.5	1,184	1,832
Predicted to have a moderate / severe learning disability	65+	92	0.3	114	130
	85+	8	0.2	11	14
Predicted to be admitted to hospital as a result of falls	65+	647	2.0	748	1,043
	85+	523	12.2	604	880
Predicted to have diabetes	65+	4,060	12.6	4,528	5,896
	75+	1,700	12.1	1,944	2,838
Predicted to have a longstanding health condition caused by a stroke	65+	747	2.3	838	1,119
	75+	388	2.8	446	654
Predicted to have a Body Mass Index (BMI) of 30 or more	65+	8,562	26.5	9,473	12,076
	85+	701	16.3	779	1,165

Source: IPC POPPI

Of note numerically the largest groups now and into the future are those aged 65 plus with a Body Mass Index (BMI) of 30 or more (which is classified as obese), those with diabetes, and those suffering dementia. The potential impact of the figures for these conditions in particular suggests that they could have a significant influence on the design of future specialist housing for older people since, for example:

- Dedicated dementia clusters within specialist housing for those in the latter stages of this debilitating illness are increasingly being regarded as an appropriate solution for this client group in terms of their wellbeing. Also, the separation from the main development can assist in ensuring the health and wellbeing of other residents living in the same housing settings.
- The predicted growth in admission to hospital as a result of a fall, those suffering from diabetes or recovering from a stroke leads one to recognise the need for health and wellbeing services which can be delivered to those in the community using specialist older persons' housing and other community facilities as a resource centres. Of particular note here is the extent to which these services can be preventative in nature.
- People with a BMI of 30 or more can require appropriate adaptations to the built environment to facilitate the delivery of care in the home, in emergency situations and notably in terms of improved mobility and independence for the resident.

### Health Indicators - Challenges to independence

The table below illustrates predicted increases in all categories and of particular note these increases could have significant implications in terms of demand for care and support services.

**Fig 9 – Challenges to independence for people aged 65 and 85 plus**

Challenge	Age	2015	2015(%)	2020	2030
Unable to manage at least one domestic task*	65+	13,021	40	14,744	20,060
	85+	3,398	79	3,732	5,798
Unable to manage at least one self-care task **	65+	10,718	33	12,067	16,429
	85+	2,902	67	3,263	4,991
Unable to manage at least one mobility activity ***	65+	5,871	18	6,638	9,141
	85+	1,975	46	2,215	3,335

Source: IPC POPPI

\* Including: household shopping, wash & dry dishes, clean windows inside, jobs involving climbing, use a vacuum cleaner, wash clothing by hand, open screw tops, deal with personal affairs, do practical activities

\*\* Including: bathe, shower /, dress / undress, wash & face and hands, feed, cut toenails, take medicines

\*\*\* Including: going out of doors and walking down the road; getting up and down stairs; getting around the house on the level; getting to the toilet; getting in and out of bed.

### Living Alone

Significant growth in Northampton is projected for those aged over 65 living alone. This underlines the need for appropriate housing and support to cater for this expanding category of older people. Of particular note here is that those living alone can be more susceptible to becoming socially isolated and good information about community facilities can assist in this respect particularly as social isolation can lead to / exacerbate health issues.

**Fig 10 - People aged 65 and over living alone, by age and gender**

People aged 65 and over living alone	2015	2020	2025	2030
Males aged 65-74	1,760	1,900	1,960	2,280

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Males aged 75 and over	2,040	2,414	3,094	3,570
Females aged 65-74	2,820	3,150	3,210	3,660
Females aged 75 and over	5,124	5,673	7,015	8,174

*Source: IPC POPPI*

### 3 Deprivation

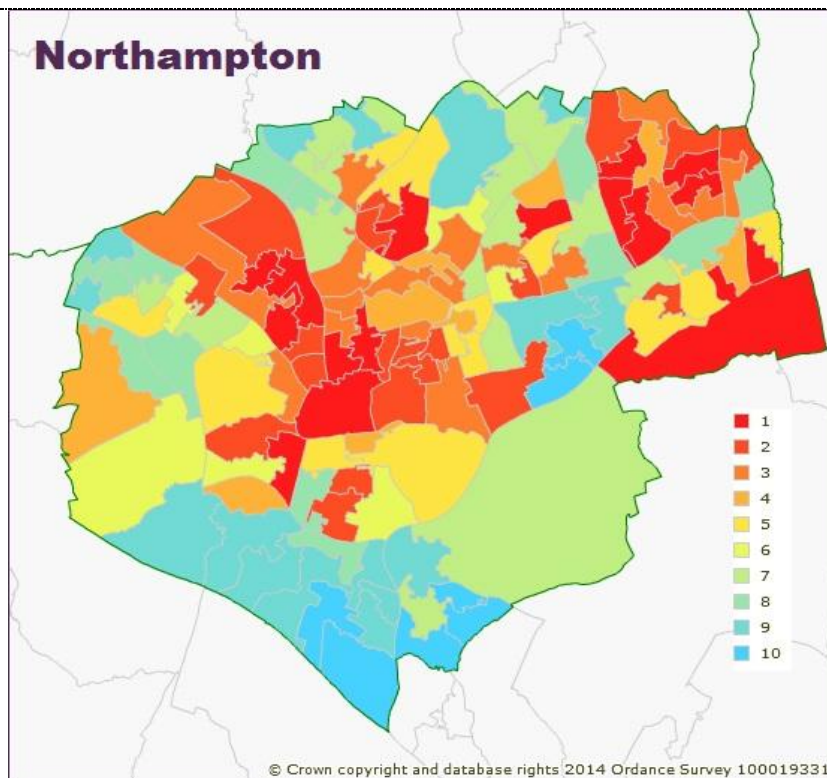
#### Background

The Index of Multiple Deprivation (IMD) is commissioned by the Department for Communities & Local Government (DCLG) as a means of measuring relative deprivation across England. This resource is created using statistics gathered for seven deprivation 'domains' for small geographical Lower Super Output Areas (LSOAs) each with populations of around 1,600 people. The recently released, latest edition of the index, IMD2015, is based on information from a total of 32,844 English LSOAs, of which 133 are in Northampton BC. Regarding the seven statistical domains contributing to overall deprivation measures in the IMD these focus, respectively, on the topics of: Income, Employment, Education, Health, Crime, Barriers to Housing & Services and, Living Environment.

#### Overall Deprivation

One output from IMD ranks the 354 English Local Authorities using a system where the rank of 1 is the most deprived authority overall while the rank of 354 is the least deprived. From IMD2015 Northampton has a rank of 108 which places it just outside the 30% most deprived Local Authorities.

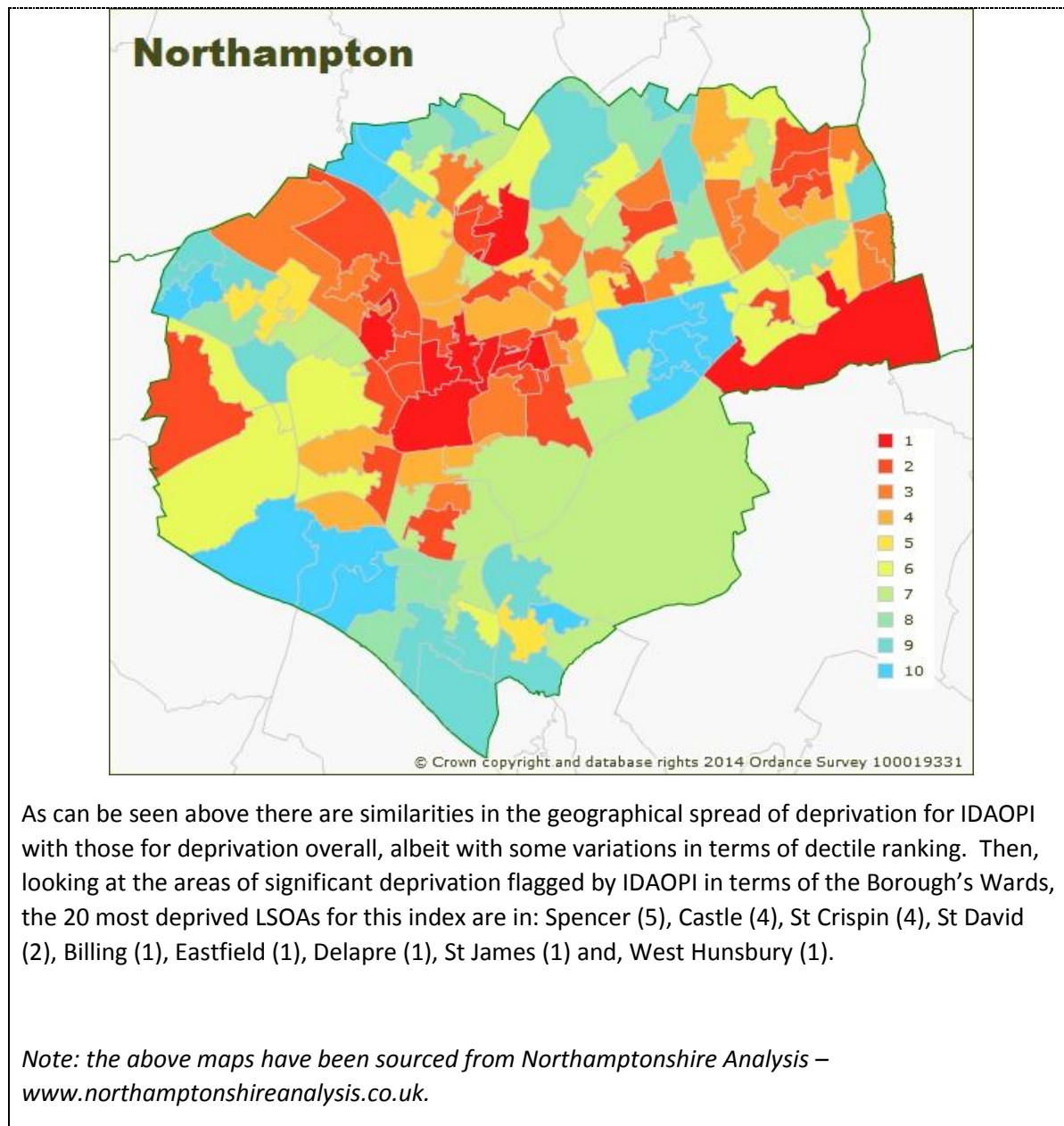
Invariably, however, overall rankings are influenced by pockets of significant and persistent deprivation, often existing alongside wider areas of relative affluence. Northampton is no exception in this respect and this is illustrated in the map below showing the spread of **overall deprivation** for the Borough from IMD 2015, colour coded by national Decile where Decile 1 is the most deprived area and Decile 10 is the least deprived.



Looking at the above areas of significant deprivation at Ward level reveals that the 20 most deprived LSOAs in Northampton can be found in: Spencer (5), Lumbertubs (4), Castle (3), St David (2), Eastfield (2) Billing (1), Ecton Brook (1), Thorplands (1), and, St James (1).

### Income Deprivation among Older People

Another output from the IMD is the Income Deprivation Affecting Older People Index (IDAOPI) and the IMD2015 results for IDAOPI for Northampton are shown in the following map, again colour coded by national Decile where Decile 1 is the most deprived area and Decile 10 is the least deprived.



## Appendix 2 - Provision

### 1 Housing Characteristics

#### Dwelling Analysis

The tables below show the complete number of dwellings in the Northampton area and an analysis of Accommodation Type. Of note there appear to be almost 3,000 empty homes in the Borough. Clearly not all of these can be viably brought back into use nor are all of them designated for older people.

**Fig 11 – Total Dwellings**

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Overall	Northampton
Household spaces	91,700
Household spaces with at least one usual resident	88,731
Household spaces with no usual residents	2,969

**Fig 12 – Analysis of Dwellings by type**

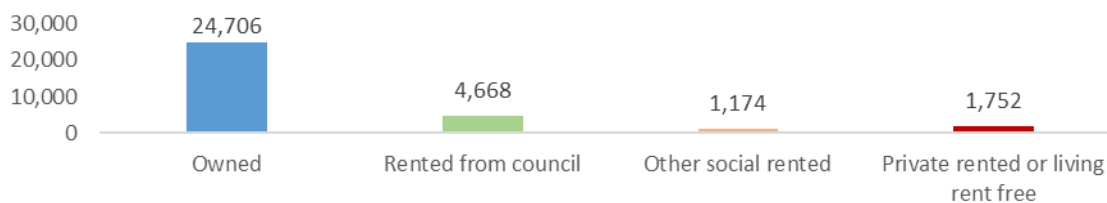
Type	
Whole house or bungalow: Detached	19,595
Whole house or bungalow: Semi-detached	26,273
Whole house or bungalow: Terraced (including end-terrace)	29,228
Flat, maisonette or apartment: Purpose-built block of flats or tenement	14,009
Flat, maisonette or apartment: Part of a converted / shared house (Inc. bed-sits)	1,878
Flat, maisonette or apartment: In a commercial building	634
Caravan or other mobile or temporary structure	83

Source: Census 2011

### Tenure

- The chart and table that follow illustrate high levels of home ownership in Northampton which has significance given research that shows homeowners often wish to remain in the same tenure as they age.

**Fig 13 - Tenure 65 plus**



Sour

ce: IPC POPPI

- This factor, coupled with the projected growth in older age groups, suggests strong market opportunities for providers who develop purpose designed retirement properties for sale and shared ownership.
- Equally, there are significant numbers of people in social and private rented accommodation, a factor that suggests potential demand for specialist rented housing for older people.

However, research also indicates that there are factors that impede people moving to more suitable accommodation as they age.

**Fig 14 - Tenure (No.) by age band**

	People aged 65-74		People aged 75-84		People aged 85+	
	No.	%	No.	%	No.	%
Owned	14,064	77	7,618	78	3,022	70
Rented from council	2,571	14	1,356	14	740	17
Other social rented	584	3	366	4	223	5



# Older Persons' Housing Strategy

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Private rented or living rent free	979	5	458	5	314	7
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Source: IPC POPPI

### Housing Market

- The table below shows there is little difference between the Borough and the County.

**Fig 15 – House Type and Prices (October 2015) – Northampton and Northamptonshire**

AREA (Sales)	Overall Average	Detached	Semi-detached	Terraced	Flat
Northampton (994)	£224,142	£375,868	£207,838	£192,165	£120,698
Northamptonshire (3,671)	£220,735	£398,620	£197,710	£172,463	£114,145

Source: [Home.co.uk](http://Home.co.uk)

- Whilst overall prices are similar for the County and Northampton the following factors should be considered:
  - Average prices for flats and semi-detached houses are around 5% higher in Northampton
  - Terraced properties are on average nearly 12% more expensive in Northampton
  - Detached houses cost on average 6% more in Northamptonshire.

Local house prices can have an influence on new housing developments for older people where some of the properties are for outright sale / shared ownership. It follows that price sensitivity is a key consideration for developers and careful market research is needed in terms of affordability. Of note, specialist housing for older people has a price premium and, for example, Wardington Court, a new assisted living scheme being developed by McCarthy & Stone in Kingsthorpe is advertising 1 bedroom properties from £169,950 and 2 bedroom properties from £240,950 which is significantly higher than the average property prices shown in Figure 14 below.

**Fig 14 – Numbers of Rooms and Prices (October 2015) - Northampton**

	Average price to buy	Average price to Rent (PCM)
One bedroom	£109,972	£713
Two bedrooms	£146,963	£764
Three bedrooms	£209,269	£872
Four bedrooms	£332,367	£1,235
Five bedrooms	£471,833	£1,865

Source: [Home.co.uk](http://Home.co.uk)

## Appendix 3 – Non Council-owned older persons' housing

### 1 RP provision – Social Rent

Provider/Scheme	Location	Accommodation	Built	Comments
<b>EMH Homes</b>				
Abington Lodge	NN3 2DE	42 bungalows 1&2 bed	2000	Incl. mobility/w'chair units
Addcroft Estate	NN2 6NG	43 flats 1, 2 & 3 bed	1982	Incl. mobility/w'chair units
Byron/Shelley St	NN2 7JD	20 flats 1&2 bed	1982	
Carey Court	NN3 7SN	7 bungalows 1 bed	1995	Incl. mobility/w'chair units

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Carol Trusler Mews	NN5 7AS	10 flats 1 bed	1994	
Chapel House	NN4 8HJ	20 flats 1 bed	1900	Renovated 1982
Collingwood House	NN1 4RX	25 flats, studio/1 bed	1985	
Crispin House	NN1 3BL	14 flats 1 bed	1991	Incl. mobility/w'chair units
Elizabeth House	NN3 3DE	46 flats, bungalows 1 bed	1981	Incl. mobility/w'chair units
Garfield House	NN2 6NW	29 flats 1 bed	1986	Incl. mobility units
Lower Adelaide St	NN2 6LQ	4 flats 1 bed	1992	Incl. mobility/w'chair units
Murray House	NN1 4PL	40 flats 1 bed	1988	Incl. mobility units
Randall House	NN1 4LZ	10 flats 1&2 bed	1983	Incl. mobility/w'chair units
Sheriff Road	NN1 4LT	6 flats 1 bed	1983	
St Albans Road	NN23 2RU	4 flats 1&2 bed	1992	Incl. mobility/w'chair units
<b>Gharana HA (Accord Group)</b>				
Nazarana Court	NN2 6DG	24 flats 1&2 bed	NS	Acquired from Housing & Care 21
<b>Hanover</b>				
Hanover Court	NN3 8QL	39 flats 1&2 bed	1980	
Camberley Close	NN3 9BS	39 flats 1 bed	1985	
Runnymede Gdns	NN3 9SW	23 flats 1 bed	1980	
<b>Homestead Cottages</b>				
Homestead Cottages	NN2 6JH	24 bungalows 1 bed	NS	
<b>Orbit Heart of England HA</b>				
Riverside Court	NN7 4RR	35 flats 1 bed	2000	
Jubilee House	NN7 3RN	15 flats 1&2 bed	NS	
<b>Sanctuary Housing</b>				
Pleydell Gdns	NN4 8DR	12 bungalows 1&2 bed	1994	Inc. mobility/w'chair units
<b>St Giles Charity Estates</b>				
Edward Watson Close	NN2 8LP	11 bungalows 1 bed	NS	
<b>TOTAL UNITS: 542</b>				

Sources: Provider contact/EAC online data

## 2 Retirement Leasehold Provision

Manager/Scheme	Location	Accommodation	Built	Comments
<b>Ashby Lowery Mgt</b>				
Manning Court	NN3 7HE	31 flats 1 bed	NS	
<b>Burlington Care Homes</b>				
Burlington Court	NN1 4EU	15 flats 1&2 bed	2005	Close Care Housing
<b>Countrywide Mgt Agents</b>				
Fairway Oak	NN4 0XF	27 bungalows/cottages	1990	
<b>EMH Homes</b>				
Elmhurst Court	NN3 2LG	24 flats 1&2 bed	1988	
<b>FirstPort</b>				
Albion Court	NN1 1UG	59 flats 1&2 bed	1998	Ex McCarthy & Stone
Lalgates Court	NN5 7AF	50 flats 1&2 bed	2005	Ex McCarthy & Stone
Sheraton Close	NN3 2NQ	57 bungalows 1&2 bed	1987	
<b>4 Seasons Health &amp; Care</b>				
Brampton View Care Village	NN6 8GB	34 flats, bungalows	2008	Close care housing
<b>Hanover</b>				

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Pond Farm Close	NN5 6JQ	32 flats, bungalows	1987	
<b>McCarthy &amp; Stone</b>				
Westonia Court	NN3 3JB	50 flats 1&2 bed	2013	At final sales stage
<b>Old Schoolhouse</b>				
Old School House	NN1 5RX	36 flats 2 bed	1989	
<b>Retirement Security</b>				
King Richard Court	NN4 0XU	52 flats 1&2 bed	1991	Enhanced sheltered
<b>Richmond Villages</b>				
Richmond N'hampton	NN4 5EB	92 flats 1&2 bed	2007	Enhanced sheltered/ECH
		<b>TOTAL UNITS: 559</b>		

Sources: Provider contact/EAC online data / \*125 units of which are affordable rent

### 3 Extra Care Housing Provision for rent & leasehold– Current / Pipeline

ExtraCare Charitable Trust				
St Crispin Village	NN5 4RB	270* flats & bungalows 1&2 bed	2006	ECH 125 for affordable rent, 145 Shared Ownership and Leasehold
Housing & Care 21				
Foxfields	NN5 4FR	77 flats 2 bed & 6 flats 1 bed	2016	Extra Care provision currently for affordable rent being built by Keepmoat as part of a large new mixed tenure residential scheme at Upton Park
McCarthy & Stone				
Wardington Court	NN2 8AG	40 flats 1&2 bed	2015/16	Assisted Living (available from Spring 2016)
		Total Rent: 202 Total Leasehold: 185		

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### 4 Residential Care Provision

Abbreviations: CH = Care Home; C+N = Care with Nursing; NH = Nursing Home; OPG = Older People Generally; Dem = Dementia; LD = Learning Disabilities; PD = Physical Disabilities; MD = Mental Disabilities.

Home Name	Location	Owner	Type	Conditions cared for	Capacity (residents)
The Avenue	NN3 6BA	St Matthews Ltd	C+N	OPG; Dem	28
Abbotsford	NN1 4EZ	Mr J Ng	CH	OPG; Dem	18
Argyle House	NN5 7AJ	Countrywide	C+N	OPG; PD; Dem	60
Bethany Homestead	NN2 7BP	The Trustees	CH	OPG; Dem	48
Boughton Lodge	NN2 7SU	Mr A Fussey	CH	OPG; Dem	13
Burlington Court	NN1 4RS	Burlington Court CH Plc	CH	OPG; PD; Dem	102
Cederwood	NN3 6QP	Cedarwood NH Ltd	C+N	OPG; PD; Dem	32
Cliftonville	NN1 5BU	Avery Healthcare	C+N	OPD; PD; Terminal	106
Clinton Care Home	NN1 4JQ	Holland Homes	CH	MD	17
Collingtree Park CH	NN4 0XN	Barchester Healthcare	CH	OPG; Dem	79
Crescent House	NN1 4SB	Crescent Homes Ltd	CH	OPG	33
Da-Mar CH	NN2 7HU	Mr Fanibi	CH	OPG; Dem	29
Ecton Brook House	NN3 5EN	Olympus Care	CH	OPG; Dem; LD; MD	46
Glenside CH	NN5 5DA	Glenside NH Ltd	CH	OPG; Dem	30
Green Park CH	NN3 3HN	Council of Voluntary Services	CH	OPG; PD	22
Kingsley NH	NN2 7BL	Mr & Mrs Robinson	C+N	OPG; PD; Dem	25
Kingsthorpe Grange	NN2 8LT	St Matthews Healthcare	C+N	OPG; Dem	25
Lucas Court CH	NN3 7RQ	Avery Healthcare	C+N	OPG; PD; Dem	60
Margaret's Rest Hse	NN2 7BL	Mr & Mrs Robinson	CH	OPG; PD; Dem	27
Merrifield Hse	NN4 6JR	Mr & Mrs Skears	CH	OPG; Dem; MD	20
Nazareth Hse	NN5 6AD	Sisters of Nazareth	CH	OPG	50
Nicholas Rothwell Hse	NN2 8LR	Charity of St Giles	CH	OPG; PD; MD	21
Oak Lodge	NN5 6JW	Mrs Desai	CH	OPG; Dem	36
Oakwood NH	NN1 4SA	Oakwood NH Ltd	C+N	OPG	29
Obelisk House	NN2 8SA	Olympus Care	CH	OPG; PD; Dem	44
Phoenix House	NN1 4BN	Stepping Stones Care	C+N	Dem; MD	15
Queens Park NH	NN2 6LP	Dr Munalier & Mr Poon	C+N	Dem; MD	26
Rathgar Res CH	NN3 6QT	Mr & Mrs Clark	CH	OPG; Dem	23
Southfields House	NN3 5DS	Olympus Care	CH	OPG; PD; Dem	46
Spencer House CH	NN1 5BU	Avery Healthcare	C+N	OPG; Dem	64
St Christopher's	NN3 3AD	C of E War Memorial Homes	CH	OPG; PD	55
St John's Home	NN3 3JF	St John's Charitable Trust	CH	OPG	50
St Matthews NH	NN2 7HF	Mr Sidhu-Brar	C+N	MD; Dem	58
St Michael's House	NN1 4JQ	Messrs Going/Galbraith	CH	MD	13
Symphony House	NN2 6LP	Mr JP Arora	C+N	OPG	25
Templemore	NN5 6AA	B&M Care	CH	OPG; Dem	72
The Leys	NN3 6HP	Mrs P Eyre	CH	OPG; PD	18

# Older Persons' Housing Strategy

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Turn Furlong	NN2 8BX	Shaw Healthcare	C+N	OPG; PD; Dem	51
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Primary information source: EAC online data

### Appendix 4 –Rankings for stock

The table below shows all schemes with rankings denoting suitability.

<b>Sheltered Scheme Criteria – Ranking: Higher the number the least suitable for older persons' stock</b>					
	<b>Rank</b>		<b>Rank</b>		<b>Rank</b>
Hunters Close	14	Wallbeck Close	10	Churchill Avenue Bungalows	7
Abbey House	13	Blakesley Close	10	Westfield Road	6
Devonshire House	13	Eden Close Bungalows	10	Fieldmill Road	6
Melbourne House	13	Birchfield Court Bungalows	10	Blackberry Lane	6
St Johns House	13	Lawrence Court	10	Parsons Meade	6
James Lewis Court flats	13	Chalcombe Avenue bedsit	10	Nene Drive	6
Bouverie Walk	12	East Oval	9	Ashbrow Rd / Southwood Hill, Briar Hill Bungalows	5
Elkins Close Flats	12	Eskdale Avenue	9	Cambourne Close Bungalows	5
Spencer Haven Flats	12	Kelmscott Close	9	Coverack Close Bungalows	5
Churchill Avenue Flats	12	Montague Cres	9	Cotswold Avenue Bungalows	5
Alliston Gardens	11	Leicester St bedsit	9	Bouverie Road Bungalows	5
Cambourne Close Flats	11	Arthur Street	9	Cardigan Close Bungalows	5
Coverack Close Flats	11	Chalcombe Ave bungalow	9	Market Street Bungalows	5
Cotswold Avenue Flats	11	Brook Lane	8	Drayton Walk Bungalows	5
Bouverie Road Flats	11	George Nutt Court	8	Newnham Road Bungalows	5
Lodge Ave Flats	11	Larch Lane	8	Eastfield Road	5
Cardigan Close Flats	11	Briton Terrace Bungalows	8	Arbury Road	5
Dallington Haven Flats	11	Rillwood Court	8	Goldcrest Court	5
Market Street Flats	11	Faracre Court	8	Trussell Road	5
Portland Place	11	Spencer Haven Bungalows	8	James Lewis Court Bungalows	5
Priory Close	11	Dallington Haven Bungalows	8		
Drayton Walk Flats	11	Redruth Close	7		
Newnham Road Flats	11	Lodge Ave Bungalows	7		
Queens Crescent Flats	11	Eastern Avenue South	7		
Eden Close Flats	11	Queens Crescent Bungalows	7		
Elkins Close Bungalows	11	Crestline Court	7		
Briton Terrace Flats	11	Jasmine Road	7		
Birchfield Court Flats	11	Mortar Pitt Road	7		
Fraser Road	11	Viscount Road	7		
Leicester St flat	11	Southeby Rise	7		
Leicester St bungalow	11	Hardy Drive	7		
Sandringham Close	11	Pennycress Place	7		
Grace John Court	11	Eleonore House	7		

## Appendix 5– Needs Mapping - Detailed Report

### 1 Background

The needs mapping exercise has been challenging and time consuming due to the fact that it has required combining two separate databases with no common fields. The two database extracts were as follows:

- Callcare Dwelling List – Containing: Name & Address (multiple fields), Scheme & Unit ID
- Support – Containing: Name (in one field), Address (in one field), Support start / end date & duration

To this we manually added the following separate Callcare lists relating to health issues which could not be automatically included with the Dwelling list:

- Sight Issues
- Mobility Issues
- Heart Issues
- Hearing Issues
- Diabetes
- Confusion
- Blood Issues

The sections that follow are the initial outputs from the analysis of the newly developed master database and give profiles of gender, health and support to which will be added age. This report and database will allow officers to review needs and service delivery by geographic areas and, if required, more specific property locations (i.e. schemes).

### 2 Units and Clusters

With the assistance of NPH staff we clustered the units into geographic clusters as shown below (ranked by numbers of units). A breakdown of former scheme names with clusters can be found at the bottom of this Appendix in section 6. As can be seen the largest cluster is in the Town Centre with 284 units and the smallest is Lumbertubs with 19 units.

**FIG 1 – GEOGRAPHIC CLUSTERS (%)**

Cluster	Units	Cluster	Units
<b>All</b>	<b>2,141</b>		
Town Centre	284	Bellinge	90
Kingsthorpe etc.	271	Hardingstone	89
Briar Hill etc.	179	Eastfield / Headlands	86
Dallington / Kings Heath	168	Lakeview	73
Arlbury Road / Blackthorn	133	Spencer Estate	60
Abington etc.	123	Wellingborough Road	53
Ecton Brook	111	Rectory Farm	42
Duston	102	Pleydell Road, Far Cotton	34
St James	97	Ryehill	32

# Older Persons' Housing Strategy

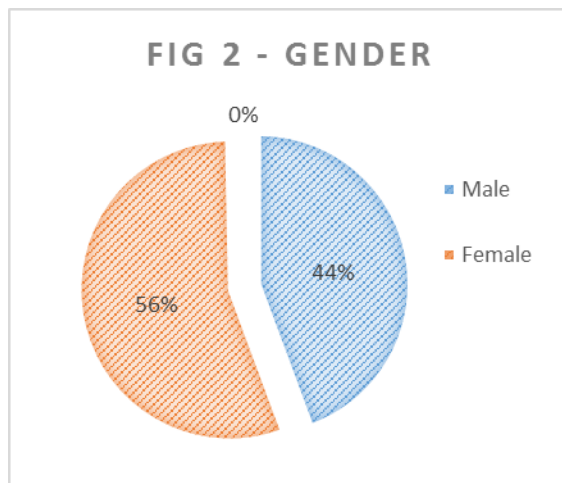
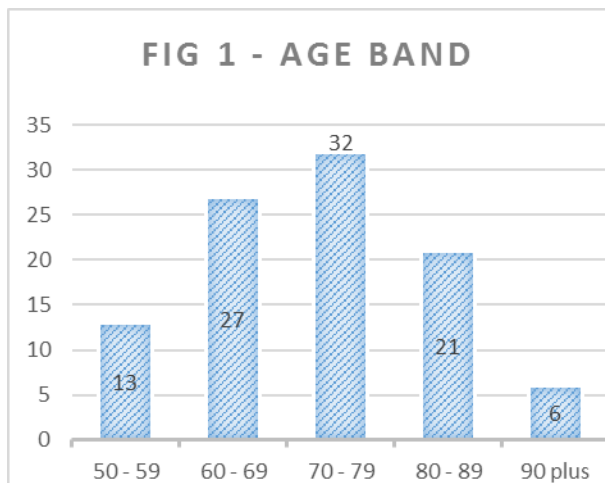
## Appendices

Delapre	95	Lumbertubs etc.	19
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### 3 Age & Gender

Figures 1 and 2 below provide a breakdown of tenants' age and gender and, as can be seen:

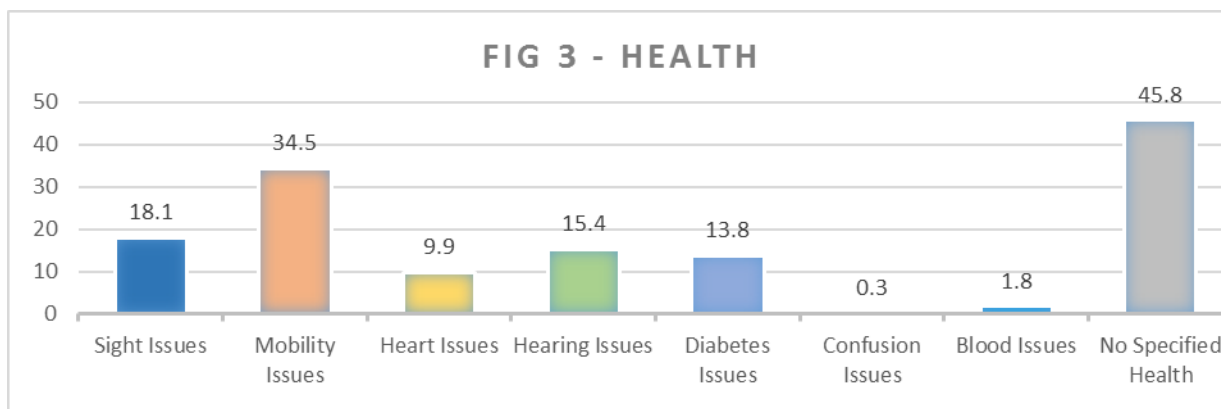
- The majority of sheltered tenants are aged 60-69 and 70-79
- As would be expected more than half of all tenants are female



### 4 Health Issues

As illustrated in Figure 3 below, in overall terms, almost 46% of tenants are recorded as having no specified health issues and that, for the remainder, the most regularly identified health condition category is mobility issues (nearly 35%). This said, sight, hearing, diabetes and heart related issues affect between 10% and 18% of tenants in the proportions shown.

Figure 4 that follows presents these figures in more detail by cluster and, as can be seen, there are some marked variations within this prevalence matrix. Nevertheless, Pleydell Road, Far Cotton stands out as having the highest health condition incidence rates in terms of sight, mobility, heart and blood issues.



# Older Persons' Housing Strategy

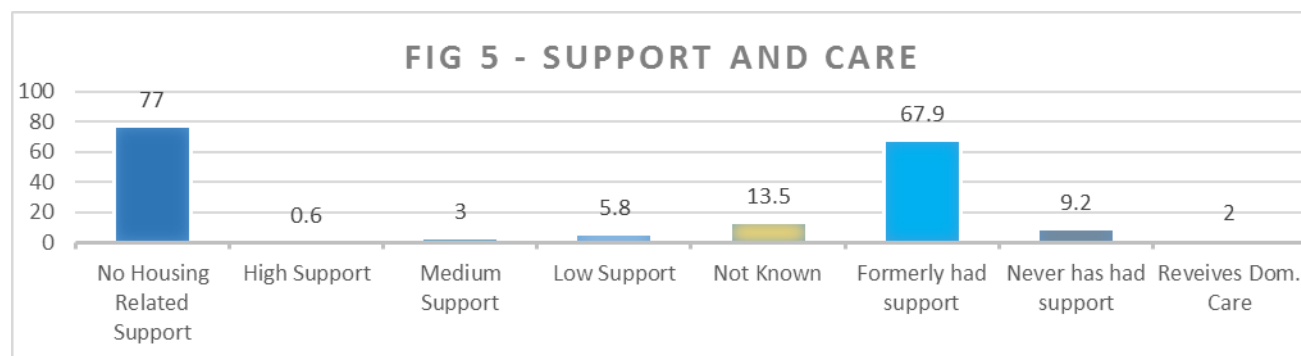
## Appendices

**FIG 4 – HEALTH BY CLUSTER (%)**

	Sight Issues	Mobility Issues	Heart Issues	Hearing Issues	Has Diabetes	Confusion Issues	Blood Issues	No Specified Health Issues
<b>All</b>	<b>17.7</b>	<b>34.9</b>	<b>10.0</b>	<b>15.6</b>	<b>14.0</b>	<b>0.3</b>	<b>1.8</b>	<b>45.2</b>
Hardingstone	21.3	31.5	4.5	11.2	12.4	-	2.2	59.6
St James	8.2	16.5	2.1	9.3	11.3	-	1	57.7
Eastfield / Headlands	11.6	26.7	3.5	11.6	12.8	-	-	57
Lakeview	2.7	24.7	6.8	12.3	12.3	-	2.7	54.8
Rectory Farm	35.7	33.3	9.5	14.3	11.9	-	-	50
Abington etc.	13	32.5	17.1	17.1	11.4	0.8	2.4	48
Town Centre	6.7	28.5	6.3	15.1	8.5	0.4	1.4	47.9
Arlbury Road / Blackthorn	9.8	37.6	3.8	18	17.3	-	0.8	47.4
Lumbertubs etc.	26.3	36.8	5.3	10.5	26.3	-	-	47.4
Dallington / Kings Heath	16.1	36.3	15.5	16.1	16.1	0.6	3.6	45.8
Kingsthorpe etc.	16.2	33.6	9.6	14.4	14.8	0.7	1.8	45.4
Bellinge	24.4	37.8	13.3	16.7	17.8	-	1.1	43.3
Duston	18.6	37.3	8.8	22.5	14.7	-	1	42.2
Ryehill	15.6	34.4	9.4	28.1	18.8	-	3.1	40.6
Ecton Brook	23.4	38.7	16.2	13.5	10.8	-	-	38.7
Spencer Estate	10	45	10	16.7	16.7	-	-	38.3
Wellingborough Road	118.9	37.7	11.3	18.9	20.8	-	-	37.7
Delapre	22.1	41.1	4.2	12.6	15.8	-	1.1	34.7
Briar Hill etc.	21.2	48	15.6	18.4	16.2	0.6	3.9	34.1
Pleydell Road, Far Cotton	2.9	58.8	41.2	20.6	14.7	-	8.8	20.6

## 5 Support and Care

Figures overall for support service delivery are illustrated in the chart immediately below and immediately apparent are the high proportions relating to 'No Housing Related Support' (77%) and 'Formerly had support' (nearly 68%). The reasons behind these headline findings, it is suggested, is the withdrawal of Supporting People funding and the introduction of the housing related support service which is predicated on assessed need. Overall, 2% receive Domiciliary Care services.





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Figure 6 that follows shows the background proportions behind the headline figures by cluster and these findings, together with the attendant variations within the matrix, will be valuable in the continued development of the service. With regards to Domiciliary Care, as can be seen, there are marked variations with 16% in Lumbertubs, 15% in Hardingstone at one end of the spectrum and none in Lakeview and 2% in Abington, Duston, Arlbury Road / Blackthorn and Rectory Farm. There is no obvious correlation between the amount of Domiciliary Care delivered and the amount of support by cluster.

**FIG 6 – SUPPORT BY CLUSTER (%)**

	No Housing Related Support	High Support	Medium Support	Low Support	Not Known	Formerly had support	Never has had support	Receives Dom Care
Spencer Estate	52	3.3	8.3	6.7	30	30	21.7	10
Eastfield / Headlands	55	1.2	3.5	7	33.7	45.3	9.3	8
Town Centre	68	0.4	7.7	6.7	16.9	61.6	6.7	6
Kingsthorpe etc.	71	0.4	2.2	10.7	16.2	63.5	7	5
Abington etc.	74	-	2.4	7.3	16.3	70.7	3.3	2
Dallington / Kings Heath	74	-	5.4	7.7	12.5	50	24.4	7
Ryehill	75	3.1	3.1	6.3	12.5	71.9	3.1	9
Wellingborough Road	76	1.9	1.9	11.3	9.4	62.3	13.2	6
<b>All</b>	<b>77</b>	<b>0.6</b>	<b>3</b>	<b>5.8</b>	<b>13.5</b>	<b>67.9</b>	<b>9.2</b>	<b>7</b>
St James	79	2.1	-	11.3	7.2	56.7	22.7	7
Duston	82	1	4.9	2	9.8	78.4	3.9	2
Hardingstone	82	-	1.1	1.1	15.7	78.7	3.4	15
Arlbury Road / Blackthorn	83	0.8	1.5	6.8	8.3	73.7	9	2
Ecton Brook	85	-	0.9	1.8	12.6	82.9	1.8	3
Lakeview	85	-	-	5.5	9.6	76.7	8.2	-
Pleydell Road, Far Cotton	85	-	-	5.9	8.8	76.5	8.8	12
Briar Hill etc.	86	-	2.2	1.1	10.6	77.1	8.9	11
Delapre	87	1.1	2.1	2.1	7.4	84.2	3.2	5
Bellinge	92	-	-	2.2	5.6	87.8	4.4	6
Lumbertubs etc.	95	5.3	-	-	-	57.9	36.8	16
Rectory Farm	95	-	-	-	4.8	88.1	7.1	2

**Older Persons' Housing Strategy**  
*Appendices*

## 6 Schemes and Clusters

Cluster Name	Scheme ID	Units	District	Scheme names				
Town Centre	410	34	Not stated	Brunswick Place	Brunswick Walk	Market Street	Market Walk	Talbot Rd.
Town Centre	412 / 413	71	Not stated	Exeter Place	Portland Place			
Town Centre	212	4	Grafton Street	St Stephens House				
Town Centre	207	17	Lower Harding Street	St Barnabas House				
Town Centre	217	20	Off Bailiff Street	Deal Court	Lawrence Court			
Town Centre	218	21	Off Lorne Road	Lawrence Court				
Town Centre	202	1	Pike Lane	Berkeley House				
Town Centre	216	29	Semilong	Leicester Street				
Town Centre	301 / 302	52	Semilong	Alliston Gardens				
Town Centre	319	8	Semilong	Burleigh Rd.	Semilong Rd.			
Town Centre	211	6	Spring Boroughs	Fitzroy Place	Fort Place			
Town Centre	208	18	St Andrews Street	St Johns House				
Abington etc.	403	21	Abington	Briton Terrace	Wheatfield Rd South			
Abington etc.	601	13	Abington	Sandringham Close				
Abington etc.	615	22	Billing Rd East	Priory Close				
Abington etc.	600	11	Birchfield Road East	Birchfield Court				
Abington etc.	405	47	Booth Lane South	Ekins Close				
Bellinge	414	32	Bellinge	Fieldmill Rd.				
Bellinge	416	32	Bellinge	Trussell Rd.				
Bellinge	418	26	Bellinge	Faracre Court	Inglewood Court			
Arbury Road / Blackthorn	401	47	Blackthorn	Arbury Rd.				
Arbury Road / Blackthorn	409	45	Goldings	Kelmscott Close				
Arbury Road / Blackthorn	417	23	Goldings	Goldcrest Court	Prentice Court			
Arbury Road / Blackthorn	603	15	Goldings	Crestline Court				
Briar Hill etc.	102	30	Briar Hill	Burnside	Broom Court	Hunsbarrow Rd	The Springs	Thorn Hill
Briar Hill etc.	110	56	Briar Hill	Blackberry Lane				
Briar Hill etc.	116	35	Briar Hill	Hunsbarrow Rd.	Rothersthorpe Rd.	Southwood Hill	The Briars	Thistle Court
Briar Hill etc.	114	55	Camp Hill	Parsons Meade				
Dallington / Kings Heath	203	50	Dallington	Cardigan Close	Merthyr Rd.	Tennyson Close		
Dallington / Kings Heath	215	40	Dallington	Dallington Haven				
Dallington / Kings Heath	610	14	Dallington	Brook Lane				
Dallington / Kings Heath	206	10	Kings Heath	Avon Drive	North Oval	Witham Walk		
Dallington / Kings Heath	219	37	Kings Heath	Nene Drive				
Dallington / Kings Heath	616	10	Kings Heath	East Oval				
Delapre	104	40	Delapre	Camborne Close				
Delapre	106	23	Delapre	Coverack Close				
Delapre	115	26	Delapre	Gloucester Av.	Redruth Close			

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	Scheme ID	Units	District	Scheme names				
Duston	105	31	Duston	Cotswold Av.	Pendle Rd.			
Duston	108	40	Duston	Darwin Walk	Eastfield Close	Limehurst Close		
Duston	602	18	Duston	Westfield Rd.				
Duston	613	7	Duston	Larch Lane				
Eastfield / Headlands	612	5	Eastfield	Eskdale Av.				
Eastfield / Headlands	699	34	Eastfield	Eleonore House				
Eastfield / Headlands	408	44	Headlands	Cherry Close	James Lewis Court			
Ecton Brook	411	47	Ecton Brook	Pennycress Place				
Ecton Brook	415	55	Ecton Brook	Sotheby Rise				
Hardingstone	103	30	Hardingstone	Bouverie Rd.	Martins Lane	The Warren		
Hardingstone	119	44	Hardingstone	Hardy Drive				
Kingsthorpe etc.	306	25	Kingsthorpe	Blakesley Close	Hinton Rd.			
Kingsthorpe etc.	308	41	Kingsthorpe	Helmdon Crescent	Hinton Rd.			
Kingsthorpe etc.	311	14	Kingsthorpe	Badby Close	Churchfield Close	Drayton Walk		
Kingsthorpe etc.	313	13	Kingsthorpe	Hunters Close				
Kingsthorpe etc.	317	26	Kingsthorpe	Newnham Rd.				
Kingsthorpe etc.	318	39	Kingsthorpe	Kingsthorpe Grove	Queens Crescent			
Kingsthorpe etc.	320	24	Kingsthorpe	Wallbeck Close				
Kingsthorpe etc.	321	24	Kingsthorpe	Catesby Close	Drayton Walk	Everdon Close	Faxton Close	Holdenby Rd.
Kingsthorpe etc.	305 /307	34	Kingsthorpe Hollow	Arthur Street	Bunting Rd.			
Kingsthorpe etc.	312	23	Kingsthorpe/Kingsland Gdns	Cranford House	Gracejohn Court	Kingsland Av.		
Kingsthorpe etc.	611	7	St Davids	Eastern Av. South				
Lakeview	404	31	Lakeview	Churchill Av.	Kettering Rd. North			
Lakeview	406	31	Lakeview	Eden Close				
Lumbertubs etc.	608	8	Lumbertubs /	Rillwood Court				
Lumbertubs etc.	604	10	Thorplands	Fraser Rd.				
Pleydell Road Far Cotton	109	34	Pleydell Road Far Cotton	George Nutt Court				
Rectory Farm	605	13	Rectory Farm	Fengate Close				
Rectory Farm	607	13	Rectory Farm	Mortar Pit Rd.				
Rectory Farm	609	15	Rectory Farm	Viscount Rd.				
Ryehill	113	32	Ryehill	Hawkmoor Way	Montague Crescent	Perceval Close	Rokeby Walk	Tresham Green
Spencer Estate	205	31	Spencer Estate	Spencer Haven				
Spencer Estate	214	29	Spencer Estate	Spencer Haven				
St James	101	26	St James	Abbey House				
St James	107	30	St James	Devonshire House				
St James	111	33	St James	Melbourne House				
Wellingborough Road	402	30	Wellingborough Road	Bouverie Walk	Melbourne Walk			
Wellingborough Road	407	23	Wellingborough Road	Elizabeth Walk	Vernon Walk			

Appendix 6 – Detailed Waiting List Analysis

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Overall	Total	%
Total on list aged 55 plus	482	100
Priority	Total	%
A	73	15
B	203	42
C	37	8
EMERGENCY	169	35
Ethnicity	Total	%
White British / Irish / Other	381	79
Asian / Asian British	18	4
Black / Black British	16	3
Mixed Ethnicity	6	1
Chinese other	5	1
Not Known / not stated	54	11
Age	Total	%
55-64	282	59
65-74	135	28
75-84	46	10
85plus	19	4
Gender	Total	%
Male	206	43
female	276	57
Medical Priority	Total	%
Yes	68	14
No	414	86
Needs (Bedrooms)	Total	%
1 bed need	284	58.9
1 or 2 Bed Need	132	27.4
2 Bed Need	12	2.5
2 or 3 Bed Need	1	0.2
3 Bed Need	6	1.2

4 plus need	2	0.4
Other (Includes WEB)	45	9.3
<b>Current Status</b>	<b>Total</b>	<b>%</b>
Council Tenant	205	43
HA Tenant	39	8
Homeseeker	238	49
<b>Time on list</b>	<b>Total</b>	<b>%</b>
0 to 6 months	142	29.5
7 to 12 months	53	11.0
13 to 18 months	57	11.8
19 to 24 months	37	7.7
25 to 36 months	67	13.9
37 to 48 months	25	5.2
49 to 60 months	29	6.0
5 years plus	72	14.9

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## Appendix 7 – Outcomes from Sheltered Survey - Detailed Report

### 1 Background

This survey was conducted to gain feedback from all of NPH's sheltered housing tenants concerning their current and future housing aspirations and related service preferences. The methodology was based on a paper questionnaire developed in conjunction with the NPH project team and this document, together with a summary of the review aims and a pre-paid reply envelope, was sent to all households. In the interests of ensuring survey confidentiality, completed questionnaires were posted by individual respondents direct to Ridgeway Associates Consulting Ltd for subsequent data capture, analysis and storage.

The number of completed questionnaires received was 441, representing a return level of 22% which, from Ridgeway's experience, is a moderate figure which nonetheless represents a robust basis for reporting.

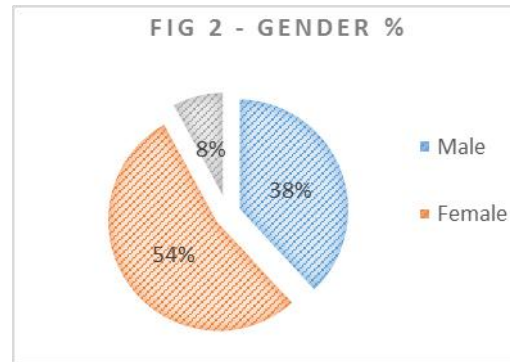
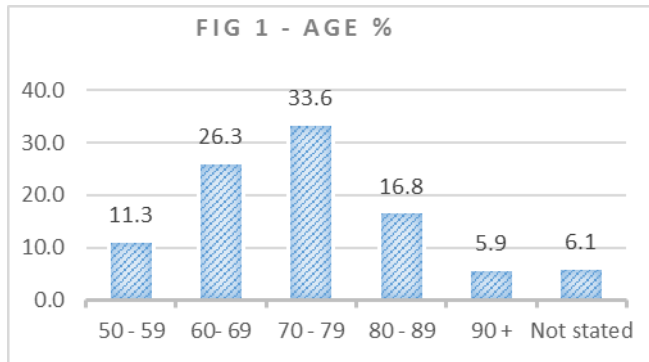
The survey outcomes are set out below in tabular and graphical form, supported as appropriate by commentary and replies to the questionnaire's open questions inviting written responses.

### 2 Respondent Profile

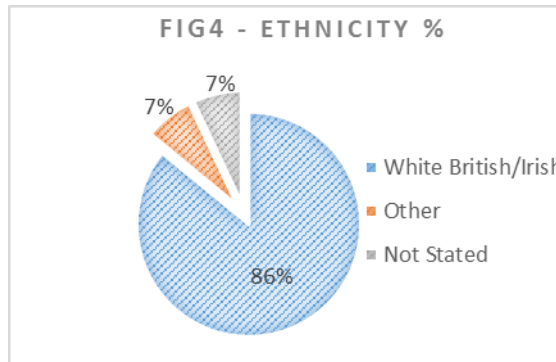
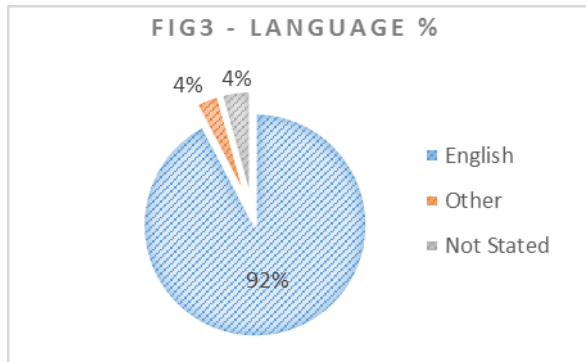
As illustrated below there was representation in this survey from respondents within all age bands with highest levels being among those aged between 60 and 79. Also noticeable is the relatively strong 17% response from tenants in their 80s and the 6% level among those aged 90 plus. It

# Older Persons' Housing Strategy

can also be seen from Figure 2 that there was a higher proportion of female respondents compared with males which reflects the fact that females are generally more numerous in older persons' housing.



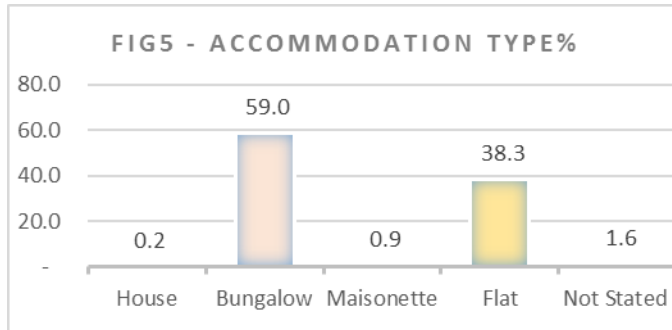
From the charts below the vast majority of respondents speak English as a first language and consider themselves to be White British. However, as can also be seen, there was a small proportion of respondents from other ethnic backgrounds. In this regard it is generally accepted that where the ethnic minority populations are small consideration needs to be given to their housing and support needs as they are often less likely to have access to ethnically based community groups and can experience isolation.



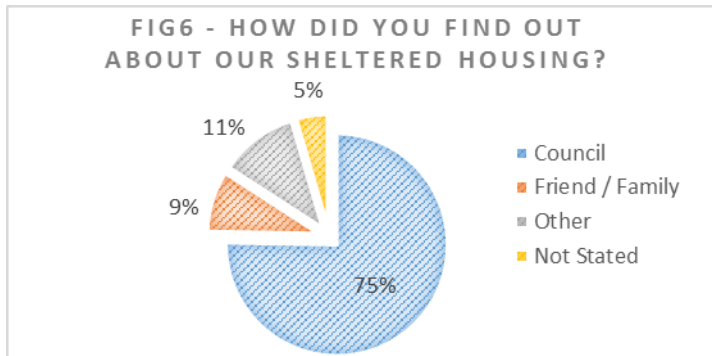
## 3 Current Circumstances

As illustrated in Figure 5 below 60% of respondents live in bungalows and virtually all of the remainder have flats.

# Older Persons' Housing Strategy



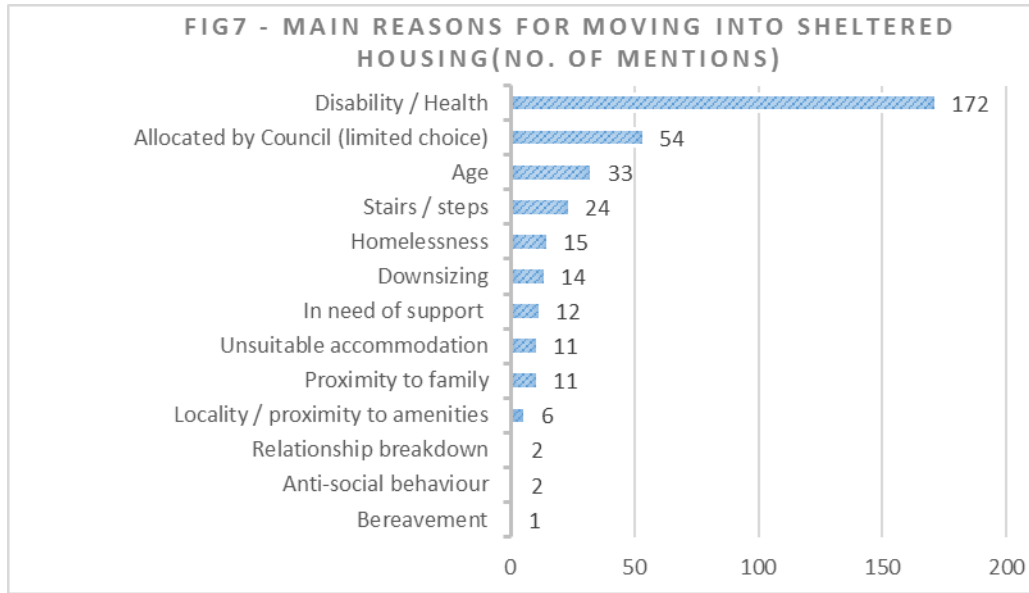
Respondents were also asked how they learned about sheltered housing and it can be seen from the chart below that for three-quarters of them the information source was the Borough Council. However, as also shown, friends and family members and a range of other sources played a part in this regard.



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## 4 Reasons for Tenancy

Respondents were asked why they looked to access sheltered housing and, as illustrated below, disability and health considerations were identified as the main reasons stated by the majority. Nevertheless, it can also be seen that a range of other factors were involved, particularly in terms of Council allocations and also the impact of ageing/mobility issues and, in some cases, homelessness.

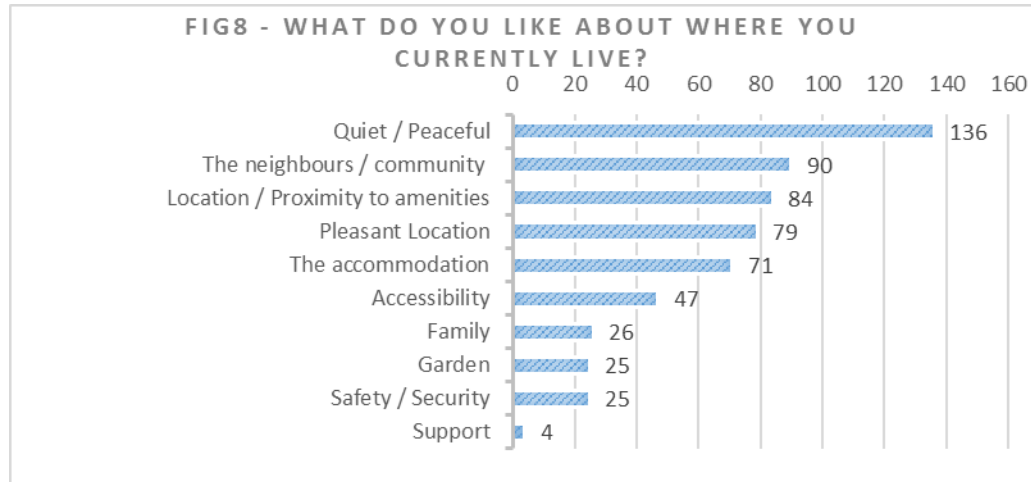


## 5 Likes and Dislikes

Figure 8 below shows what respondents said they like about where they live and that the most regularly stated reason concerned the 'peace and quiet' offered. Nevertheless, as can be seen, neighbours/ communities, convenient/pleasant locations and accommodation factors also featured strongly among the responses.

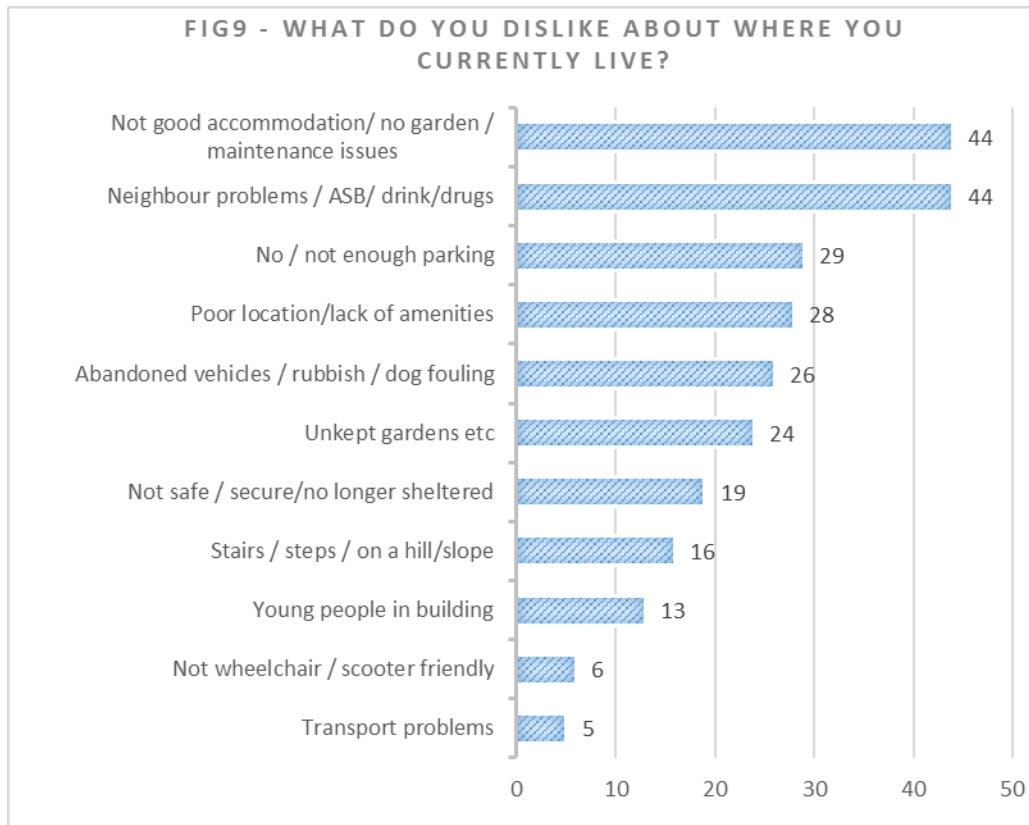


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Turning to the question of 'dislikes' the chart below illustrates the range of topics raised. As shown, accommodation quality/maintenance considerations featured strongly as did problem areas concerning the behaviour of neighbours and others locally in terms of ASB and substance misuse.

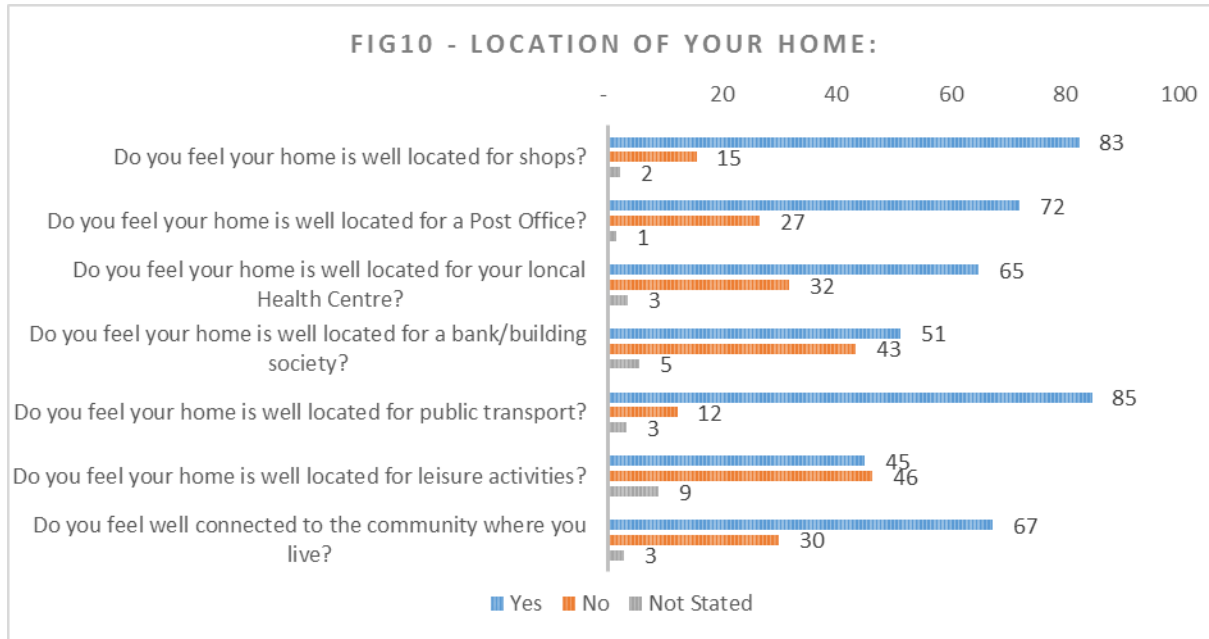


## 6 Suitability of your home

Respondents were then asked to rate the suitability of their homes in terms of a range of key attributes. Figure 10 below illustrates the responses made on the topic of 'location' and, while in general, the positive ratings were in the majority, the findings do reveal levels of dissatisfaction, notably concerning the ability to access a bank/building society/post office, a health centre and, leisure activities.

# Older Persons' Housing Strategy

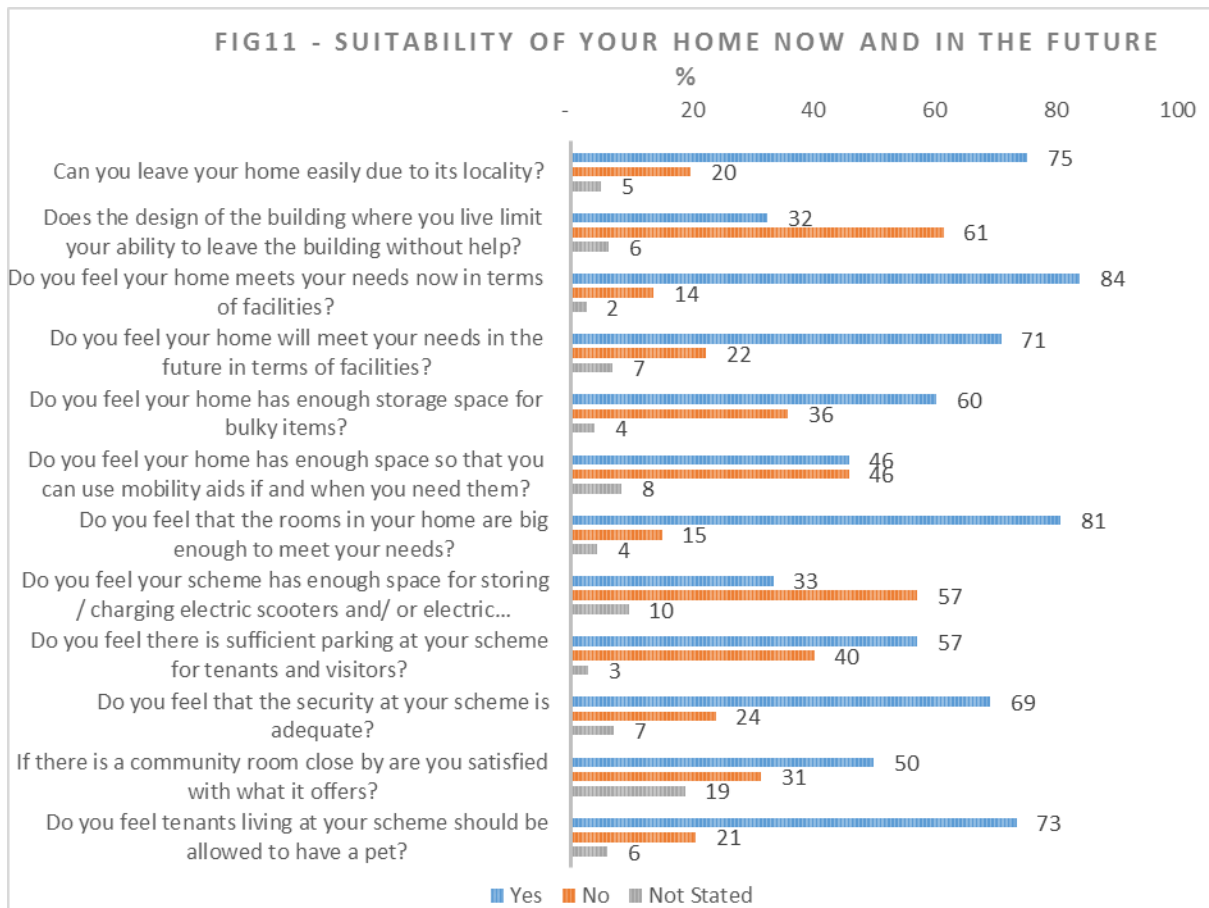
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Responses to the questions asked about accommodation suitability now and in the future are illustrated in the chart below and, as can be seen, a mixed picture emerged. For example, while there are strong levels of positive replies in some areas there are clearly issues of concern felt by many respondents, notably in terms of building design/accessibility, the space to use mobility aids, facilities for storing/charging electric scooters/wheelchairs and, limited parking availability.

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## 7 Support

Respondents were asked to indicate the extent to which they currently receive a given range of support services and which of these services they do not currently receive from NPH but feel could be of benefit to them. As can be seen from Figure 12 below there is currently a gradient of service delivery levels among those responding within which the most frequently accessed services involve the testing of Community Alarms by a Support Officer and, advice / support with repairs.

## Older Persons' Housing Strategy

However, of particular significance is the extent to which respondents believe that the services they do **not** currently receive could be of benefit to them. Related to this, as illustrated in Figure 13 that follows, is that 22% of those responding stated that they do not receive enough support to help them remain independent, a level that could potentially be higher, given that 20% of respondents chose not to answer the question asked. It is clear therefore that this is an area where the Housing Related Support Service funded by NPH could be of assistance for these tenants. It will be important, however, that the service evidences the benefits it achieves in monetary terms if other agencies are to contribute to the funding of this service which will enable it to expand.

# Older Persons' Housing Strategy

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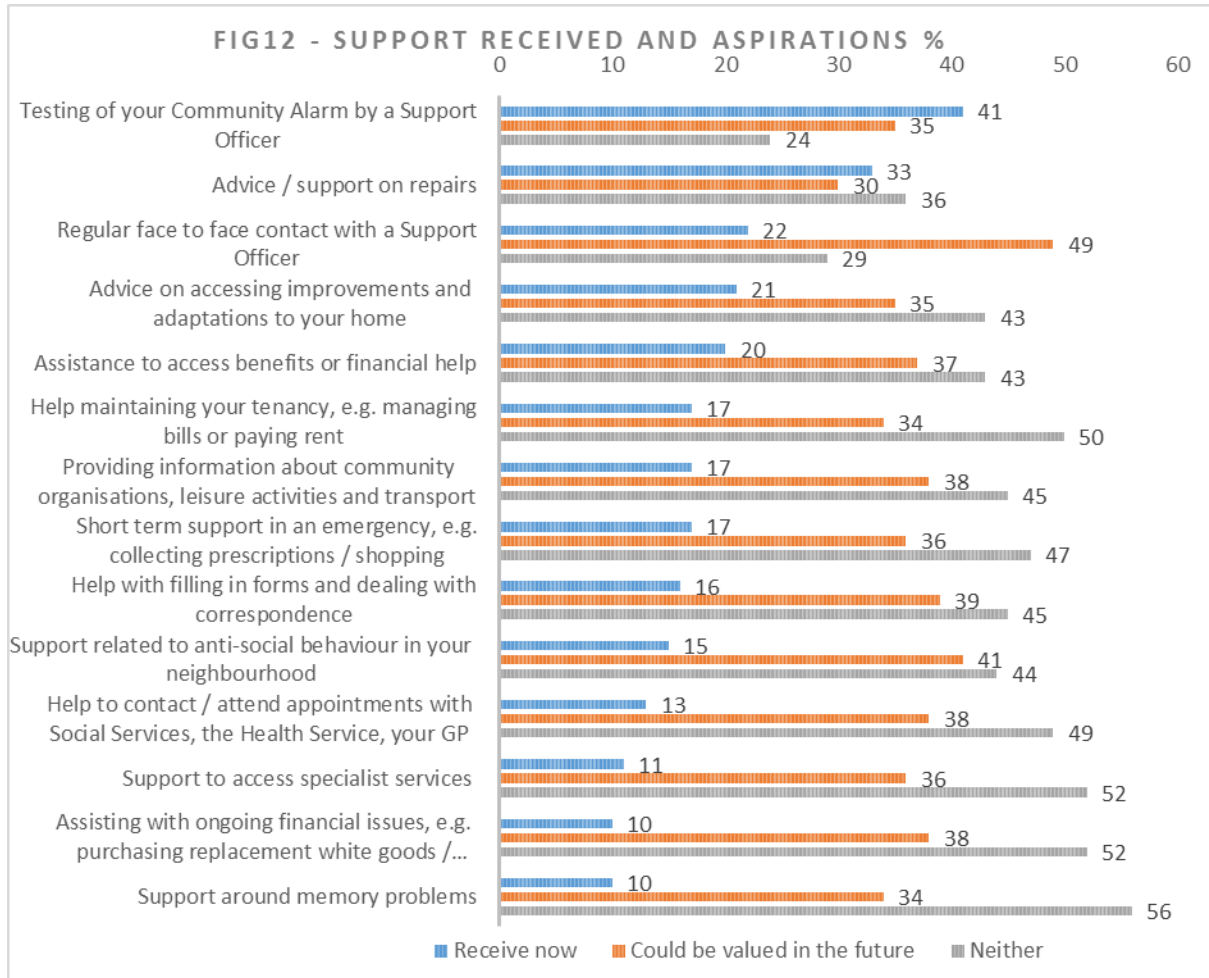
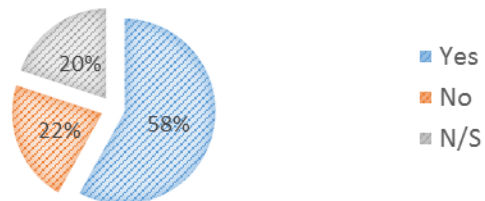


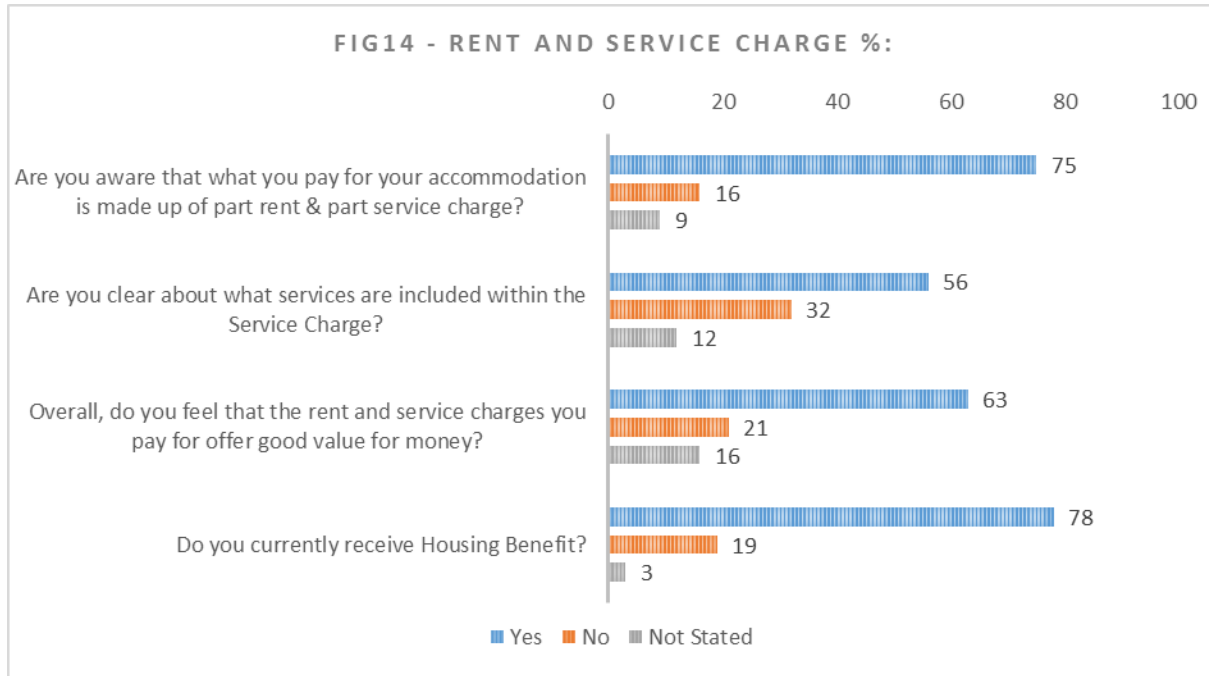
FIG 13 - OVERALL, DO YOU RECEIVE ENOUGH SUPPORT TO HELP YOU TO REMAIN INDEPENDENT?



## 8 Rent and Service Charges

Figure 14 below shows that a majority of respondents (75%) said they understood that what they pay for their accommodation comprises rent and service charges and that a majority (56%) also indicated that they are clear about what services are covered by the service charge. However, this still leaves minorities indicating that they do not understand the composition of their accommodation charges and this is perhaps worthy of investigation and increasing information-giving, as appropriate. To the third question a majority of respondents (63%) indicated that they feel their rent and service charges represent good value for money, compared with 21% who said the opposite. Finally, it emerged from a further question that 78% of respondents currently receive housing benefit, 19% do not and 3% provided no answer.

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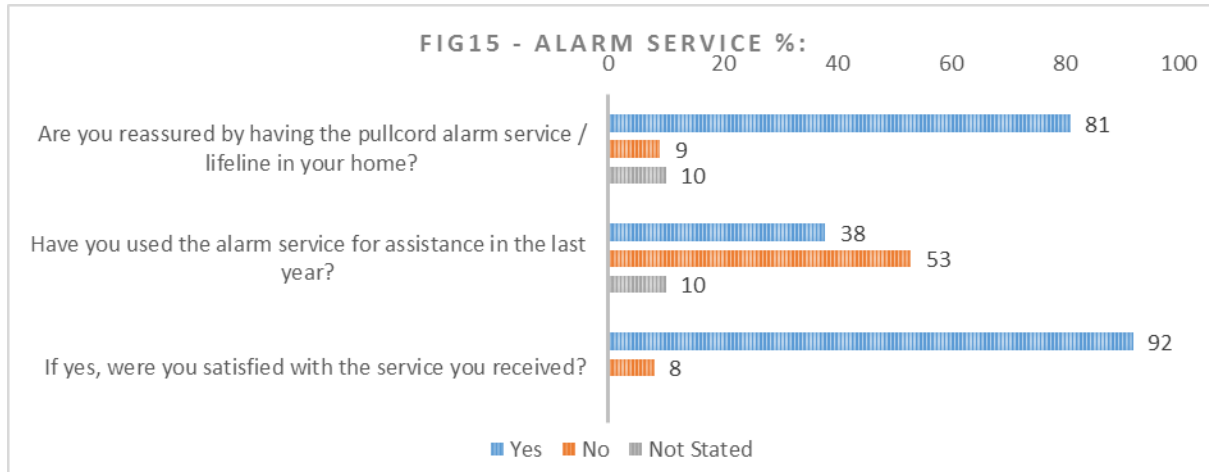


## 9 The Alarm Service

As can be seen from Figure 15 below a significant majority of those responding feel reassured by having an alarm service and, of those who had used it recently virtually all indicated that they were satisfied with the service received.



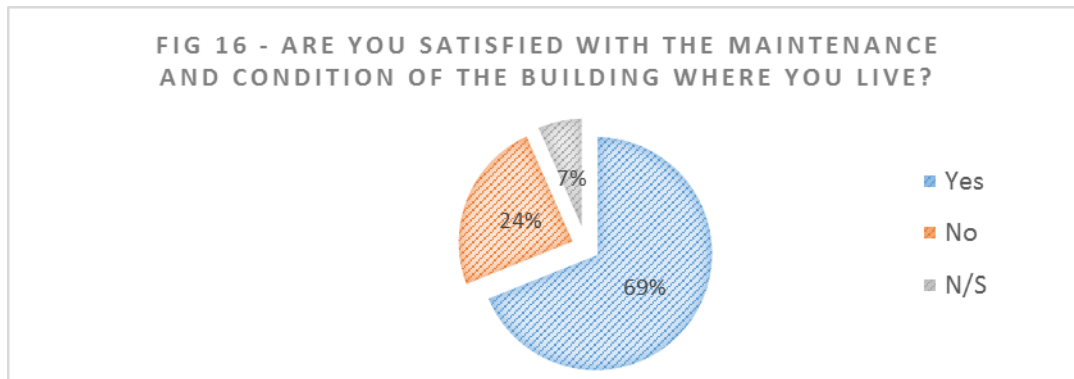
# Older Persons' Housing Strategy



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## 10 Maintenance

The chart below shows that 70% of respondents are satisfied with the maintenance service provided compared with a quarter who are not. Towards identifying of the reasons for dissatisfaction the themes emerging from respondents' written comments are shown in the table beneath the chart.



New doors / windows	25
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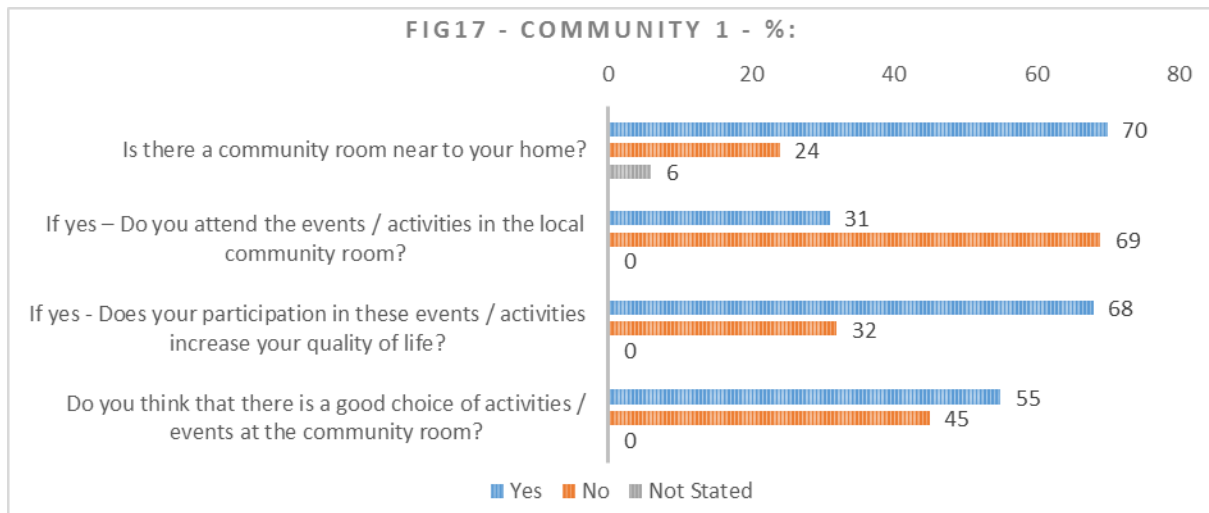
Garden / Communal areas	22
Internal refurbishment	18
Insulation/ Heating	11
Better security / outside	7
Decoration	5
Litter	3
Scooter store / charging	2
Asbestos Removal	2
Stairlift	1

## 11 Community Rooms and Events/Activities

Figure 17 below illustrates findings to the questions asked on this topic and it can be seen that while 70% of those responding have a community room nearby only 30% said that they attend events/activities there. Perhaps a key reason for this low involvement level is illustrated by the view from 45% of respondents who feel that there is not a good choice of events/activities available to them. This possibility is supported by the range of 'additional activities' identified by respondents and included in the table beneath the chart. This is an area where perhaps Support Officers could become more involved in initiating activities in the first instance and also we understand that physical attributes of some of the community rooms are being improved which could assist in the use of these facilities. It should be stressed that 'prevention' in terms of health issues will become even more important with the predicted growth in the older population and these facilities could provide an important asset in this regard.

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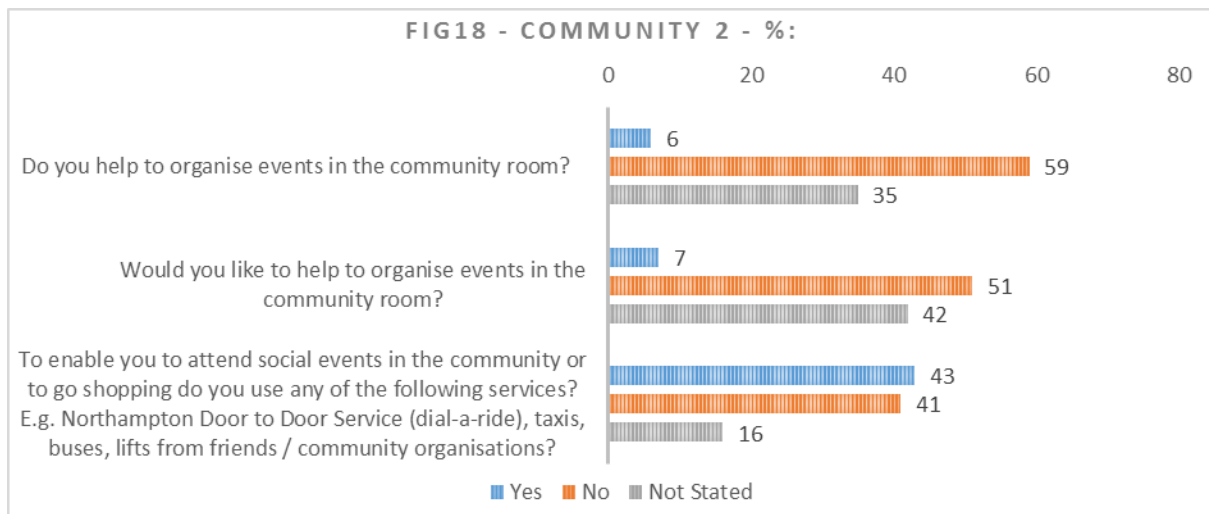
## 12 Are there any additional activities / events that you would like to be offered at the community room?

A speaker on various topics	I would like a keep fit class
Activities for people aged 50 and younger	If events are held I have no one to help me to get there
afternoon events	IT instruction for beginners
An elderly keep fit class	Keep active for the elderly
Anything other than Bingo!	Maybe a lunch club and a craft group
As far as I know there is no community room	Monthly meetings for complaints etc.
at the moment I have no use for a community room	More activities in the community.
Big screen football events	More holiday trips/shows with help with costs
Bingo	More varied activities, e.g. seated yoga
Chair aerobics, a computer course, talks on different subjects	Our centre has a cooker - dinner once a week would be nice
community room closed	Perhaps a church service once a month
Creative artistry	Quizzes, craft activities - things for my age group (I'm 57)
Day trips	Social events

## Older Persons' Housing Strategy

Exercises to keep mobile with housing officers dropping in to answer questions	Table tennis, pool, darts
Fitness for older people	Talks and demonstrations
Games quizzes and activities	Too old for these activities
I am informed about any activities	Trips out, keep fit for older people
I have a busy social life already	

Continuing with the theme of tenant participation Figure 18 below shows that few respondents said they either help or would like to help organise events in their community room. Then, in terms of accessing a range of local transport arrangements a slight majority among those responding said that they do so.



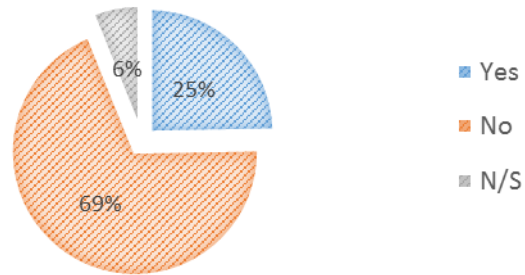
199

### 13 Future Housing Options

A series of questions were asked on this topic and, as shown in Figure 19 below, nearly 70% of respondents stated that they did not think they would want to move home in the future. However, this does leave a significant minority of 25% who indicated that they might do so.

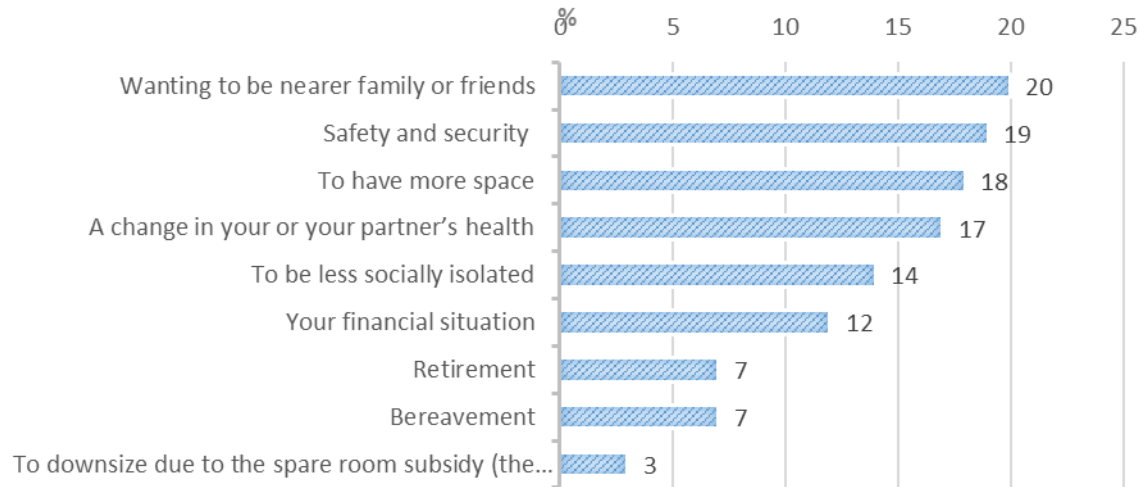
# Older Persons' Housing Strategy

**FIG 19 - DO YOU THINK YOU MIGHT WANT TO MOVE FROM YOUR CURRENT HOME IN THE FUTURE?**



Respondents were then asked to identify which from a given range of factors would lead them to consider moving home. The findings are illustrated in the chart below and, as can be seen, the most regularly mentioned considerations involved being closer to family and friends, safety and security, having more space and, changes to health.

**FIG 20 - WHICH OF THE FOLLOWING FACTORS WOULD LEAD YOU TO CONSIDER A MOVE FROM YOUR CURRENT HOME?: YES**

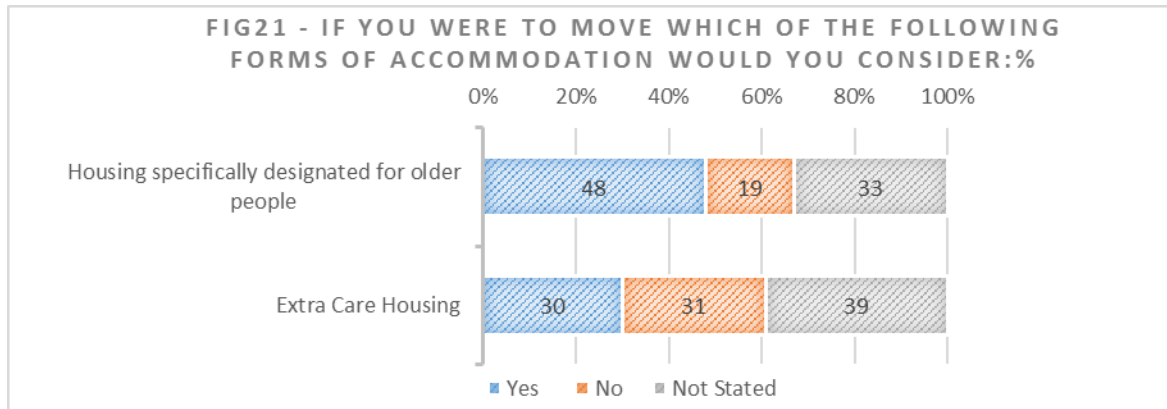


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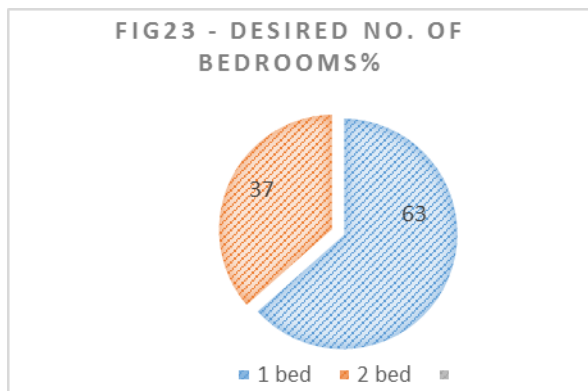
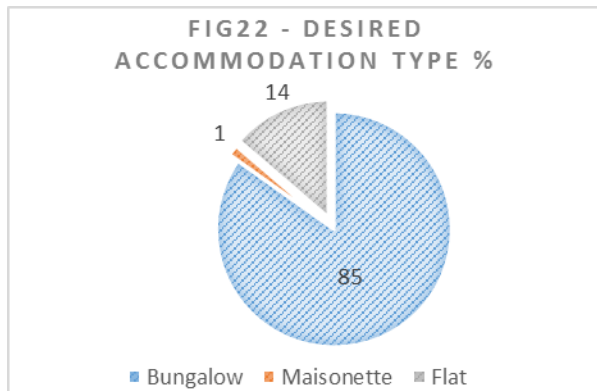
# Older Persons' Housing Strategy

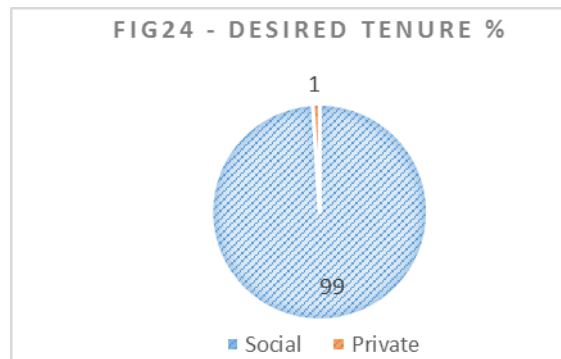
In terms of specific accommodation categories that respondents might consider the chart below illustrates levels of interest in housing designated for older people (48%) and Extra Care Housing (30%). There were, however, relatively high 'not stated' responses in each case to take into account. In terms of the Extra Care Housing interest level a factor could be a lack of understanding of what this housing option can offer as people become more dependent on care services.

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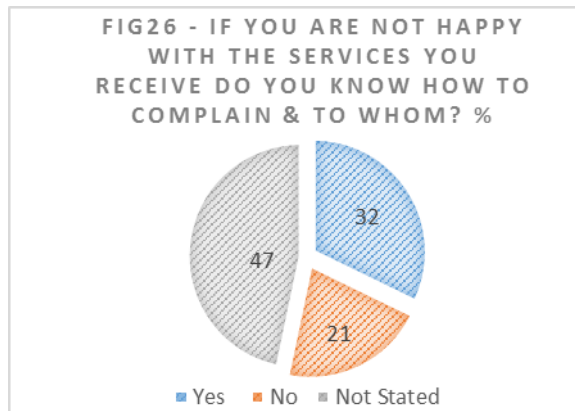
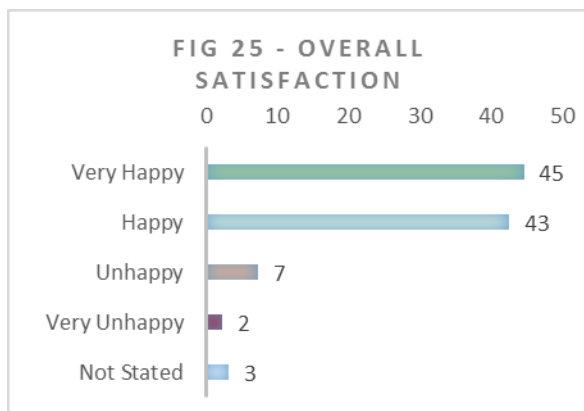
Then, looking at future housing preferences in more detail, Figure 22 shows that a bungalow would be preferred by a significant majority while Figure 23 indicates that nearly two-thirds of those responding would like 2 bedrooms in their properties, compared with just over a third who would prefer 1 bedroom. Then, in terms of tenure, Figure 24 shows that social housing would be the choice for virtually all of those responding. Although it is accepted that bungalows are the preferred option for the majority well designed flats can be a clear option when prospective tenants are involved in such developments from the outset.





## 14 Overall Satisfaction with current housing circumstances

This survey asked respondents ‘Overall how happy are you living in your current home?’ and, as can be seen in Figure 25 below, the vast majority, in roughly equal proportions, replied that they are either ‘Very happy’ or ‘Happy’ in this regard. Then, finally, respondents were asked if they know how to complain if they are not happy with the services they receive and Figure 26 shows that a majority of those responding replied ‘Yes’. However, a significant minority said ‘No’ and this, together with a 47% ‘not stated’ proportion, suggests that this outcome is worthy of investigation and an information-giving activity, if appropriate.



Appendix 8 – Outcomes from General Needs Survey with Tenants aged 50+ - Detailed Report

1 Background

This survey was conducted to gain feedback from a 20% sample of NPH's General Needs housing tenants aged 50 and over concerning their current and future housing aspirations and related service preferences. Tenants aged between 50 and 55 years of age were included within this survey as they will all meet the criteria for sheltered housing within 5 years.

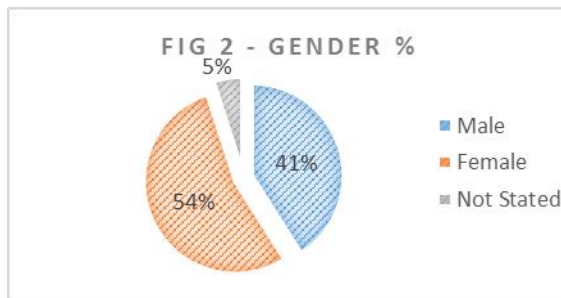
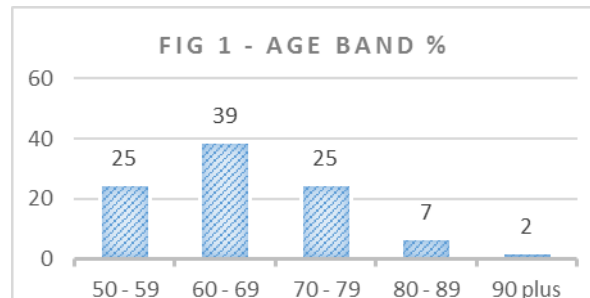
The methodology was based on a paper questionnaire developed in conjunction with the NPH project team and this document, together with a summary of the review aims and a pre-paid reply envelope, was sent to all households identified by the random sampling process. In the interests of ensuring survey confidentiality, completed questionnaires were posted by individual respondents direct to Ridgeway for subsequent data capture, analysis and storage.

The number of completed questionnaires received was 150, representing a return level of 20% which, from Ridgeway's experience, is a moderate figure which nonetheless represents a robust basis for reporting.

The survey outcomes are set out below in tabular and graphical form, supported as appropriate by commentary and replies to the questionnaire's open questions inviting written responses.

1.1.1 Respondent Profile

As can be seen below there was representation from all age bands but most notably from those aged between 60 and 69. Of note almost 10% of respondents are aged 80 plus. A higher proportion of females responded than males as might be expected as females are generally more numerous among older populations.



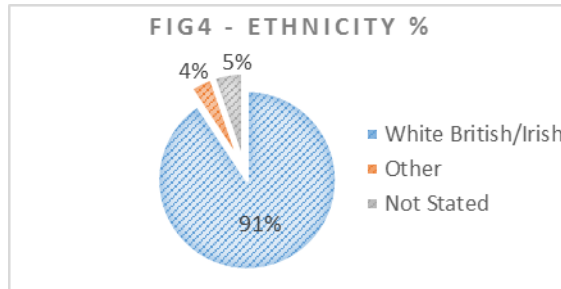
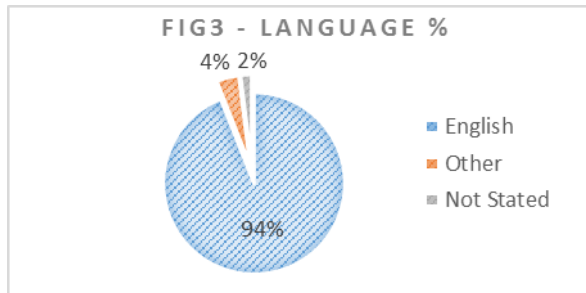
The vast majority of respondents speak English as a first language and consider themselves to be White British. However, as can be seen below, there was a small proportion of respondents from other ethnic backgrounds. Where the ethnic minority population is small consideration needs to

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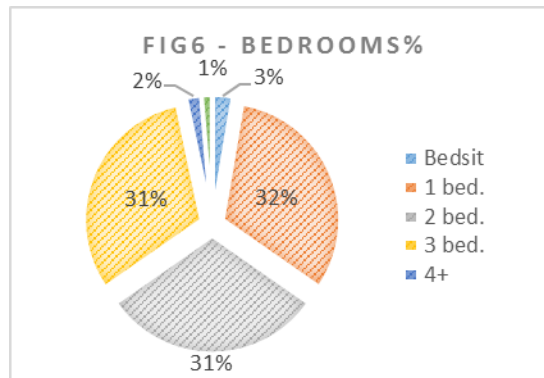
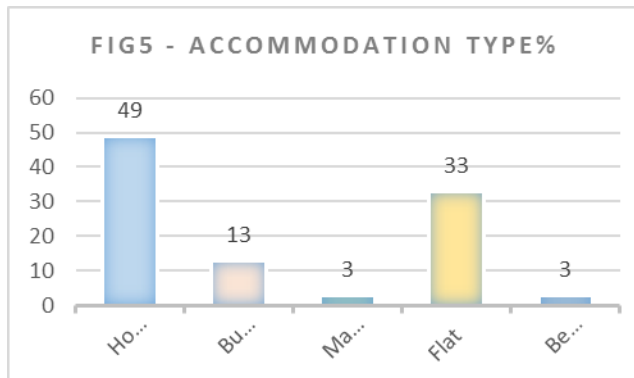
be given to housing and support needs as they are often less likely to be represented by ethnically based community groups and could face isolation.



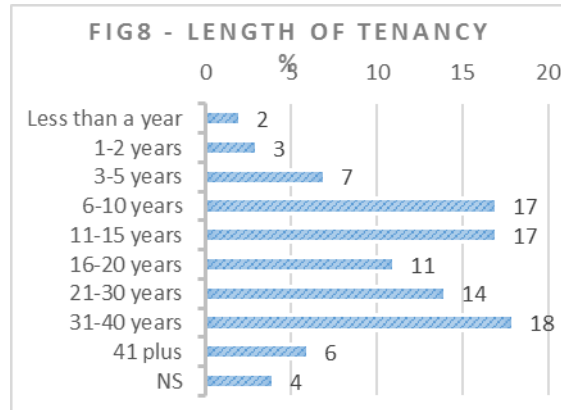
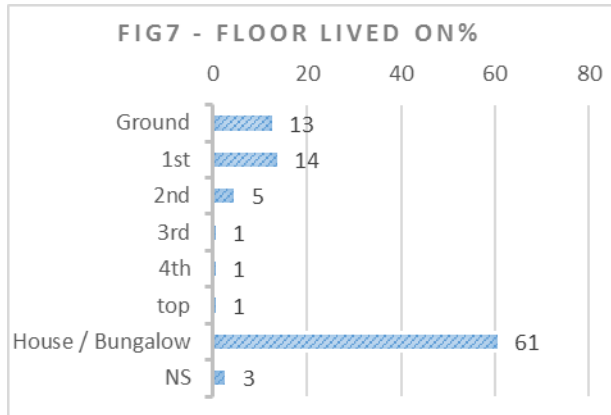
## 2 Current Circumstances

As illustrated below the vast majority of respondents currently live in 1 or 2 bedroom houses or flats but a significant minority live in in bungalows. Of note few among those responding who reside in bedsits and, among the flat / bedsit dwellers, most live on the first or ground floor. When looking at length of tenancy it can be seen from Figure 8 below that the majority of respondents have lived in their current homes for at least 5 years and in many cases for considerably longer periods.

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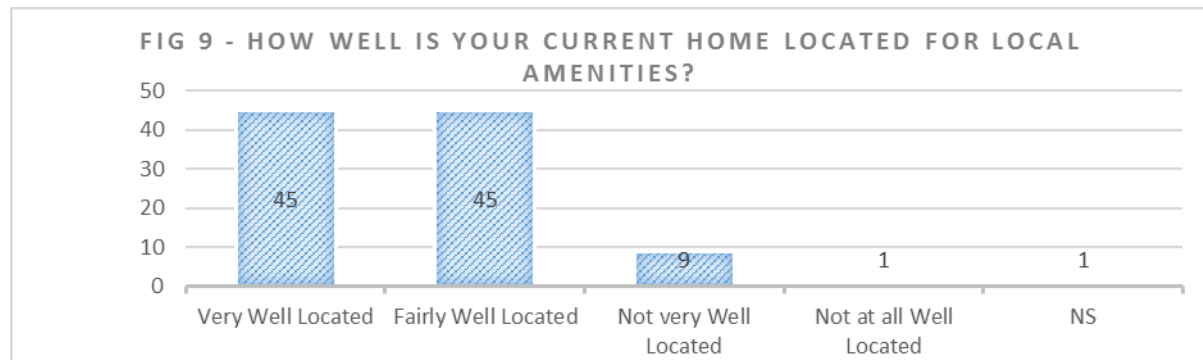
# Older Persons' Housing Strategy



## 3 Suitability of your home now and in the future

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Almost 90% of respondents in equal proportions feel that their accommodation is either very well or well located for local amenities. However, 10% provided negative responses to this question with the majority replying 'not very well located'.



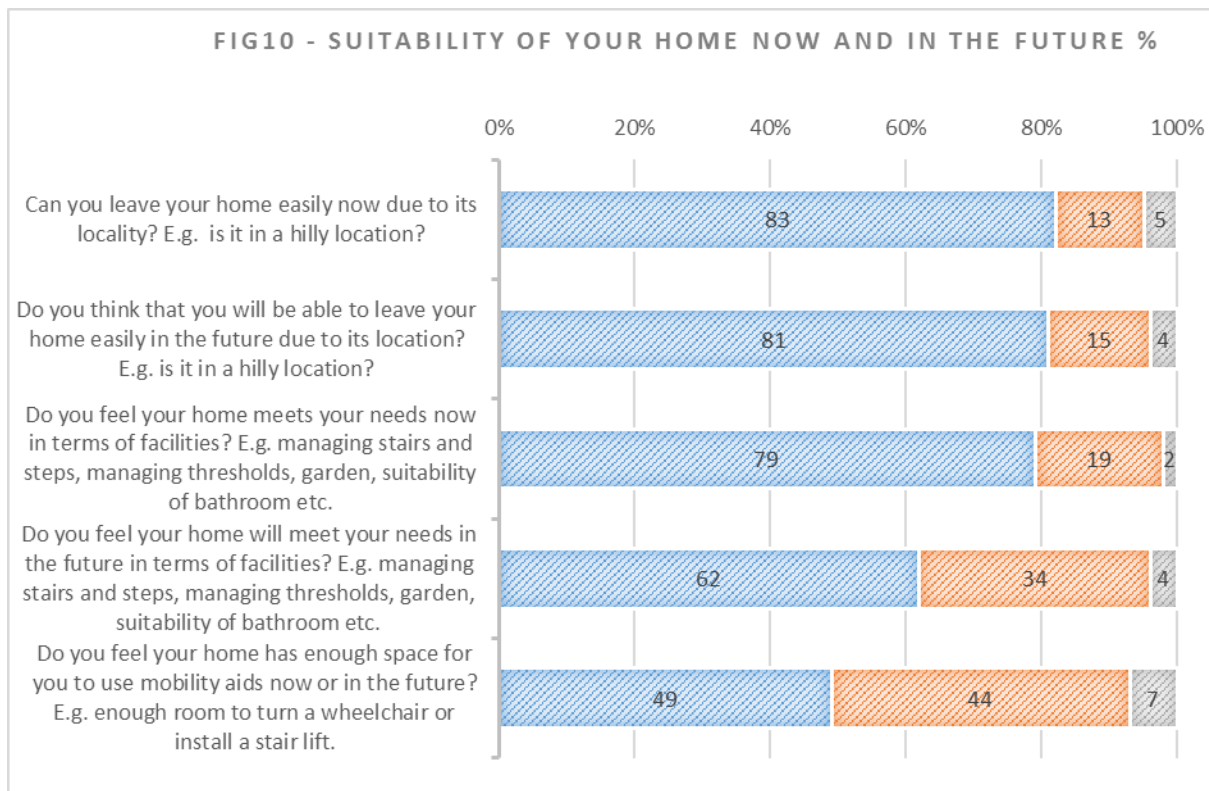
Looking at suitability of accommodation in more detail high proportions of respondents feel that they can currently leave their homes easily with a similar proportion feeling there is no obvious impediment to them doing so in the future. However, these statistically positive results should not hide the fact that over 1 in ten do experience issues in this regard now and expect to do so in the future.

A marginally lower proportion of respondents show positivity about facilities in their homes that involve accessibility generally and the difference in this regard between suitability now and in the future is significantly more marked.

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Ratings are yet lower when looking at suitability of homes to accommodate mobility aids / adaptations with only half feeling that their homes are suitable now and slightly fewer believing this will be the case in the future, which suggests that homes are perceived to be suitable as long as respondents retain their mobility.

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## 4 Support

Respondents were asked to indicate: 1) the extent to which they currently receive a given range of support services and 2) which of these services they do not currently receive but feel could be of benefit to them. As can be seen from Figure 11 below there is currently a gradient of low service delivery levels among those responding within which the most frequently accessed services involve advice / support with repairs followed by a community alarm service for emergencies.

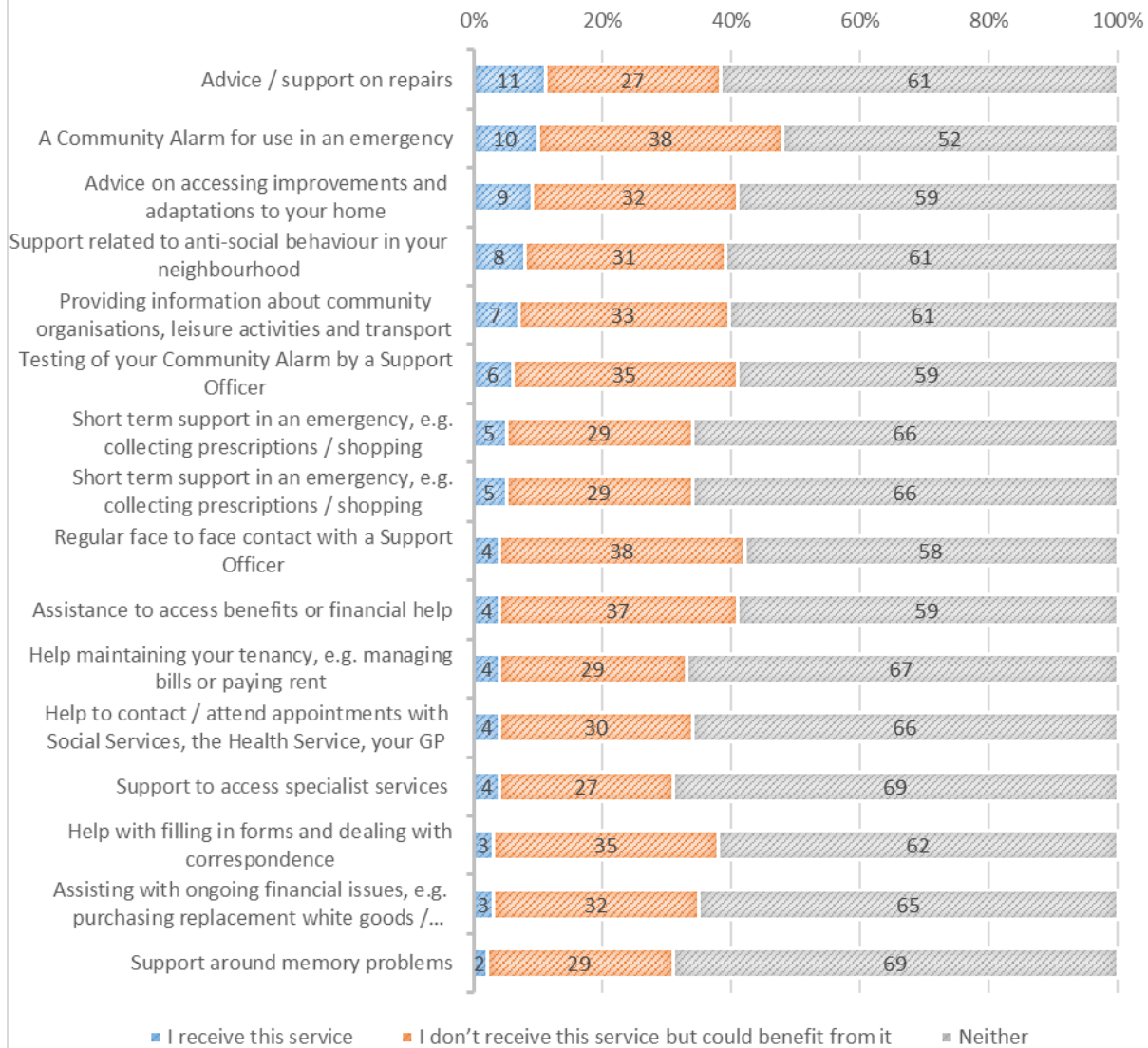
## Older Persons' Housing Strategy

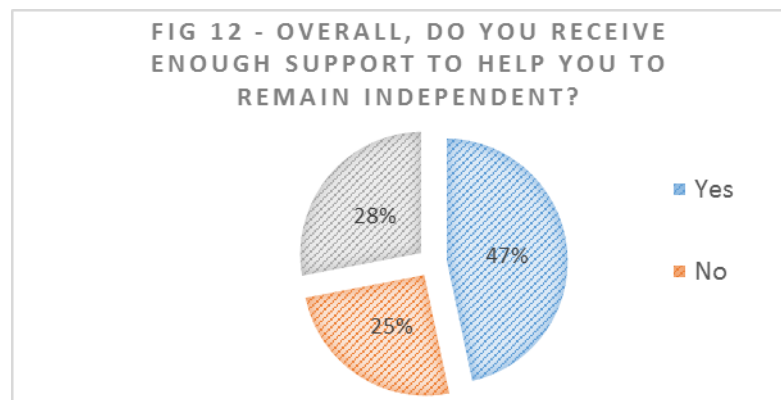
However, of significance is the extent to which respondents feel that the services they do **not** currently receive could be of benefit to them. Related to this, as illustrated in Figure 12 that follows, is that 25% of those responding indicated they do not receive enough support to help them remain independent. These findings suggest a market opportunity for NPH that is worthy of specific research to reveal more about the demand for services.

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FIG11 - SUPPORT RECEIVED AND ASPIRATIONS %





Related to a subsidiary survey question the table below shows how respondents feel support services could be best publicised.

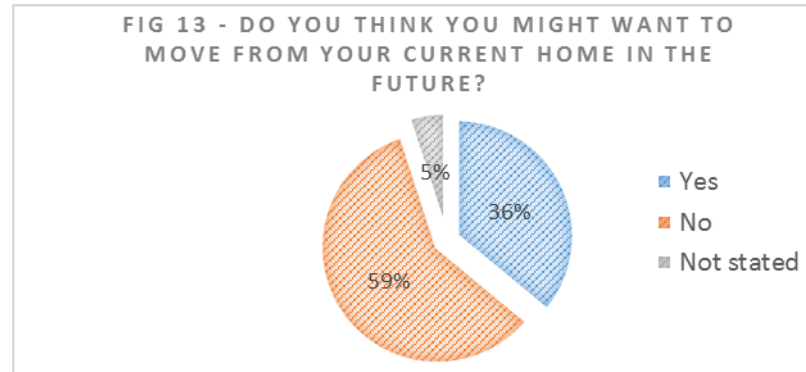
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What do you feel is the best way for people to learn about these types of services?	No.
Newsletters	39
GP Surgery	17
Leaflets	15
All	14
Libraries	8
Local Radio	8
Advice Centre	6
Website	5

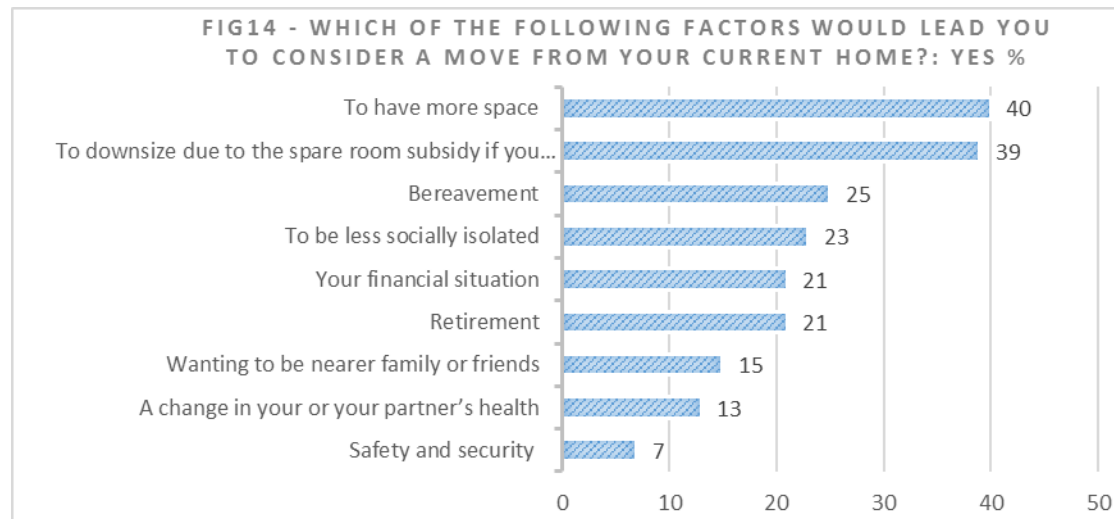
## 5 Future Housing Options

A series of questions were asked on this topic and, as shown in Figure 13 below, not far short of two-thirds of respondents did not think they would want to move home in the future. However, this does leave a significant minority of 36% who indicated that they might do so (with 5% not answering the question).

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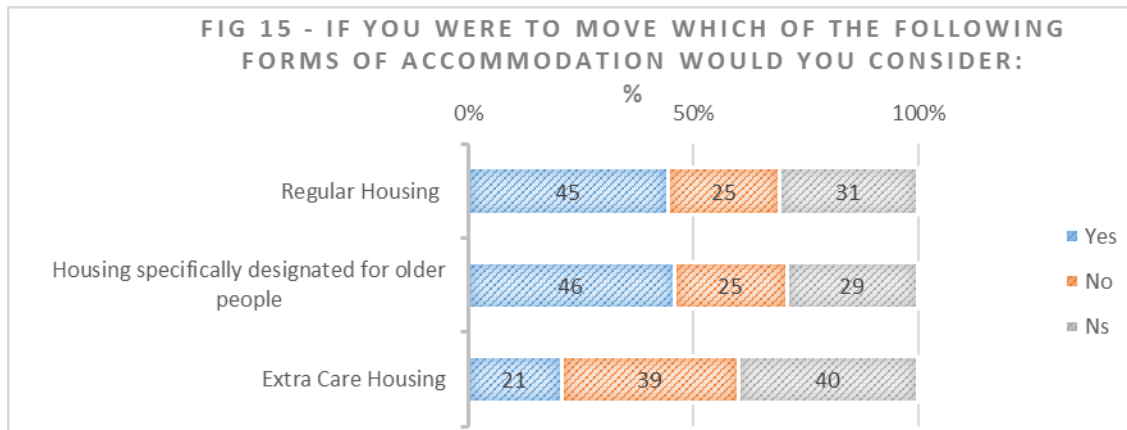
Respondents were then asked to identify which from a given range of factors would lead them to consider moving home. The findings are illustrated in the chart below and, as can be seen, the most regularly mentioned considerations were to do with having more space in the home and downsizing due to the Spare Room Subsidy, where applicable. In terms of the latter it should be noted that the spare room subsidy applies to people 'of working age' and is based on the number of people living in the accommodation and the size of the accommodation.



Asked about accommodation preferences if a move was contemplated, Figure 15 below illustrates that equal proportions of those responding would consider mainstream housing or properties specifically for older people, while less than half that number indicated an interest in Extra Care

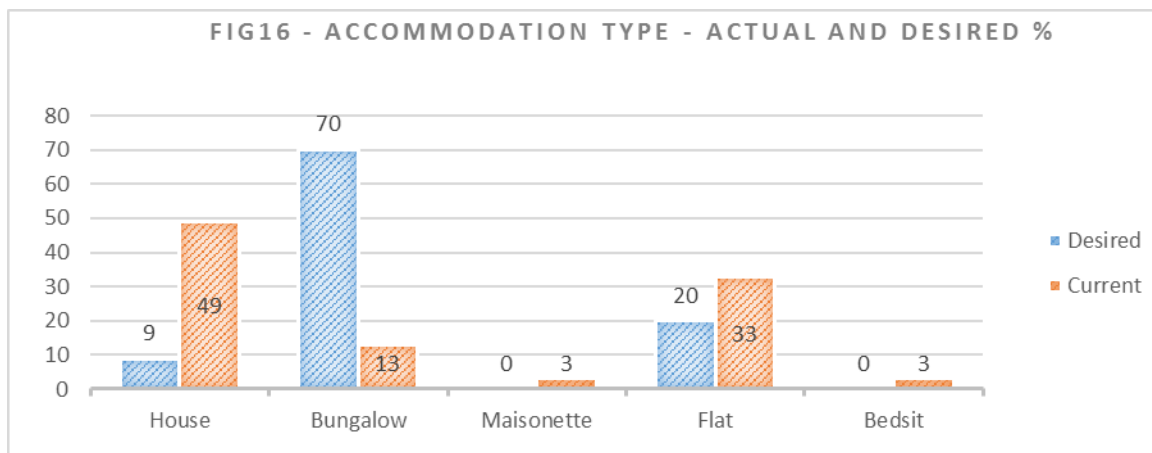
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provision. In the latter respect, although a short description of the provision was included within the questionnaire, it is likely that the benefits of Extra Care housing are not well understood by many of the respondents.



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Then, looking at these housing preferences in more detail, Figure 16 shows what kinds of properties those responding would like if they moved. As can be seen, a bungalow would be preferred by the majority while flats and houses were the choice, respectively, of 20% and 9% among those responding. Of interest here is the current housing profile among respondents illustrated in Figure 5 above which shows that half occupy houses and a third live in flats.

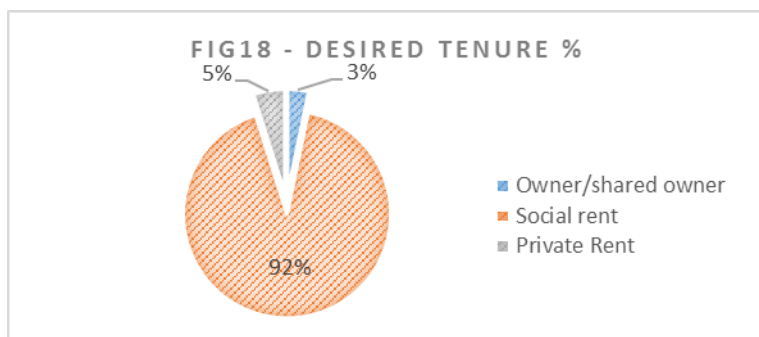
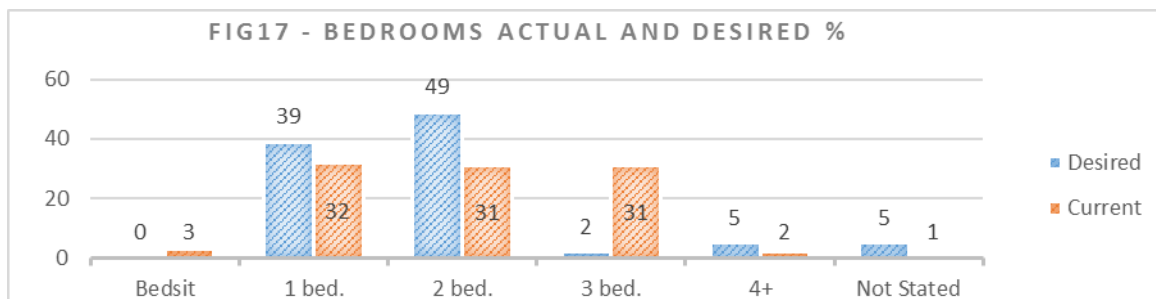




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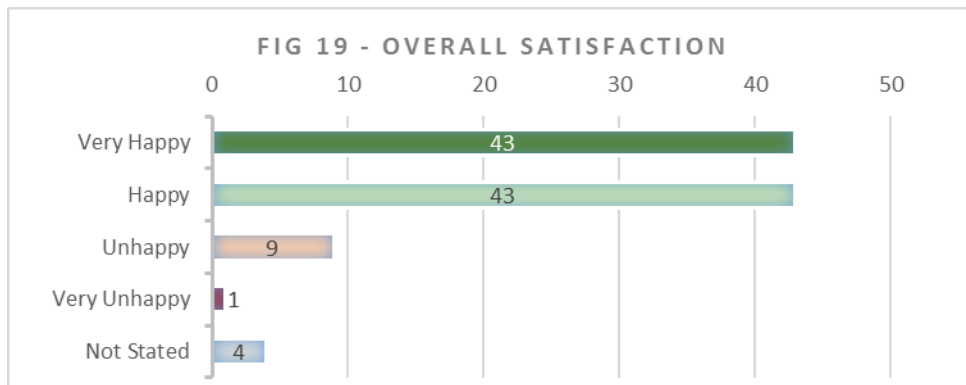
In terms of the number of bedrooms respondents would prefer if they moved Figure 17 below illustrates that nearly 50% would like 2 bedrooms and 39% would choose a 1 bedroom home. Again, of interest, the current profile among respondents in this respect is shown in Figure 6 above where it can be seen that proportions of just over 30% of those responding have, respectively, 1, 2 or 3 bedroom homes.

Finally, in terms of future housing preferences, the survey asked about tenure and Figure 18 below shows that nearly all (92%) of those responding would choose properties for social rent. While this result might have been expected from NPH tenants aged 50-plus it could also be seen as indicating a lack of interest in or the wherewithal for a form of home ownership.



## 6 Overall satisfaction with current housing circumstances

A final question in this survey asked respondents 'Overall how happy are you living in your current home?' and, as can be seen in Figure 19 below, the vast majority, in equal proportions of 43%, replied that they are either 'Very happy' or 'Happy' in this respect. Nevertheless, this leaves 10% who said that they are not happy to some extent and some reasons for this can be found in the themes that emerged from written comments from respondents shown in the table shown beneath Figure 19.



Do you have any other comments about your current home?	No.
Needs refurbishment	15
Problems with Stairs / steps	10
Needs bathroom Adaptation	6
Accommodation not suited to state of health	6
Anti-social behaviour / noisy neighbours	5
Accessibility adaptation needed	1
Needs decoration	1

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## Appendix 9 – Outcomes of Survey with Support Officers

The questionnaire was sent out to 12 Support Officers via an e-survey. By the closing date 4 had responded, all of whom had worked for the council / NPH for at least 4 years. Despite the relatively small response rate there are some valuable insights contained in the summary below.

### Most enjoyable / satisfying aspects of their job

Perceptions here focus on the enabling role taken by officers with their customers including:

- Dealing with crises
- Supporting the vulnerable
- Helping tenants overcoming challenges to improve their quality of life
- Helping tenants to live independently and free from worry.

### Least enjoyable / satisfying aspects of their job

Aspects stated for this area included:

## Older Persons' Housing Strategy

- The burden of paperwork
- Visiting properties where tenants smoke
- Missed appointments by tenants.

Things that could be put in place to enable an officer to work more effectively and efficiently on a day to day basis

Comments relate mainly to the use of tablets / laptops to aid mobile working, specifically:

- A simplified system for recording and tracking support and outcomes
- Having information at hand when visiting tenants allowing staff to manage their workload more effectively and professionally.

How the service meets the needs of clients?

The emphasis of the comments focuses on the fact that support is now delivered where it is needed and wanted across all tenures and Borough wide. The support service is perceived to be invaluable for tenants, underpinned by good information gathering, home visits and finding solutions to needs often via good coordination between departments / external agencies.

*'Due to funding cuts we have just spent the last 4 years re-setting the expectations of our sheltered tenants who, on the whole, are now accepting this.'*

Areas for improvement in service delivery

Suggested areas for improvement are:

- More flexible working using technology
- Better back office systems for referrals, tracking support delivered and outcomes
- More control over requests from the control centre.

To what extent does the current service delivery model fully promote independence and choice for the tenants

2 respondents feel that it does and 2 do not. Comments made were:

*'We say we are moving towards floating support and promoting independence but we still treat the elderly as incapable of being independent. We are still being paternalistic towards them.'*

*'Can be limited due to funding availability.'*

*'There is a lack of consistency with the way in which support workers carry out their role. Some will do far more than others to the extent that if there was a new starter shadowing 2 workers at different ends of this spectrum they would be confused about what the job role is.'*

Additional services / activities for its tenants living in its older persons' housing that NPH could provide.

Most of the areas mentioned relate to the issue of social isolation:

- Befriending services

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- A minibus service for appointments and shopping
- Transport to and from community room events.

Potential improvements to older persons' housing stock to make it suitable for older people now and in the future:

Most of the areas mentioned relate to accessibility and adaptations:

- Ensure a minimum level of adaptations in all properties
- Accessibility to services and social events
- Warm eco-friendly accommodation.

Type(s) of housing NPH could develop in the future and that facilities that should be included:

- Bungalows with level access and fully adapted
- Self-contained fully adapted Extra Care flats (like at St. Crispins) providing independence within a structured community
- Traditional social housing 'blocks' with spaces designated for hospital discharge.

Potential Benefits of Telecare:

- Especially for elderly clients with dementia
- Only if backed up with a good response service

A service individually suited for each tenant, but funded by whom?

## Appendix 10 – Outcomes of Survey with Rehousing & Support and Tenancy & Estate Teams

The questionnaire was sent out to 33 Staff Members via an e-survey. By the closing date 11 had responded. This represents a good response rate and valuable insights are contained in the summary below.

### Respondent Profile

All responses came from people in the Rehousing & Support and Tenancy & Estate teams. Respondents are employed in a range of roles within this team covering:

- Rehousing and support to vulnerable clients
- Promoting the service
- Allocations
- Property exchanges
- Refining working practices
- Inter-agency partnership working.

Views on the current stock of older persons' housing (sheltered) managed by NPH and its ability to meet the needs of its client group now and into the future:

There was a general consensus that some of the current stock is suitable and where it is not currently there is scope for adaptations. However, there is a clear recognition that a good proportion of the stock is unsuitable and would remain so regardless of investment.

*'There is a need to cleanse the current stock to make sure all properties are suitable for future letting...'*

Specific issues were raised relating to the challenges of allocating properties to people with mobility issues and the mix of sheltered and general needs tenants in one block (a product of recent allocations).

The following verbatim comment relates to the challenges foreseen:

*'As an ageing population greater emphasis should be placed on the provision of housing to meet the needs of older people, including more provision and planning structured to reduce social isolation, i.e. close proximity to community services.'*

Potential improvements to the current older persons' housing stock to make it more suitable for older people now and in the future.

Most of the responses focused on adaptations:

*'Adaptations e.g. wider doorways, ramping, wet rooms, raised electrical sockets'*

Other comments focus on allocations and use:

*'A consistent approach to allocations for Sheltered and General Needs.'*

## Older Persons' Housing Strategy

*'I believe we should return some units back to general needs housing, blocks of flats that have unsuitable access and are only called sheltered housing because they are connected to call care. We should then invest in the suitable stock making it a home for life with appropriate adaptations.'*

Other comments focused on new provision:

*'New stock where a level of independence can be maintained in a suitable provision for the elderly no longer able to maintain full independent living/managing in the home alone.'*

Main perceived gaps in future older persons' provision requirements given population growth and projected needs.

There was a general call for new accommodation, in particular Extra Care Housing, e.g. more schemes like Eleonore House. One respondent raised the idea of NPH investing in retirement villages with outreach floating support. Retirement housing for rent with high mobility standards was also mentioned while provision for those with Alzheimer's or Dementia was also seen as a priority.

Looking from the perspective of market considerations the following verbatim comment raised a number of key issues:

*'I do not believe sheltered social housing can meet this demand. Retirement housing, within an affordable rent bracket should be a priority. Even as a home owner in the current, and future, economic environment buying is not a strategy that can be embraced wholesale. Retirement housing with affordable rents should be a priority.'*

Potential Improvements to Allocations

Some feel that the allocations systems works well:

*'The allocations process: for sheltered clients, I feel the system works well and is equitable and fair.'*

*'The allocation of accommodation is based on the applicants who demonstrate the greatest need, therefore I do not feel that there are any improvements that require urgent attention.'*

Others feel there is scope for refining approaches, e.g. by addressing historic allocations / allocating sensitively in the future:

*'Currently we are finding that inappropriate allocations and unsuitable housing is causing impacts on how some tenants are living in their properties. This has reduced recently as more consideration is being taken when placing a mixture of general needs tenants and previously sheltered tenants in the same block with some more sensitive lettings going forward.'*

*'Customers are bidding for properties and not because its 'sheltered' housing. We should have age specific properties allowing people to live amongst similar minded people.'*

*'Emergency band needs to expand in order that there is a level of discretion based on the individual case...'*

## Older Persons' Housing Strategy

### Potential Improvements to the Housing Related Support Service.

There was a consensus that the service currently works well. One respondent felt that if the service was streamlined further this could lead to important information being missed at the referral stage, so resulting in inappropriate service provision. On the theme of information gathering one respondent pointed to the fact that better early identification and initial information gathering could help achieve better allocations to those in most need and make better use of scarce resources.

### Potential operational improvements to assist Support Workers with their workload and enhance joined up working across departments.

Prompt and effective information gathering and sharing was raised as a key way to avoid duplication of effort and thus improve the service. The other main theme related to mobile working and technology use:

*'As the service is relatively new it is difficult to assess at this time what may not be working. It would be of huge benefit to staff to be able to mobile work. A specific IT package would be of benefit so that the assessment tool turns into a support plan once the customer has been rehoused.'*

*'Provide laptops to support workers when they are out meeting customers.'*

### Perceived benefits that the tenants and the organisation as a whole derive from the Support Service.

The two comments below summarise the overwhelmingly positive factors raised by respondents:

*'The support service is no longer property specific and so more customers can access support and less tenancies will fail.'*

*'Tenants know there is help should they need this thus giving them piece of mind. NPH benefits by being able to identify/act early on any concerns thus preventing issues, maximizing income from tenancies and reducing property turnover; again reducing costs from VOID time.'*

### Perceived partnership working within NPH departments and with external agencies.

The comment provides a balanced view:

*'Internally things have already improved. Better links are needed with Statutory services with them accepting their part of the responsibility. Health is a customer that we could potentially offer more to, particularly around hospital discharges and this could generate an income for NPH.'*

Also raised:

*'More information from external agencies on potential tenants' needs.'*

*'Better service level agreements that state what the responsibilities are for all parties.'*

## Older Persons' Housing Strategy

Perceived key priorities for the Older Persons' Strategy

A range of valuable closing comments are shown below:

*'Retaining sheltered accommodation/older person's accommodation that could be adapted to meet the needs of the ageing population.'*

*'Involve the tenants in the process.'*

*'More appropriate, appealing accommodation in order to rehouse more elderly residents and release larger general needs properties for families in need.'*

*'The ability to maintain a register independent from the general housing register, specifically to identify suitable properties to meet the needs of those with mobility issues. This would ensure the most appropriate allocations could be made to those, including older people, with a need for adaptations. Address social inclusion - i.e. a befriending scheme etc.'*

*'Suitability of homes: an agreed standard for all sheltered properties, more sensitive lettings, better awareness for tenants and staff and releasing unsuitable homes back to general housing stock.'*

*'A clear definition of roles and responsibilities, analysis of the customers and their needs with outcomes for housing and an improvement in the properties we offer.'*



## Appendix 11 – Outcomes of Consultation with Stakeholders

A series of in-depth face to face interviews were held with participants from the above groups to gain contributions for the Strategy evidence base. The following represents a summary of the responses made to the series of questions asked during the interviews.

Respondents were asked their views on current provision of the older persons' rented housing managed by NPH and its capacity to meet the needs and aspirations of this client group in the future. As might be expected there was a wide range of views expressed in this area. The main points raised are set out below:

- The stock is adequate in terms of numbers if managed correctly, although it is spread out across the Borough and there is a perception that this causes a lack of community cohesion
- It is important to ensure that adapted properties are flagged on the database so that provision can be allocated appropriately
  - However, there is a need for clear criteria concerning the provision of aids and adaptations in terms of what is 'necessary' and what 'is nice to have'
- It is clear that tenants aspire to living in bungalows and future proofing this stock will provide long term advantages
- There is also a need to prioritise the work on the remaining stock following reclassification of unsuitable accommodation
- Where there is a shortage of adapted properties introduce measures to enable older people to access adapted general needs stock
- Identify and launch initiatives to promote 'downsizing' across NPH stock
- Create a void standard for stock to ensure that properties are attractive to prospective tenants
- Identify solutions that can provide 'buggy stores' in NPH stock
- Reconsider the current allocations criteria to avoid, for example, younger people accessing older persons' stock.

Respondents were asked to consider future provision needs as a whole and what they regard as being the main gaps to be identified within the Strategy. The key outcomes were as follows:

- There is a need to understand the demand for Extra Care Housing provision across the Borough
- More dementia provision should be developed
- In terms of Extra Care Housing and dementia provision develop and introduce information and marketing strategies
- Define the requirement for good retirement housing across tenures
- With the recognition that some older persons' stock is no longer suitable, undertake a robust assessment of the properties and invest where necessary to provide stock for other client groups.

## Older Persons' Housing Strategy

Respondents were asked their views on the NPH-funded a short term 'housing related support service' for tenants irrespective of age. The main views expressed were as follows:

- Support service management should make links with tenants' service at the Council
- Effort should be made to continue to improve the service and define how it should be delivered
- NPH should decide what it can deliver and what they can't in terms of this service
- This service is important in terms of looking after vulnerable people it cannot necessarily represent a 'gold standard' – but 'cut coat according to cloth' taking into account current budgetary constraints
- Welfare checking within the housing related support service should be extended and this role developed further.

It is widely recognised that partnership working is a key element in providing effective housing and services for older people. Asked how they would wish to improve partnership working between NPH and other organisations / Agencies respondents' replies included:

- NPH should have a representative on the Health & Well-being Board at Northampton County Council (NCC)
- There is a need for increased partnership working with NCC, for example, the reablement services, long term mental health services
- Partnership working is improving but there is a need to pool resources and so avoid the risk of duplication
- Other examples of areas where partnership working can be beneficial include, care and repair services and the voluntary sector.

Finally, respondents were asked to consider what they feel should be key priorities within the Older Persons' Strategy. The following main points arose:

- The vision should be to create a good quality, fit for purpose housing for older people
  - Achieving this requires a high level Action Plan with key milestones
- Analyse how current stock is being used and determine how this relates to need
- Reorganise the stock that has been reclassified and determine if it can be utilised for other client groups
- Given that funding suitable provision / refurbishment of existing stock will be a challenge identify potential funding streams
- Make better use of community rooms to reduce social isolation / enable older people to help each other
- Additionally, consideration should be given to addressing the needs of minority groups
- Consider the introduction of a befriending service
- Review IT systems within the older persons' housing service
- Expand the housing related support service to include people irrespective of where they live
- Consider establishing a social enterprise to deliver services, e.g. gardening, decorating
- Ensure that allocations to ECH are effective and so ensure that the right people are housed
- NPH stock is only part of the picture and therefore there is a need to consider older people in general and identify need.

## Appendix 12 - Outcomes of 'concept testing' pilot with sheltered housing tenants

As part of the development of the Strategy 'concept testing' was undertaken with sheltered housing tenants by NPH staff (using a template questionnaire form) to gain their views on the options they would choose if some of the current older persons' properties are no longer designated as 'sheltered'. The options discussed were; moving to a more suitable property; remaining in their current home with an alarm / support service (if assessed as requiring this service); or remaining in their current home as a general needs tenant. In all 28 households participated in this pilot process (comprising, together with co-tenants, 31 individuals) and a summary of the outcomes overall is given below:

### Respondent profile

- The average length of tenancy is 11 years, ranging from one to 26 years
- All of those engaged with (who stated their age) were aged over 70 with an average age of 79 years. The most numerous were the 11 tenants aged 70 to 79, nine were aged between 80 to 89 and three were aged 90-plus
- 19 tenants were female and 12 were male
- All respondents were (where stated) White British or Irish.

### Support Services received

- In terms of access to support services two of the 31 respondents currently receive NPH's housing related support service.

### Household accessibility

- 12 respondent households have properties not on the ground floor of whom 4 identified challenges in terms of using the stairs
- Seven households have ramps and of these only one identified difficulties
- Six households have a mobility scooter but only one has suitable storage and charging facilities
- Eight respondents cannot leave their home easily due to its locality (e.g. a hilly location).

### Adaptations

- 20 of the respondents have at least one adaptation in their home – in half of these cases adaptations were installed before moving in. The table below shows type and numbers of adaptations involved:

Grab rail	13
Level access shower	12
Hand rail	7
Adaptations for blindness	1

## Older Persons' Housing Strategy

Stair lift	1
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- Of the 20 respondents with adaptations 17 feel that they help them remain independent
- Half of the respondents feel that their home has enough space to use mobility aids should they be required in the future.

The following comments were recorded by NPH staff concerning the suitability of respondents' accommodation:

*'Accommodation suitable but location is not - so difficult to get out as she would need a wheelchair and property not wheelchair accessible.'*

*'Aged 90 lives independently, no personal care. Family assist. Employs cleaner. Self-tester. Doesn't want to move.'*

*'Although ground floor, access is poor. Requested adaptations but ramps cannot be fitted due to layout. Level access shower in bathroom in wrong place so cannot get to w.c. very easily or to the sink.'*

*'Cannot reach kitchen window; nowhere to dry clothes.'*

*'Close to town, so good at the moment. Probably will not be suitable in future and will need ground floor.'*

*'Enough space to get around; near amenities.'*

*'Fine apart from when lift breaks down, happy in flat.'*

*'Help from family when needed. May need level access shower in future. Moved from upstairs - wouldn't want to move.'*

*'Likes flat - moved for location, close to family - has all she needs at present.'*

*'Loves the flat but can't get out.'*

*'Moved from 1st floor flat - diagnosed COPD. Generally, can get about. Property in very good order throughout.'*

*'Need hand rails in the bathroom for getting in and out of bath.'*

*'Very happy with property. Has high levels of family support.'*

*'Very heavy entry door; would prefer a wet room - can't have one as it's a flat.'*

## Alarm Systems

The hardwired alarm systems in NPH's properties are ageing and cannot be maintained. As a result, these systems are being replaced with dispersed as they fail. The table below shows how tenants responded to the question concerning alarm systems in their homes.

Please give details of the type of alarm in your home, e.g. hard wired, dispersed.	
dispersed	16
hardwired	8
No alarm	1
Not stated	3

## The Future

- 22 respondents said they would like to stay put in their current sheltered property as a general needs tenant with an alarm and / or a NPH Support Service, if needed
- Nine respondents would like to move to more suitable accommodation, e.g. a flat or a bungalow which has level access and is designated for older people
- Tenants who said that they might choose to move home were asked to assess and rate, in terms of importance to them, the potential value of various ways that NPH could assist them. The responses to this are given in the table below:

	Essential	Desirable	Not Important	Not stated
A person to help me through the moving process, e.g. at the end of the phone	3	3	4	18
Disconnection / connection of utilities	2	4	4	18
Packing / unpacking and removals	3	3	4	18
New carpets	3	4	3	18
New curtains	2	4	4	18
New white good, e.g. cooker, fridge	1	4	5	18
Replacement of aids and adaptations if not in place	4	3	3	18

Tenants were then asked if they had any special requirements to help them maintain their independence, e.g. because of sensory, bariatric, mental health, and physical disabilities. Relevant responses are given below:

*'Aids to assist with arthritis.'*

*'Door entry is very difficult to use.'*

*'A good location and would like more frequent maintenance of property - lift keeps breaking down.'*

*'Happy except for level access required.'*

*'A place to dry clothes.'*

*'Social involvement - only has meals on wheels; goes to day centre once a week; old Warden assists her; says too old to move.'*

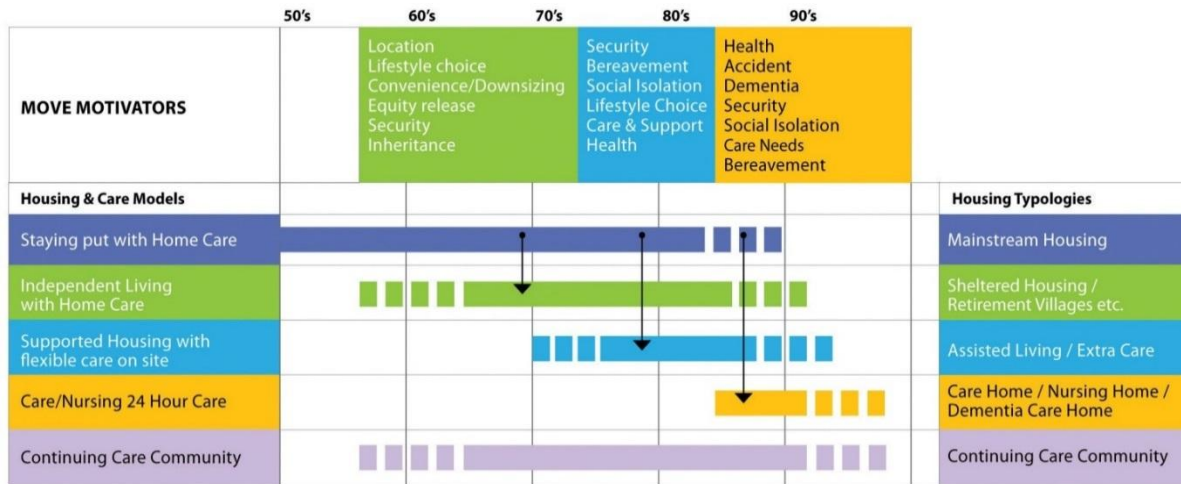
*'Tenant would like to socialise more as she often feels lonely and has some guilt around asking daughter to do so much. Interested in Eleonore House.'*

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# Older Persons' Housing Strategy

## Appendix 13 - Move Motivators

Separate forms of accommodation are often presented in ways that suggest they are distinct / discrete. The diagram and explanation below point out the underlying reality that there is inevitably considerable overlap between different stages and kinds of older persons' housing and that a broad range of support is widely available across the spectrum.



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*“The diagram illustrates, very broadly, the four housing/care options available to us as we get older with a fifth in the form of a Continuing Care Community - where a combination of two or more of these options are co-located in a development.*

*Developments can vary widely within each of these categories in terms of their care regimes, housing typologies, scale and tenure. The diagram shows how a range of ‘move motivators’ change as we get older depending on our needs and circumstances and how these influence our decision whether to move, and if so, to what sort of housing.*

*Few of us are likely to make more than one move. Therefore each housing/care setting needs to be flexible and offer, as far as is possible, a ‘home for life’ to delay the need to move to more expensive and less desirable institutional care in nursing homes or hospitals.*

*For instance, those of us who choose to ‘stay put’ should be enabled to do so by ‘aids and ix move, the more likely it will be a forced move to a care/nursing home or hospital as a result of an accident or emergency.*

*On the other hand, those who might choose an earlier ‘lifestyle’ move to a care-ready ‘independent living’ apartment in an active retirement community, should be more easily supported and cared for within the development.”*

*(Source: Affordability Later in Life, The Housing Forum, 2011, and Living Well at Home Enquiry, 2011)*

See plans



**NORTHAMPTON**  
BOROUGH COUNCIL

## CABINET REPORT

<b>Report Title</b>	<b>Disposal of Northampton Borough Council land at the former Greyfriars – Selection of the preferred developer</b>
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**AGENDA STATUS:**

**PUBLIC**

<b>Expected Date of Decision:</b>	7th September 2016
<b>Key Decision</b>	Yes
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Regeneration, Enterprise & Planning
<b>Portfolio Holder For:</b>	Cllr Tim Hadland, Cabinet Member for Regeneration, Enterprise & Planning
<b>Ward(s)</b>	Castle

### 1. Purpose

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- 1.1.1 To present an update to Cabinet on the progress made with the 2 bidders up to and including their final offers submitted on the 28<sup>th</sup> and 29<sup>th</sup> July 2016 respectively.
- 1.1.2 To provide an update on the public information sessions between 18<sup>th</sup> and 20<sup>th</sup> July 2016.
- 1.1.3 To present the results of the final scoring of both schemes by NBC Officers and specialist advisors on 5<sup>th</sup> August 2016.
- 1.1.4 To present, following various discussions with, and clarifications from, the 2 bidders, the key aspects of the two financial offers.
- 1.1.5 To make a recommendation to Cabinet for the preferred developer of the Greyfriars site and, subsequently, to conclude negotiations on the Heads of Terms/Agreement for Lease, as appropriate.



## 2. Recommendations

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- 2.1.1 That Cabinet:
- 2.1.2 Notes the progress that has been made to date and the further negotiations to be undertaken with the preferred Bidder following a Cabinet approval.
- 2.1.3 Approves a recommendation for the preferred developer of the Greyfriars site; Developer A.
- 2.1.4 Delegates authority to the Director of Regeneration, Enterprise & Planning, and the Chief Finance Officer to conclude negotiations on Head of Terms/Agreement to lease with the preferred bidder in consultation with the Cabinet Member for Regeneration, Enterprise & Planning
- 2.1.5 Delegates to the Borough Secretary the approval and conclusion of relevant and appropriate legal documentation.
- 2.1.6 Approves the continuation of the Cabinet Advisory Group to work alongside the selected developer throughout the development process.
- 2.1.7 Notes that the Director of Regeneration, Enterprise & Planning will submit a report to Cabinet to approve the proposed Heads of Terms/Agreement to Lease, whichever document/s are appropriate.

## 3. Issues and Choices

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### 3.1 Selection Background

- 3.1.2 The Council owns the freehold of the land edged red shown at **Appendix 1**. Following the demolition of the former Greyfriars site and the remediation of the land, this is a readily developable 4 acre town centre brownfield site.
- 3.1.3. Cabinet will be aware that following the demolition of the former Greyfriars bus station, Council Officers have been involved in a site disposal process that will ultimately pave the way for development on the site. The disposal process, as set out to Cabinet on 11<sup>th</sup> November 2015 (**Appendix 6**), included the following milestones:
- Advertisement;
  - Submission: Expression of Interest;
  - Evaluation of returns/panel select shortlist;
  - Shortlist – Invitation to tender;
  - Submission: Tender return;
  - Evaluation of returns/panel selection;
    - Notice to appoint;
    - Cabinet decision.
- 3.1.4 Following the deadline for the expressions of interest stage on 6<sup>th</sup> November 2015, the bidders Invitation Document was issued to three selected bidders on the 15<sup>th</sup> January 2016. The deadline for final submissions was noon 31<sup>st</sup> March 2016.

- 3.1.5 One bidder notified the Council on the 18<sup>th</sup> March 2016 that they did not wish to continue with the process and wished to withdraw. Two conforming bids were subsequently received by the due date.
- 3.1.6 In the period following the submissions deadline, NBC Officers sought various clarifications with both developers regarding the merits of their schemes and final financial offers. A summary of both financial offers and the submitted masterplans for both schemes can be found within the **Appendices 2, 3 and 4 respectively**.
- 3.1.7 NBC also commissioned expert independent legal, commercial and leisure advice to support the proposed disposal, including the assessment of both bids. Advice from a leading cinema consultancy concluded that there would be a market for an additional family and student orientated cinema within Northampton. Conversely, the advice also suggested that the possible addition of a luxury boutique cinema may have an adverse impact on existing provision.
- 3.1.8 The detailed scoring of both schemes can be summarised as being against the following criteria:

**THE SCHEME (50% weighting)**

- Proposed uses;
- Design;
- Delivery strategy;
- Long term management of common areas.

**FINANCIAL (40% weighting)**

- Financial offer;
- Certainty of delivery.

**LEGAL (10% weighting)**

- Variations to the tender-pack Heads of Terms;
- Minimising of Legal Risk.

- 3.1.9 In addition, both bidders were invited to present their schemes to a Cabinet Advisory Group on 15<sup>th</sup> April and 3<sup>rd</sup> August 2016. During these meetings both developers were given equal time to present the merits of their schemes and to answer questions from the Group.
- 3.1.10 Both development proposals for the site went on display to the public between 18<sup>th</sup> and 20<sup>th</sup> July 2016. Visitors were able to see the two outline masterplans and artist illustrations of both schemes and how they link to the rest of the town centre. Visitors were also given the opportunity to provide their views. The exhibition was widely promoted in the media and also on the Council's website and social media platforms.
- 3.2 Over 300 people attended over the course of the three days. There were also over 1000 visits made to the Greyfriars page on the website, including a further 700 requests for specific scheme details. Nearly 3000 Twitter impressions were made and the Facebook page was viewed by over 2000 people. Around 100 feedback pro-formas were completed and returned. Comments were also received from key stakeholders including Northamptonshire County Council, Northamptonshire

Highways, Stagecoach Midlands, Legal and General and the Town Centre Conservation Areas Advisory Committee. A sample of public and stakeholder comments are provided at **Appendix 5**. Clearly, if Cabinet resolves to appoint a preferred bidder then a number of technical issues would, inter alia, be mediated through the planning process in the normal way.

- 3.2.1 The feedback received was largely supportive of the schemes, and a number of constructive suggestions were made. This did not however form a part of the scoring process. An overview report of the consultation process can be found as Appendix 5.
- 3.2.2 The final scoring of the two schemes was undertaken on 5<sup>th</sup> August 2016 by NBC Officers taking into account the advice of various external consultants. It was agreed that both schemes had their individual merits and both had been worked up to a high standard by each developer, however a preferred developer was identified as developer A.
- 3.2.3 The scores of the individuals comprising the scoring team were combined to give overall totals for the two schemes. The summary totals for both schemes are set out in the below table:

**3.24 Table 1.0**

<b>CRITERIA</b>	<b>DEVELOPER A (%)</b>	<b>DEVELOPER B (%)</b>
The Scheme	32.71	28.34
Financial	25.50	23.50
Legal	5.00	5.00
<b>TOTAL</b>	<b>63.21</b>	<b>56.84</b>

3.2.5 The collation of the individual scores identified one preferred bidder; Developer A. It has to be recognised that both of the Bidders had put a lot of time and effort to develop their proposals but the areas the preferred bid scored particularly well on were:

- The viability of the overall scheme was considered to be better, particularly with regard to the cinema and restaurant offer. Independent advice highlighted a demand in the family and student market for another cinema. Such a product would also generate admissions and therefore the footfall required to support and sustain a vibrant restaurant offer.
- The positioning of the leisure and restaurant offer on the site, coupled with the improved linkages with the town centre, including the Grosvenor Centre, were assessed as being better thought through and the most likely to work well in practise. Linking the existing town centre to the site is crucial for the viability of the site and to maximise its impact on the wider town centre.
- The strategy for the improvements to the public realm, including the highways network, was regarded to be of a higher standard.
- The delivery of private rented sector housing (PRS) on the site, rather than apartments for sale as proposed by Developer B, was seen to be a less risky delivery option for the proposed residential element on the site.
- There was a greater provision for a transport hub and coach layby by Developer A, based on the plans presented.

3.2.6 The Cabinet Advisory Group has worked well throughout the process and if Cabinet approves the recommendations it is suggested that a Cabinet Advisory Group should continue to work with the preferred developer through the detailed design of the scheme and the construction phases. It is recommended that the Group should comprise of two Members of the Administration and one Member from the opposition. The Group would receive updates on a quarterly basis from the selected developer and be consulted on elements of the design of the schemes.

3.2.7 Should Cabinet approve the recommendations the target timetable will continue as follows:

- Detailed Heads of Terms/Agreement to Lease negotiations 7<sup>th</sup> September – 7<sup>th</sup> January 2017
- Pre application discussions with Planning 1<sup>st</sup> October 2016 – 1<sup>st</sup> March 2017
- Planning Application submission phase 1 1<sup>st</sup> March 2017
- Planning decision September 2017
- Start on site (assuming planning approval) January 2018
- Thereafter, it is proposed that there would be a rolling programme on a phase by phase basis for planning application submissions and approvals.

### **3.3 Choices (Options)**

3.3.1 The Council has a number of choices in relation to the issue of the selection of a preferred developer for the Greyfriars site. These include the following:

- *Remarket the Site*

3.3.2 The Council could decide not to select a preferred bidder and to remarket the opportunity at a later date. This would give out very negative market signals and could delay progress for several years.

- *Do Nothing*

3.3.3 The Council could decide to take no action on the current proposals at this time. This would have very serious implications for both bidders as the financials of their schemes are based on a set delivery programme. This would also delay the development of the site, possibly considerably.

- *Select Developer B*

3.3.4 The Council could decide to select Developer B as their preferred developer. Having carried out a careful assessment of both schemes against criteria established at the outset of the process, this would be very difficult to justify and sustain. Such a decision may also be open to legal proceedings.

- *Select Developer A*

3.3.5 This would allow the Council to continue with the disposal and the subsequent development of the Greyfriars site by the highest scoring developer. This is the recommended option.

## **4. Implications (including financial implications)**

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### **4.0 Policy**

4.1.1 There are no specific policy implications arising from this report, but the proposed development would generally be in conformity with the adopted West Northamptonshire Joint Core Strategy (2014) and the Central Area Action Plan (2013). It would also be generally consistent with previous decisions of Cabinet.

### **4.2 Resources and Risk**

- 4.2.1 The current site is of strategic importance to the town. There is a small resource implication concerning the ongoing maintenance of the site, predominantly derived from officer time.
- 4.2.2 NBC committed £5.6m to the demolition and remediation of the Greyfriars site, with the expectation that a future disposal of the site would repay as much of this amount as possible. Any shortfall between the disposal receipt and the amount spent on the demolition of the site would need to be met from revenue.
- 4.2.3 Both developers' proposals included a residualised price for the site to be paid to NBC in a phased manner. The details of the structure of the payments to NBC will be worked up in greater detail during the negotiation of the Heads of Terms with the preferred bidder.
- 4.2.4 Selecting a preferred developer will not guarantee the delivery of the site. The developer, once selected, will enter a period of intense negotiations with NBC with regard to the Heads of Terms (HOT's) for the disposal of the site which needs to conclude with the settling of final legal agreements. The developer will also need to seek planning permission from the Borough Council, in its role as local planning authority and, considering the strategic location and scale of development, the application is likely to be of a complex nature; particularly with regard to improvements required to the highway network in the immediate vicinity of the site.
- 4.2.5 The developer will have to re-engage with interested occupiers for the development, such as the restaurants, cinema and hotel, and also investors and funders. These elements are critical to the scheme delivery and, to some extent, will be influenced by the wider investment market. The implementation of any scheme will be driven by the existence of a market for it.
- 4.2.6 Table 1, below, outlines the high-level risks that are associated with the selection of a preferred developer.

**Table 1: High Level Risks Associated with the selection of a preferred developer.**

Risk	Likely	Impact	Blended risk	Remarks/Mitigation	Residual risk
Developer unable to deliver its proposals.	Low	Significant	MED	NBC have been meticulous in gaining an understanding for the intricate workings of the proposals and believe that the preferred developer will be able to deliver	Low
Planning approval not achieved	Low	Significant	MED	Planners have without prejudice to the planning process, evaluated both schemes against existing planning policy and guidance within the scheme scoring process and this has indicated that the bids are generally compliant with policy. NCC has also been engaged by both developers and are, in principle, comfortable with the designs of the scheme.	LOW
Unable to agree final lease terms.	Low	Significant	MED	Assuming the Heads of Terms are completed the expectation would be that the lease would be agreed. Draft HOTS have already been discussed with both developers.	LOW
Terms of the Property Agreements are breached by the preferred developer.	Low	Significant	MED	There is no reason to suppose that the developer would breach the Agreements but if they did the Council would have the provision to terminate.	LOW
The developer is unable to attract a funder	Med	Significant	MED	The market remains for this development. Both developers have good financial standing and	LOW

				have well established relationships with funders.	
The developer switch cinema, hotel or restaurant operators	Med	Med	MED	NBC will not be able to control individual operators within the development. The independent advice gained throughout the process indicates that the preferred developer's proposals address market demand.	LOW

### 4.3 Legal

4.3.1 The decision to proceed with Developer A needs to be consistent with the Council's legal duties as to the disposal of land generally. The key issue in this case is that the disposal is for the best consideration that can reasonably be obtained (as required by section 123 of the Local Government Act 1972). The Council has engaged in a full marketing process for the site and the bids received can be assumed to reflect the demand within the market for a site of this type and location. Neither bid includes an absolute fixed commitment to a particular price. This is not unusual because the nature of a development of this scale and the fact that it will take place over a prolonged period during which market conditions may change makes the setting of a fixed price at the outset very difficult and, potentially undesirable to both buyer and seller. An assessment of both bids on a consistent basis, however, suggests that Developer A's bid has a marginally higher potential for return and therefore can reasonably be assumed to satisfy a 'best consideration' test.

4.3.2 The other significant area of legal risk arises in the settlement of the detail of the final agreements with the buyer. Any transaction of this magnitude and complexity carries a degree of commercial risk to both parties and the key mitigation of this is for the legal documents to anticipate this as far as possible and deal with matters with clarity. It is proposed that specialist commercial lawyers are retained to advise the Council on this stage of the process so as to minimise any risks in this area.

### 4.1 Equality

4.1.1 The Borough Council has identified the following equality issues and resolutions and will communicate and work with the developer to address these issues through the planning process.

4.2.2 The table provided below, outlines equalities considerations associated with the selection of a preferred developer and development on the site.

Issue	Equality Characteristics Affected by Issue	Proposed Action
Design Development meets specific needs people with 'Protected Characteristics.	<ul style="list-style-type: none"> <li>All</li> </ul>	<p>Planned, targeted consultation with specific groups during the planning phase.</p> <p>Designs to be reassessed in the light of significant findings.</p>
Access to buses and shops during the construction phase	<ul style="list-style-type: none"> <li>Age</li> <li>Disability</li> </ul>	<p>Phased access / route planning with clear signage during the construction phase</p> <p>Access during construction included within the Transport Assessment required for any Planning Application.</p>
Access to toilet facilities	<ul style="list-style-type: none"> <li>Age</li> <li>Gender reassignment</li> <li>Disability</li> </ul>	<p>Toilet facilities as a minimum in-line with Building Regulations (Part M 2010) 'Access to and use of buildings')</p> <p>Scoping of the project could also include:</p> <p>'Changing places' toilet to be provided within the scheme</p> <p>Provision of uni-sex toilet</p>
Facilities for Breast Feeding	<ul style="list-style-type: none"> <li>Pregnancy and maternity</li> </ul>	<p>Scoping of the project could include provision of areas for breast feeding and uni-sex baby changing areas.</p>
Legibility of buildings and streets	<ul style="list-style-type: none"> <li>Disability – particularly partially sighted</li> <li>Deafness</li> </ul>	<p>Centrally located information points accessible to wheelchair users.</p> <p>Consultation with relevant forums at detail design/planning stage to identify appropriate provision.</p>
Access to buildings	<ul style="list-style-type: none"> <li>Disability</li> </ul>	<p>To be considered in detail and consulted on through the planning process.</p>
Streets and public spaces	<ul style="list-style-type: none"> <li>All</li> </ul>	<p>Consideration will need to be given to the design of the public realm to ensure legibility and safety.</p>



## **4.2 Consultees (Internal and External)**

4.3.1 Relevant internal Officers have been consulted. External consultees include Northamptonshire County Council, Northamptonshire Highways, Stagecoach Midlands, Legal and General and the Town Centre Conservation Areas Advisory Committee. Clearly

## **4.4 How the Proposals deliver Priority Outcomes**

4.4.1 Northampton Alive sets out the Council's aspirations for the regeneration of Northampton. The Council is advised that the proposed development would generate a gross development cost of circa £100m and create up to 400 permanent jobs, with construction jobs and training positions in addition.

4.4.2 The delivery of the site would clearly enhance the vibrancy and attractiveness of the town centre as a whole.

## **4.5 Other Implications**

4.5.1 None

## **5. Background Papers**

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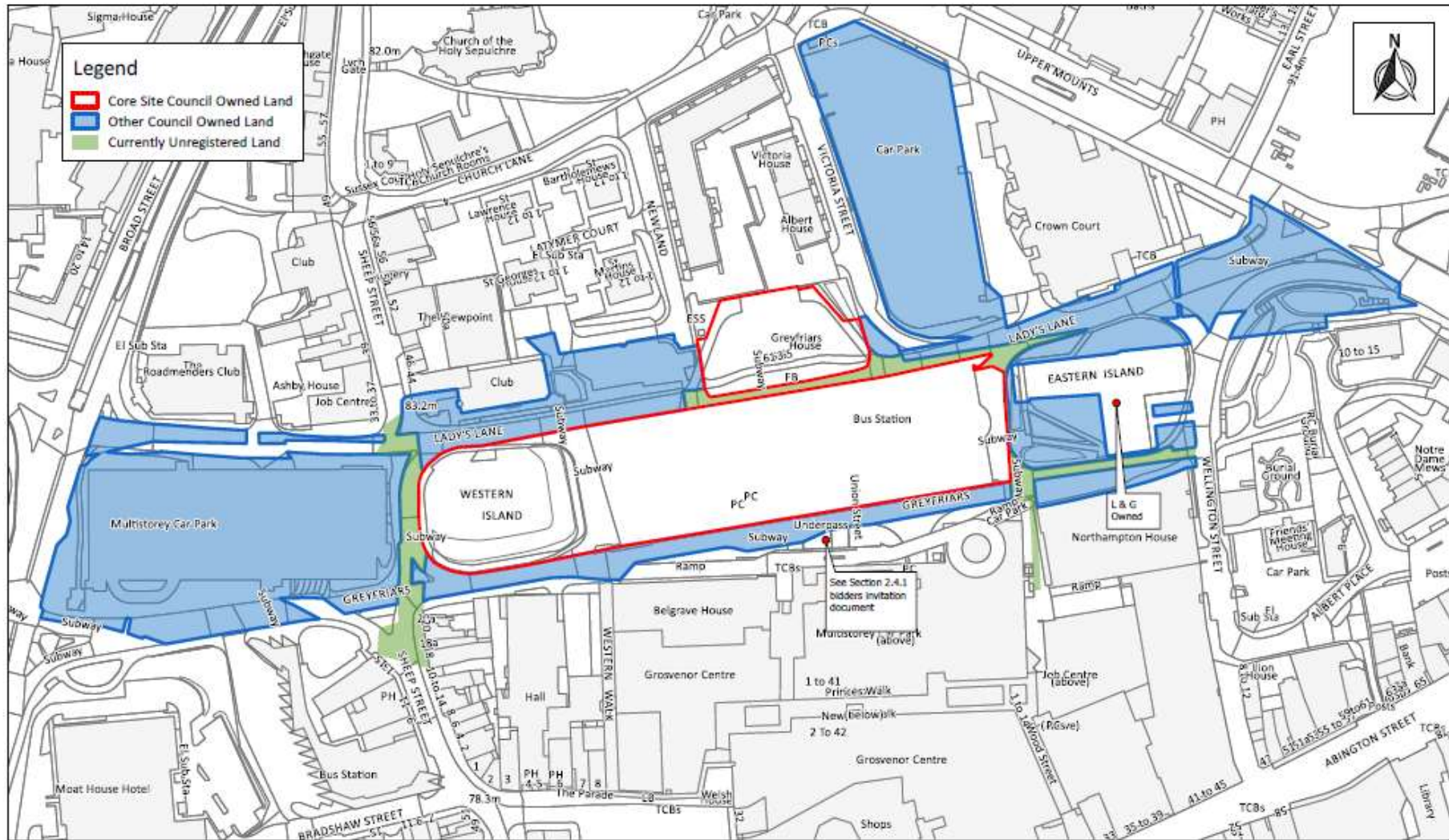
- 11<sup>th</sup> November 2015 Cabinet Report: GREYFRIARS SITE DEVELOPMENT – PROGRESS REPORT AND PROPOSED WAY FORWARD.
- Greyfriars Developers information Pack
- Central Area Action Plan (2013)
- West Northamptonshire Joint Core Strategy Local Plan (Part 1) 2014

**John Dale, Programmes and Enterprise Manager, X 7078**

**Steve Boyes, Director Regeneration, Enterprise and Planning, X 7287**

# Appendix 1.

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**Title: Greyfriars Indicative Land Ownership Plan  
(For information Only)**

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**Date:** 14-01-2016

**Scale:** 1:1,500

**Drawn by:** LGSS Rev 1

## Appendix 2. Summary of financial offer to NBC from both bidders

Developer A				Developer B	
Ref	ITEM	VALUE (£) OR PERCENTAGE (%)	COMMENTS	VALUE (£) or PERCENTAGE (%)	COMMENTS
1	Residualised Price (Site Value)	£5,014,354	£5 M is the pre-agreed minimum price. Stage payments to be clarified	£5,088,000	Payment over 3 phases; Stated verbally that will guarantee minimum return.
2	Transport Contribution	£1,000,000	Procurement of works to be agreed.	£1,000,000	Procurement of works to be agreed.
3	Council Fees	£100,000	To be adjusted as necessary on Council's fees and other expenditures reasonably incurred in the disposal of the site.	£100,000	To be adjusted as necessary on Council's fees and other expenditures reasonably incurred in the disposal of the site.
4	Adjustments	£0		-£135,600	Outside red line; loss of Council's car parking revenue
5	Overage	50%	Surplus profits (after developers profit of 15%) to be split 50/50.	50%	Surplus profits (after developers profit of 15%) to be split 50/50.
6	<b>TOTAL TO COUNCIL</b>	<b>£6,114,354</b>		<b>£6,052,400</b>	

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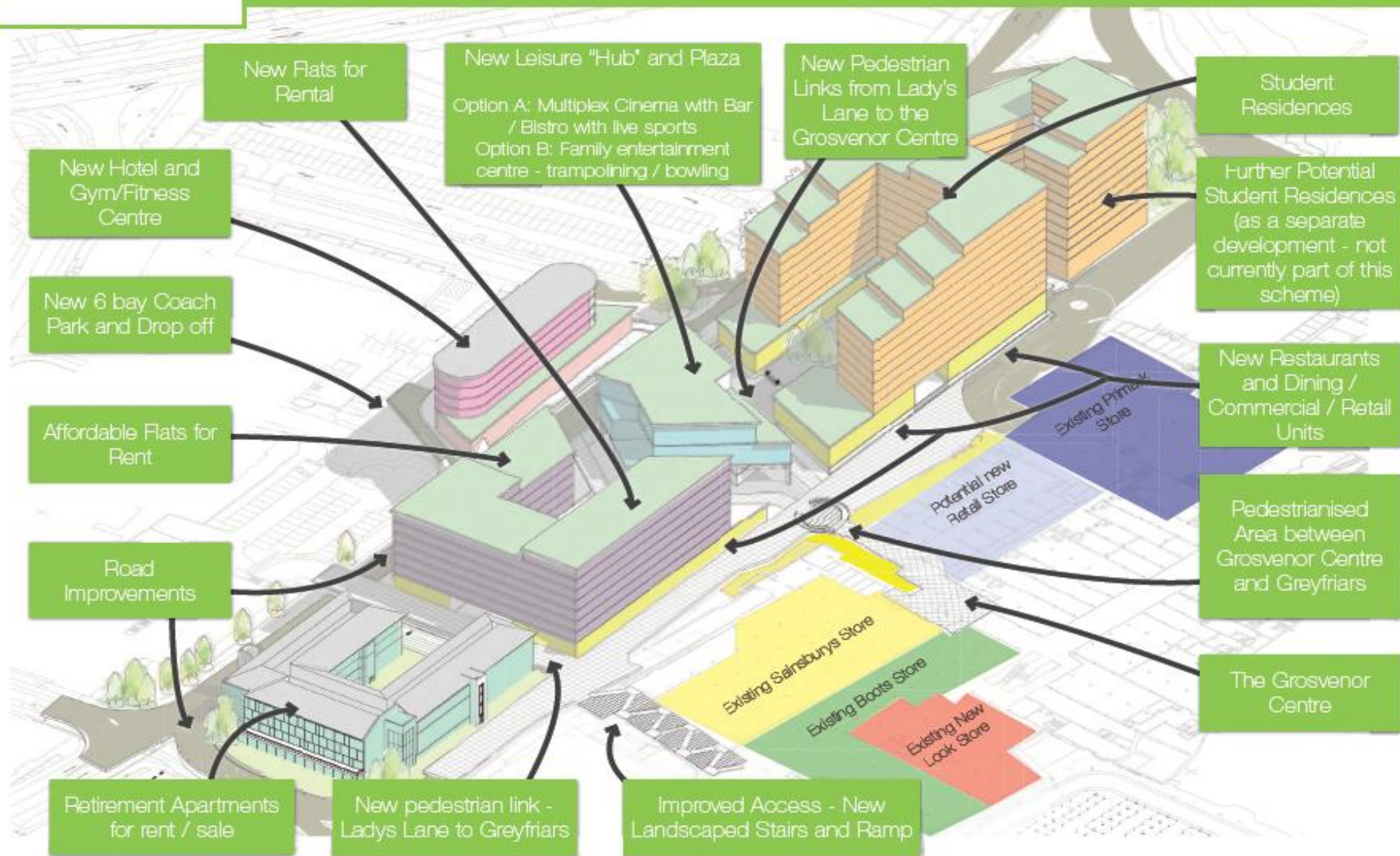
This is a summary of the financial offers to Northampton Borough Council and does not include other payments and allocations for other integral elements of the schemes. The offers were scored on the financial criteria in Section 6.0 of the Bidders' Invitation Document and not on this summary.

The developers will be liable for additional contributions related to the development, including Section 106 payments.

# Appendix 3. Developer A Masterplan

Scheme 1

## The Greyfriars Quarter - Masterplan

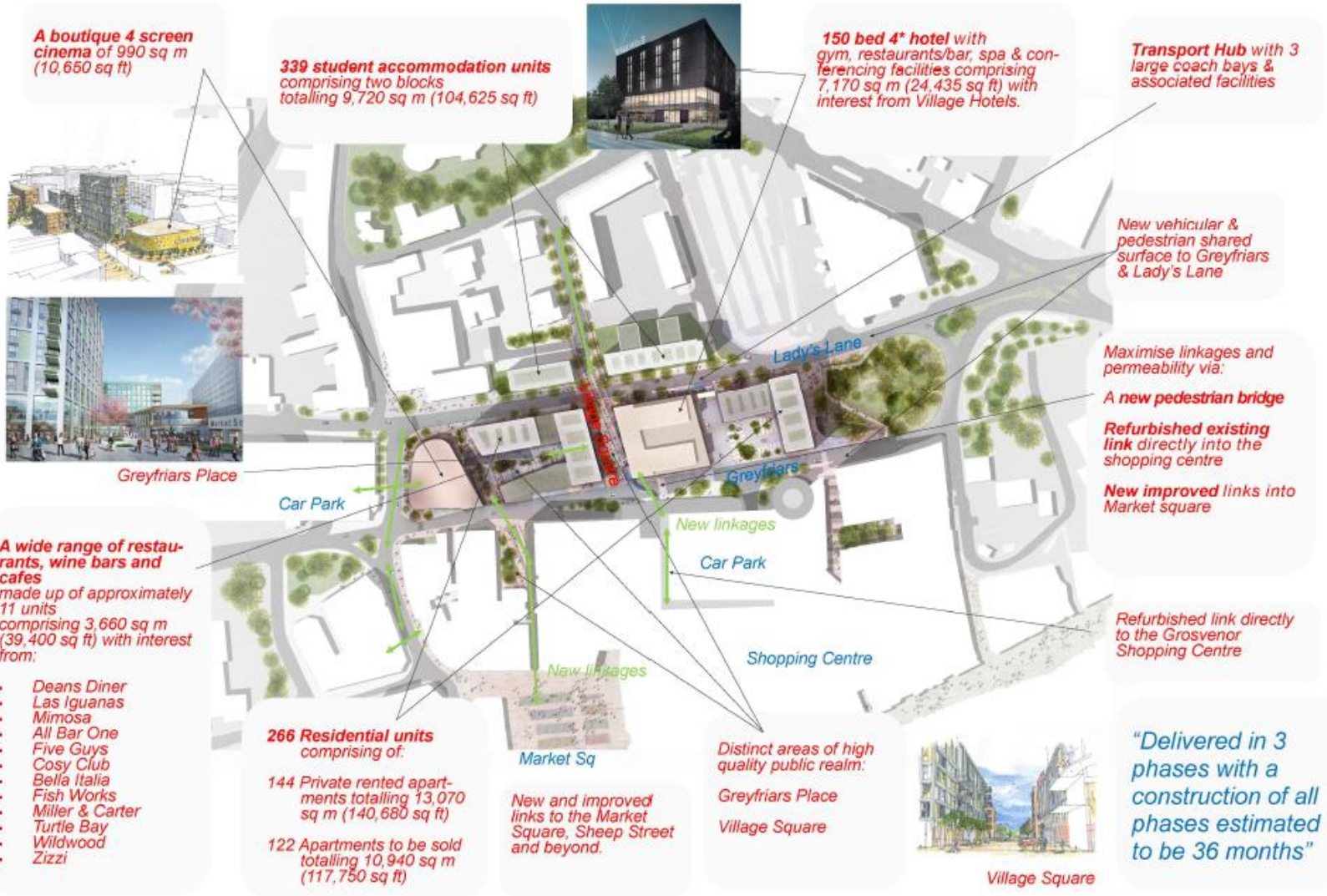


# Appendix 4. DEVELOPER B Outline Masterplan

## Northampton Greyfriars - Key Features of the Scheme

A lively mixed use scheme consisting of:

### Scheme 2 Masterplan



**A boutique 4 screen cinema** of 990 sq m (10,650 sq ft)

**339 student accommodation units** comprising two blocks totalling 9,720 sq m (104,625 sq ft)

**150 bed 4\* hotel** with gym, restaurants/bar, spa & conferencing facilities comprising 7,170 sq m (24,435 sq ft) with interest from Village Hotels.

**Transport Hub** with 3 large coach bays & associated facilities

New vehicular & pedestrian shared surface to Greyfriars & Lady's Lane

Maximise linkages and permeability via:

**A new pedestrian bridge**

**Refurbished existing link** directly into the shopping centre

**New improved links** into Market square

Refurbished link directly to the Grosvenor Shopping Centre

**"Delivered in 3 phases with a construction of all phases estimated to be 36 months"**

**A wide range of restaurants, wine bars and cafes** made up of approximately 11 units comprising 3,660 sq m (39,400 sq ft) with interest from:

- Deans Diner
- Las Iguanas
- Mimosa
- All Bar One
- Five Guys
- Cosy Club
- Bella Italia
- Fish Works
- Miller & Carter
- Turtle Bay
- Wildwood
- Zizzi

**266 Residential units** comprising of:

144 Private rented apartments totalling 13,070 sq m (140,680 sq ft)

122 Apartments to be sold totalling 10,940 sq m (117,750 sq ft)

New and improved links to the Market Square, Sheep Street and beyond.

Distinct areas of high quality public realm:

Greyfriars Place  
Village Square

# GREYFRIARS PROPOSALS EXHIBITION FEEDBACK

## 1. Introduction

- 1.1 Development proposals for the Greyfriars site in Northampton town centre went on display to the public from 18 to 20 July 2016 in the Guildhall, St Giles Square. Visitors were able to see what the schemes could look like and understand how they link to the rest of the town centre, as well as leaving their comments, which will be fed back to the developers. The exhibition was promoted in the media, the council's website and social media and was launched by a press briefing.
- 1.2 Over **300** people attended over the course of the three days.
- 1.3 The Greyfriars' page on the website received over **1000** visits with **700** viewing further scheme details. Nearly **3000** Twitter impressions were made with over **2000** Facebook views during the period of the exhibition.
- 1.4 Around **100** feedback forms were returned

## 2. Comments

- 2.1 The feedback was largely supportive of the schemes. The potential cinema attracted a lot of debate. Some concerns were expressed in relation to the possible impact on existing provision. The access and integration with the Grosvenor Centre and Market Square as displayed in Scheme 1 received a large amount of positive comments. Coach facilities also attracted a lot of interest and people expressed a desire to ensure suitable shelter was available as well as toilet facilities. Many expressed a desire to relocate these facilities as close to the bus station as possible whilst ensuring facilities for taxis and for appropriate vehicular access. Some views in relation to the impact on traffic arising from the proposed changes were expressed.
- 2.2 A sample of the public and stakeholder comments received is provided below.

## 3. In general

- *Both schemes viable and would make attractive and interesting additions to the town centre*
- *Both schemes appear to be a good mix of uses*
- *They are both really strong schemes that would be great for the town*
- *Interesting range of options. Good to see the elderly catered for in both schemes. Is there scope for a local convenience store?*
- *I like the positive changes to the town, Even Justin Bieber hated the old bus station! Plans to add a cinema and student accommodation are great. Positive plans!*
- *Both schemes address lack of residential housing and student accommodation within the Town Centre*

- *My company strongly supports the proposals to redevelop the Northampton Greyfriars area and welcomes the planned new cinema/entertainment complex, the range of restaurants, wine bars and cafes, as well as the proposed private residential and student accommodation units, which will undoubtedly help boost the local economy.*
- *The plan shows coaches of 12 metres in length. Coaches can now be up to 15 metres in length, and an increasing number actually are. Therefore the layout and vehicle tracking for the site will have to take account of this.*
- *Moving coach services to a new facility would free up space for more buses to layover in Victoria St.*
- *Moving the toilet facilities to the site would help enhance the quality of the coach station.*
- *The Committee is concerned that the consultation makes no reference to the proximity of the site to the Sheep Street and All Saints Conservation Areas and the Grade I listed Church of Holy Sepulchre, and the potential impact development on this site will have on the setting of these heritage assets*
- *Propose that the development scheme should be assessed against a set of urban and building design principles and objectives.*
- *The chosen scheme should maximise pedestrian permeability*
- *In broad principle, we are supportive of well designed, integrated proposals to bring this strategic site back into occupation and believe that leisure is an appropriate and desirable use here given its proximity of Greyfriars to the core retail, leisure, restaurant and commercial locations within Northampton town centre.*
- *Optimising with the wider town, utilising the already established traditional links between the town centre, the Grosvenor Centre and the Greyfriars site, which sit on a well-worn pedestrian axis, will build on the town's strengths and position Northampton and its shoppers, retailers and workers well to benefit from this project.*
- *We are supportive of leisure uses in this location though it is important that the proposals include a strong cinema offer to maximise visitor numbers and footfall in Northampton, as well as to support the associated uses,*
- *Scheme 1 proposals deliver strong linkages to the Grosvenor Centre, coupled with a centrally located cinema and supporting leisure facilities, all of which will provide for a well-integrated and therefore more successful development. We also support this scheme's proposals to (a) remove subway linkages and (b) their proposals to pedestrianise Greyfriars and 'grade' the entrance at the central point.*

#### **4. Cinemas and Leisure**

- *Don't see the need for another cinema when we already have the Erroll Flynn. If we have to have another cinema would prefer the family offer*
- *Concerned about impact of cinemas on Sol Central*
- *Both schemes mention cinemas-already have provision which is underused*
- *I see no reason for another cinema. Why would people use this leisure hub when existing facilities such as Trilogy, Sixfields, Vue and others are available?*
- *No evidence was presented as to the viability of another cinema.*
- *Prefer family focus for cinema*

## **5. Transport /traffic**

- *Good to have facilities for coaches.*
- *I don't believe that either scheme can be accommodated within existing transport/road infrastructure. I commend the eventual facilities for coach users. Let's hope planning will include toilets and indoor waiting area as well as travel advice centre.*
- *Traffic volume will increase. Concerned that proper consideration is given to this to avoid gridlock*
- *I am a bus/coach driver. People need to get off the bus and straight onto the coach bay (and viceversa)*
- *Good to see a coach station incorporated*
- *Would like to see cycle route as well as facilities for locking cycles when attending leisure places*
- *Would like taxi rank for coach passengers*
- *Consideration should be give to disables users and those that lack mobility. The current Shopmobility is hidden away in the Mayorhold carpark, it would be an ideal*

## **6. Students**

- *Both schemes address lack of student accommodation within the Town Centre*
- *It is a good idea having student accommodation and residential apartments included-I hope this will increase footfall in the Town Centre*
- *Concerns over associated night trade noise/volume of public with retirement complex so near so many student apartments*
- *What travel/parking arrangements will be made for students living in student accommodation?*



## **7. Housing**

- *Both schemes address lack of residential housing within the Town Centre*
- *Affordable housing must be included.*
- *I support the use of the site for student accommodation, affordable housing, retirement apartments and the development of “rat island”. If the need for housing is at such a premium, should NBC not stipulate whole site needed for housing?*

## **8. Hotels**

- *No evidence was presented as to the viability of another hotel.*
- *Unproven demand for a further hotel*
- *Existing hotels far from capacity.*

## **9. Restaurants etc**

- *Open area for restaurants and cafes will be good s currently they are all on roads*
- *Nice to see more night life e.g. restaurants and café included in both schemes*
- *Too many restaurants*

## **10. Design**

- *Both schemes are a bit generic-shops, cinema, flats, hotel. An opportunity missed for something more radical*
- *Concerns about potential building heights in both schemes*
- *Both schemes architecturally very dull*

## **11. Also**

- *Would be good to see exhibitions at focal points*
- *An option for green areas would be a good idea, including outdoor community access*
- *Are there enough social facilities for such a lot of residents? E.g. surgery. Private development must not dictate all facilities*
- *Would like to see art and culture, open air performance space, link to libraries*
- *Surprised that neither scheme has a department store incorporated*
- *We need quality shops not same American offer as Sixfields.*
- *Both schemes lack links between the existing Town Centre, residential areas and the proposed University*

## 12. On Scheme 1

- *Presentation professional and cleaner for landscaping and improved access to the Grosvenor Centre and Market Square*
- *Scheme 1 seems more integrated. Like links to Market Square and Grosvenor Centre. Optional future phase for rat island is good*
- *Much prefer Scheme 1: Good visibility walking up from Market Square (don't like under passes) and views the cinema and restaurants plus the glass cladding on the Grosvenor Car Par, looks good, but there should be more public space/square, at the moment the walk throughs are narrow. Bigger space and people will stay longer, more of a place to go. Solution? Re-arrange student flats pushing them back away from the cinema creating a square to the east side of the cinema*
- *Like pedestrianised Greyfriars Lane which gives opportunity for further Grosvenor Centre development*
- *More pleasing to the eye, uses vacant land wisely, it encompasses all age groups and takes account of non-drivers*
- *Better mix, 6 coach spaces a bonus, better link to Grosvenor*
- *Scheme shows better consideration of existing surroundings and environment, exciting new restaurants but concerned at lack of diversity*
- *Very impressed with Scheme 1. Key benefits are: the placement of eateries around the area that is open; the modern usage of a hub type area; the name "Greyfriars Quarter"; the types of activities on offer and the shops/facilities. Scheme 1 has a much stronger image and the layout is well placed to meet the needs of the town and encourage retail growth. Very excited to see this develop*
- *Scheme 1 has great access routes which will encourage people to the town*
- *I prefer Scheme 1 but I think it would be improved if the area shown for the cinema allowed for a social open square that invites family time. It would also open the views through the existing residential areas beyond. I work with developers and both schemes show fantastic use of the space*
- *Scheme 1 more aesthetically pleasing. Walkthrough also better, bringing people into a vibrant open area*
- *Prefer scheme 1 because: pedestrianised areas will draw people in whereas keeping Greyfriars Road will isolate area; develop scrubland at the far end, it has been an eye sore for many years; scheme has open feel which the town centre is in need of.*
- *My company does have reservations about Option 1, as we do not believe that the central Northampton road system is resilient enough to accommodate the*

*withdrawal of Greyfriars and its replacement with a pedestrian link between the new development and the town centre.*

- *The quality of the design of the buildings shown in the consultation material is uninspiring.*
- *There are fewer open public areas, a higher density of built up areas and less permeability than in Scheme 2.*
- *There are fewer opportunities for pleasing viewpoints*
- *Not enough pedestrian linkages to the surrounding areas*

**13. On Scheme 2**

- *I prefer Scheme 2: the layout with the cinema at one end is attractive. The student blocks are well located*
- *This appears to have better designed public spaces, which will be more suitable for public events.*
- *Permeability is better than for Scheme 1.*
- *There are no references to local vernacular styles or materials*
- *Scheme 2 appears to have lots of bars, I don't really see the need for that many*
- *If I had to choose I would opt for Scheme 2*
- *Boutique cinema-we already have one, Errol Flynn Film House*
- *Looks similar to MK complex. However, I think it is appealing. Offers buyers apartments giving first time buyers an opportunity*
- *Rather than a boutique cinema how about an outdoor cinema. In the summer people can have picnics etc with family and friends. In the winter it can be used for Farmers Market/German Market etc.*
- *Narrow passageway access not attractive and limited-needs to be more open and integrated to the town*
- *Weak access to the scheme, scheme separated by road very negative*
- *My company strongly recommends that your Council selects Option 2, as it will help ensure that the central Northampton road system continues to work, as under this option both Greyfriars and Lady's Lane are retained.*

DRAFT



## CABINET REPORT

<b>Report Title</b>	<b>GREYFRIARS SITE DEVELOPMENT – PROGRESS REPORT AND PROPOSED WAY FORWARD</b>
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	11 <sup>th</sup> November 2015
<b>Key Decision:</b>	No
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Regeneration, Enterprise and Planning
<b>Accountable Cabinet Member:</b>	Councillor Hadland
<b>Ward(s)</b>	Castle

### **1. Purpose**

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- 1.1 This report highlights progress to date of the Greyfriars development and outlines the next steps needed to advance the development of the site including the selection of a development partner.

### **2. Recommendations**

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- 2.1 Cabinet is asked to note the current progress being made with the site.
- 2.2 Cabinet is asked to approve the selection process of a development partner.
- 2.3 Approves the establishment of a Cabinet Advisory Group to advise and liaise with officers during the selection process. The Leader of the Council will Chair the Group as outlined in para 4.6.
- 2.4 That a further update report is brought to Cabinet in April 2016 for a final decision on the potential development partner.

**3.0 Background**

- 3.1 A report was taken to Cabinet on 4 March 2015 outlining the progress of the demolition of the former bus station building and to make it ready for future investment and development.
- 3.2 In August 2014, a large public consultation event was held at the Guildhall to gauge people’s ideas and aspirations for the site. A broad mix of end uses was suggested including: cultural, retail, leisure, transport hub, residential, commercial and community. A Cabinet Report detailing the outcome of this consultation was presented on 8<sup>th</sup> October 2014.

**4.0 Developer Selection Process**

- 4.1 It is now considered to be the right time to progress the redevelopment of the site through a selection process to find a suitable site purchaser/leasee.
- 4.2 An expression of interest exercise has commenced with an advert for a site purchaser/leasee being placed in the trade press in August 2015. The original closing date for submission was originally due to be 9<sup>th</sup> October 2015, however due to unprecedented interest, this has been extended to 6<sup>th</sup> November 2015. Over 100 copies of the site brochure have been requested. A copy of the brochure can be accessed at: <http://bit.ly/1MQYPll>
- 4.3 Following the closing date, it is anticipated that 3 – 4 bids will be shortlisted. These shortlisted bids will then work with the officer team to develop the proposals into more detail. Further public consultation will be undertaken before a final decision is made.
- 4.4 The timetable for the process is as follows:-

August 2015	Advert
6 November	Submission: Expression of Interest (noon)
November	Evaluation of returns/panel select shortlist
18 December	Shortlist – Invitation to tender
29 February 2016	Submission: Tender return
March	Evaluation of returns/panel selection
April/May	Notice to appoint
13 April	Cabinet

External legal support and specialist commercial knowledge is also being procured.

- 4.5 A governance model has been prepared to oversee the development of the site including terms reference for a Programme and Board and Project Team. The Director of Regeneration, Enterprise and Planning chairs the Programme Board. The programme structure chart is included in Appendix A.

- 4.6 In order to oversee the delivery of the Greyfriars development, it is proposed that a Cabinet Advisory Group be formed to advise Cabinet in reaching decisions regarding the Developer selection process. The Advisory Group will consist of the Leader, the Cabinet Member for Regeneration, Enterprise and Planning together with appropriate Cabinet Members. The Advisory Group will have no formal decision making powers delegated from Cabinet.

## **5 IMPLICATIONS (INCLUDING FINANCIAL IMPLICATIONS)**

### **5.1 Policy**

- 5.1.1 Recommendations within this report are within current policies.
- 5.1.2 The development of Greyfriars is part of the Corporate Plan and forms part of the “Northampton Alive” strategy and suite of projects.

### **5.2 Resources and risk**

- 5.2.1 Suitable financial arrangements will need to be put in place to be able to commission and pay for suitable expert advice to assist the Council in the redevelopment of the site. It is anticipated that these costs will be no more than £200,000. Cost estimates are being sourced and these would be met by a drawdown from the Strategic Investment Reserve. There will be no requirement to pay for any actual development to be undertaken in advance of a development plan being approved at a future Cabinet.
- 5.2.2 If there are future financial implications for the Council of the development a full business case will be produced, and presented to the Cabinet at a future meeting.

### **5.3 Legal**

- 5.3.1 There will need to be appropriate procurement (for consultancy), tendering and contracting arrangements put in place which will be overseen by the Programme Board.

### **5.4 Equality and Health**

- 5.4.1 This report is a progression from previous Cabinet reports on the demolition and development of the Greyfriars site.
- 5.4.2 Any option chosen will support the Council’s objective to promote equality and health.

### **5.5 Consultation**

- 5.5.1 The results from the public consultation event in August 2014 have been taken into account in developing the expression of interest document for the redevelopment of the site.

5.6 **How the proposals deliver priority outcomes**

5.6.1 Northampton Alive: A vibrant town.

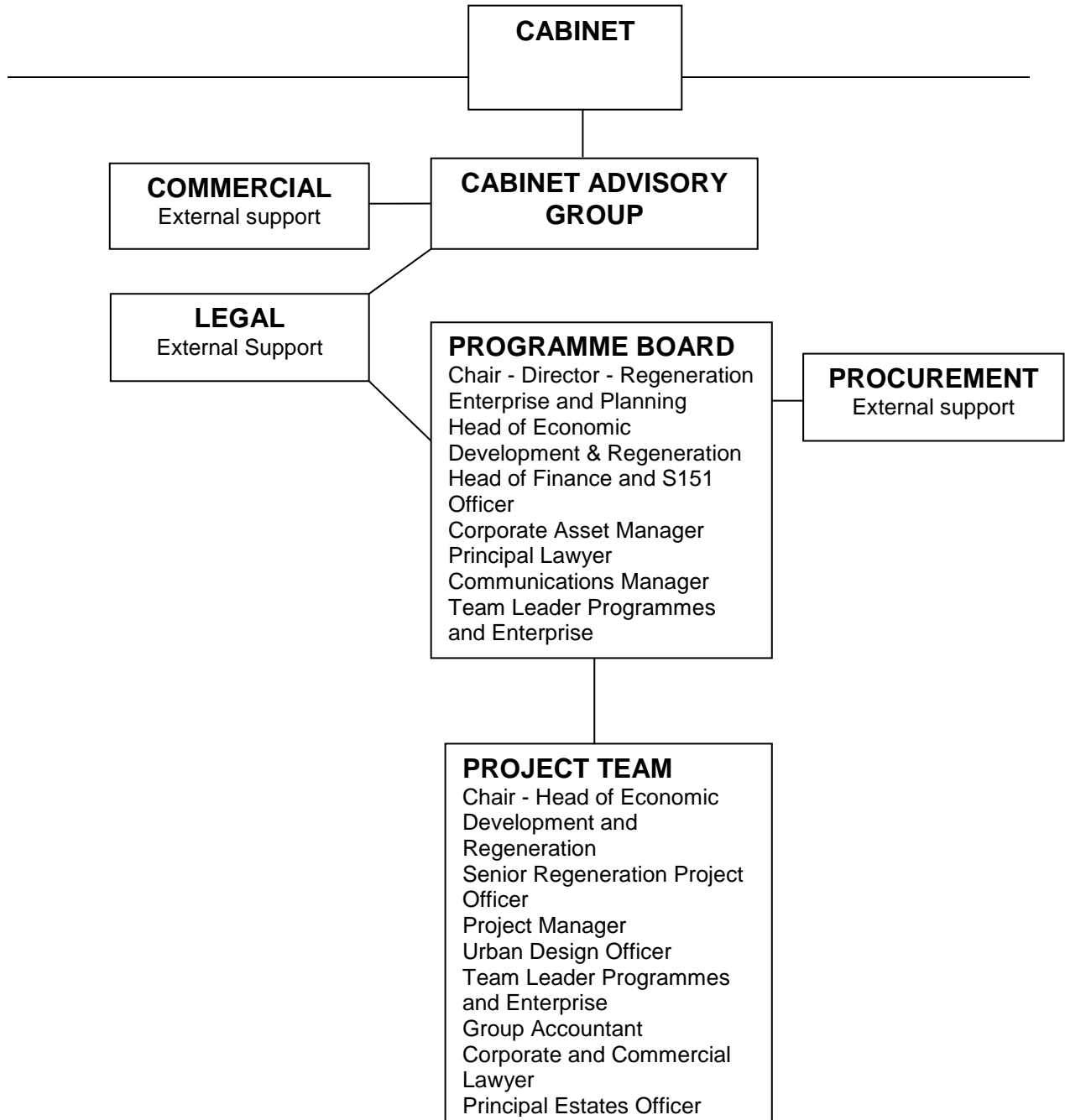
**6 BACKGROUND PAPERS**

6.1 Appendix A shows the proposed governance structure for the redevelopment of the Greyfriars site.

**Steve Boyes**  
**Director – Regeneration, Enterprise and Planning**  
**Tel: 01604 837287**



**Greyfriars Programme**  
**Governance**



<p><b>Appendices</b></p> <p>[0]</p>
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## CABINET REPORT

<b>Report Title</b>	<b>ENFORCEMENT AGENT FRAMEWORK</b>
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	7 September 2016
<b>Key Decision:</b>	Yes
<b>Listed on Forward Plan:</b>	Yes
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Finance & Resources
<b>Accountable Cabinet Member:</b>	Councillor Brandon Eldred
<b>Ward(s)</b>	All

### 1. Purpose

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1.1 To seek Cabinets approval to implement a Revenues and Benefits Enforcement Agency Framework Agreement to address future recovery of unpaid monies on behalf of the Borough of Northampton.

### 2. Recommendations

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That Cabinet approve the implementation of a Revenues and Benefits Enforcement Agency Framework Agreement to address future recovery requirements and to enter into a Framework Agreement with the following four providers:

- Bristow & Sutor
- Dukes
- JBW
- Rossendales

### **3. Issues and Choices**

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#### **3.1 Report Background**

- 3.1.1 Northampton Borough Council (Council) has historically used external enforcement agents (previously known as bailiffs) and collection agents to collect outstanding monies for Council Tax, Business Rates (NNDR), Overpaid Housing Benefits, Former Tenant arrears and Sundry Debts.
- 3.1.2 The existing contract came to an end in November 2015 and new arrangements needed to be sought to replace it with a specification that better met the needs of the Council. Since the commencement of the original contract in 2011 there has been much change in the enforcement industry, mainly due to the review by the Ministry of Justice, and the increased expectations of Local Authorities. Hence the need to take time to implement an appropriate contract.
- 3.1.3 In the industry the Council has a reputation for performance management, and insisting on a firm but fair approach to debt recovery. A framework approach allows for any supplier that doesn't deliver to the expected standards to be replaced without the need for a new procurement process, which is both costly and time consuming.
- 3.1.4 An open tender for the Revenues and Benefits Enforcement Agency Framework was advertised on the 3<sup>rd</sup> December 2015, on the OJEU website, Contracts Finder and Source Northamptonshire in compliance with the EU Procurement Regulations, to maximise the opportunity for the Council to secure service providers that could deliver to the specification required for a period of 4 years.
- 3.1.5 Initially nineteen (19) organisations registered an expression of interest, with ten (10) submitting a tender on the closing date of the 18<sup>th</sup> January 2016. These tenders were evaluated in accordance with the pre-determined criteria and scoring mechanism, with the prospective suppliers ranking based on the points awarded.
- 3.1.6 It is the intention to use the top four scoring suppliers, subject to approval by Cabinet of the recommendation above.

#### **3.2 Issues**

- 3.2.1 Not to appoint suitable suppliers will adversely impact on the Council's ability to recover outstanding monies.
- 3.2.2 Over time this will
- undermine the duty to protect the public purse
  - erode wider collectability and
  - increase recovery costs in the earlier stages of debt management.

### **3.3 Choices (Options)**

- 3.3.1 To not award the contract would mean that the Council would have to look at an internal option, which currently is neither in place or resourced.
- 3.3.2 Following the evaluation of tenders against the pre-determined criteria and the specification, it should be noted that the interest received and the quality of those interested suppliers, has provided a compliant and satisfactory outcome to undertake the recovery services.

## **4. Implications (including financial implications)**

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### **4.1 Policy**

- 4.1.1 The proposed Revenues and Benefits Enforcement Agency Framework Agreement fully supports the Corporate Debt policy and fair debt principles.

### **4.2 Resources and Risk**

- 4.2.1 There will be no direct financial cost to the Council as the customer is responsible for paying any fees incurred during the recovery process.
- 4.2.2 All suppliers will charge fees in accordance with the Ministry of Justice's fee structure and those fees, not part of the MoJ fee structure, in accordance with the tender submissions. The charging of fees is monitored as part of performance management of the Framework Agreement.
- 4.2.3 Risks are mitigated and managed against through regular performance management of the contract. Six-weekly meetings are held with all suppliers where performance against the Council's standards is discussed, these are transparent and shared with all suppliers.
- 4.2.4 The cost for the performance management of the Framework Agreement is met through the existing budgets for Revenues and Benefits.

### **4.3 Legal**

- 4.3.1 LGSS Law and LGSS Procurement have advised and assisted in the procurement and drafting of the Framework Agreement.

### **4.4 Equality and Health**

- 4.4.1 The tender addressed Equality and Diversity relating to policy requirements and practices. In addition to this, monitoring and regular review meetings will be held, as with previous contracts, to ensure that any issues highlighted will be addressed as appropriate.

#### **4.5 Consultees (Internal and External)**

4.5.1 Internal:  
LGSS Finance – Section 151 Officer  
LGSS Law  
LGSS Procurement

4.5.2 External:  
None

#### **4.6 How the Proposals deliver Priority Outcomes**

4.6.1 None

#### **4.7 Other Implications**

4.7.1 None

### **5. Background Papers**

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5.1 None

**Ian Tyrer, Revenues Manager, Ext 7451**

Appendices  
1



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**NORTHAMPTON**  
BOROUGH COUNCIL

## CABINET REPORT

<b>Report Title</b>	<b>Finance Report to 31 July 2016</b>
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	7th September 2016
<b>Key Decision:</b>	YES
<b>Within Policy:</b>	YES
<b>Policy Document:</b>	NO
<b>Directorate:</b>	Management Board
<b>Accountable Cabinet Member:</b>	Cllr B Eldred
<b>Ward(s)</b>	N/A

### 1 Purpose

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- 1.1 The purpose of this report is to assist Cabinet in monitoring the delivery of the Corporate Plan within the agreed capital and revenue budgets for the General Fund (GF) and Housing Revenue Account (HRA).
- 1.2 To inform Cabinet of the latest forecast outturn position for the Council's capital programme for 2016-17 and changes to the Programme approved under delegated powers

### 2 Recommendations

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- 2.1 That Cabinet reviews the contents of the report and appendices, and identifies actions to be taken to address any issues arising from it.
- 2.2 That Cabinet note the changes to the 2016-17 General Fund Capital Programme as detailed in Appendix 1.

- 2.3 That Cabinet approve the virement of £2.3m of HRA revenue Repairs and Maintenance budget to the Capital Programme to support the investment in new stock partly funded by the use of 141 Right To Buy receipts.

### 3 Issues and Choices

#### 3.1 Report Background

- 3.1.1 This report presents the Council's key financial exceptions for the year to date, together with changes in the revenue budget and capital programme.
- 3.1.2 The report also brings forward any capital appraisals and variations for noting and approval.

#### 3.2 Key Financial Indicator Exceptions

Dashboard Indicator Description	Variation from Budget	
	General Fund	Housing Revenue Account
	£000	£000
Controllable Budgets	(599)	(2,767)
Debt Financing and Recharges	(303)	0
Total	(902)	(2,767)
Net transfer to/(from) reserves	0	2,768
Total	(902)	0

#### 3.3 General Fund Revenue Budget

The following table summarises the major variations from budget for the General Fund.

Service Area	£000
Asset Management	96
Major projects and Enterprise	38
Head of Planning	(268)
Housing	34
Borough Secretary	0
Director of Customers & Communities	(499)
Local Government Shared Services	0
Corporate	(0)
Controllable Total	(599)
Debt Financing	(303)
Total	(902)
Net transfer to/(from) reserves	0
Total	(902)

*Budget Managers are working to mitigate the pressures on their budgets and bring forecasts back in line with budgets.*

##### 3.3.1 General Fund Revenue Budget (Blue)

### 3.3.1.1 **Asset Management**

Forecast overspend mainly relates to additional temporary staff covering vacant positions and professional services to carry out valuations. Offset by overachievement of NNDR rebates following challenges.

### 3.3.1.2 **Head of Planning**

Forecast underspend is due to the higher level of development control income for the whole year offset by a drop in anticipated building control income due to market conditions.

### 3.3.1.3 **Director of Customers and Communities**

Overall forecast underspend reflecting additional deductions made through the Environmental Services Contract and additional car parking income.

### 3.3.1.4 **Corporate Debt Financing**

Forecast underspend due to lower Interest on borrowing and lower MRP charges due to repayment of borrowing on short-life assets during 2015-16 and carry forward of some capital expenditure into 2016-17.

## **Controllable HRA Revenue Budget (Blue)**

3.3.1.5 The forecast underspend position on the HRA of £2.8m relates mainly to the ongoing NPH work with the Council in identifying void costs to capitalise and the careful management of Void budget spend. It has been identified that £2.3m of this revenue budget can be invested into the Capital Programme to help fund a programme of additional units and help to ensure that the Council fully utilises the retained 141 Right to Buy receipts it currently holds. Paragraph 3.5.2.2 below provides more information.

## **3.4 Capital Programme**

### **3.4.1 General Fund Capital Programme**

3.4.1.1 Cabinet in July approved carry forwards from 2015/16 of £7.3m. In line with approved processes, the Capital Programme Board has approved changes to the General Fund capital programme as set out in Appendix 3. These additions, totalling £392k, are predominantly funded from section 106 contributions, existing revenue budgets or earmarked reserves and therefore have no impact on the forecast funding from capital receipts and borrowing. The General Fund Capital Programme now stands at £21.9m.

3.4.1.2 There are no significant forecast variances as at the end of July.

3.4.1.3 Any further additions to the capital programme, including further strategic property purchases, will be subject to the development of a robust business case.

### **3.4.2 HRA Capital Programme**

3.4.2.1 The approved HRA Capital Programme includes £9.3m to fund the construction of 100 new dwellings at Dallington. The phasing of the construction programme and the approved borrowing limits set by Central Government is currently being considered by the Treasury with a view to extending the debt cap determination into 2017/18 financial year to take into account the technical issues that are impacting against the delivery. A



further update will come to Cabinet at a later date. The HRA capital programme is currently forecast to be delivered in line with the budget.

- 3.4.2.2 As part of the HRA reforms following the self-financing buyout, the Council has, since April 2012, been able to retain a proportion of its RTB receipts after signing up to a formal agreement with the DCLG. These retained receipts must be spent on re-provision of social housing within 3 years of receipt. A maximum of 30% of the cost of re-provision can be funded using receipts, the remainder is to be funded from borrowing or cross-subsidy from the Council's own resources, including (in some cases) land. If the retained receipts are not spent within the 3 year period the Council has to pay that quarter's unspent receipts back to the Treasury with compound interest at 4% above base rate. As at 31 March 2016 the Council has not had to pay over any of the retained receipts but is under increasing pressure to use the balance of receipts within the terms of the agreement. This has been achieved mainly through a number of RTB Buybacks and more recently the purchase of Lakeview House for redevelopment. The HRA Capital Programme for 2016/17 to 2020/21 includes the expenditure of these receipts, but match funding is required to fund the remaining 70% from within the HRA Capital programme. The initial work that NPH have carried out with the Council has identified budget within the revenue Repairs and Maintenance budget as reported in paragraph 3.4.2.1 above of £2.3m which it is proposed to fund the 70% expenditure on schemes that will bring additionality to the HRA stock, helping to address housing need and ensuring the maximisation of spend of the retained receipts. Cabinet are therefore asked to approve the virement of £2.3m from the HRA Repairs and maintenance budget to support the HRA Capital programme.

### **3.5 Choices (Options)**

- 3.5.1 Cabinet is asked to note the reported position financial position.
- 3.5.2 Cabinet are asked to note the changes to the General Fund Capital Programme for 2016-17 as set out in Appendix 3.
- 3.5.3 Cabinet are asked to approve the virement of £2.3m revenue Repairs and maintenance budget to support the HRA Capital programme.

## **4 Implications (including financial)**

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### **4.1 Policy**

- 4.1.1 The Council agreed a balanced budget for the Capital Programme and Revenue Budgets for both the General Fund and the HRA in February 2016. Delivery of the budget is monitored through the budget monitoring framework.

### **4.2 Resources and Risk**

- 4.2.1 This report informs the Cabinet of the forecast outturn positions for capital and revenue, for both the General Fund and HRA, as at the end of July 2016. It also highlights the key risks identified to date in delivering those budgets and where performance measures are significantly over or under performing.
- 4.2.2 There will be an on-going impact in future years if any of the savings within the 2016/17 budget are not achieved, particularly where services move outside the direct control of the Council.
- 4.2.3 All schemes included in the capital programme, or put forward for approval, are fully funded, either through borrowing, internal resources or external funding arrangements.

### **4.3 Legal**

4.3.1 There are no specific legal implications arising from this report.

### **4.4 Equality and Health**

4.4.1 There are no specific equalities implications arising from this report.

4.4.2 A full Community/Equalities Impact Analysis has been completed for the 2016/20 Budget and is available on the Council website.

### **4.5 Consultees (Internal and External)**

4.5.1 Heads of Service, Budget Managers and Management Board are consulted as part of the budget monitoring process on a monthly basis.

### **4.6 How the Proposals Deliver Priority Outcomes**

4.6.1 Performance monitoring (financial and non-financial) by exception and using it to improve performance is good practice in terms of efficient and effective management. It contributes directly to the priorities of sustaining “effective and prudent financial management” and being “an agile, transparent organisation with good governance”.

### **4.7 Other Implications**

4.7.1 There are no other implications arising from this report.

## **5 Background Papers**

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5.1 Cabinet and Council Budget and Capital Programme Reports February 2016

Management Board, c/o David Kennedy, Chief Executive, 01604 837726  
Glenn Hammons, Section 151 Officer, 01604 366521



Cabinet 7<sup>th</sup> September 2016

## Capital Budget Changes April to July 2016 – Approved under Delegation

## General Fund Schemes

Reference	Scheme Title	2015/16 £	Comments
BA231 2016-17	LED Lighting – Mayorhold & St Johns MSCP	127,760	Lighting Improvements, funded by SALIX Fund
BA232 2016-17	Southfields Recreation Ground Play Equipment	24,995	Additional Play Equipment, funded from S106 Contributions
BA233 2016-17	Banbury Lane Pocket Park Play Equipment	23,500	Additional Play Equipment, funded from S106 Contributions
BA234 2016-17	Hardingstone Recreation Ground	41,615	Renewal of the footpaths around the Recreation Ground, funded from S106 Contributions
BA241 2016-17	Improvements to town centre cleansing	17,000	Purchase of additional cleanser to improve town centre cleanliness – funded from Revenue Contribution
BA243 2016-17	Lodge Farm Community Centre	52,748	Improvements to main hall and conversion of barn, funded by Grant and S106
BA245 2016-17	Berrywood Road Footpath	10,000	New footpath from Berrywood Road into St Crispin's Park, funded from S106
BA246 2016-17	Southfield Park Footpath	20,000	To create safe access from both sides of park, funded from S106
BA645 V03 2015-16	S106 Contributions (Affordable Housing)	74,000	S106 contribution towards affordable housing scheme at Booth Rise.



<p><b>Appendices</b> 3</p>
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## CABINET REPORT

<b>Report Title</b>	<b>TREASURY MANAGEMENT OUTTURN 2015-16</b>
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**AGENDA STATUS: PUBLIC**

<b>Cabinet Meeting Date:</b>	7 September 2016
<b>Key Decision:</b>	NO
<b>Within Policy:</b>	YES
<b>Policy Document:</b>	NO
<b>Directorate:</b>	LGSS
<b>Accountable Cabinet Member:</b>	Brandon Eldred
<b>Ward(s)</b>	Not Applicable

### 1. Purpose

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1.1 To inform Cabinet of the Council's performance in relation to its borrowing and investment strategy for 2015-16, and provide an update of the same in respect of the first quarter of 2016-17.

### 2. Recommendations

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2.1 That Cabinet recommend to Council that they note the Council's treasury management performance for 2015-16 (outturn), and treasury management data for quarter 1 of 2016-17.

### **3. Issues and Choices**

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#### **3.1 Report Background**

##### **CIPFA Code of Practice on Treasury Management in the Public Services**

3.1.1 The Council has adopted the CIPFA Code of Practice on Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes (“the Treasury Management Code of Practice”).

#### **3.2 Issues**

##### **Summary of Key Headlines**

3.2.1 The main headlines for the period are as follows:

- The Council continued to make use of internal borrowing to fund its capital expenditure programme, generating savings in the revenue budget. This benefits the Council’s revenue budget position as the costs of external borrowing are avoided, at least until such time as the Council’s cash position or interest rate conditions change and there are drivers to go to the external market. See paragraph 3.2.16 to 3.2.21
- Loans to the value of £46m were made to the University of Northampton in March 2016 to facilitate the construction of a new waterside campus. The loans were funded by PWLB borrowing of £46m at a special ‘project rate’ applied for by SEMLEP. See paragraphs 3.2.9 and 3.2.46
- In house investment returns received on cash balances compared favourably to the benchmarks. A return of 0.77% was achieved compared to the average 7 day LIBID benchmark of 0.36%. In respect of local authority benchmarks the NBC performance has been above the comparator group averages throughout the year. See paragraphs 3.2.27 to 3.2.34.
- The debt financing budget outturn was £624k under budget. This saving arose from a number of factors, including internal funding of borrowing requirements, higher cash balances and investment rates than budgeted and reduced Minimum Revenue Provision (MRP) requirements on borrowing to fund prior years’ capital programme expenditure. See paragraphs 3.2.47 to 3.2.48
- The Council has operated throughout the year within the Treasury and Prudential Indicators set out in the Council’s Treasury Management Strategy Statement (TMSS) and in compliance with the Council’s Treasury Management Practices. See paragraphs 3.2.49 to 3.2.51
- The borrowing position at the end of quarter 1 2016-17 has reduced by £225k due loan repayments and capitalisation of interest on government borrowing, and movements in temporary borrowing. See paragraph 3.2.22

- Investment balances during quarter 1 2016-17 averaged £73m, with a weighted average rate of interest of 0.84%. See paragraph 3.2.35 to 3.2.37

## The Economic Environment

3.2.2 A detailed commentary for the quarter ending 30 June 2016 is provided in **Appendix 1** to advise Members of the latest economic position. This information has been provided by Capita Asset Services – Treasury Solutions (CAS Treasury Solutions), the Council’s treasury management advisors.

3.2.3 The key UK economic messages are as follows:

- The growth rate in 2015 and the first quarter of 2016 was disappointing compared with the two previous years;
- The Governor of the Bank of England, Mark Carney, has warned that the vote for Brexit is anticipated to cause a slowing in growth, and the Monetary Policy Committee (MPC), are likely to cut the bank rate and would consider doing further quantitative easing purchasing of gilts in order to support growth;
- Sterling has fallen against the Euro by 14% from its peak in November 2015;
- The government target of achieving a UK budget surplus by 2020 has been eased;
- The May Bank of England Inflation Report forecasts inflation barely getting back up to the 2% target within the 2-3 year time horizon. However beyond that period there is likely to be an acceleration in the pace of increase in inflation

## Risk implications of decisions taken and transactions executed

3.2.4 The Treasury Management Code of Practice identifies eight main treasury management risks. Definitions of these are included in the Council’s Treasury Management Practices (TMPs) for 2015-16. The management of these risks during 2015-16 is covered in the following paragraphs.

- a) Credit and counterparty risk – This continued to be an area of considerable risk for all local authority investors, given the prevailing uncertain economic and banking environment. The Council managed this risk extremely closely during the year through strict adherence to its treasury management policies and practices and a tightly controlled counterparty list that took into account a range of relevant factors including sovereign rating, credit ratings, inclusion in the UK banking system support package and credit default swap spreads. The advice of the Council’s treasury management advisors was also an underlying feature. None of the Council’s counterparties failed to meet the contractual obligations of their treasury transactions with the Council during 2015-16.
- b) Liquidity risk – This was managed effectively during 2015-16 through proactive management of the Council’s cashflow, including the choice of suitable investment values and maturity dates and the maintenance of sufficient levels of liquid cash in money market funds and deposit



accounts. The Council also maintained access to temporary borrowing facilities, and overnight loans from Northamptonshire County Council (NCC) were arranged on three occasions in the final quarter of the year to meet the Council's liquidity requirements.

- c) Interest rate risk - The Council's upper limits for fixed and variable interest rate exposures in respect of investments, borrowing and net external debt are managed as treasury indicators. These are reported at **Appendix 2**. The indicators were not breached during 2015-16.
- d) Exchange rate risk - The Council has a policy of only entering into loans and investments that are settled in £ sterling, and has no treasury management exposure to this category of risk.
- e) Refinancing risk – The Council did not refinance any of its debt during 2015-16 and was therefore not exposed to this category of risk during the year.
- f) Legal and regulatory risk - The Council carried out its treasury management activities for 2015-16 within the current legal and regulatory framework. LGSS officers responsible for strategic and operational treasury management decisions are required to keep abreast of new legislation and regulations impacting on the treasury management function, and have applied any changes as necessary. Legal and regulatory risks associated with other organisations with which the Council deals in its treasury management activities have been managed through counterparty risk management policies.
- g) Fraud, error and corruption and contingency management – LGSS officers involved in treasury management are explicitly required to follow treasury management policies and procedures when making investment and borrowing decisions on behalf of the Council. All treasury activities must be carried out in strict accordance with the agreed systems and procedures in order to prevent opportunities for fraud, error and corruption. The measures in place to ensure this include a scheme of delegation and segregation of duties, internal audit of the treasury function, detailed procedure notes for dealing and other treasury functions, and emergency and contingency planning arrangements (including a business continuity plan for treasury management).
- h) Market risk – Investments that may be subject to fluctuations in market value in some circumstances include certificates of deposit, gilts, bonds and money market funds.

The Council has deposits placed in money market funds whereby the underlying assets of the fund are subject to capital fluctuations as a result of interest rate risk and credit risk. However the structure of the AAA rated funds minimises the movement of capital value due to the restrictions laid down by the credit rating agencies. The Council did not experience any fluctuations in the capital value of its money market funds in 2015-16.

The Council purchased Certificates of Deposit (CDs) in 2015-16. In the main these were held to maturity and were not therefore subject to

movement in capital value. Three CDs were sold prior to maturity and a capital gain was realised.

The Council did not invest in gilts or bonds during 2015-16.

## Summary Portfolio Position

3.2.5 A snapshot of the Council's debt and investment position is shown in the table below:

	Actual as at 31 March 2015		TMSS 2015-16		Actual at 31 March 2016		Actual at 30 June 2016	
			31 March 16 Forecast (as agreed by Council Feb 2015)					
	£m	Rate %	£m	Rate %	£m	Rate %	£m	Rate %
<b>Borrowing</b>								
HRA	193.0	3.29%	193.0	3.29%	193.0	3.29%	193.0	3.29%
GF	15.1	3.22%	20.7	3.51%	23.2	2.94%	23.0	2.72%
GF - Third Party Loans	15.5	3.14%	15.3	3.13%	51.1	2.16%	51.1	2.16%
<b>Total Borrowing</b>	<b>223.6</b>	<b>3.28%</b>	<b>229.0</b>	<b>3.30%</b>	<b>267.3</b>	<b>3.04%</b>	<b>267.1</b>	<b>3.05%</b>
<b>Investments</b>	<b>64.3</b>	<b>0.73%</b>	<b>27.0</b>	<b>0.70%</b>	<b>65.9</b>	<b>0.90%</b>	<b>69.2</b>	<b>0.84%</b>
<b>Total Net Debt / Borrowing</b>	<b>159.3</b>		<b>202.0</b>		<b>201.4</b>		<b>197.8</b>	
<b>Third party loans</b>	<b>16.9</b>		<b>15.30</b>		<b>52.38</b>	<b>2.28%</b>	<b>52.29</b>	<b>2.28%</b>

Note – TMSS 2015-16 Third Party Loan figures exclude the loan to the University of Northampton, which at the time was planned but not budgeted (net nil budgetary effect)

3.2.6 Further analysis of borrowing and investments is covered in the following two sections.

## Borrowing

3.2.7 The Council can take out loans in order to fund spending for its capital programme for the benefit of Northampton. The amount of new borrowing needed each year is determined by capital expenditure plans and projections of the Capital Financing Requirement (CFR), forecast reserves and current and projected economic conditions.

### New loans and repayment of loans:

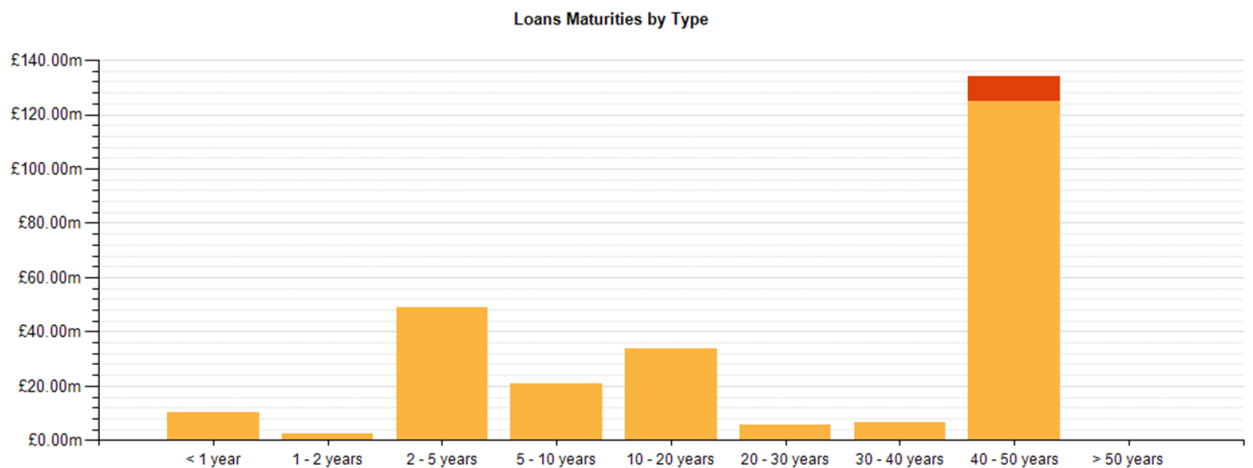
3.2.8 The table below shows the details of new long term loans raised and loans repaid during 2015-16. All borrowing movements shown relate to the General Fund.

Lender	Loan Type	Start Date	Maturity Date	£m	Interest Rate %	Duration (yrs)	Comments
<b>Raised</b>							
Public Works Loan Board	Maturity	10/03/2016	20/03/2021	28.50	1.38	5	To fund third party loan
Public Works Loan Board	Annuity	10/03/2016	10/03/2056	17.50	3.82	40	To fund third party loan
<b>Repaid</b>							
Public Works Loan Board	Maturity	12/01/2010	12/01/2016	2.02	3.47	6	Repayment on maturity
Public Works Loan Board	EIP	22/01/2014	22/01/2039	0.05	3.97	25	Repayment of annual EIP amount re borrowing to fund third party loan
Public Works Loan Board	EIP	22/01/2014	22/01/2039	0.05	3.97	25	
Public Works Loan Board	EIP	22/01/2014	22/01/2039	0.05	3.97	25	
Public Works Loan Board	EIP	22/01/2014	22/01/2039	0.05	3.97	25	
Public Works Loan Board	EIP	22/01/2014	22/01/2039	0.07	3.97	25	
Public Works Loan Board	Annuity	22/07/2014	22/07/2039	0.04	3.82	25	Repayment of annual annuity amount
Homes & Communities Agency	Annuity	01/04/1985	01/10/2033	0.02	9.25	49	

3.2.9 Loans totalling £46m were raised in 2015-16 and relate to PWLB borrowing at the project rate to fund loans to the University of Northampton to support the creation of a waterside campus. Loans repaid include a £2m PWLB maturity loan in January 2016, and annual amounts on EIP and annuity loans.

### Profile of borrowing:

3.2.10 The following graph and table show the maturity profile of the Council's loans, including borrowing to fund loans to third parties.



Year Ended	Fixed	LOBO Vanilla	Total
< 1 year	£10.088m		£10.088m
1 - 2 years	£2.496m		£2.496m
2 - 5 years	£49.039m		£49.039m
5 - 10 years	£20.753m		£20.753m
10 - 20 years	£33.513m		£33.513m
20 - 30 years	£5.715m		£5.715m
30 - 40 years	£6.416m		£6.416m
40 - 50 years	£125.000m	£9.000m	£134.000m
> 50 years			£0.000m
Grand Total	£253.020m	£9.000m	£262.020m

3.2.11 The graph is dominated by maturities in the 40-50 year period, made up of a 50 year loan of £125m taken out in March 2012 as part of the HRA self-financing and a LOBO loan of £9m assigned to the HRA (represented in red on the graph) maturing in 2066.

3.2.12 The presentation differs from that in the treasury indicator for maturity structure of borrowing at Appendix 2 in that:

- a) The graph above includes borrowing to fund loans to third parties; and
- b) The Council's remaining LOBO loan is included at final maturity rather than the next call date. In the current low interest rate environment the likelihood of the interest rates on this loan being raised and the loan requiring repayment at the break period is extremely low;

3.2.13 All the Council's borrowing is at a fixed interest rate which limits the Council's exposure to interest rate fluctuations.

### **Loan restructuring**

3.2.14 When market conditions are favourable long term loans can be restructured to:

- generate cash savings,
- reduce the average interest rate,
- enhance the balance of the portfolio by amending the maturity profile and/or the level of volatility. (Volatility is determined by the fixed/variable interest rate mix.)

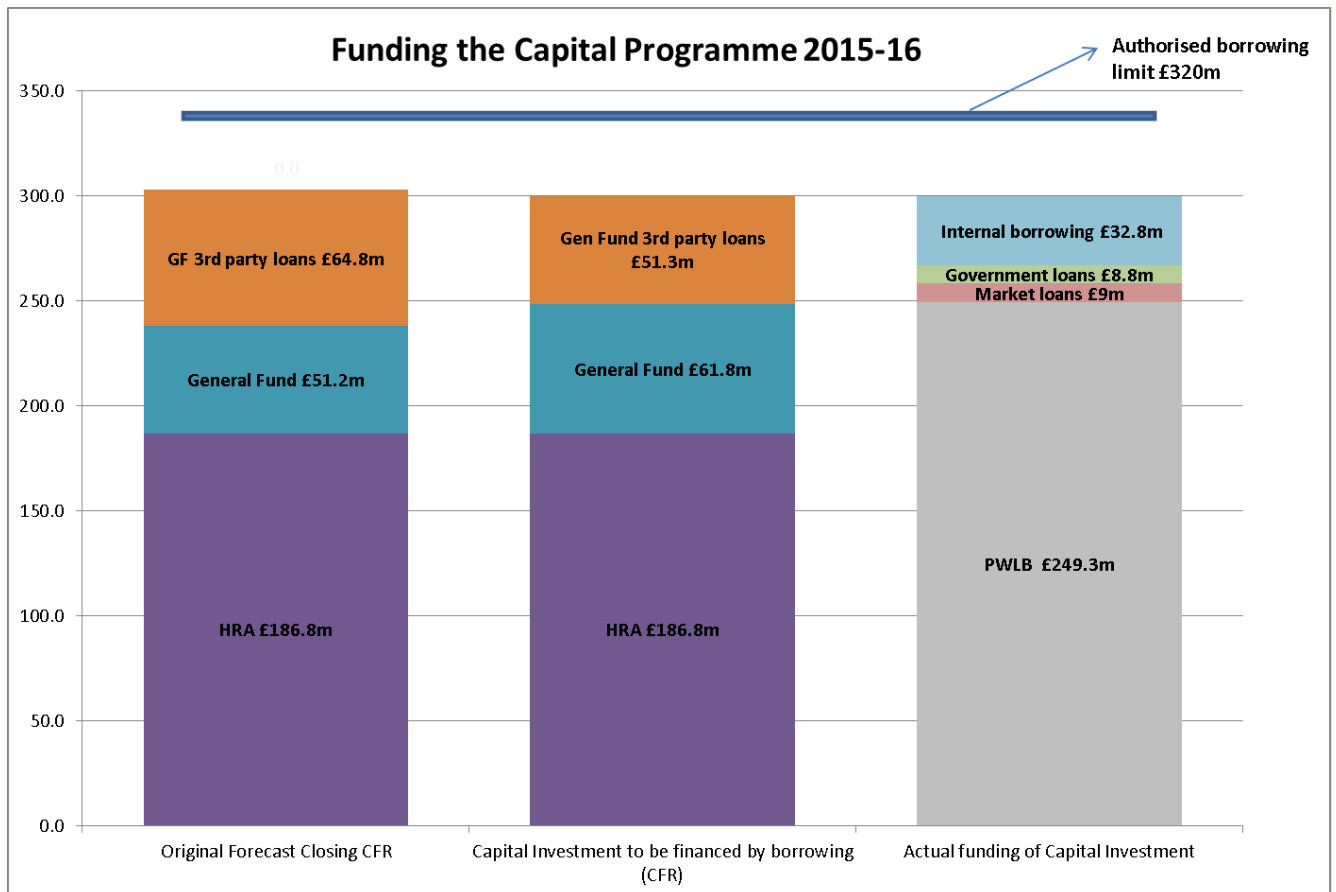
3.2.15 During 2015-16 there were no opportunities for the Council to restructure its borrowing due to the position of the Council's debt portfolio compared to market conditions. Further debt rescheduling will be considered subject to conditions being favourable but it is unlikely that opportunities will present themselves in the near future. The position will be kept under review, and

when opportunities for savings do arise, debt rescheduling will be undertaken to meet business needs.

### Funding the Capital Programme

3.2.16 The Treasury Management Strategy Statement (TMSS) sets out the plan for treasury management activities over the next year. It identifies where the authority expects to be in terms of borrowing and investment levels. When the 2015-16 TMSS was set, it was anticipated that the Capital Financing Requirement (CFR), the Council’s liability for financing the agreed Capital Programme (including loans to third parties), would be £256.2m. This figure is naturally subject to change as a result of changes to the approved capital programme and carry forwards that might occur.

3.2.17 The graph below compares the maximum the Council could borrow in 2015-16 with the forecast CFR at 31 March 2016 and the actual position of how this was financed as at 31 March 2016.



3.2.18 The graph shows the Council’s estimated CFR at budget build and actual CFR at year end split between HRA, General Fund and GF borrowing to fund loans to third parties.

3.2.19 Council’s current capital investment financed via borrowing as at 31 March 2016 was £20.1m below the Authorised Borrowing Limit set for by Council at the start of the year.

3.2.20 The Council continued to make use of internal borrowing to fund its capital expenditure programme, generating savings in the revenue budget. Internal borrowing is the use of the Council's surplus cash to finance the borrowing liability instead of borrowing externally. This benefits the Council's revenue budget position as the costs of external borrowing are avoided, at least until such time as the Council's cash position or interest rate conditions change and there are drivers to go to the external market.

3.2.21 The graph shows how the Council is currently financing its borrowing requirement. As at 31 March the Council was using £32.8m of internal borrowing to finance capital investment. The strategy of internally borrowing, by carefully managing the Council's balance sheet, is currently the most appropriate strategy which enables savings to be generated and reduces the level of cash invested and credit risk associated with investing.

### **Quarter 1 2016-17**

3.2.22 The borrowing position at the end of quarter 1 2016-17 has reduced by £225k. Movements in the period include loan repayments on Growing Places Fund loans, capitalisation of interest on Local Infrastructure Fund loans and movements in balances deposited with NBC by local organisations under long standing arrangements.

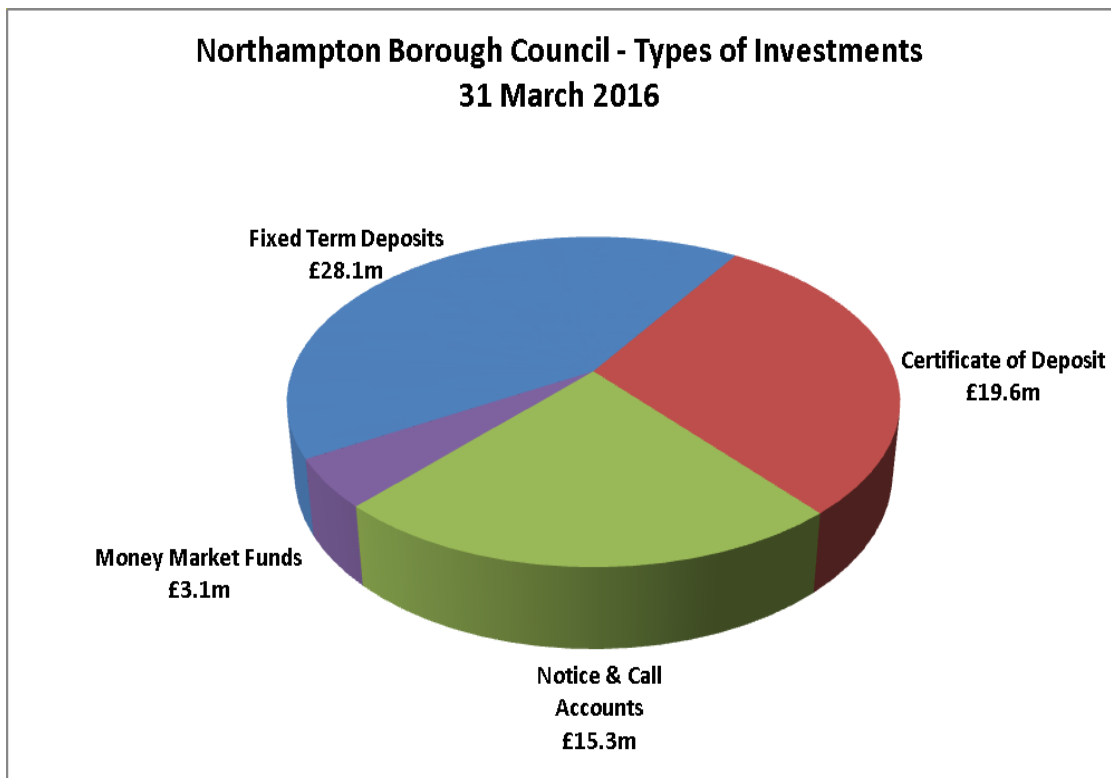
### **Investments**

3.2.23 Investment activity is carried out within the Council's counterparty policies and criteria, and with a clear strategy of risk management in line with the Council's treasury strategy for 2015-16. This ensures that the principle of considering security, liquidity and yield, in that order (SLY), is consistently applied. The Council will therefore aim to achieve the optimum return on investments commensurate with proper levels of security and liquidity. Any variations to agreed policies and practices are reported to Cabinet and Council

3.2.24 The strategy currently employed by the Council of internal borrowing also has the effect of limiting the Council's investment exposure to the financial markets, thereby reducing credit risk.

3.2.25 The Council's investment portfolio as at 31 March 2016 is attached at **Appendix 3**. As at 31 March the level of investment totalled £65.9m. This excludes loans to third parties, which are classed as long term debtors. The level of cash available for investment is as a result of reserves, balances and working capital the Council holds. These funds can be invested in money market deposits, placed in funds or used to reduce external borrowings.

3.2.26 A breakdown of investments as at 31 March by type is shown in the graph below. The majority of investments are fixed term deposits with banks for periods up to one year. Investments are made within the boundaries of the Investment Strategy and credit worthiness criteria. The weighted average time to maturity is 131 days.



### Investment Performance

3.2.27 The Council's average rate of return on investments in 2015-16 was 0.77%. Performance above the 7 day LIBID (London Interbank Bid Rate) of 0.36% averaged 0.41% against a target of 0.29%. The average differential to 7 day LIBID represents an uplift of £4,100 per £1m invested.

3.2.28 The ability to meet the 7 day LIBID performance target is reliant on the market providing financial products with suitable rates that also comply with the risk requirements set out within the Council's Treasury Management Strategy.

3.2.29 The Council has benchmarked its investment performance against other local authorities, using the Capita Investment Benchmarking Forum, which provides quarterly benchmarking data on investment returns, on a snapshot basis. The following table sets out the Council's performance compared with other local authorities during 2015-16 using this indicator.

<b>Average Investment Returns 2015-16</b>				
<b>Benchmarking Forum Classification</b>	<b>30 June 2015</b>	<b>30 Sept 2015</b>	<b>31 Dec 2015</b>	<b>31 March 2016</b>
Northampton Borough Council	0.75%	0.75%	0.84%	0.90%
Benchmarking Group	0.68%	0.65%	0.71%	0.69%
Non Metropolitan Districts	0.68%	0.68%	0.69%	0.74%
Whole population	0.69%	0.68%	0.70%	0.74%

- 3.2.30 The circumstances and risk appetite of individual local authorities will be reflected in their returns. For example some local authorities will invest in non-rated building societies and consequently have access to higher rates, but with an increased level of risk; others will limit their investments to the least risky counterparties and investment types such as the DMO and/or government gilts, but with a commensurate reduction in returns. The aim is to optimise returns within the parameters of the Council's Treasury Strategy, which reflects its assessment of risk.
- 3.2.31 The NBC performance has been above all the comparator group averages throughout the year.
- 3.2.32 Data produced by CAS shows that, for the value of risk undertaken, the returns generated are above the Model Band. Using credit ratings, the investment portfolio's historic risk of default at 31 March stood at 0.022%. This provides a calculation of the possibility of average default against the historical default rates.
- 3.2.33 Money market funds have been used for liquidity requirements, and core cash has been locked out for periods of up to one year in fixed term investments, including certificates of deposit, at higher rates of interest. The Council has also made use of notice accounts (up to 180 days) offered by Santander at competitive rates.
- 3.2.34 Leaving market conditions to one side, the Council's return on investment is influenced by a number of factors, the largest contributors being the duration of investments and the credit quality of the institution or instrument. Credit risk is a measure of the likelihood of default and is controlled through the creditworthiness policy approved by Council. The duration of an investment introduces liquidity risk, the risk that funds can't be accessed when required, and interest rate risk, the risk that arises from fluctuating market interest rates. These factors and associated risks are actively managed by the LGSS Treasury team together with the Council's Treasury Advisors (CAS).
- 3.2.35 To ensure the Council is maximising the current opportunities contained in the Treasury Management Strategy it will continue to work with its external treasury management advisers to review the position, and if opportunities exist outside of the existing strategy, it will propose these to senior management and members for consideration.

#### **Quarter 1 2016-17**

- 3.2.36 Investment balances in quarter 1 of 2016-17 averaged £73m, with a weighted average rate of interest of 0.84%. Performance above the 7 day LIBID (London Interbank Bid Rate) of 0.36% averaged 0.48% against a target of 0.29%.
- 3.2.37 Following the Brexit vote, investment rates are falling and the MPC has cut the bank rate to 0.25%. It is too early to fully assess the Council's likely performance against benchmarks going forward following these changes in the interest rate environment. However the expectation is that the LIBID rate will drop and that the Council's investment performance will also gradually



move downwards as existing fixed term investments fall out and are replaced by new investments at lower rates. The gap between the average monthly investment performance compared to 7 day LIBID is expected to reduce as 2016-17 proceeds, with the greatest impact being seen in 2017-18.

3.2.38 At 30 June 2016 the Council's performance continues to compare well with other councils, with a portfolio weighted average rate of return of 0.84%, compared to 0.72% for the benchmarking population average (227 authorities).

## Outlook

3.2.39 The Council's treasury advisor, Capita Asset Services, has provided the following forecast of interest rates:

	Sep-16	Dec-16	Mar-17	Jun-17	Sep-17	Dec-17	Mar-18	Jun-18	Sep-18	Dec-18	Mar-19	Jun-19
Bank rate	0.25%	0.25%	0.25%	0.25%	0.25%	0.25%	0.25%	0.50%	0.50%	0.50%	0.50%	0.50%
5yr PWLB rate	1.00%	1.10%	1.10%	1.10%	1.10%	1.10%	1.10%	1.20%	1.20%	1.20%	1.30%	1.30%
10yr PWLB rate	1.60%	1.60%	1.60%	1.70%	1.70%	1.70%	1.70%	1.80%	1.80%	1.80%	1.80%	1.90%
25yr PWLB rate	2.40%	2.40%	2.40%	2.50%	2.50%	2.50%	2.50%	2.50%	2.60%	2.60%	2.70%	2.70%
50yr PWLB rate	2.20%	2.20%	2.20%	2.30%	2.30%	2.30%	2.30%	2.40%	2.40%	2.40%	2.50%	2.50%

3.2.40 Capita Asset Services undertook a quarterly review of its interest rate forecasts on 4 July 2016 after letting markets settle down somewhat after the Brexit result of the referendum on 23 June. It is generally agreed that this outcome will result in a slowing in growth in the second half of 2016 at a time when the Bank of England has only limited ammunition in its armoury to promote growth by using monetary policy. Capita therefore expect that Bank Rate will be cut by 0.25%, probably at the 14 July MPC meeting but possibly at its quarterly Inflation Report meeting on 4 August when it has a greater opportunity to report in depth on its research and findings. Bank Rate could even be cut to 0% or 0.10% over this period. Thereafter, Capita do not expect the MPC to take any further action on Bank Rate in 2016 or 2017 as they expect the pace of recovery of growth to be weak during a period of great uncertainty as to the final agreement between the UK and the EU on arrangements after Brexit. However, the MPC may also consider renewing a programme of quantitative easing; the prospect of further purchases of gilts in this way has already resulted in 10 year gilt yields falling below 1% for the first time ever. Capita do not expect Bank Rate to start rising until quarter 2 2018 and for further increases then to be at a slower pace than before. The Governor of the Bank of England, Mark Carney, has repeatedly stated that increases in Bank Rate will be slow and gradual after they do start. The MPC is concerned about the impact of increases on many heavily indebted consumers, especially when the growth in average disposable income is still weak and for some consumers, who have had no increases in pay, could be non-existent (other than through some falls in prices).

3.2.41 From a strategic perspective, the Council is continually reviewing options as to the timing of any potential borrowing and also the alternative approaches around further utilising cash balances and undertaking shorter term borrowing which could potentially generate savings subject to an assessment of the interest rate risks involved. Cash flows this year have been sufficiently robust for the Council to use its balance sheet strength and avoid taking on new borrowing.

### **Third Party Loans**

3.2.42 The Council has made a number of loans to third parties, and details are set out in the following paragraphs

3.2.43 Cosworth - A loan of £1.4m was made to Cosworth in 2014-15 to fund the acquisition of machinery at their new factory in the Enterprise Zone. Repayments of principal are on an EIP basis, with the final payment due on 1 January 2019.

3.2.44 Northampton Town Football Club – Loans were made to Northampton Town Football Club during 2013-14 and 2014-15 to improve stadium facilities at Sixfields (£9m) and to develop a hotel at Sixfields (£1.25m). These were funded by PWLB borrowing. However, following failure by NTFC to pay due payments on the loan interest between May and September 2015, NBC made the decision to protect the public purse and exercised its rights under the loan agreement requiring immediate repayment of the remaining £10.22m of loans in totality (consisting of the original loan of £10.25m less repayments that had been made). When this did not materialise, the Council took action to formally cancel the loan agreements. In November 2015, new owners purchased NTFC. In order for NBC to recover the full £10.22m from the previous owners, the Council agreed to assign the £10.22m loan debt from NTFC back to NBC. The loan has been fully impaired in NBC's accounts for 2015-16.

3.2.45 Northampton Town Rugby Football Club – Loans totalling £5.5m were made to the Rugby Club during 2013-14. The loan arrangements are in the form of 25 year EIP loans. Funding for the loans was through PWLB borrowing.

3.2.46 Unity Leisure – A 5 year loan of £300k was made to Northampton Leisure Trust on 10 July 2015 to facilitate the purchase a soft play facility in Northampton. Repayments of principal are on an EIP basis.

3.2.47 University of Northampton –The Council worked with the South East Midlands Local Enterprise Partnership (SEMLEP) to secure the LEP project rate from PWLB for a loan facility of £46 million to support the creation of a waterside campus. The loan, which is guaranteed by HM Treasury, was drawn down by the UoN in two tranches on 10 March 2016, comprising a £28.5m 5 year maturity loan and a £17.5m 40 year annuity loan. Northamptonshire County Council, working with the Northamptonshire Enterprise Partnership (NEP) have provided a further £14m of loan funding for the same project.

## Debt Financing Budget

3.2.48 The table below shows the budget, outturn and variance for the Council's General Fund debt and investment portfolio in 2015-16. This demonstrates the revenue (current) effects of the treasury transactions executed.

	<b>Budget</b>	<b>Outturn</b>	<b>Variance</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Interest payable	1,225	1,032	(193)
Interest receivable	(709)	(1,155)	(446)
Soft Loan Accounting Adjustments	925	925	0
MRP	1,468	1,262	(206)
Recharges from/(to) HRA – interest on balances	102	323	221
<b>Total</b>	<b>3,011</b>	<b>2,387</b>	<b>(624)</b>

3.2.49 The main reasons for the variances were as follows:

- Interest payable – budgeted new and replacement borrowing was funded internally from cash balances creating a saving.
- Interest receivable – cash balances and interest rates were both higher than budgeted.
- Third party loans – Included in the interest payable and receivable variances are loss of interest receivable from the cancellation of the NTFC loan agreement and additional unbudgeted net interest receipts on third party loans after allowing for PWLB borrowing costs.
- MRP – there was a lower level of funding by borrowing in 2014-15 than budgeted due to carry forwards in the capital programme. This was partially offset by budget adjustments relating to self-funded borrowing. Further savings arose from the refinancing of previous years capital expenditure, with borrowing repaid on short life assets
- HRA recharges - cash balances and interest rates achieved were both higher than budgeted.

## Compliance with Treasury Limits and Prudential Indicators

3.2.50 With effect from 1st April 2004 The Prudential Code became statute as part of the Local Government Act 2003 and was revised in 2011.

3.2.51 The key objectives of the Prudential Code are to ensure, within a clear framework, that the capital investment plans of the Council are affordable, prudent and sustainable. To ensure compliance with this the Council is required to set and monitor a number of Prudential Indicators.

3.2.52 During the financial year 2015-16 the Council operated within the treasury limits and Prudential Indicators set out in the Council's Treasury Management

Strategy Statement (TMSS) and in compliance with the Council's Treasury Management Practices. The Prudential and Treasury Indicators are shown in **Appendix 2**.

## **Bank Contract**

3.2.53 The Council has tendered for a new bank contract with effect from 1 October 2016. The contract was awarded to Barclays Bank and work is underway to deliver the work required to change to the new provider. There will be a transitional period of dual running with both HSBC and Barclays until all transactions are moved to the new accounts, but this will be kept to a minimum

## **3.3 Choices (Options)**

3.3.1 This report is provided for information only.

## **4. Implications (including financial implications)**

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### **4.1 Policy**

4.1.1 The Council is required to adopt the latest CIPFA Treasury Management Code of Practice, and to set and agree a number of policy and strategy documents. These policy documents are reported to Cabinet and Council as part of the budget setting process. The Council's Treasury Strategy for 2015-16 was approved by Council on 23 February 2015.

4.1.2 This report complies with the requirement to submit an annual treasury management review report to Council.

4.3.2 The CIPFA Treasury Management Code of Practice requires the Council to nominate the body (such as an audit or scrutiny committee) responsible for ensuring effective scrutiny of the treasury management strategy, policies and practices. The Audit Committee has been nominated for this role, which includes the review of all treasury management policies and procedures, the review of all treasury management reports to Cabinet and Council, and for making recommendations to Council.

### **4.2 Resources and Risk**

4.2.1 The resources required for the Council's debt management and debt financing budgets are agreed annually through the Council's budget setting process. The debt financing budget outturn position is shown at paragraphs 3.2.47 to 3.2.48.

4.2.2 The risk management of the treasury function is specifically covered in the Council's Treasury Management Practices (TMPs), which are reviewed annually. Treasury risk management forms an integral part of day-to-day treasury activities.

4.2.3 The risk implications of decisions taken and transactions executed during 2014-15 financial year are discussed in the body of the report at paragraph 3.2.4.

### **4.3 Legal**

4.3.1 The Council is obliged to carry out its treasury management activities in line with statutory requirements and associated regulations and professional guidance.

### **4.4 Equality and Health**

4.4.1 An Equalities Impact Assessment was carried out on the Council's Treasury Strategy for 2015-16, and the associated Treasury Management Practices (TMPs) and the Schedules to the TMPs. The EIA assessment is that a full impact assessment is not necessary, as no direct or indirect relevance to equality and diversity duties has been identified

### **4.5 Consultees (Internal and External)**

4.5.1 Consultation on treasury management matters is undertaken as appropriate with the Council's treasury advisors, Capita Asset Services, and with the Portfolio holder for Finance.

4.5.2 Under the regulatory requirements, the Audit Committee has been nominated by Council as the body responsible for ensuring effective scrutiny of the treasury management strategy, policies and practices. This role includes the review of all treasury management policies and procedures, the review of all treasury management reports to Cabinet and Council, and the making of recommendations to Council. This report will be presented to Audit Committee at their meeting of 14 November 2016.

### **4.6 How the Proposals deliver Priority Outcomes**

4.6.1 The Council has adopted the CIPFA Code of Practice on Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes ("the Treasury Management Code of Practice").

4.6.2 Under the umbrella of the Treasury Management Code of Practice, the Council's Treasury Management Policy Statement "...acknowledges that effective treasury management will provide support towards the achievement of its business and service objectives. It is therefore committed to the principles of achieving value for money in treasury management, and to employing suitable comprehensive performance measurement techniques, within the context of effective risk management."

4.6.3 This supports the Council's priority of **Working Hard and Spending your Money Wisely**.

### **4.7 Other Implications**

4.7.1 No other implications have been identified.

## 5. Background Papers

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None

**Glenn Hammons, Chief Finance Officer 0300 330 7000**

### Economic Update (provided by CAS Treasury Solutions)

#### Quarter Ended 30th June 2016

1. UK GDP growth rates in 2013 of 2.2% and 2.9% in 2014 were the strongest growth rates of any G7 country. However, the 2015 growth rate finally came in at a disappointing 1.8% so this shows that growth had slowed down, though it still remained one of the leading rates among the G7 countries. Growth improved in quarter 4 of 2015 from +0.4% to 0.7% but fell back again to +0.4% (2.0% y/y) in quarter 1 of 2016. During most of 2015, the economy had faced headwinds for exporters from the appreciation during the year of sterling against the Euro, and weak growth in the EU, China and emerging markets, plus the dampening effect of the Government's continuing austerity programme and uncertainty created by the Brexit referendum. However, since the peak in November 2015, sterling has fallen against the Euro by 14% which will help to make British goods and services much more competitive and will increase the value of overseas earnings by multinational companies based in the UK. In addition, the Chancellor has announced that the target of achieving a budget surplus in 2020 will have to be eased in order to help the economy recover from the expected slowing of growth during the second half of 2016.
2. The Bank of England May Inflation Report included a forecast for growth for 2016 of 2.0% and 2.3% for 2017 on the assumption that the referendum result was a vote to remain. The Governor of the Bank of England, Mark Carney, warned that a vote for Brexit would be likely to cause a slowing in growth, particularly from a reduction in business investment, due to the uncertainty of whether the UK would have continuing full access, (i.e. without tariffs), to the EU single market. In his 30 June and 1 July speeches, Carney indicated that the Monetary Policy Committee (MPC), would be likely to cut Bank Rate and would consider doing further quantitative easing purchasing of gilts, in order to support growth. However, he did also warn that the Bank cannot do all the heavy lifting and suggested that the Government will need to help growth by increasing investment expenditure and possibly by using fiscal policy tools (taxation).
3. The May Bank of England Inflation Report forecast was notably subdued with inflation barely getting back up to the 2% target within the 2-3 year time horizon. However, the falls in the price of oil and food twelve months ago will be falling out of the calculation of CPI during 2016 and in addition, the recent 10% fall in the value of sterling is likely to result in a 3% increase in CPI over a time period of 3-4 years. There is therefore likely to

be an acceleration in the pace of increase in inflation which could make life interesting for an MPC which wants to help promote growth in the economy by keeping Bank Rate low.

4. The American economy had a patchy 2015 – quarter 1 0.6% (annualised), 3.9% in quarter 2, 2.0% in quarter 3 and 1.4% in quarter 4, leaving growth in 2015 as a whole at 2.4%. Quarter 1 of 2016 came in at +1.1% but forward indicators are pointing towards a pickup in growth in the rest of 2016. The Fed embarked on its long anticipated first increase in rates at its December meeting. At that point, confidence was high that there would then be four more increases to come in 2016. Since then, more downbeat news on the international scene and then the Brexit vote, has caused a re-emergence of caution over the timing and pace of further increases. It is likely there will now be only one more increase in 2016.
5. In the Eurozone, the ECB commenced in March 2015 its massive €1.1 trillion programme of quantitative easing to buy high credit quality government and other debt of selected EZ countries at a rate of €60bn per month; this was intended to run initially to September 2016. In response to a continuation of weak growth, at the ECB's December meeting, this programme was extended to March 2017 but was not increased in terms of the amount of monthly purchases. At its December and March meetings it progressively cut its deposit facility rate to reach -0.4% and its main refinancing rate from 0.05% to zero. At its March meeting, it also increased its monthly asset purchases to €80bn. This programme of monetary easing has had a limited positive effect in helping a recovery in consumer and business confidence and a start to some improvement in economic growth. GDP growth rose by 0.6% in quarter 1 2016 (1.7% y/y) and is expected to continue growing but at only a modest pace. The ECB is also struggling to get inflation up from near zero towards its target of 2%.



## Prudential & Treasury Indicators – 2015-16 Outturn Position

### Background and Definitions

For the background, definitions and risk analysis for the prudential and treasury indicators for 2015-16, please see the Treasury Management Strategy 2015-16 report to Council 23 February 2015.

### Prudential Indicators

#### Affordability

##### a) Estimate of the ratio of financing costs to net revenue stream

Ratio of financing costs to net revenue stream		
	2015-16	2015-16
	Estimate	Actual
	%	31 March 2016
		%
General Fund	7.04%	9.43%
HRA	35.94%	34.50%

Actual financing costs on the General Fund were lower than budgeted. There was an underspend of £624k on the debt financing budget, the reasons for which are set out in the main body of the report.

Actual financing costs on the HRA were in line with the budget, other than depreciation charges, which were lower than anticipated, and interest on cash balances, which were higher than budgeted.

##### b) Estimate of the incremental impact of capital investment decisions on the council tax

<i>Estimates of incremental impact of new capital investment decisions on the Council Tax</i>	
	2015-16
	Estimate
	£.p
General Fund	0.47

This indicator is set before the start of the financial year, in the context of the budget setting process, which feeds into the setting of Council Tax and Housing Rents. As these are set and fixed for the financial year ahead, any capital investment decisions made during the year cannot impact on the existing Council Tax and Housing rent levels. This means that new capital investment plans approved during the year must be funded externally or from within existing resources.

**c) Estimate of the incremental impact of capital investment decisions on the housing rents**

Estimates of incremental impact of new capital investment decisions on weekly housing rents	
	2015-16
	Estimate £.p
HRA	20.10

This indicator is set before the start of the financial year, in the context of the budget setting process, which feeds into the setting of Council Tax and Housing Rents. As these are set and fixed for the financial year ahead, any capital investment decisions made during the year cannot impact on the existing Council Tax and Housing rent levels. This means that new capital investment plans approved during the year must be funded externally or from within existing resources.

**Prudence**

**d) Net borrowing and the capital financing requirement (CFR)**

Gross external debt less than CFR					
	Excluding third party loans			Including third party loans	
	2015-16 Budgeted	2015-16 Actual 31 March 2016		2015-16 Budgeted	2015-16 Actual 31 March 2016
	£000	£000		£000	£000
<b>Gross external debt at 31 March 2016</b>	206,850	216,593		222,396	267,653
2014-15 Closing CFR	236,473	235,714		253,738	251,229
Changes to CFR:					
2015-16	1,533	12,859		49,082	48,674
2016-17	910	11,738		657	11,458
2017-18	7,379	10,125		7,125	9,845
<b>Adjusted CFR</b>	<b>246,295</b>	<b>270,436</b>		<b>310,602</b>	<b>321,206</b>
<b>Gross external debt less than adjusted CFR</b>	Yes	Yes		Yes	Yes

This is the key indicator of prudence. It is intended to show that external borrowing does not, except in the short term, exceed the total of capital financing requirement in the preceding year plus the estimates of any additional capital requirement for the current and new two financial years.

The forward looking changes to CFR (2016-17 and 2017-18) are estimates that will be firmed up on an ongoing basis as new capital programme expenditure decisions are made and more accurate forecasts on existing schemes in the programme become available.

Gross external debt during the year, and at 31 March 2016, remained below the adjusted Capital Financing Requirement

## Capital Expenditure

### e) Estimate of capital expenditure

Capital Expenditure		
	2015-16	2015-16
	Estimate £000	Outturn £000
General Fund	13,187	12,655
HRA	26,593	33,693
<b>Total</b>	<b>39,780</b>	<b>46,348</b>
Loan to Third Parties	47,800	46,300
<b>Total</b>	<b>87,580</b>	<b>92,648</b>

In the General Fund and HRA the original capital programme expenditure estimate was increased by scheme carry forwards from 2015-16, and the addition of new schemes during the year, but then reduced at outturn by carry forwards to 2016-17.

Expenditure on loans to third parties was lower than budgeted due to the removal of planned loan tranches to Northampton Town Football Club from this category.

Full details of the 2015-16 capital programme outturn, variances and budget carry forwards to 2016-17 are set out in the Finance and Monitoring Outturn Report to Cabinet on 13 July 2016.

**f) Estimates of capital financing requirement (CFR)**

Capital Financing Requirement (Closing CFR)		
	2015-16	2015-16
	Estimate	31 March 2016
	£000	Actual
		£000
General Fund	51,203	61,770
HRA	186,803	186,803
<b>Total</b>	<b>238,006</b>	<b>248,573</b>
Loan to Third Parties	64,814	51,330
<b>Total</b>	<b>302,820</b>	<b>299,903</b>

The CFR can be understood as the Council's underlying need to borrow money long term for a capital purpose – that is, after allowing for capital funding from capital receipts, grants, third party contributions and revenue contributions. Changes to the CFR are linked directly to the use of borrowing to finance new capital expenditure (including finance leases), and to the repayment of debt through Minimum Revenue Provision (MRP).

The General Fund CFR at 31 March 2016 is higher than the estimate primarily due to existing borrowing for loans to Northampton Town Football Club being transferred to the Council's main GF loan portfolio.

The HRA CFR has remained unchanged as none of the HRA capital programme in 2015-16 was financed by borrowing.

The CFR related to loans to third parties has reduced due to the removal of loans (existing and planned) to Northampton Town Football Club from this category.

**External Debt**

**g) Authorised limit for external debt**

Authorised Limit for external debt		
	2015-16	2015-16
	Boundary	31 March 2016
	£000	Actual
		£000
Borrowing	315,000	267,304
Other long-term liabilities	5,000	348
<b>TOTAL</b>	<b>320,000</b>	<b>267,652</b>

The long term liabilities figure relates to finance leases.

External debt remained below the authorised limit throughout 2015-16.

## h) Operational boundary for external debt

Operational boundary for external debt		
	2015-16	2015-16
	Boundary £000	31 March 2016 Actual £000
Borrowing	305,000	267,304
Other long-term liabilities	5,000	348
<b>TOTAL</b>	<b>310,000</b>	<b>267,652</b>

The long term liabilities figure relates to finance leases.

External debt remained below the operational boundary throughout 2015-16.

## i) HRA Limit on Indebtedness

HRA Limit on Indebtedness	
2015-16	2015-16
Limit £000	Closing HRA CFR 31 March 2016 £000
208,401	186,803

The HRA limit on indebtedness is £208.041m. This is the HRA debt cap set by the Department for Communities and Local Government in "The Northampton Borough Council (Limits on Indebtedness) Determination 2015". The HRA CFR of £186.803m, which is the measure of indebtedness, is below the limit.

## Compliance

### j) Adoption of the CIPFA code of Practice for Treasury Management in the Public Services

The Council has adopted CIPFA's Treasury Management in the Public Services: Code of Practice and Cross Sectoral Guidance Notes. The adoption is included in the Council's Constitution, approved by the Council on 14 March 2011, at paragraph 6.10 of the Financial Regulations

## Treasury Indicators

### l) Upper limits on interest rate exposures

<b>Upper limits on interest rate exposures - Investments and Borrowing</b>		
	2015-16	2015-16
	Limit	Actual 31 March 2016
	%	%
Fixed Interest Rate Exposures	150%	105%
Variable Interest Rate Exposures	150%	-5%

<b>Upper limits on interest rate exposures - Investments</b>		
	2015-16	2015-16
	Limit	Actual 31 March 2016
	%	%
Fixed Interest Rate Exposures	100%	72%
Variable Interest Rate Exposures	100%	28%

<b>Upper limits on interest rate exposures - Borrowing</b>		
	2015-16	2015-16
	Limit	Actual 31 March 2016
	%	%
Fixed Interest Rate Exposures	100%	97%
Variable Interest Rate Exposures	100%	3%

The purpose of these three indicators is to express the Council's appetite for exposure to variable interest rates, which may, subject to other factors, lead to greater volatility in payments and receipts. However this may be offset by other benefits such as lower rates. Separate indicators have been set and monitored for debt and investments, as well as for the net borrowing position. Maximum exposure for fixed and variable rates during the year may add up to more than 100% (or 150% in the case of the combined indicator) as each is likely to occur on a different date. Actual exposure at 31 March 2016, and during the year, remained within the agreed limits.

m) Total principal sums invested for periods longer than 364 days

Upper limit on investments for periods longer than 364 days		
	2015-16	2015-16
	Upper Limit	Actual 31 March 2016
	£000	£000
Investments longer than 364 days	4,000	0

Investment periods have generally been kept to 364 days or below to maintain liquidity and to minimise counterparty risk in line with the Council's treasury strategy.

k) Maturity Structure of Borrowing

The table excludes PWLB borrowing taken by the Council to fund loans to third parties. Repayment of such borrowing is matched to loan repayments from the third party, and the loan maturity profile does not therefore have a direct impact on the Council's cash flows.

Maturity structure of borrowing			2015-16	2015-16
	Lower Limit	Upper Limit	Actual 31 March 2016	Actual 31 March 2016
	%	%	%	£000
Under 12 months	0%	20%	7%	15,619
1-2 years	0%	20%	0%	-
2-5 years	0%	20%	9%	20,127
5-10 years	0%	20%	12%	25,463
10-20 years	0%	40%	13%	27,212
20-30 years	0%	60%	0%	319
30-40 years	0%	80%	0%	-
Over 40 years	0%	100%	58%	125,000

The Treasury Management Code of Practice requires the maturity of borrowing to be determined by reference to the earliest date on which the lender can require payment. The Council's has one LOBO loan, which is shown as maturing within 12 months, due to the six monthly break clauses, whereby the lender can opt to increase the rate, and the Council can choose to accept or decline the new rate. In the current interest rate environment it is not to the lender's advantage to increase the rate at the break dates and this option is not likely to be exercised.

## Appendix 3

### NBC Investment Portfolio as at 31 March 2016

Class	Type	Start / Purchase Date	Maturity Date	Counterparty	Profile	Rate	Principal O/S (£)
Deposit	Fixed	28/04/15	26/04/16	Bank of Scotland plc	Maturity	1.0000%	-2,000,000.00
Deposit	Fixed	14/05/15	13/05/16	Royal Bank of Scotland plc	Maturity	0.8700%	-5,000,000.00
Deposit	Fixed	01/06/15	27/05/16	Skandinaviska Enskilda	Maturity	0.8100%	-5,000,000.00
Deposit	Fixed	04/06/15	02/06/16	Royal Bank of Scotland plc	Maturity	0.8900%	-5,000,000.00
Deposit	Fixed	04/08/15	02/08/16	Skandinaviska Enskilda	Maturity	0.7700%	-3,000,000.00
Deposit	Fixed	09/09/15	07/09/16	Royal Bank of Scotland plc	Maturity	0.9400%	-5,000,000.00
Deposit	Fixed	16/12/14	16/12/16	Blaenau Gwent County	Maturity	0.9300%	-2,500,000.00
Deposit	Fixed	06/11/15	06/05/16	Nationwide Building Society	Maturity	0.6600%	-3,000,000.00
Deposit	Fixed	09/11/15	07/11/16	The Toronto-Dominion Bank	Maturity	0.8900%	-2,000,000.00
Deposit	Fixed	24/11/15	22/11/16	Landesbanken Hessen-	Maturity	1.0700%	-3,000,000.00
Deposit	Fixed	18/12/15	16/12/16	The Toronto-Dominion Bank	Maturity	0.9900%	-4,000,000.00
Deposit	Fixed	07/01/16	07/07/16	Landesbanken Hessen-	Maturity	0.7900%	-2,500,000.00
Deposit	Fixed	16/02/16	16/08/16	Landesbank Baden	Maturity	0.7250%	-2,500,000.00
Deposit	Fixed	19/02/16	17/02/17	Landesbanken Hessen-	Maturity	0.9200%	-3,000,000.00
<b>Fixed Total</b>						<b>0.8771%</b>	<b>-47,500,000.00</b>
Deposit	Call	07/12/15		Santander UK plc	Maturity	1.1500%	-7,000,000.00
Deposit	Call	06/10/15		Santander UK plc	Maturity	0.9000%	-5,000,000.00
Deposit	Call	07/12/15		Santander UK plc	Maturity	1.0500%	-3,000,000.00
Deposit	Call	31/03/14		HSBC Bank plc	Maturity	0.0700%	-250,000.00
<b>Call Total</b>						<b>1.0307%</b>	<b>-15,250,000.00</b>
Deposit	MMF	01/07/14		LGIM Sterling Liquidity 4	Maturity	0.4968%	-20,000.00
Deposit	MMF	31/03/14		Insight Liquidity Sterling C3	Maturity	0.5176%	-2,671,000.00
Deposit	MMF	31/03/14		SLI Sterling Liquidity/CI 2	Maturity	0.5039%	-454,000.00
<b>MMF Total</b>						<b>0.5155%</b>	<b>-3,145,000.00</b>
<b>Deposit Total</b>						<b>0.8954%</b>	<b>-65,895,000.00</b>





Appendices: 1



**NORTHAMPTON**  
BOROUGH COUNCIL

## CABINET REPORT

<b>Report Title</b>	Corporate Performance Outturn 2015-16
---------------------	---------------------------------------

**AGENDA STATUS:**                      **Public**

<b>Cabinet Meeting Date:</b>	7 September 2016
<b>Key Decision:</b>	No
<b>Within Policy:</b>	Yes
<b>Policy Document:</b>	No
<b>Directorate:</b>	Borough Secretary
<b>Accountable Cabinet Member(s):</b>	Cllr Mary Markham
<b>Ward(s)</b>	n/a

### 1. Purpose

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- 1.1 To inform Cabinet of the Council's outturn performance for 2015-16 monthly and quarterly performance indicators (reporting period: 1 April 2015 to 31 March 2016).

### 2. Recommendations

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- 2.1 That Cabinet review the contents of the performance report (appendix 1) and recommend actions to be taken, if any, to address the issues arising.

### 3. Issues and Choices

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#### 3.1 Report Background

- 3.1.1 Performance data is collected across a range of locally developed indicators which are collected on a monthly, quarterly or annual basis and form the basis of the Council's performance monitoring process. Cabinet members receive detailed information on all the measures monitoring the Corporate Plan within their portfolios on a regular basis.

3.1.2. This report summarises the outturn performance data for 2015-16 (reporting period: 1 April 2015 to 31 March 2016). The appended report details:

- A performance dashboard overview for each of the corporate themes
- Detailed KPI results with supporting commentary

## 3.2 Issues

### 3.2.1 Progress against Corporate Plan priorities

Overall, both Corporate Plan priorities met their targets (blue, green, or amber status). **67%** of performance measures (where data is available) reached their target.

### 3.2.2 Overall indicator performance against targets

Status	Overall Percentage (%)	Overall Percentage (%)
	2014-15	2015-16
<b>Blue</b> • Exceptional or over-performance	55.3	<b>54.76</b>
<b>Green</b> • On or exceeding target		
<b>Amber</b> • Within agreed tolerances	14.3	<b>11.9</b>
<b>Red</b> • Outside agreed target tolerance	30.3	<b>33.33</b>

### 3.2.3 Highlights:

- Overall, 67 % of performance measures reached their targets in 2015/16
- There are 42 performance measures and of those 28 were we within agreed tolerances or above and 14 of the 42 falling short of their targets
- Two of the targets missed relate to missed domestic waste bins. These have been due to vehicle breakdowns, issues around sack collection and delays delivering green sacks. Actions such as a new operational process have been put in place to help achieve the targets for next year
- The target for the number of new businesses locating in the Northampton Enterprise zone is set by SEMLEP/DCLG and was missed by 3 properties
- 17 new business did successfully locate to the Northampton Enterprise Zone during 2015/16
- The number of new jobs created in the Northampton Enterprise Zone has reported exceptional performance with a target of 300 and actual delivery of new jobs created being 602
  - Northampton has the highest figure outside of London for business start-ups reported by independent organisations (not part of Northampton's performance measures)

- There are underachieving targets on the homeless performance measures. The implementation of Northampton's multi agency rough Sleepers Strategy in early 2016/17 aims to address this and reduce the number of people found bedded down in Northampton in the future.
- In February 2016 a new policy and fee structure was implemented for HMO licencing. The two performance measures for HMO licencing fell short during this period of transformation for the policy and fee structure
- The number of unique visits to the museum web pages continues to rise steadily from 49,608 visits in 2013/14 to 65,332 visits two years later in 2015/16
- Excellent performance for the removal of fly tipping waste remains high and constant with the percentage of fly tipping incidents removed 2 working days from notification. In 2013/14 the performance was 99.92%, in 2014/15 it was 99.37% and in 2016/16 it was 99.89%. This high performance measure is due to efficient working practices being in place
- The increase in the town centre footfall can be impacted on by many things that are difficult to predict and not within the influence of Northampton Borough Council. However, there are many initiatives in the last twelve months that will have supported the increase in footfall from 13,814,047 in 2013/14 to 15,280,622 in 2015/16 such as 2 hour free parking, Saturday free parking, town centre events and the opening of Abington Street

### **3.2.3 Data Quality**

The Council has processes in place to ensure that the data and information it provides to support management decision-making is as reliable as possible. The Council has a strategy to improve data quality and service areas are working to achieve the objectives within it.

A quality assurance process is in place for the validation of data. The measure owners challenged and checked the data and these were then signed off at Director level.

### **3.3 Governance**

- 3.3.1 Cabinet are asked to review the appended performance report and recommend actions to be taken, if any, to address the issues arising.

## **4. Implications (including financial implications)**

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### **4.1 Policy**

- 4.1.1 A number of corporate measures are monitored on a monthly basis to track progress towards delivering our priorities, as detailed in the Council's Corporate Plan. Service areas annually develop objectives, measures and targets to ensure the delivery of the Corporate Plan through the service planning process.

## 4.2 Resources and Risk

4.2.1 The service areas Service Plans underpin the delivery of the Corporate Plan priorities. All objectives, measures and actions within the Service Plans are risked assessed and challenged before final approval. The challenge process includes the agreement of performance targets and the capacity / ability to deliver the plans with appropriate resource set aside to do so.

## 4.3 Legal

4.3.1 There are no specific legal implications arising from this report.

## 4.4 Equality and Health

4.4.1 There is no specific health or equalities implications arising from this report as it is for information only.

## 4.5 Consultees (Internal and External)

Who?	When?
Measure owners and heads of service	Throughout July & August 2016
Cabinet	7 September 2016
Audit Committee	5 September 2016

4.5.1 A Performance & Finance report is monitored by Cabinet on a quarterly basis.

4.5.2 A Full performance report is submitted to the Overview & Scrutiny on request, and to the Audit Committee for review and action.

4.5.3 Heads of Service and Management Board are consulted as part of the performance monitoring process.

4.5.4 Performance data (financial and non-financial) is published on the NBC website.

## 4.6 How the Proposals Deliver Priority Outcomes

4.6.1 Performance monitoring (financial and non-financial) by exception and using it to improve performance is good practice in terms of efficient and effective management. It contributes directly to the priorities of sustaining “effective and prudent financial management” and being “an agile, transparent organisation with good governance”.

## 4.7 Other Implications

4.7.1 There are no other implications arising from this report.

## 5. Background Papers

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5.1 Appendix 1: Performance Outturn – Key Indicators – 2015/16

**Francis Fernandes, Borough Secretary (Extension: 7334)**

# Performance Outturn

## Key Indicators

April 2015 - March 2016

NORTHAMPTON  
BOROUGH COUNCIL

# Introduction

This report details the performance against key indicators during the 2015/16 financial year which support the delivery of the Corporate Plan .



The following pages provide a top level summary for each theme, "Your Town" and "You", and gives detailed information for individual measures.

2015/16 performance is compared to 2014/15 and 2013/14.

Where population or household figures are required, April 2015 values from the Office of National Statistics (ONS) have been used for the entire year:

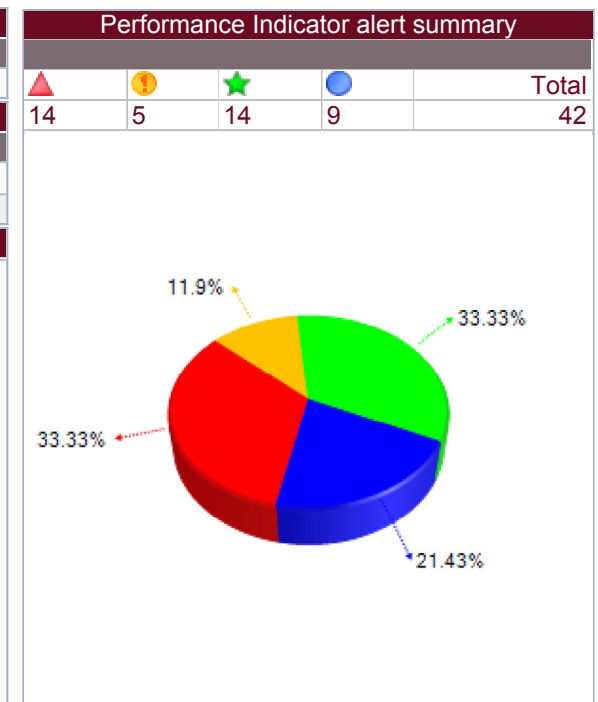
- Population: 216,700
- Number of households: 94,630

## Key

-  Exceptional or over performance
-  On or exceeding target
-  Within agreed tolerances
-  Outside agreed target tolerance
-  Good to be low: Better
-  Good to be low: Worse
-  Good to be High: Better
-  Good to be High: Worse
-  No change
-  No data or target available
-  No data available
-  No target available

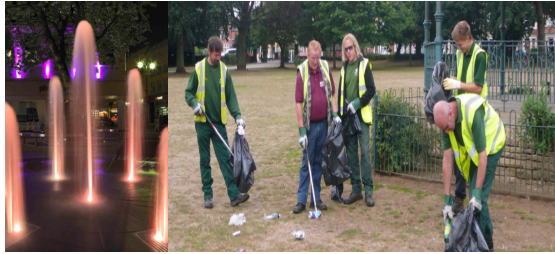
# Are we achieving our priorities?

NBC Corporate Plan	
	YTD
Northampton alive with innovation, enterprise and opportunity	★
Theme	
	YTD
Your Town - A town to be proud of	●
You - How your Council will support and empower you and your community	★
Highlights	
<p>Overall, 67 % of performance measures reached their targets in 2015/16. There are 42 performance measures and of those 28 were we within agreed tolerances or above and 14 of the 42 falling short of their targets.</p> <p>Two of the targets missed relate to missed domestic waste bins. These have been due to vehicle breakdowns, issues around sack collection and delays delivering green sacks. Actions such as a new operational process have been put in place to help achieve the targets for next year.</p> <p>The target for the number of new businesses locating in the Northampton Enterprise zone is set by SEMLEP/DCLG and was missed by 3 properties. 17 new business did successfully locate to the Northampton Enterprise Zone during 2015/16. The number of new jobs created in the Northampton Enterprise Zone has reported exceptional performance with a target of 300 and actual delivery of new jobs created being 602. Northampton has the highest figure outside of London for business start-ups reported by independent organisations (not part of Northampton's performance measures).</p> <p>There are underachieving targets on the homeless performance measures. The implementation of Northampton's multi agency rough Sleepers Strategy in early 2016/17 aims to address this and reduce the number of people found bedded down in Northampton in the future.</p> <p>In February 2016 a new policy and fee structure was implemented for HMO licencing. The two performance measures for HMO licencing fell short during this period of transformation for the policy and fee structure.</p> <p>The number of unique visits to the museum web pages continues to rise steadily from 49,608 visits in 2013/14 to 65,332 visits two years later in 2015/16.</p> <p>Excellent performance for the removal of fly tipping waste remains high and constant with the percentage of fly tipping incidents removed 2 working days from notification. In 2013/14 the performance was 99.92%, in 2014/15 it was 99.37% and in 2016/16 it was 99.89%. This high performance measure is due to efficient working practices being in place.</p> <p>The increase in the town centre footfall can be impacted on by many things that are difficult to predict and not within the influence of Northampton Borough Council. However, there are many initiatives in the last twelve months that will have supported the increase in footfall from 13,814,047 in 2013/14 to 15,280,622 on 2015/16 such as 2 hour free parking, Saturday free parking, town centre events and the opening of Abington Street.</p>	





# YOUR TOWN











Northampton - on tra

Invest in safer, cleaner neighbourhoo

Celebrating our heritage and cultu

Making every £ go furth

Measure ID & Name	2013-14 Outturn	2014-15 Outturn	2015-16 Outturn	2015-16 Target	Direction of Travel (14/15 to 16/16)	Notes:
<b>AST05a External rental income demanded against budgeted income (M)</b>	94.24 % 🟡	98.83 % 🟢	105.88 % 🔵	95.00 %	🟢	Bigger is Better
<p>The actual rent income achieved was 105%, better than forecast. This is due to a combination of factors such as:</p> <ul style="list-style-type: none"> <li>a) Differing tenancy arrangements for rent payments including differing property types/classes (e.g. retail, industrial).</li> <li>b) Arrangements for payment of rent vary.</li> <li>c) The possibility of re letting a newly vacant property at a new market value.</li> </ul> <p>- Currently, the vacancy rates for NBC's investment property are low due to a proactive approach to property management. This means that property managers seek to find suitable new tenants to occupy property that has or is becoming vacant at the earliest opportunity to minimise the time a property is vacant.</p> <p>- This approach has resulted in a higher turnover of tenants for some assets in some locations. This means that in some cases a number of different tenants occupy the same property in any one year.</p>						
<b>AST05b % commercial rent demanded within the last 12 months (more than 2 months in arrears) (M)</b>	3.53 % 🟢	0.17 % 🟢	2.47 % 🟢	3.00 %	🔴	Smaller is Better
<p>The % changes due to the difference between rent demanded and the outstanding level of rent and vacancy periods for some types of property. (Also see reasons bullet pointed in AST05a)</p>						
<b>AST12 % achieved where return on (sub group) investment properties meets agreed target rate (M)</b>	91.25 % 🟢	92.00 % 🟢	90.14 % 🟡	92.00 %	🔴	Bigger is Better
<p>Property reviews are now carried out on an ad hoc basis with underperforming assets identified and considered for reinvestment or disposal</p> <p>Active management of the investment portfolio and the disposal of assets approved for disposal by Cabinet/Cabinet Member will continue throughout 2016. This means that the performance of the property portfolio is affected by the acquisition or disposal of a property approved by cabinet.</p> <p>Also see reasons bullet pointed in AST05a</p>						
<b>BV008 Percentage of invoices for commercial goods &amp; serv. paid within 30 days (M)</b>	96.21 % 🔴	99.48 % 🟢	99.74 % 🟢	99.00 %	🟢	Bigger is Better
<p>Over the year 99.48% of invoices were paid within 30 days. This exceeds the target and also the previous year's performance.</p>						
<b>BV012_12r Ave. no. of days/shifts lost to sickness for rolling 12 month period (M)</b>	10.24 🟡	10.53 🟡	7.83 🔵	9.00	🟢	Smaller is Better
<p>Levels of sickness &amp; absence have reduced to a level which is below the target set by NBC. Compared to 12 months ago, 2.7 days per FTE less were lost through sickness in the organisation This is mainly due to two factors:</p> <ol style="list-style-type: none"> <li>1) The Employment Costs Review which was implemented in April 2015 and introduced zero pay for staff for the first three days of sickness absence has led to a reduction in staff absence.</li> </ol>						

Measure ID & Name	2013-14 Outturn	2014-15 Outturn	2015-16 Outturn	2015-16 Target	Direction of Travel (14/15 to 16/16)	Notes:
<p>2) Sickness absence is monitored robustly by both line managers and LGSS HR Advisory with data being made available to managers on a monthly basis from the Agresso system which is operated by LGSS. Managers are able to check for absence patterns and reasons for absence quickly on the system and are encouraged to carry out Return to Work Interviews with staff on return from any absence.</p> <p>For the 16/17 year, a more challenging target has been set for NBC (7.5 days per FTE) to meet with sickness absence and Directors and Heads of Service will be able to see which of their line managers have completed the necessary Return to Work interview documents. Alerts for line managers to carry out these interviews have been changed to an email alert on the second day of an employee's attendance at work after being off sick.</p>						
<b>CH10 No. of unique visits to Museum Pages (M)</b>	49,608 	56,229 	65,332 	46,000		Bigger is Better
Website and social media platforms continue to be an important marketing tool and the increase reflects their importance in maintaining and developing the msueums profile.						
<b>CS05 Percentage satisfied with the overall service provided by the Customer Service Officer (M)</b>	91.54 % 	95.86 % 	92.34 % 	90.00 %		Bigger is Better
The target was altered in 2014/15, to report on number of customers waiting less than 10 minutes, this was a service improvement, whereas previously it was 15 minutes.						

Measure ID & Name	2013-14 Outturn		2014-15 Outturn		2015-16 Outturn		2015-16 Target	Direction of Travel (14/15 to 16/16)		Notes:
<b>CS13a % of calls for NBC managed services into contact centre answered (M)</b>	87.12 %	🟡	88.62 %	🟡	92.74 %	🟢	90.00 %	🟢		Bigger is Better
Staffing levels were maximised to improve response times. A cross training plan was implemented to increase efficiency Reorganisation of Customer services duty rotas improved staff cover and managed the service needs, improved forecasting data across the service allowed for an overall increase in performance levels.										
<b>CS14a % OSS customers with an appointment seen on time (M)</b>	95.9 %	🟢	96.1 %	🟢	94.7 %	🟢	90.0 %	🔴		Bigger is Better
The target was changed in 2014/15, to report on number of customers waiting less than 10 minutes, whereas previously it was 15 minutes. We also implemented further changes to our procedures and introduced a local target for the number of drop in customers waiting less than 15 minutes, we forecast that both these changes would have an impact across the service so maintained a 90% target until the changes stabilised.										
<b>ESC01n Total bins/boxes missed in period (M)</b>	2,927	🟡	3,876	🔴	4,811	🔴	1,400	🔴		Smaller is Better
Trends have worsened due to several issues: issues around sack collection and delays on delivery of green sacks and vehicle breakdowns. A new process has been implemented to mitigate against this next year.										
<b>ESC02 % missed bins corrected within 24hrs of notification (M)</b>	36.45 %	🔴	86.95 %	🔴	89.05 %	🔴	98.00 %	🟢		Bigger is Better
The contractors performance has improved over the year										
<b>ESC04 % household waste recycled and composted (NI192) (M)</b>	41.55 %	🔴	41.50 %	🔴	40.76 %	🔴	49.00 %	🔴		Bigger is Better
Performance and target is consistent with national trends. Low take up of food waste participation and Enterprise will produce a recycling strategy as part of the SLA to suggest ways of improving this.										
<b>ESC05 % of Land and Highways assessed falling below an acceptable level - Litter (NI195a) (4M)</b>	1.33 %	🟡	1.50 %	🟢	2.39 %	🟡	2.00 %	🔴		Smaller is Better
Good performance in the year meeting contractual targets.										
<b>ESC06 % of Land and Highways assessed falling below acceptable level - Detritus (NI195b) (4M)</b>	1.83 %	🟡	1.33 %	🟡	1.83 %	🟡	5.00 %	🔴		Smaller is Better
Good performance in the year meeting contractual targets.										

Measure ID & Name	2013-14 Outturn		2014-15 Outturn		2015-16 Outturn		2015-16 Target	Direction of Travel (14/15 to 16/16)		Notes:
<b>ESC07 % of Land and Highways assessed falling below acceptable level - Graffiti (NI195c) (4M)</b>	0.39 %	🟡	0.50 %	🟡	0.61 %	🟢	2.00 %	🔴	Smaller is Better	
Good performance in the year meeting contractual targets. Graffiti can be very unpredictable and several instances can affect performance significantly.										
<b>ESC08 % of Land and Highways assessed falling below acceptable level - FlyPosting (NI195d) (4M)</b>	0.00 %	🟢	0.00 %	🟢	0.00 %	🟢	2.00 %	➡	Smaller is Better	
No records as when inspected each time, the result was 0.										
<b>ESC09 % of Fly Tipping incidents removed within 2 working days of notification (SO2) (M)</b>	99.92 %	🟢	99.37 %	🟢	99.89 %	🟢	100.00 %	🟢	Bigger is Better	
Excellent performance and processes working well and are regularly reviewed.										
<b>IG02 Av. days to respond to LGO enquiries (excl. pre-determined cases) (Q)</b>		➡	19.11	🟢	23.00	🟢	28.00	🔴	Smaller is Better	
The target is to ensure all LGO complaints are responded to within 28 days from the date the Council receives them. Every complaint has its own timeline and though some may go over this, the report can only show an average for the year. Last year this was 23 days as an average.										
<b>MPE01 No. of new businesses locating on NWEZ (Q)</b>		➡	16	🟡	17	🔴	20	🟢	Bigger is Better	
EZ targets are set by SEMLEP/DCLG										
<b>MPE02 No. of new jobs created on NWEZ (Q)</b>		➡	549	🟡	602	🟡	300	🟢	Bigger is Better	
EZ targets are set by SEMLEP/DCLG										
The majority of job creation came across the business existing business community. Cosworth saw a large increase in FTE's following their expansion and new businesses such as ETM Engineering added to the total.										
<b>MPE03 No. of business start ups within the Borough (A)</b>		➡		➡	2,670	🟡	70	➡	Bigger is Better	
We have no tool for monitoring this output, however this is the figure being reported by independent organisations. Northampton has the highest figure outside of London for business start ups.										

Measure ID & Name	2013-14 Outturn	2014-15 Outturn	2015-16 Outturn	2015-16 Target	Direction of Travel (14/15 to 16/16)	Notes:
<b>NI157a % Major Planning applications determined in 13 weeks or agreed extension (M)</b>	70.59 %	83.33 %	100.00 %	80.00 %		Bigger is Better
100% applications determined within agreed time scales.						
<b>NI157b % of 'minor' planning apps determined within 8 weeks or agreed extension (M)</b>	87.10 %	97.42 %	98.22 %	95.00 %		Bigger is Better
Exceeding targets due to consistently high staff effort. However, due to resource constraint, staff changes and increasing volume of work, it is an ongoing challenge to meet such consistent high performance.						
<b>NI157c % of 'other' planning apps determined within 8 weeks or agreed extension (M)</b>	92.74 %	96.14 %	98.80 %	95.00 %		Bigger is Better
Exceeding targets due to consistently high staff effort. However, due to resource constraint, staff changes and increasing volume of work, it is an ongoing challenge to meet such consistent high performance.						
<b>PP06 % change in serious acquisitive crime from the baseline (M)</b>	-27.79 %	-13.24 %	8.39 %	-6.50 %		Smaller is Better
The data has now been received which shows a 6.03% increase (+158 crimes) in Serious Acquisitive Crime during 2015/16 compared to 2014/15. This includes increases of 1.5% (+15 crimes) in domestic burglary, 5.3% (+54 crimes) in theft from motor vehicle, 26.5% (+82 crimes) in theft of motor vehicle and 2.3% (+7 crimes) in robbery. Although the 6.5% reduction has not been achieved during 2015/16, reductions were seen between Q1 and Q3 of over 5.0%. There was a spike in vehicle crime offences in particular during Q4 which has led to an overall increase for the year.						
Please note that the updated information from the Police shows a difference in figures to those previously recorded and so monthly figures for 2015/16 have been updated within P+ to reflect this. As such, the figures shown within the commentary sections in previous months may differ to the figures now shown.						
<b>PP22 % Hackney Carriage and private hire vehicles inspected which comply with regulations (M)</b>	51.86 %	66.99 %	69.61 %	70.00 %		Bigger is Better
The target is low in reflection of actual experience. Many vehicles when checked have relatively minor defects such as worn tyres or non-functioning lights. The checks are followed up and subsequent compliance is very high (normally close to 100%).						
<b>TCO05n Town Centre footfall (Q)</b>	13,814,047	14,675,096	15,280,622	13,250,000		Bigger is Better
The increase in town centre footfall can be attributed to numerous factors outside of NBC's control. However, it can be said 2-hour free parking, Saturday free parking, town centre events and opening Abington Street have all contributed to increasing footfall in the town centre. Footfall is challenging to predict as many factors such as Brexit (and political factors) weather, employment, shopping, road works, events will impact on numbers.						

Regeneration project updates	Current Progress
<b>Delivery of the Northampton Waterside Enterprise Zone</b> Progressing to programme. We understand that NWEZ is one of the top performing EZ's in the UK.	★
<b>Development of the Greyfriars site</b> Demolition completed. Procurement exercise progressing. This project should result in a the development of a whole new 'quarter', making the Town Centre an even more attractive place to work, live, visit and enjoy.	★
<b>Restoration and regeneration of Delapre Abbey and Park</b> Project on target to complete within revised cost and programme parameters. When complete this project will attract additional visitors and tourists to Northampton.	★
<b>Delivery of the business incentive scheme and account management to key businesses</b> Business Incentive Scheme exceeded targets by committing £226,264 towards supporting 34 businesses, creating 125 jobs and leveraging £2,061,178 private sector investment throughout 2015-2016.	★

# YOU



Better homes for the future

Creating empowered communities




Promoting health and wellbeing

Responding to your needs

Measure ID & Name	2013-14 Outturn	2014-15 Outturn	2015-16 Outturn	2015-16 Target	Direction of Travel (14/15 to 15/16)	Notes:
<b>AHP01 Number of affordable homes delivered (Q)</b>	232 ▲	225 ▲	138 ▲	250	✖	Bigger is Better
<p>In terms of the reasons for under delivery a substantial number of housing sites are allocated in the adopted West Northamptonshire Joint Core Strategy Local Plan (Part 1), have planning permission or are under construction. This equates to more than 22,000 dwellings in the Borough and surrounding areas. However, the delivery of these sites (including affordable housing) is influenced by a range of factors including land prices, infrastructure, availability of development funding and the operation of the market. Many of these factors are beyond the Council's ability to influence. However, the Council works closely with a range of organisations to maximise opportunities for the provision of affordable housing including Registered Providers and developers.</p>						
<b>HML01 Total no. of households living in temporary accommodation (M)</b>	60 ▲	67 ★	66 ★	70	✔	Smaller is Better
<p>The number of households in temporary accommodation has reduced significantly following effective management action to speed up decision making, rehusing and the discharge of the Council's homelessness duty. It is anticipated that, as a result of these improvements, further reductions in the number of households in temporary accommodation will be achieved in 2016/17.</p>						
<b>HML05 Total no. of people sleeping rough on the streets (A)</b>	9 ▲	19 ▲	25 ▲	10	✖	Smaller is Better
<p>The total number of the people estimated to be sleeping rough in Northampton, for the purpose of the government count in November 2015, far exceeded the target. Further to the development and the implementation of Northampton's multi agency Rough Sleepers Strategy in early 2016/17, it is hoped that by the time of the next official rough sleepers count in November 2016, the number of people found bedded down on the night of the count will be less than 10.</p>						
<b>HML07 Number of households that are prevented from becoming homeless (M)</b>	1,725 !	565 !	504 ▲	732	✖	Bigger is Better
<p>Although a change in the way in which homelessness prevention is measured accounts for a substantial part of the very large reduction in the number of preventions between 2013/14 and 2014/15, welfare reform and a sharp rise in the rents charged for private rented accommodation have made it a lot more difficult to prevent homelessness. Although the target was not met in 2014/15 and 2015/16, it is hoped that the establishment of a social lettings agency and other initiatives will result in a lot more households being prevented from becoming homeless in 2016/17.</p>						
<b>HML09 Number of households for whom a full homelessness duty is accepted (M)</b>	530 !	354 !	313 ▲	240	✔	Smaller is Better
<p>Whilst the target for the number of homeless households who were accepted as statutorily homeless in 2015/16 was not met, the total number for the year is less than in the previous 2 years.</p>						
<b>HMO01 No. HMOs with Mandatory licence</b>	? ?!	229 ▲	321 ▲	376	✔	Bigger is Better
<p>The number of mandatory HMO's licenced is 321, the target is 376. During January, February 2016, there was a new policy and fee structure developed and implemented which meant that the team were not actively chasing new applications.</p>						
<b>HMO08 No. of HMOs with an additional licence (Q)</b>	>>	163 ▲	435 ▲	500	✔	Bigger is Better
<p>The number of additional HMO's licenced is 435, the target is 500. During January, February 2016, there was a new policy and fee structure developed and implemented which meant that the team were not actively chasing new applications.</p>						

Measure ID & Name	2013-14 Outturn		2014-15 Outturn		2015-16 Outturn		2015-16 Target	Direction of Travel (14/15 to 15/16)		Notes:
<b>IG01 % LGO cases responded to within 28 days (excl. pre-determined cases) (Q)</b>		>>	90.0 %		100.0 %		95.0 %			Bigger is Better
This is an internal target which gives an indication of team performance. The only reason these are separated from the FOI/EIR requests and LGO responses is that all 3 have different statutory response deadlines. When the new GDPR comes in on 25th May 2018 the target time will change to 1 month so it'll be 28, 29, 30 or 31 days depending on the month and year.										
<b>IG03 % FOI/EIR cases responded to within 20 working days (M)</b>		>>	97.9 %		93.6 %		95.0 %			Bigger is Better
There were a small number of late responses which meant the target 95% of request responses with 20 days was just missed. Some of the cases had agreed extensions which are possible under the Freedom of Information legislation. Some cases were delayed because of circumstance, such as some of the early Sixfields requests for contracts and agreements. 19 were 1 or 2 days late, many of these related to staff holidays or late clarifications to the data provided. There is no specific trend or single reason to put to this. 95% is a challenging target over 813 requests given the recent capacity issues within the team that are being addressed.										
<b>IG04 % Subject Access requests responded to within 40 days (M)</b>		>>	96.7 %		96.6 %		95.0 %			Bigger is Better
Consistently good performance slightly above the target set for the year.										
<b>LT01 Total Visits to Leisure Centres (M)</b>	931,329		1,018,631		1,005,618		1,010,813			Bigger is Better
There has been slight improvement in the figures for 15/16										
<b>LT02 Total No. of people enrolled in swimming program (M)</b>	2,846		3,124		3,619		3,200			Bigger is Better
Increased from 14/15 figures - exceeding target										
<b>NI15 Net additional homes provided (A)</b>	834.00		574.00		678.00		1,132.00			Bigger is Better
In terms of the reasons for under delivery a substantial number of housing sites are allocated in the adopted West Northamptonshire Joint Core Strategy Local Plan (Part 1), have planning permission or are under construction. This equates to more than 22,000 dwellings in the Borough and surrounding areas. However, the delivery of these sites is influenced by a range of factors including land prices, infrastructure, availability of development funding and the operation of the market. Many of these factors are beyond the Council's ability to influence. However, the Council works closely with a range of organisations to maximise opportunities for the delivery of housing.										
<b>PP16 % Off licence checks that are compliant (Q)</b>		>>	88.89		70.83		85.00			Bigger is Better
This indicator reflects a relatively small sample size and so is subject to quite significant variance if the number of unsatisfactory premises increases. During 2015/16 the checks were mostly carried out as part of Community Safety Weeks of Action which target problem locations. Therefore, it is not unexpected to find non-compliance. The issues identified during the checks are dealt with by appropriate follow up action which may range from informal advice to review of the Licence.										



Measure ID & Name	2013-14 Outturn		2014-15 Outturn		2015-16 Outturn		2015-16 Target	Direction of Travel (14/15 to 15/16)		Notes:
<b>PP53 % Service requests responded to within 3 working days (M)</b>		>>	86.55 % 		89.64 % 		93.00 %		Bigger is Better	
The target for first response has not been achieved due to significantly increased workload in respect to fly tipping / bin bag complaints and also to staff being engaged in a range of other projects.										