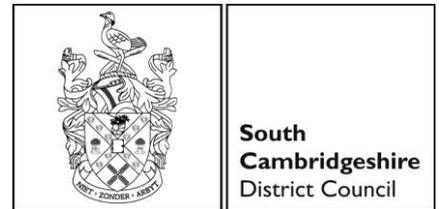


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6 October 2021

To: Chair – Councillor Grenville Chamberlain  
Vice-Chair – Councillor Judith Rippeth  
Members of the Scrutiny and Overview Committee – Councillors  
Anna Bradnam, Dr. Martin Cahn, Sarah Cheung Johnson, Gavin Clayton  
(substitute for Nigel Cathcart), Graham Cone, Dr. Claire Daunton,  
Peter Fane, Sally Ann Hart, Geoff Harvey, Steve Hunt,  
Dr. Aidan Van de Weyer and Dr. Richard Williams

Quorum: 4

Substitutes:	Councillors Heather Williams, Mark Howell, Sue Ellington, Bunty Waters, Henry Batchelor, Alex Malyon, Jose Hales, Dr. Ian Sollom and Paul Bearpark
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**There is a pre-meeting session at 4pm on Tuesday 12 October, for members of the Committee only, to plan their lines of enquiry.**

Dear Councillor

You are invited to attend the next meeting of **Scrutiny and Overview Committee**, which will be held in the **Council Chamber - South Cambs Hall** on **Thursday, 14 October 2021** at **5.20 p.m.**

Members are respectfully reminded that when substituting on committees, subcommittees, and outside or joint bodies, Democratic Services must be advised of the substitution ***in advance of*** the meeting. It is not possible to accept a substitute once the meeting has started. Council Standing Order 4.3 refers.

Yours faithfully  
**Liz Watts**  
Chief Executive

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## Agenda

	<b>Pages</b>
<b>1. Chair's announcements</b>	
<b>2. Apologies for absense</b> To receive apologies for absence from committee members.	
<b>3. Declarations of Interest</b>	
<b>4. Minutes of Previous Meeting</b> To authorise the Chairman to sign the Minutes of the meetings held on 20 July 2021 and 21 September 2021 as correct records.	<b>1 - 12</b>
<b>5. Public Questions</b> To answer any questions asked by the public. The Council's scheme for public speaking at remote meetings may be inspected here:  <a href="#">Public Questions at Remote Meetings guidance</a>	
<b>6. General Fund Medium Term Financial Strategy</b>	<b>13 - 44</b>
<b>7. In Principle Commitment to Delivery of Area Action Plan for North East Cambridge</b>	<b>45 - 50</b>
<b>8. Work Programme</b>	<b>51 - 64</b>
<b>9. To Note the Dates of Future Meetings</b> The next two Scrutiny and Overview Committee meetings have been scheduled for  <ul style="list-style-type: none"><li>• Thursday 11 November 2021 and</li><li>• Thursday 16 December 2021</li></ul> at 5.20pm.	

**Exclusion of Press and Public**

The law allows Councils to consider a limited range of issues in private session without members of the Press and public being present. Typically, such issues relate to personal details, financial and business affairs, legal privilege and so on. In every case, the public interest in excluding the Press and Public from the meeting room must outweigh the public interest in having the information disclosed to them. The following statement will be proposed, seconded and voted upon.

"I propose that the Press and public be excluded from the meeting during the consideration of the following item number(s) ..... in accordance with Section 100(A) (4) of the Local Government Act 1972 on the grounds that, if present, there would be disclosure to them of exempt information as defined in paragraph(s) ..... of Part 1 of Schedule 12A of the Act."

If exempt (confidential) information has been provided as part of the agenda, the Press and public will not be able to view it. There will be an explanation on the website however as to why the information is exempt.

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- Do not re-enter the building until the officer in charge or the Fire and Rescue Service confirms that it is safe to do so.

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# Agenda Item 4

## South Cambridgeshire District Council

Minutes of a meeting of the Scrutiny and Overview Committee held on  
Tuesday, 20 July 2021 at 5.20 p.m.

PRESENT: Councillor Grenville Chamberlain – Chair  
Councillor Judith Rippeth – Vice-Chair

Councillors: Anna Bradnam Dr. Martin Cahn  
Nigel Cathcart Sarah Cheung Johnson  
Graham Cone Dr. Claire Daunton  
Peter Fane Sally Ann Hart  
Geoff Harvey Steve Hunt  
Dr. Aidan Van de Weyer Dr. Richard Williams

Officers in attendance for all or part of the meeting:  
Anne Ainsworth (Chief Operating Officer), Rachel Jackson (Principal  
Licensing Officer), Ian Senior (Scrutiny and Governance Adviser) and Liz  
Watts (Chief Executive)

Cllr Bridget Smith and Cllr Brian Milnes were in attendance remotely, by invitation.

### 1. Chair's announcements

The Chair made several brief housekeeping announcements.

### 2. Apologies

There were no apologies.

### 3. Declarations of Interest

There were no declarations of interest.

### 4. Minutes of Previous Meeting

The Committee authorised the Chair to sign, as a correct record, the minutes of the meeting held on 22 June 2021, subject to the following

#### Attendance list

Councillor Steve Hunt attended the meeting in person rather than remotely.

#### Minute 6 - Private Sector Housing Policy

In the third paragraph, the word 'licencing' should be 'licensing'.

#### Minute 7 – Quarter 4 Performance

In the seventh paragraph, 'Dr;' should be 'Dr.'

### 5. Public Questions

There were no public questions.

## 6. Draft Re-set and Recovery Plan

The Scrutiny and Overview Committee received a developing draft of the Re-set and Recovery Plan outlining the key areas the Council would prioritise during the period 2021-23 in response to the COVID-19 pandemic. The Plan focused on practical recovery and sought to identify a small number of critical activities or changes to ways of working, that might help South Cambridgeshire communities and businesses recover.

The Plan was intended to complement the activities and priorities contained in the Business Plan 2021-22 and the Medium-Term Financial Strategy. Therefore, it set out deliberately not to duplicate activities already being undertaken by virtue of those documents or to aspire simply to business as usual.

Councillor Dr. Claire Daunton asked Councillor Bridget Smith (Leader of the Council) about the allocation of resources and the anticipated methods of delivering the Plan. In response the Leader said that, while South Cambridgeshire District Council was well placed to deal itself with elements of the Plan, there existed opportunities to develop joint-working initiatives with partner organisations and to preserve and enhance the invaluable support from volunteer groups demonstrated during the pandemic.

Highlighting the fact that the Plan was still at a very early stage, the Leader assured Councillor Steve Hunt that future work on it would include the prioritisation of actions and consideration of its relationship with the South Cambridgeshire Local Plan.

Councillor Nigel Cathcart observed how the pandemic had forced people to change their working practices and means of seeking leisure. He said that, in many cases, this had had a profound impact on people's confidence and wellbeing. The Leader acknowledged this point but added that the Plan must draw on the positives arising during the previous 15 months as well as guiding a return to pre-pandemic commercial, cultural, and educational ways of life. The Council would do all in its power, for example, to influence the delivery of an appropriate mix of housing tenures.

Picking up on cultural strategy, Councillor Dr. Martin Cahn observed that South Cambridgeshire District Council had backed away from the direct provision of arts, sport, and leisure provision. While she recognised the challenge, the Leader assured Councillor Cahn that it was not impossible to embed new services. She emphasised that the Plan was still at a very early stage of development.

Councillor Anna Bradnam welcomed the Plan's focus on young people. Councillor Dr, Martin Cahn highlighted a specific case where input was needed: the pandemic had necessitated an increased emphasis on remote and distance learning and, if such teaching methods became commonplace in the future, a way would be needed of replicating some of the non-study aspects of, say, a university.

In response to a comment from Councillor Judith Rippeth, the Leader assured the Committee that the final Re-set and Recovery Plan would address, as one of its main themes, the question of mental health that had been a significant feature during the pandemic.

Summing up, the Chair identified the following subject areas as key, namely

- identification of short term and longer-term objectives for the Re-set and Recovery Plan;

- joint working with partner organisations, many of whom would hold data that would be crucial in helping South Cambridgeshire District Council to quantify some of the issues faced;
- the retention, support, and development of those volunteer groups throughout the District that had been so essential during the pandemic; and
- the creation of a cultural strategy

## **7. Street Trading Controls - Adoption of Schedule 4 of the Local Government (Miscellaneous Provisions) Act 1982 and Designation of Consent Streets**

The Scrutiny and Overview Committee reviewed the draft of a report that would be seeking the Cabinet's agreement to the adoption of Schedule 4 of the Local Government (Miscellaneous Provisions) Act 1982 for the whole of the South Cambridgeshire district, and its agreement to advertise an intention that all streets in the District should be designated consent streets (with the exception of the A11 and A14).

For Councillor Dr. Claire Daunton the principal issues to be considered were those of food safety, security, safeguarding and wellbeing.

The Lead Cabinet Member for Environment and Licensing acknowledged Councillor Steve Hunt's concern that the proposed policy might put some traders out of business, but said South Cambridgeshire District Council had to have a degree of control and influence over street trading.

Councillor Geoff Harvey said that the proposed licensing framework must relate to the situation in neighbouring local authority areas to ensure a degree of consistency. This would be particularly important in those parishes closest to those areas, such as parishes adjoining Cambridge. Councillor Sarah Cheung Johnson agreed that every effort should be made to align, as far as possible, the administration and costs associated with the proposed policy with those of neighbouring local authorities.

Councillor Dr. Richard Williams commented that just because you can regulate something does not necessarily mean you should do so. He wondered whether there was any evidence of unsafe street trading practices within the District. In view of the Covid-19 pandemic, and South Cambridgeshire District Council's plans for helping businesses to recover from its effects, Councillor Williams questioned the timing of such a policy, which could impose significant financial pressures on some street traders. He wondered what the impact would be on charity and community events. The Lead Cabinet Member for Environment and Licensing assured the Committee that any changes made to the current policy would be made in the context of equity and fairness. Councillor Dr. Richard Williams reminded the Lead Cabinet Member that the issue of food hygiene fell within a different regime. The Lead Cabinet Member acknowledged that point but said that, without a register of who and where street traders in South Cambridgeshire were, it was difficult to enforce food hygiene in a fair and comprehensive manner.

## **8. Work Programme**

The Scrutiny and Overview Committee received and noted its updated work programme for 2021-2022.

**9. To Note the Dates of Future Meetings**

Members noted that the next two Scrutiny and Overview Committee meetings would be at 5.20pm on Tuesday 14 September 2021 and Tuesday 21 September 2021.

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**The Meeting ended at 7.40 p.m.**

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## **South Cambridgeshire District Council**

Minutes of a meeting of the Scrutiny and Overview Committee held on  
Tuesday, 21 September 2021 at 4.30 p.m.

**PRESENT:** Councillor Judith Rippeth – Chair  
Councillor Sarah Cheung Johnson – Vice-Chair

**Councillors:** Henry Batchelor (substitute) Anna Bradnam  
Dr. Martin Cahn Nigel Cathcart  
Graham Cone Dr. Claire Daunton  
Peter Fane Geoff Harvey  
Steve Hunt Dr. Aidan Van de Weyer  
Dr. Richard Williams

Officers in attendance for all or part of the meeting:

Jonathan Dixon (Planning Policy Manager), Paul Frainer (Assistant Director (Strategy & Economy)), Ian Senior (Scrutiny and Governance Adviser) and Liz Watts (Chief Executive)

Councillors Paul Bearpark, Sue Ellington, Dr. Tumi Hawkins, Pippa Heylings, Bridget Smith and Heather Williams were in attendance, by invitation.

### **1. Chair's announcements**

In the absence of Councillor Grenville Chamberlain, Councillor Judith Rippeth took the chair and made several brief housekeeping announcements.

By affirmation, committee members appointed Cllr Sarah Cheung Johnson as Vice-Chair of the meeting.

### **2. Apologies**

Councillors Grenville Chamberlain and Sally Ann Hart sent apologies for absence. Councillor Henry Batchelor substituted for Councillor Hart.

### **3. Declarations of Interest**

There were no declarations of interest.

### **4. Public questions**

There were two public questions.

#### **Question from Daniel Fulton**

The audio feed of the council's planning committee meeting on 8 September terminated abruptly just as a member of the public began to accuse the council of serious malfeasance in regards to the issue under consideration.

After several delays, the council eventually stated that it was unable to restore functionality

to the audio system, and the committee decided to abandon the meeting.

Certainly, one would normally assume that the occurrence of the apparent audio malfunction at the very moment that serious allegations of wrongdoing were being made was merely coincidental.

However, since that time, the council has declined to provide any contemporaneous evidence about the purported audio fault to members of the public—no software error codes or error logs and no contemporaneous emails or other documentation. The council has not even provided a vague description of the type of system being used to broadcast the council's meeting—a system that we understand was obtained by the council earlier this year at considerable expense. All that has been provided is a technical note from the council's A/V supplier, which was produced after the fact and doesn't actually offer any clarity as to the cause of the audio malfunction.

If the council were to provide contemporaneous evidence as to the specific nature of the audio fault (and if events did actually happen as the council has described them), then members of the public could verify that the termination of the audio feed during the meeting was due to a technical fault, allaying the concerns of those affected by the abandoned meeting.

To provide some reassurance to the public, could the council please state if it has instructed any officer not to provide any evidence or information relating to the audio/video system or the events that transpired on 8 September to any party or to delay providing any evidence or information to any party?

#### **Answer on behalf of South Cambridgeshire District Council**

As you know, you have contacted several officers at the council about this matter and been provided with a written explanation on the 10 September as to the underlying cause about the technical failure. You then subsequently rang and spoke directly with the external engineers last week who provided verbal confirmation of the running order of the faults and the support they provided."

There was no supplementary question.

#### **Question from Phil Grant**

The proposed direction for Policy S/DS Development Strategy, set out in First Proposals document, correctly places significant weight on aligning new development with investment in public transport. The Transport Strategy on page 42 confirms "*Our proposed strategy is heavily informed by the location of existing and committed public transport schemes.*"

However, a comparison of Figure 6 showing proposed sites for inclusion in the Plan, and Figure 11 showing existing and proposed major transport projects, illustrates that the spatial strategy is disproportionately reliant on the delivery of significant levels of new major and complex transport infrastructure projects such as the Cambourne to Cambridge (C2C) transport link and East West Rail, the provision of the latter being outside the control of the Authority and does not have the level of certainty on delivery timeframes necessary to support a robust Local Plan.

The independent audit review of the C2C [Cambourne to Cambridge] project recognised that housing developments in Cambourne West and Bourn Airfield require the C2C project to be opened by 2025 to provide reliable public transport services, otherwise that planned

growth will be put at risk.

The Committee should be aware that no proposed growth has been aligned to *existing* public transport routes and committed investments to the Southwest of Cambridge, for example, along the A10 corridor and national rail network, which will benefit from the Melbourn Greenway and Foxton Travel Hub, the latter due to be operational in 2024. These projects are in the direct control of the Greater Cambridge Partnership, delivery of which would enable sustainable growth to be realised in the early part of the plan period.

In the light of these facts, what does the Committee think about such reliance on uncertain, complex and third-party infrastructure projects to deliver significant levels of growth, as opposed to aligning growth with existing and inherently sustainable public transport infrastructure, is it a sound strategy, and when in the plan period would this growth be expected to be realised?

### **Answer on behalf of South Cambridgeshire District Council**

Our First Proposals for the new Local Plan draw on testing of a range of spatial options to identify an appropriate preferred strategy that our evidence bases and Sustainability Appraisal show to be sustainable when compared with the other options tested. This evidence included transport considerations, but also explored the other components of what makes a location sustainable.

Beyond the strategy options focused on Cambridge, our evidence showed that the combined benefits of East West Rail and C2C would make Cambourne a highly sustainable location in transport terms. In addition to transport considerations, our evidence showed that providing further development at Cambourne would be substantively more sustainable than allocating a 'new' new settlement in a brand new location, given that it would grow an existing town to become larger, enhancing the existing critical mass of population, employment and services; this would speed up delivery of development in comparison with starting afresh in a new location with no existing infrastructure and services. In comparison with locating development close to an existing rail station, development here would provide an opportunity to design a sustainable community built around the new station.

In terms of reliance on transport schemes, to inform the locations and delivery assumptions included in the First Proposals strategy, we took an informed view about proposed new transport schemes including their certainty and timing of delivery. In doing so we worked with relevant partners including the Combined Authority, County Council, Greater Cambridge Partnership and Network Rail. The delivery assumptions included in the plan draw on published information provided by the bodies leading relevant schemes, as well as being informed by the delivery rates and lead in times identified in our Housing Delivery Study, August 2021.

The key locations included in our proposed strategy rely in significant part on schemes which are in the direct control of Greater Cambridge Partnership and therefore have an agreed delivery vehicle and committed funding. In relation to C2C, this has progressed since 2018 through several stages of refining options. At the GCP Executive Board meeting on 1 July 2021 the Board approved the Outline Business Case and asked the project team to go ahead with the next stage of the application process: to undertake a full Environmental Impact Assessment.

For East West Rail which is currently at an early stage but which is expected to progress as we go through the plan-making process and to be delivered half way through the plan period, we have given weight to this at the First Proposals stage, but made clear that we

will review the position at each stage of plan-making to confirm whether we have sufficient evidence of delivery at the later formal stages of plan-making.

The First Proposals Strategy includes some village growth at the most sustainable locations, including at Melbourn in the south west of the district, drawing on our evidence which identified villages located on existing railway stations, but which also considered wider sustainability criteria such as the range of shops and services available.

In summary, our evidence shows that the First Proposals strategy is sustainable when considered in relation to transport and other impacts. Our approach to committed and emerging transport schemes on which the First Proposals development locations would rely is evidence based and proportionate in relation to this stage of the Local Plan, recognising the opportunities that those schemes present. We will keep progress on those transport schemes under review at each formal plan-making stage.

In response to a supplementary question, Councillor Dr. Tumi Hawkins undertook to investigate options for economic growth along the London Liverpool Street and London King's Cross railway lines, and to provide a written answer. She said that the evidence base used had been robust but that the Council could re-visit that evidence where necessary.

## **5. Greater Cambridge Local Plan: Preferred Options (Regulation 18) - For consultation**

The Scrutiny and Overview Committee received a presentation from officers, and considered a report seeking its comments on the proposed content of, and the participation and communication strategy for, the next formal round of consultation for the Greater Cambridge Local Plan, being prepared jointly with Cambridge City Council, and a mirror of this report was also being considered by the City Council.

The Committee considered the report under five themed headings, namely:

- Housing and jobs numbers, and overall strategy
- Site allocations
- Green Belt
- Environmental impacts
- Infrastructure implications

Members accepted though that these categories were for ease of process only and were not rigid or stand-alone. The Scrutiny and Overview Committee supported the recommendations in the officers' report and made the following comments in response to the First Proposals and supporting documents.

Councillor Dr. Tumi Hawkins was in attendance.

### **Homes and jobs numbers and overall strategy**

Committee members

- noted the uncertainties and therefore judgement involved in identifying how many jobs had actually been provided and in forecasting future jobs growth.
- queried the approach taken in identifying the most likely forecast, noting the relative differences for Cambridge and South Cambridgeshire.
- asked whether different household sizes, including trends over time, had been

taken into account.

- asked if COVID impacts had been taken into account when gathering housing needs and employment evidence.
- Regarding the Sustainability Appraisal of growth options, one member queried why the medium growth scenario has been preferred, given that it was not the best performing of the identified growth options.
- queried whether there was a risk of the Council providing more houses than were needed bearing in mind the buffer that had been applied to the housing need figure informing the number of homes being planned for.
- asked that it be made explicit how many homes were being proposed in the administrative districts of Cambridge City and South Cambridgeshire, while recognising that it would be a Greater Cambridge Local Plan.
- queried the distribution of allocations between Cambridge and South Cambridgeshire when compared with the distribution of the identified housing need.
- asked for further clarity about the number of homes included in the South Cambridgeshire Local Plan 2018, and the homes permitted in addition to this which were now included in the committed supply.
- Queried the criteria for defining windfall sites
- queried whether there was robust evidence justifying reliance on large scale infrastructure schemes with uncertainty of the timing of delivery, including East West Rail and Cambourne to Cambridge.

Councillor Dr. Tumi Hawkins made the following responses to the above points, supplemented by additional officer advice for specific questions:

- the Councils had taken a thorough approach to examining employment forecasting. COVID impacts are being seen on the ground - future evidence reviews would address these impacts.
- The Sustainability Appraisal was an important part of the evidence base. The Sustainability Appraisal of the strategic spatial options highlighted differences for growth and spatial scenarios but also identified uncertainties, depending on how that growth was met. The First Proposals sought to locate growth in sustainable locations to bring positive social, economic, and environmental benefits.
- The buffer had been applied to provide a flexible plan. The approach would be reviewed at each stage of plan-making.
- The plan was a joint plan which rightly responded to functional geographies rather than being bound by administrative boundaries.
- The response made to the public question from Mr Grant was relevant to the question about reliance on large scale infrastructure schemes.

### **Site allocations**

- For Policy S/RSC/HW (Land between Hinton Way and Mingle Lane, Great Shelford), one member asked whether an estimated capacity should be specified in the event that an additional access to the site was provided.
- For Policy S/CE I (Cambridge East) the potential impacts of development on nearby communities were noted, including on Teversham.
- Regarding Policy S/RRA/MF (Land at Mansel Farm, Station Road, Oakington) concern was expressed that this allocation would impose additional development on a village already very significantly impacted by development at Northstowe.

Councillor Dr. Tumi Hawkins made the following responses to the above points, supplemented by additional officer advice for specific questions:

- Identifying appropriate capacities on sites had been a design-led process

- accounting for site specific issues.
- Cambridge East had been identified as suitable for development in previous plans, and was therefore not a new site.

## **Green Belt**

### Committee members

- queried whether there was evidence of a robust approach taken to addressing National Planning Policy Framework paragraph 141 which identifies steps needing to be taken before concluding that exceptional circumstances exist to remove land from the Green Belt, in particular referring to the justification for removing village sites from the Green Belt.
- queried whether the First Proposals should make further reference to the relocation of the Cambridge Water Treatment Plant to a Cambridge Green Belt location, as a corollary of the Plan's proposals.

Councillor Dr. Tumi Hawkins made the following responses to the above points, supplemented by additional officer advice for specific questions:

- The process followed by the Councils in addressing National Planning Policy Framework paragraph 141 was set out in the Strategy Topic Paper
- the relocation of the Cambridge Water Treatment Plant was a separate process from the Local Plan, led by an external body.

## **Environmental impacts, including climate and biodiversity, and infrastructure implications**

- Regarding Policy CC/NZ: Net zero carbon new buildings, several Members expressed support for the high environmental building standards proposed in the First Proposals, noting that these exceed national standards. Discussion was held regarding: the risks of going above national standards; ensuring that the policy doesn't allow offsetting to be used to avoid delivering high standards on site; the differing energy needs of residential and commercial development; whether it is advisable to promote electric-only development; the proposed policy approach in relation to an alternative of requiring Passivhaus standards; the need to promote a 'fabric-first' approach to environmental building standards; the desirability of promoting the reuse of buildings to limit carbon emissions, and the limitations of the planning system in influencing existing housing stock.
- Regarding the water supply challenge noted at various points in the First Proposals, Members welcomed the strong message set out in the plan that its proposals are contingent on sustainable provision of water, and made various comments on this topic, including: one member queried why the preferred housing growth level has not been lowered to respond to this challenge; one member noted that at application stage water companies have a statutory duty to provide water and as such water supply is not a reason for refusal, and expressed concern as to whether this was the case for the plan itself; one member noted the impact of existing abstraction licences on water supply and queried whether anything could be done on this issue.
- Regarding wastewater, concern was expressed that additional development around Cambourne might worsen existing challenges at Uttons Drove Water Treatment Plant, with knock-on effects for nearby villages, including Swavesey.
- Regarding biodiversity, the importance was emphasised of policies ensuring the retention of existing biodiversity assets as a starting point for the design of development.

Councillor Dr. Tumi Hawkins made the following responses to the above points, supplemented by additional officer advice for specific questions:

- The Local Plan process involved identification of objectively assessed needs for development, which then must be met if possible. As such, the Councils were not at liberty to lower the proposed growth level in relation to water supply
- The Integrated Water Management Study had explored in depth water supply and waste water issues. On water supply the Councils were engaging with the Environment Agency, Water Resources East, and the Water Companies to help address the challenge regarding future supply and associated impacts on the natural environment.

#### **Comments on other topics**

- policy wording should reflect the importance of protecting heritage assets on village high streets
- Regarding Policy H/ES (Exception sites for affordable housing) the question was posed whether exception sites should be allocated in the Local Plan or in neighbourhood plans.
- Regarding Policy I/ST (Sustainable transport and connectivity) consideration should be given to encouraging the provision of new public rights of way as well as the enhanced connection of existing ones.
- Regarding Policy I/EV (Parking and electric vehicles) hope was expressed that the draft local plan policy would include further design requirements.

Councillor Dr. Tumi Hawkins made the following response to the above points, supplemented by additional officer advice for specific questions:

- Exception sites were, by definition, identified outside of a plan-making process.

#### **Recommended changes to the documents**

The Scrutiny and Overview Committee **recommended** that the following changes be made to the First Proposals Plan and supporting documents ahead of public consultation:

- In relation to Figure 4 (Illustrative map showing the locations of proposed new development, make changes to this figure and any numbers provided relating to it, differentiating between locations proposed for densification, and locations proposed for increased delivery rates.
- For Policy S/NS (Existing new settlements), and in relation to increasing delivery rates at Waterbeach New Town, make explicit reference to the agreed trip budget for the site, and confirm that the higher delivery rates on all phases of development will be contingent upon meeting this.
- For Policy S/CE (Cambridge East) make explicit that the proposed additional homes and jobs relate only to the Cambridge Airport site, and not to the consented developments at Marleigh and Land North of Cherry Hinton.
- For Policy S/CBC (Cambridge Biomedical Campus) consider whether the policy can be strengthened to ensure that no development takes place within the blue line area proposed for Green Belt enhancements.
- In Policy S/SCP/WHD (Whittlesford Parkway Station Area, Whittlesford Bridge) include reference to the Red Lion pub and Duxford Chapel listed buildings, requiring that the design of any development should sensitively address these heritage assets.
- For Policy S/RRA/MF (Land at Mansel Farm, Station Road, Oakington) add further justification for why this site has been proposed, noting the flood risk in this area and its location adjacent to development at Northstowe.
- For Policy CC/FM (Flooding and integrated water management), strengthen the

policy to include additional wording to require that the risk of flooding in the greater Cambridge area is not increased as a result of new development (Cllr Bradnam and Cllr Heylings to provide proposed wording for consideration).

- For Policy H/SH (Specialist housing and homes for older people) revise the policy to differentiate clearly between specialist housing across all age groups and housing for older people and place more emphasis on “whole life housing” and down-sizing.

## **6. To Note the date of the next meeting**

The next scheduled Scrutiny and Overview Committee meeting would be on Thursday 14 October at 5.20pm.

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**The Meeting ended at 8.15 p.m.**

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**Report To:** Scrutiny & Overview Committee 14 October 2021

**Lead Cabinet Member(s):** Councillor John Williams,  
Lead Cabinet Member for Finance

**Lead Officer:** Peter Maddock, Head of Finance

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## General Fund Medium Term Financial Strategy

### Purpose

1. The Council reviews its Medium-Term Financial Strategy (MTFS) and financial forecasts twice a year in accordance with best practice, once at the start of the budget process and again toward the end of the process. This report updates the MTFS to the financial year 2026/2027 and sets out the updated medium term financial plan following the outcome of a mid-year review of financial forecasts.
2. The assumptions within the document will need to be updated as the budget progresses and information becomes available and needs to be viewed in that context. In particular the outcome of the November 2021 spending review will provide greater clarity for future forecasts.
3. This is not a key decision as there are no resource implications directly arising from the report at this stage. The report does, however, ensure that the Council is aware of the financial challenges over the medium term and the financial forecasts outlined in the MTFS assist in the Council's financial planning.

### Recommendations

4. **The Scrutiny & Overview Committee is requested to consider and comment on the report agreed at Council, at its meeting on 23 September 2021, to:**
  - (a) **Acknowledge the projected changes in service spending and the overall resources available to the Council over the medium term and comment as appropriate.**
  - (b) **Review and comment on the refreshed Medium Term Financial Strategy at Appendix A and updated financial forecast at Appendix B.**

### Reasons for Recommendations

5. To ensure that Cabinet and the Scrutiny & Overview Committee are aware of the financial challenges over the medium-term and the strategy required to ensure that the Council will be in a position to deliver sustainable public services in the future.
6. To provide an update of the financial position and forecasts for the General Fund over the medium term following a review of financial assumptions.
7. To enable the updated MTFS to be recommended to Council for approval in order to assist in the Council's financial planning.

## Details

### Background

8. The MTFS is the Council's overarching Financial Strategy document and gives financial expression to the Council's plans and fiscal challenges over the medium term. It sets out a range of financial assumptions and in so doing sets parameters within which the Council will deliver key public services over the medium term. This report includes an updated financial forecast, including risks arising due to COVID-19.
9. The MTFS comprises two key elements (i) an assessment of the resources available to the Council over the medium term and (ii) an assessment of spending pressures based on existing levels of service delivery and known policy/legislative changes. Taken together the movement over the planning period of these two elements represents the financial challenge facing the Council.
10. There is a need, as part of effective medium term financial planning, to undertake a mid-year review of financial forecasts and projected changes in service spending. This will enable an updated forecast of the level of savings that need to be achieved to deliver the indicative Council Tax level.
11. The impact of COVID-19, in particular, has impacted on the financial forecasts and projections have, therefore, been further refreshed from the report that was submitted to Cabinet on 7 December 2020 to take account of subsequent announcements made by MHCLG on public sector funding and actual experience in the year to date. Specifically, the forecast takes account of:
  - Forecast pressures against the Council Tax Yield in the initial MTFS period.
  - Forecast pressures against Business Rates Yield in the initial MTFS period.
  - Forecast reduction in service-related income in the initial MTFS period; and
  - Forecast additional expenditure in the initial period of the MTFS.

12. It should be noted that these forecasts are based on assumptions in relation to both the duration and severity of COVID-19 and the speed of the UK economic recovery. A longer duration will increase costs and reduce income to a greater degree; an increased severity in economic terms will increase demand led spending and suppress recovery of income levels. The MTFS assumes that the economy will broadly recover by the end of financial year 2023/2024.
13. As far as 2021/2022 is concerned, the Council has received £0.634 million in support grant and, based upon returns to Government, anticipates that this will be adequate to offset the increased costs and loss of income arising from the impact of COVID-19.
14. To be able to deliver the Council's aspirations, set out in the refreshed Business Plan approved by Council on 20 May 2021, and meet its statutory responsibilities the Council must take a proactive approach to managing its resources effectively. The MTFS is a key tool for proactive financial management which allows for future projected funding requirements to be identified thus enabling the Council to identify appropriate actions to deal with any funding shortfalls. Coupled with the Service Transformation Programme, introduced during 2019/2020, the Council is able to manage its resources effectively in line with its established priorities.
15. The MTFS covering the period 2021/2022 to 2025/2026 was considered by Cabinet on 7 December 2020 and subsequently approved by Council at its meeting on 23 February 2021. The document sets out the framework within which financial forecasts, as part of the medium-term financial plan, are determined. The Strategy has now been reviewed and refreshed to cover the period 2022/2023 to 2026/2027. The updated version of the MTFS is attached at **Appendix A** with the proposed minor changes identified in red and crossed through text.
16. This document sets out the framework within which the financial forecast, summarised at **Appendix B**, has been determined. The forecast shows the estimated funding gap between expected resources and expenditure, and between the period 2022/2023 and 2026/2027, stands at **£4.489 million**.
17. In considering the impact of the financial forecasts on revenue budgets during the MTFS period and the key issues for consideration, due regard has been given to the local and national policy context, current financial position, economic indicators, risks and assumptions relating to financial planning. It must be stressed, however, that the financial forecasts, and imminent budget setting process, are being prepared in the context of difficult economic circumstances with the impact of the UK withdrawal from the European Union in January 2020 and the implications of the pandemic; these factors have created real uncertainty and some market volatility.

## Resources

18. The Local Government Finance Settlement for 2021/2022 was confirmed on 4 February 2021 and, in financial terms, overall Core Spending Power (CSP) increased by 4.6% (rather than the 4.5% in the provisional settlement). This uplift is entirely driven by the Greater London Authority, who have been given permission to increase its Precept by £15. The additional £47 million that it generates takes the overall increase in CSP from 4.5% to 4.6%.
19. The review of Local Government Finance that will comprise (i) the quantum and how existing funding streams will feature within this and (ii) the methodology to allocate funding (known as Fair Funding) has now been further delayed. Consequently, over the MTFS period there remains uncertainty as to the level and distribution of local government funding.
20. Within the 2021/2022 Local Government Settlement there were no additional papers published regarding the local government funding reforms that were previously planned for introduction from April 2021, including the originally proposed increase in local business rate share to 75% (from 50%), a business rate baseline reset, a Fair Funding Review, and further other changes to key funding streams, such as social care and New Homes Bonus (NHB). A consultation on the replacement for NHB was published in February 2021, with changes expected to be implemented from 2022/2023, alongside the wider local government reform package. There is no confirmation on the timescale for implementation, but an emerging view is that the reforms may not impact until the financial year 2023/2024.
21. The issues highlighted in previous MTFS reports (and set out below), therefore, remain relevant:
  - (a) There is no recognition of the proposed increase in local business rate share to 75% (from 50%) in that it is unclear when (or indeed whether) this will be introduced given current public finance turbulence. It should be noted that in the event of this being introduced that it is intended to be fiscally neutral, i.e. existing grants will be funded by Business Rates.
  - (b) The Government will consult on Fair Funding proposals that will form the mechanism to allocate a share of the Local Government Control Total to Local Authorities. The Review will look at factors that drive spend (population, deprivation) as well as a Council's ability to raise local finance (Council Tax).
  - (c) The Government is additionally looking at how best to build on the current business rates retention scheme and will consider issues such as appeals, growth and revaluation frequencies/baseline resets.
22. Given the extent of unknowns in relation to the Fair Funding Review and 75% Business Rates Retention, it has been assumed that Business Rates (for

modelling purposes) will continue at a 50% retention level as at present (movement to 75% will be funding neutral for councils).

23. For the Council, the delay to the major changes in local government funding has resulted in broadly the same level of resource in 2021/2022 as allocated in 2020/2021. There remains, however, very significant risks to the funding level for District Council's in future years with the expectation that the Council will lose a significant share of its funding as a result of the likely funding changes – the business rate baseline reset is particularly damaging. Indications are, however, that the Fair Funding Review may not now be implemented until 2023/2024.
24. Council Tax has been the most predictable and stable element of Local Government funding, although COVID-19 has created a whole new level of uncertainty. This source of income is predicted to yield £10,033 million in 2021/2022 based upon the £5 increase in Council Tax (the maximum level permitted by Government) and an increase in the “tax base” based upon the latest estimates of housing growth. Good collection rates have generally been maintained during these difficult times but the Furlough scheme, introduced in spring 2020 in an attempt to stop people being laid off by their employers during lockdown, is expected to cease in September 2021 and the ongoing situation in relation to collection rates will need to be kept under review.

#### Medium Term Financial Planning

25. The MTFs forecast, reproduced at **Appendix B**, outlines the current financial position, economic forecasts and the headline figures for the medium term based upon the risks and assumptions relating to financial planning. These forecasts are set out in the table below which incorporates a number of planned savings and estimated additional investment income but factors in only limited additional service pressures beyond 2021/2022. Further service pressures will exaggerate the funding gap and, wherever possible, these should be managed within existing budgets.

	2022/2023 £'000	2023/2024 £'000	2024/2025 £'000	2025/2026 £'000	2026/2027 £'000
Council Tax	10,688	11,266	11,860	12,468	13,050
Retained Business Rates	9,879	7,300	7,446	7,595	7,747
Revenue Support Grant	-	-	-	-	-
New Homes Bonus	1,478	1,000	1,000	1,000	1,000
Rural Services Grant	137	-	-	-	-
Section 31 Grant	-	-	-	-	-
Collection Fund Surplus	-	-	-	-	-
<b>Total Resource</b>	<b>22,182</b>	<b>19,566</b>	<b>20,306</b>	<b>21,063</b>	<b>21,797</b>

Net Budget Requirement	21,828	20,992	21,659	22,101	22,823
<b>Net Resource Position</b>	<b>(354)</b>	<b>1,426</b>	<b>1,353</b>	<b>1,038</b>	<b>1,026</b>

26. Spending pressures are, however, inevitable as the Council responds effectively to the needs of the service and customer expectations and, in this regard, Service Areas have been tasked to identify the existing budget pressures that need to be managed, and to prepare growth bids where existing resources and budgets need to be strengthened; these will be subject to review and refinement as part of the 2022/2023 budget setting process. Service Areas are also continuing to identify efficiency/savings opportunities across the Council's services that are realistic, achievable and sustainable (including possible invest to save initiatives and income generation opportunities).
27. The forecast assumes the continuation of the service transformation programme that was developed during 2019 in response to the funding gap and the financial challenges over the medium term. This includes a programme of targeted service reviews to ensure that value for money is obtained in the delivery of services. The impact of COVID-19 has to some extent necessitated a reorientation of the programme and a reassessment of some projects and lead times and the resulting impact of the range of planned savings and areas of potential additional income has been regularly reported to Cabinet as part of the ongoing budget monitoring.
28. Since the previous MTFs was adopted, the Public Works Loan Board (PWLb) consultation response has been factored in and no new stream 1 investments have been assumed after 26 November 2020. This has meant a significant increase in the net budget requirement, and it will now be necessary to rely on other additional income or savings to plug the gap. The transformation programme is expected to deliver savings of around £2 million and this has not yet been factored into the savings/income identified line below. The budget cycle now commencing for 2022/2023 will need to reflect the savings expected in that year and indeed the final MTFs produced as part of the budget will also reflect this.
29. The other factor affecting the figures is interest payable which has been increased slightly on figures previously as longer-term borrowing has been assumed from 2022/2023. This needs to be kept under review with the Council's appointed Treasury Advisers but it is still likely that shorter term borrowing will be substantially cheaper for the Council over the medium term.
30. The overall impact of the budget pressures, planned savings opportunities and other base budget adjustments (such as the cost of borrowing, investment income and pay and price inflation) is shown in the table below:

	2022/2023 £'000	2023/2024 £'000	2024/2025 £'000	2025/2026 £'000	2026/2027 £'000
Net Budget Requirement:	23,303	21,828	20,992	21,659	22,101

Before Adjustments					
Budget Pressures	163	24	23	23	-
Savings/Income Identified	(1,709)	(477)	(239)	(238)	(238)
Other Base Budget Changes	71	(383)	883	657	960
<b>Budget Requirement c/f</b>	<b>21,828</b>	<b>20,992</b>	<b>21,659</b>	<b>22,101</b>	<b>22,823</b>

\* Further service pressures will exaggerate the funding gap and, wherever possible, should be managed within existing budgets.

31. The transformation agenda will continue to be pursued to target and deliver financial savings to contribute to the inevitable funding challenges that will arise from the review and redistribution of local government funding.
32. As stated at (28) above, the changes to the rules around accessing borrowing from the PWLB for investment in commercial property must also be taken into account given the direct impact on the income generation opportunities that were a key element of the transformation agenda. The MTFS itself has also been updated to reflect the focus of the Investment Strategy towards commercial and service investment and, in particular, the presumption against the acquisition of commercial assets primarily for yield having regard to the new borrowing rules.
33. It is inevitable that the expected major review of local government financing would be accompanied by some form of “damping support” to reduce any sudden, adverse impact, on Council finances although it is acknowledged that this reduction would be phased out over a number of years.
34. The financial forecasts are based upon the latest modelling data, but the medium-term forecasts and damping should be treated with caution as the final position is uncertain until the provisions of the post 2022/2023 Spending Review are known and are eventually confirmed. There is also concern that any further service pressures over the medium term will exaggerate the funding gap. The estimated damping has not, therefore, been included in the current figures.

#### Financial Modelling

35. The Council subscribes to an external funding advisory service, with access to well developed and well-respected modelling data. The financial modelling is based upon the latest available data and the following key assumptions have been made in deriving the latest MTFS financial planning forecast:

#### **(1) Council Tax**

36. Council Tax is expected to remain the most predictable and stable element of Local Government funding, despite the impact of COVID-19. This source of income is predicted to yield £10,688 million in 2022/2023 based upon an assumed £5 increase in Council Tax (the maximum level that it is assumed will be permitted by Government), an additional sum of £200,000 derived from the sharing agreement and an increase in tax base based upon the estimates of housing growth.
37. Council Tax Yield has been adversely affected through a combination of an increased uptake of Council Tax Support (Council Tax Reduction Scheme) and an assumed reduction in Council Tax collected in year. The Secretary of State for Local Government has put in place arrangements to allow local authorities with a Council Tax deficit to phase the cost over three years. The MTFs allowed for a repayment of the authority's share of the overall exceptional balance deficit of £72,000 which will be phased equally over the next three years starting in 2021/2022.
38. It is expected that the authority will continue to see moderate growth in the number of dwellings introduced through the introduction of new developments across the MTFs period, with an assumed Council Tax base increase of between 1.6% and 2.3%. The MTFs forecast includes an annual increase in Council Tax of £5 each year; this increase is for planning purposes only, and no decision has been made on the actual level of Council Tax increases in the medium term.

## **(2) Business Rates**

39. The Business Rate Retention Scheme (BRRS) was introduced in April 2013 to provide Councils with stronger financial incentives to support property development and boost the economy in their local area. The scheme provides that Councils bear a proportion of the real terms change in business rates revenues in their area: gaining when revenues grow in real terms, losing when they fall. The proportion was initially set at 50% across England. In two-tier areas, like Cambridge, 40% is retained by the District and 9% is retained by Cambridgeshire County Council and 1% by the Cambridgeshire Fire Authority.
40. In estimating rates yield from retained business rates for the purpose of the MTFs, COVID-19 has been considered in terms of the immediate and medium-term impact on business activity and economic recovery. The following key assumptions have also been made:
  - The current provision for existing Appeals is materially sufficient.
  - There are no further significant changes to valuation schemes resulting from Tribunal or Court decisions.
  - There are no significant variations to the levels of rate reliefs.
  - Projected bad debts is higher than historical trends, with the potential impact of the COVID crisis on business bankruptcies and, therefore,

non-payment of business rates. The overall forecast used is that bad debts will be higher (2.5% compared to 1.5% of gross rates).

- The compensation to Local Authorities by way of Section 31 grants to cover the cost of measures introduced to help businesses (e.g. Small Business Rates Relief) will continue and will be increased annually in-line with inflation (if the grants are discontinued it is anticipated there will be a compensating increase in the yield).
41. Estimates have been made in relation to a reduced Business Rate yield and a forecast Collection Fund deficit impact of £1.260 million for the current financial year. The financial forecast assumes neither a surplus or deficit in the period to 2026/2027.
  42. Significant relief has been awarded to a number of businesses during the current financial year to recognise the pressures on trading opportunities. The Council was recompensed for the lost rates income in the form of section 31 grants. For the purposes of the MTFs, it is assumed that reliefs will be consistent with those recorded prior to the pandemic. It is also expected that the Council will see moderate growth in rates yield as a result of new developments over the MTFs period.
  43. The Government announced, in its March 2020 budget, a review of business rates and a consultation paper was published in July 2020 and closed in October 2020. The 2020 Spending Review, announced on 25 November 2020, confirmed the continuation of the existing BRSS for a further year but also confirmed that the fundamental review of the system would be reported in Spring 2021. Subject to the broad review of business rates, it was expected that the introduction of the new funding model for Local Government, predicated on changes to BRSS to enable a 75% retention of Business Rates, would be introduced effective from 2022/2023.
  44. The Fair Funding Review has proposed a number of scenarios for redistributing business rates income when/if the transition to 75% retention takes place. This includes (a) losing all growth since the baseline was set (2013), known as a full reset, (b) losing part of the growth, known as a partial reset, or (c) Districts retaining the current income but the additional 25% going to upper tier authorities. Commentators generally seem to think that option (b) is the most likely outcome though some suggest a combination of (b) and (c). It must be stressed that even if option (a) is the basis of the new model, there will no doubt be a tapered removal of support rather than going straight to the new formula. The financial forecasts are based 2020/2021 values (some form of partial reset) with a 2% increase for growth year on year. The timetable for the Fair Funding Review is uncertain with commentators indicating that the impact may now be further delayed until 2023/2024.
  45. The Government, however, announced on 18 February 2021 that the Business Rates Review would be delayed until Autumn and, instead of the expected details in Spring, there would be a “Tax Day” announcement on 23 March 2021, where the Chancellor published a number of tax-related

consultations, with the intention that this would be followed by a final report from the Government in the Autumn.

### **(3) Rural Services Grant**

46. The Council currently receives a Rural Services Grant in the sum of £131,000 in recognition of the additional cost of providing services in sparse rural areas. Given the delay to the Fair Funding Review, it has been assumed to continue into 2022/2023 at the sum of £137,000 before being phased out in subsequent years.

### **(4) Lower Tier Services Grant**

47. This new one-off grant of £113,000 was provided to lower tier authorities in 2021/2022 to support service provision and is un-ringfenced. It has been assumed in the financial forecast that this will not continue in subsequent years.

### **(5) New Homes Bonus**

48. The New Homes Bonus (NHB) was introduced in 2011 to provide an incentive for local authorities to encourage housing growth in their areas. The aim of the bonus was to provide a financial incentive to reward and encourage local authorities to help facilitate housing growth. It is based on the amount of extra Council Tax revenue raised from new-build homes, conversions and long-term empty homes brought back into use. NHB funding is currently based on the following:

- (a) NHB is payable on housing growth over a threshold of 0.4% of the Tax Base.
- (b) Payments are based on a rolling 4-year period.

49. Housing growth has been significant for this Council area and, as such, the Council has benefited from high levels of NHB. The Government has, however, stated its commitment to review NHB; this is bad news for the Council, as the Council has been a major beneficiary of the grant, receiving a peak of £5.2 million in 2016/2017.
50. Initial reforms have, however, already reduced payments year on year with £2.768 million received in 2020/2021. The 2020 Spending Review confirmed that NHB would continue for a “further year with no new legacy payments”. The sum of £2.192 million has been included in the 2021/2022 revenue budget and it had been anticipated that the last NHB payment would be made in the financial year 2022/2023.
51. The long-awaited consultation on the replacement for NHB was published on 10 February 2021 and closed on 7 April 2021. Details of the consultation are available at the following link:

<https://www.gov.uk/government/consultations/the-future-of-the-new-homes-bonus-consultation>. The consultation paper outlines a number of options for reforming the programme to provide an incentive which is more focused and targeted on ambitious housing delivery, complements the reforms outlined in the Government's Planning White Paper, and dovetails with the wider financial mechanisms the government is putting in place, including the community infrastructure levy and the Single Housing Infrastructure Fund.

52. Distribution options include rewards for housing growth (with higher thresholds or based on past performance), greater incentives for authorities with low land values, and then a range of incentives for other policy objectives. The consultation indicated that legacy payments from the existing scheme would not be continuing in the longer term. It is not clear whether the overall quantum will remain the same and, if this is the case, whether the reward-per-unit will increase as a result.
53. It had been expected that the changes to NHB would be implemented from 2022/2023 onwards, alongside the wider local government reform package. There is insufficient information at this time to determine the outcome of the consultation, whether in fact it will be implemented in 2022/2023 or which types of authority will gain or lose from the new NHB reforms, but the situation will be kept under review.
54. Previously the medium-term forecast had assumed that NHB would be phased out. The recent consultation that has now closed does, however, propose a replacement scheme so it would now be over cautious to assume nil income in future financial forecasts but too optimistic to assume a similar level of reward to that achieved in 2021/2022. The financial forecast has, therefore, sought to indicate a realistic level of reward from NHB with continued income from a revised scheme set at a lower level.

**(6) Other Base Budget Changes**

55. In terms of service pressures, an allowance has been made for the cost of waste collection and disposal with an additional waste round in 2024/2025 arising from the increase in the number of new properties across the District. An allowance has also been made for inflation on the Council's key contracts and fees and charges. Allowance for a pay award and pay increments (including National Living Wage) over the period has also been included. Until finalised, provision for these future costs are included as corporate costs and not allocated to Directorates.
56. The revenue impact of the latest approved Capital Programme has been included in the revised projections. Interest rate forecasts have been assumed to continue at low levels for the duration of the MTFs. Investment income has been determined having regard to the level of expected balances, including capital receipts and expenditure, together with Reserves and Provisions held by the Council and in line with the Council's approved Treasury Management Strategy.

## **(7) COVID-19 Costs**

57. It has been assumed that there will be some additional costs included in 2022/2023 that will continue to have a financial impact in the near term but will unwind over the MTFS period to 2026. The financial impact over the medium term includes:
- Non delivery of efficiency savings planned for 2021/2022 due to resources required to deliver savings being deployed to meet the demands of COVID-19 and the consequent changed circumstances in service areas.
  - Staff operating model incorporating revised working practices that may well become embedded for a period of time.
  - Increased Bad Debt Provision.
  - Reduced income aligned to business confidence (commercial rents, planning applications).
58. There are a number of significant risks in relation to COVID-19 in that it is not clear as to the duration of the virus and severity and length of the economic downturn. In addition, social distancing requirements will more than likely increase costs in some services areas.

## **(8) General Reserve**

59. The Council has a healthy General Reserve balance of around £14.5 million, taking into account the 2020/2021 General Fund revenue outturn position and the net underspend (after income from Taxation and Government Grants) in that year of £0.281 million, as also reported to Cabinet on 6 September 2021.
60. In considering future financial forecasts it had been assumed that a sum of £5 million would be applied as revenue contributions to capital outlay in 2020/2021. This was considered to be prudent as a reasonable level of General Fund balance will be maintained and capital projects, or investments, can proceed without recourse to more expensive funding sources and negate the need to provide a Minimum Revenue Provision.
61. The risks and assumptions will continue to be reviewed and this, together with savings and income generation opportunities from the transformation agenda and known service pressures, will enable the forecasts, reproduced at **Appendix B**, to be refined and updated as part of the Council's medium term financial planning. It must be recognised, however, that the assumptions used in the financial forecasts could vary significantly for the actual outcome and there is more certainty than ever about the long-term funding for Local Government.

Alternative Scenarios

62. The table and chart below set out the impact of alternative scenarios on the cumulative funding gap. The alternative scenarios reflect a change to Council Tax, Business Rates, Corporate Pressures (including Inflation) and the ability to realise planned savings. The Negative Economic View additionally increases the Base Budget reflecting a broader assessment of an increased net spend.

	Pessimistic View (A), (B) and (C):	Optimistic View:	Negative Economic View:
Base Budget Requirement			2.5% increase on Base Budget Requirement due to cost and demand pressure arising from increased economic friction due to a move away from the existing trading relationship with the EU and slower recovery from the pandemic.
Council Tax	2.5% reduction in yield due to weaker economic recovery forecast	2.5% increase in yield due to improving economic conditions	As per Pessimistic View (A)
Business Rates	(A) 2.5% reduction in yield due to weaker economic recovery forecast	2.5% increase in yield due to improving economic conditions	As per Pessimistic View (A)
	(B) 10% reduction in yield due to Fair Funding Review (from 2023/2024)		
	(C) 20% reduction in yield due to Fair Funding Review (from 2023/2024)		
Budget Pressures/Demand	5.0% increase in demand due to socio economic factors arising from a forecast weaker economic recovery	2.5% reduction in demand due to improving socio economic factors leading to less demand for Council services	As per Pessimistic View (A)
Other Base Budget Changes (inc. Inflation)	5.0% increase in demand due to socio economic factors arising from a forecast weaker economic recovery	2.5% reduction in corporate costs due to lower pay and price uplift assumptions	As per Pessimistic View (A)
Ability to realise planned savings/income identified (e.g. due to impact of COVID-19)	5.0% reduction in overall planned savings level from service reviews	No variation from Baseline Scenario	As per Pessimistic View (A)

63. The impact of the scenarios is set out in the table below. This demonstrates the gap in resources to spend over the medium-term period and compares the scenario to the Baseline Case. It should be noted that, although these are high level assessments, the scenarios nevertheless give an indication of the potential impact on the Council’s budgets over the MTFS period.

	2022/2023	2023/2024	2024/2025	2025/2026	2026/2027	TOTAL
Baseline Case	(354)	1,426	1,353	1,038	1,026	<b>4,489</b>

<b>Outcome of Scenarios:</b>						
Pessimistic View (A)	258	2,032	2,034	1,784	1,850	<b>7,958</b>
Pessimistic View (B)	258	2,579	2,593	2,354	2,431	<b>10,215</b>
Pessimistic View (C)	258	3,309	3,337	3,113	3,205	<b>13,222</b>
Optimistic View	(874)	945	831	479	425	<b>1,806</b>
Negative Economic View	841	2,615	2,617	2,367	2,433	<b>10,873</b>
<b>Comparison to Baseline:</b>						
Pessimistic View (A)	612	606	681	746	824	<b>3,469</b>
Pessimistic View (B)	612	1,153	1,240	1,316	1,405	<b>5,726</b>
Pessimistic View (C)	612	1,883	1,984	2,075	2,179	<b>8,733</b>
Optimistic View	(520)	(481)	(522)	(559)	(601)	<b>(2,683)</b>
Negative Economic View	1,195	1,189	1,264	1,329	1,407	<b>6,384</b>

## Implications

64. In the writing of this report, taking into account the financial, legal, staffing, risk management, equality and diversity, climate change, community safety and any other key issues, the following implications have been considered:

### **Legal**

65. It is a legal requirement that the Council set a balanced budget for the ensuing financial year; the MTFS provides the framework for this and brings together funding and spending assumptions over the medium-term thereby identifying funding shortfalls and providing sufficient time for decisions to be made in order to achieve balanced budgets over the medium term.

### **Policy**

66. To demonstrate financial resilience, the Council sets out its potential funding position over the medium term thereby enabling the most effective strategies to be put in place to ensure that the Council is able to set a balanced budget (as required by statute) on an annual basis. Given the demand for services outstripping income sources, coupled with the impact of COVID-19, the MTFS identifies a funding gap that needs to be addressed over the medium term.
67. The financial strategy needs to have regard to the “resource envelope” available to the Council. This includes the transition to the new funding model, introduced in 2013/2014, predicated on the Business Rates Retention Scheme

which means that the Council's net spending is financed from local sources; Business Rates and Council Tax. As part of this continued transition the Government have been consulting on a Fair Funding Formula that will change the method of distributing funding levels across Councils based on "Need" and "Local Resources". In addition, the MTFFS period is outside of the current Spending Review period and, as such, the Government has not set out the spending limits beyond 2021/2022.

68. The Council has adopted its Business Plan for the period 2020-2025 and this was refreshed by Council on 20 May 2021. The areas of focus and key priorities within the Business Plan inform the policy framework for achieving the required ongoing savings whilst meeting the Council's strategic objectives and statutory obligations.

### **Finance**

69. The MTFFS is the Council's key financial planning document and sets out the Council's strategic approach to the management of its finances and Council Tax levels over the medium term, thereby allowing sufficient lead time to develop services consistent with the forecast resource envelope.
70. The updated medium-term forecast covering the period 2022/2023 to 2026/2027, is attached at **Appendix B**, and is based upon the assumptions underpinning the financial projections and overarching plan. The forecast shows the level of savings that need to be achieved to deliver the indicative Council Tax level.
71. As further information is available in respect of the review of local government funding, it may be necessary to review the forecasts and provide a further report to Cabinet and Council on the implications.

### **Risk**

72. There are inherent risks in developing a financial strategy over the medium term, not least due to the uncertainty of funding streams (this is particularly relevant as the outcomes of the Fair Funding Review and Spending Review post 2021/2022 are not known) and the demands placed on the Council in delivering services.
73. The current economic environment, arising from the impact of COVID-19, creates further risks in that the Council's resource forecasts take into account the impact on Council Tax and Business Rates yields. These assumptions are based on an economic recovery over the period to 2026.
74. The Council's overall reputation and performance assessment is at risk if it is not aware of the challenges presented by the reduction in resources available to it and their impact on key areas of performance of the Council. There are a

number of other risks that need to be understood and broadly these fall into the following categories:

- (a) Savings: it is inevitably more difficult to continue to reduce costs and put in place savings after an extended period of reduced funding, without impact on service provision. It should be noted that the legal requirement to set a balanced budget on an annual basis requires the Council to reduce its net costs in line with funding.
- (b) Economic: The impact of Brexit on top of the current forecast turbulence may result in a greater drag on the economy and, as such, may impact on the Council's finances over the medium term. The risk is deemed to arise from (i) reduced economic activity adversely business rate income and increased levels of unemployment, (ii) reduced income from fees and charges, (iii) increased costs, including welfare related costs and increased demand for services and (iv) potential impact on the Council's supply chain.
- (c) Climate Change: The Office for Budget Responsibility review of Fiscal Risks (July 2019) set out risks in relation to climate change and additionally recognised the need to develop greater sophistication in modelling such impacts. Adverse climate events will have financial consequences; an estimate of the one-off costs will form part of the General Fund risk assessed level whereas those that potentially impact ongoing income/spending need to be considered as potential cost implications over an MTFS period.

75. As the Council reviews the MTFS twice a year, it is able to assess the robustness of the financial forecast, reassess risk and, where appropriate, refresh the forecast.

### ***Environmental***

76. There are no environmental implications arising directly from the report. The Council is fully committed to the "Green to Our Core" agenda as part of its approved Business Plan and it is, therefore, appropriate that environmental implications will need to be considered in the context of specific proposals that emerge.

### ***Equalities Impact***

77. In preparing this report, due consideration has been given to the Council's statutory Equality Duty to eliminate unlawful discrimination, advance equality of opportunity and foster good relations, as set out in Section 149(1) of the Equality Act 2010.
78. A relevance test for equality has been completed. The equality test determined that the activity has no relevance to the Council's statutory

equality duty to eliminate unlawful discrimination, advance equality of opportunity and foster good relation. An equality analysis is not needed.

### ***Effect on Council Priority Areas***

79. Timely and robust consideration of the Council's financial forecasts and budget setting is vital to ensure that financial performance is in line with expectations, emerging issues are identified and tackled and that Business Plan priorities are met.

## **Background Papers**

Where the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 require documents to be open to inspection by members of the public, they must be available for inspection:

- (a) at all reasonable hours at the offices of South Cambridgeshire District Council;
- (b) on the Council's website; and
- (c) in the case of documents to be available for inspection pursuant to regulation 15, on payment of a reasonable fee required by the Council by the person seeking to inspect the documents at the offices of South Cambridgeshire District Council.

The following documents are relevant to this report:

- Service Transformation Programme – Report to Cabinet: 4 December 2019
- General Fund Revenue Budget 2021/2022 – Report to Cabinet: 3 February 2021
- General Fund Revenue Budget 2021/2022 – Report to Council: 23 February 2021
- Medium Term Financial Strategy – Report to Cabinet: 7 December 2020
- Medium Term Financial Strategy – Report to Council: 23 February 2021

- Business Plan 2020/2025 – Report to Cabinet: 22 March 2021
- Business Plan 2020/2025 – Report to Council: 20 May 2021

## **Appendices**

A Medium-Term Financial Strategy

B Financial Forecasts 2022/2023 to 2026/2027

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**Medium Term Financial Strategy ~~2021-2026~~ **2022-2027****

**~~November 2020~~ **September 2021****

Councillor John Williams  
Lead Member for Finance

Peter Maddock  
Head of Finance

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## Introduction

1. The Medium-Term Financial Strategy (MTFS) is the Council's key financial planning and policy document. It sets out the:
  - Policy Context of the Strategy;
  - Linkage of the Medium-Term Financial Strategy to the Business Plan;
  - Revenue Budget;
  - Capital Budget;
  - Financial Outlook – Capital and Revenue;
  - Efficiency Requirements;
  - Risk.
2. The MTFS has to be considered as part of a corporate wide process and it links into the wider decision making of the Council.

## Policy Context of the MTFS

3. The MTFS is the Council's overarching Financial Strategy and Policy document. The purpose of the MTFS is to give financial expression to the Council's plans over the medium term in the context of the Council's longer-term plans as set out in the approved Business Plan (approved by Council on ~~20 February 2020~~ **20 May 2021**).
4. The MTFS sets out the Council's funding plan, for achieving its goals and priorities, thus balancing available financing and spending ambitions. It highlights the financial projections for financing, spending (revenue and capital), and reserves. It also highlights the underlying financial strategy, the financial assumptions, and the inherent financial risks. Importantly, it endeavours to link decisions on resource allocation to decisions on policy priorities.
5. In addition, the Council has approved corporate policies which, in addition to the MTFS, act as a cornerstone of its Financial Management. These include:
  - Investment Strategy;
  - Corporate Asset Plan;
  - Value for Money Strategy;
  - Procurement Strategy;
  - Organisational Development Strategy;
  - Risk Management Strategy;
  - Digital Strategy.
6. Looking ahead, the Council's financial planning process will continue to develop. It will promote the best use of limited financial resources and facilitate the alignment of those resources to the Council's priorities. Base budgets will be analysed with increasing sophistication and spending that does not contribute to Council priorities will come under increasing levels of scrutiny.

## Linkage to the Business Plan

7. The Council's key priorities and areas of focus are expressed in its approved Business Plan and the allocation of resources over the medium term is intended to reflect the established priorities.
8. In developing the Business Plan and the MTFS, it is important to give full regard to the following:
  - national and local priorities;
  - stakeholder and partner views;
  - external drivers, including funding variations and requirements to improve economy, efficiency and effectiveness;
  - capital investment plans and their revenue implications;
  - risk assessments and financial contingency planning;
  - sensitivity analysis;
  - expected developments in services.
9. The Council needs to manage the continued high level of population growth and economic growth and the resulting impact on Council services, while continuing to improve, in order to meet its ambition to become an excellent authority. The MTFS must recognise these challenges and, in doing so, takes its lead from the strategic goals and priorities outlined in the approved Business Plan.

## Revenue Budget

### Revenue Budget Planning

10. The Council's financial planning for ~~2021/2022 to 2025/2026~~ **2022/2023 to 2026/2027**, as set out in this Strategy, is to contribute to the Council's overall vision and priorities by:
  - Securing stable and sustainable budgets within the financial resources available;
  - Ensuring that limited resources are focussed towards the Council's highest priorities;
  - Recognise risks and ensure an adequate level of financial protection against risk by maintaining a prudent level of financial reserves;
  - Securing an understanding of sources of potential finance;
  - Building financial capacity for fundamental change;
  - Being flexible to allow shifts in spending if circumstances change;
  - Ensuring that the Council is not overburdened with financial commitments.
11. The Council's MTFS is reviewed twice per year on a rolling basis and, through the revenue budget determination process, seeks to link decisions on resource allocation with decisions on policy priorities.

12. The clear message is that budget setting and medium term financial planning will be tough over the duration of the MTFS and the following financial objectives will, therefore, help guide budget proposals:
  - A sustainable medium term financial plan that allows the achievement of the Council's key objectives;
  - Realistic levels of year on year spending which are supportable via annual income streams and do not require the use of general reserves to support recurring expenditure;
  - General reserves should be maintained at all times at or above the agreed minimum level;
  - Constraining annual Council Tax increases to an acceptable level (and within any Referendum Limit issued by The Secretary of State);
  - The pursuance of "invest to save" opportunities with a financial return on the investment in transforming activities over an acceptable payback period;
  - A commitment to explore income generation opportunities and to maximise income from fees and charges;
  - A commitment to maximise efficiency savings.
13. Full regard will be given to Revenue Budget forecasts (annually updated in this Strategy) and any increase in the ongoing annual Revenue Budget (by way of use of the contingency provision or virement) will be subject to the expenditure being either legally unavoidable or considered affordable after taking into account:
  - any forecast savings targets;
  - Implications on Council Taxpayers in future years.
14. In the light of any forecast savings targets, every effort will be made to increase annual income sources and reduce annual expenditure without materially reducing front line services provided by the Council.
15. Notwithstanding 14 above, if the Council is facing a position whereby the ensuing year's forecast expenditure is more than the forecast total income to be received, it can elect to consult Council Taxpayers on either the option to reduce service levels or increase Council Tax and the Council will have regard to the consultation outcome before it reaches its final decision. The Council is required to hold a referendum for any Council Tax rise in excess of an amount set by the Secretary of State, in January each year, to ensure that Taxpayers support the proposed Council Tax increase.

#### Revenue Budget Policy

16. To ensure a continuously stable financial base for the provision of Council services and functions, the Council will ensure that annual ongoing General Fund revenue expenditure can be covered by annual income sources across the MTFS period.
17. The Council recognises that any significant use of reserves to fund ongoing expenditure commitments is unsustainable in the medium term.
18. A prudent level of revenue contingency [defined as Precautionary Items] will be maintained to enable unforeseen and "one off" needs (i.e. having no long term ongoing revenue commitment) to be considered for funding.

19. Under Section 25 of the Local Government Act 2003, before approving the ensuing year's Capital and Revenue Budget, the Council is required to receive and take into account a report of the Chief Finance Officer on the robustness of the estimates leading to the Council's Council Tax requirement and the adequacy of financial reserves. Council needs to consider:
- affordability (having regard to Council Tax implications);
  - prudence (having regard to Council policies/strategies);
  - sustainability (having regard to forecast annual expenditure and income);
  - In addition, it must also take into account risks and impact on reserves.
20. The Council's financial strategy reflects the anticipated funding gap over the medium term and, as such, it highlights that over the period resources are not going to be able to sustain the current level of spend. Consequently, the Council has put in place a transformation programme comprising service and efficiency reviews that will look to reduce costs and better focus resources on the Council's Business Plan priorities.

#### Revenue Budget Monitoring

21. There is a need for effective budget monitoring to be undertaken in line with the Council's Financial Regulations as this will enable the Cabinet to put plans in place to address forecast budget issues.
22. The Cabinet will, therefore, receive regularly reports in respect of budget trends and, as part of these monitoring reports, will identify potential variations to the approved budget and consider appropriate action. Where possible, performance data will be developed over time and reported as part of the process of linking budget allocations to performance attainment.

#### Value for Money

23. Each Service/Function Budget submitted to Cabinet/Council as part of the annual budgetary process will have regard to the need to secure economy, effectiveness and efficiency as detailed in the Council's approved Value for Money Strategy.

#### Financial Regulations

24. Council, Cabinet and Lead Cabinet Members shall adhere to all Budgeting (including Budget Preparation, Monitoring and Control) requirements as set out in the approved Financial Regulations of the Council. Officers shall adhere to detailed financial procedures issued by the Head of Finance (as the statutory Chief Finance Officer) as required by Financial Regulations.

#### One-Off Savings, Fortuitous Income and Fixed Term Funding

25. Given that the Council, from time to time, achieves one-off revenue savings or receives fortuitous income these monies will ordinarily accrue to the general contingency and could be used to meet:
- any unavoidable one-off expenditure;
  - one-off expenditure consistent with Business Plan Priorities.

## Growth Prospects

26. The Local Government Finance Act 2012, and associated subsequent regulations, introduced extensive changes to local government finance from April 2013, including provisions for local authorities to retain a portion of the revenue that is collected from the Non-Domestic Rates payable in respect of properties situated in their area.
27. The Business Rates Retention Scheme is based upon a policy initiative to promote economic growth through aligning financial and business growth benefit for Councils and, given the economic outlook and the increased reliance on locally raised taxation, the Council's financial planning needs to address the benefits and risks of this funding structure. The Council will, therefore, actively pursue growth opportunities through its Economic Growth Strategy in order to maximise revenue from this source but also give due regard to the potential for and impact of reduced yield arising, for example, from rating appeals (i.e. reductions in rateable value).

## Investment Opportunities

28. The Council has finite resources and will seek to supplement its resource base by exploring income generation opportunities, with appropriate emphasis on the pursuance of "invest to save" opportunities where statutory powers exist and where there is a financial return on the investment over an acceptable payback period. This includes, for example, returns generated from the wholly owned company (Ermine Street Housing) and investment in the Council's commercial property portfolio in line with the approved Investment Strategy. ~~with a view to enhancing revenue benefits and deriving a financial payback from acquisition of new income earning assets.~~ Investment opportunities solely for yield (i.e. acquisition of commercial assets) is not part of the Council's Capital Strategy.
29. The Investment Strategy sets out how the Council determines its capital investment priorities in particular in relation to corporate priorities taking into account the capital resources available including borrowing in line with the Council's approved Prudential Indicators. In determining the appropriateness of investment opportunities, the provisions of the Investment Strategy should be fully observed.

## Reserves

30. The Cabinet, as part of the annual budgetary process, or at such other times where it is necessary, will identify one-off unavoidable expenditure and one-off expenditure for identified requirements. Such funding will be held in earmarked reserves until spent but will be subject to annual review by the Cabinet as part of the annual budget process to determine whether the monies still need to be held and that the balances held comply with professional guidance.
31. ~~The Cabinet will, as part of the provisional outturn each year, review the level of General Fund Balance based on a risk assessment. The General Fund Balance should not be adjusted without a full risk assessment.~~ The General Fund Balance is based on a risk assessment and is an integral element of the MTFS in that the General Fund's purpose is Financial Resilience over the medium term.

32. Thus, the policy on reserves is to:
- (a) establish earmarked reserves for specific commitments and make them subject to review as outlined above;
  - (b) only adjust the General Fund Balance based on a full risk assessment.
  - (c) enable Directorates/Service Areas to carry forward legitimate under-spends for project based work and planned expenditure commitments subject to:
    - i. An overall underspend within the Council (with any overspends taking first call on any underspends);
    - ii. An overall underspend within the Directorate (with any overspends taking first call on any underspends);
    - iii. A brief explanation by the service demonstrating the reasons for the underspend and the continuing service requirement;
    - iv. Approval by the Head of Finance.

Contingency Allocation

33. The appropriate level of contingency will be assessed as part of each budget setting process in the context of the risk profile and the level of reserves available. Specific contingency items shall be identified as Precautionary Items in the Council’s revenue budget and these Precautionary Items shall not be released until year end, and then should be allocated to areas that have incurred unexpected costs or not achieved expected income levels during the financial year.
34. The contingency is to cover:
- (a) any net reductions in income sources during the year compared to the levels estimated;
  - (b) any unavoidable expenditure falling on the Council during the year which is not known at this time;
  - (c) any “one-off” expenditure needs which arise during the year and are considered critical to achieving the Business Plan requirements.



## Capital Budget

### Capital Strategy

35. The Council's Capital Programme is determined, prioritised, delivered and monitored in accordance with the Council's approved Capital Strategy. This Strategy is subject to annual review by the Cabinet.
36. The Capital Strategy outlines the Council's approach to capital investment ensuring that it is directed to the Council's Business Plan priorities. It provides the framework for the Council to maximise the finance available for investment together with the allocation of capital reserves.
37. The Strategy, therefore, provides a mechanism for the Council, the Cabinet and its officers to manage, measure and monitor the Council's Capital Programme including an annual review of investment needs targeted to key investment priorities.
38. Capital Scheme Bids will be evaluated and prioritised in accordance with the approved Capital Strategy and based on the priorities in the approved Business Plan.

### Capital Finance Policy

39. The Council has a number of methods of ensuring the most effective use of available capital finance. These include:
  - (i) The Council will each year consider the proposed Capital Programme having regard the CIPFA prudential indicators. Council will consider the extent of borrowing based on these indicators.
  - (ii) The Council will seek to maximise resources for capital investment from all potential sources.
  - (iii) Any savings made on capital schemes will potentially reduce the need for external borrowing.
  - (iv) A prudential financial framework will be maintained so that, once priorities have been determined, no capital scheme can be authorised (and no commitment made) until:
    - (a) capital finance is in place to cover the full capital costs; and
    - (b) it has been determined that the ongoing revenue cost consequences are affordable in the light of forward three year Revenue Budget forecasts and related Council Tax consequences.
40. An annual review of the Capital Programme will be undertaken and, in doing so, full regard will be given to the Prudential Indicators before any proposals/decisions are made in respect of a revised programme. There is a need to be cautious in terms of future borrowing requirements given the capital financing costs and future decisions will need to balance the need for, and cost of, investment or failure to invest. Endeavours will be made to support revenue contributions to capital expenditure to ensure that funding is available for essential ongoing investment needs.

## Efficiency Requirements

41. The ongoing financial challenges will require the Council to continue to make radical changes in order to transform itself to deliver sustainable services to its residents. The indications are that future spend pressures will significantly exceed the forecast growth in resources (with a significant impact on the delivery of services), which requires the Council to plan for ongoing efficiencies in relation to the provision of services. The financial planning process will, therefore, facilitate the identification and delivery of efficiency savings with emphasis on challenging service delivery, comparing performance, outcomes and delivery options, ensuring competitiveness and consulting fully on emerging proposals and service options.
42. In recognition of the level of Government Grant, set against anticipated spending demands, and the ongoing commitment to efficient and cost effective service delivery, the Council has put in place a programme of initiatives designed to review services delivered, review and improve internal processes and reappraise the workforce model required to deliver services in the most efficient and effective manner.
43. The Council will continue to look for efficiencies and better ways of working as part of the day to day operations of the business, including:
  - (a) Creating capacity through additional efficiencies and service delivery options;
  - (b) Implementing demand management strategies including investment in technology to enable Channel Shift, including greater agile working;
  - (c) Increasing Business Rate income through economic development activity;
  - (d) Raising additional revenue such as increasing income and external funding;
  - (e) Identifying opportunities to “invest to save”.
44. As part of this process, all bids for additional resources must be accompanied by a quality business case and such proposals will be subjected to more rigorous challenge through the strong corporate ‘management line’ within Services, as well as peer review by other Services.



## Risk

45. As far as possible, changes in the Council's financing and spending from year to year should be predictable and manageable so that key services can be protected. That can never be entirely the case, hence the need for the Council to recognise and manage financial risks, including the identification of the significant risks in terms of the spending assumptions (see section 43 above). Sound financial planning processes are critical in predicting and managing the limited resources available.
46. The purpose of this strategy is to provide the key financial planning tool of the Council. Without forward financial planning difficulties will arise in respect of:
- not meeting the Council's own policy on Council Tax increases;
  - not meeting any Government targets on Council Tax increases so as to avoid a Council Tax Referendum;
  - not having sufficient Capital Resource to fund the approved Capital Programme.
47. It is important that, in considering Revenue and Capital Budgets, factors which could make the projections worse are identified. The Council will, therefore, as part of its decision making, consider the risk implications of all proposals. By adopting the actions in this Strategy, the risks outlined above should be mitigated.
48. The impact of the COVID-19 pandemic has and continues to have an impact on the demand for Council services, both in terms of how services are delivered and the income generated by the Council. This will have an undoubted impact on the Council during the period of the MTFS. This impact will be kept under review.

## Summary & Conclusion

49. This Strategy sets out how the Council will resource its Revenue Budget and Capital Programme over the Medium-Term having regard to the policy objectives of keeping Council Tax increases within Government guidelines.
50. The MTFS represents the Council's overarching Financial Strategy and Policy document and it gives financial expression to the Council's plans for the next five years, in the context of the plans set out in its Business Plan. It, therefore, sets out the Council's funding plan, for achieving its goals and priorities, balancing available financing and spending ambitions and, in doing so, highlights the underlying financial strategy, the financial assumptions, and the inherent financial risks. Importantly, decisions on resource allocation are linked to decisions on policy priorities.
51. The MTFS will be kept under review and, as a minimum, will be reviewed:
- In Autumn prior to considering the annual budget setting report to Council;
  - As part of the budget setting report, taking into account the financial forecasts that are available at that time.



## Medium Term Financial Strategy

### Financial Forecasts 2022/2023 to 2026/2027

For Information

	2021/2022 £'000	2022/2023 £'000	2023/2024 £'000	2024/2025 £'000	2025/2026 £'000	2026/2027 £'000
Council Tax	10,033	10,688	11,266	11,860	12,468	13,050
Retained Business Rates	7,951	9,879	7,300	7,446	7,595	7,747
Revenue Support Grant	-	-	-	-	-	-
New Homes Bonus (NHB)	2,192	1,478	1,000	1,000	1,000	1,000
Rural Services Grant	244	137	-	-	-	-
Section 31 Grant	2,562	-	-	-	-	-
Collection Fund Surplus	(1,260)	-	-	-	-	-
<b>Total Resource</b>	<b>21,722</b>	<b>22,182</b>	<b>19,566</b>	<b>20,306</b>	<b>21,063</b>	<b>21,797</b>
Net Budget Requirement: Before Adjustments		23,303	21,828	20,992	21,659	22,101
Budget Pressures *		163	24	23	23	-
Savings/Income Identified		(1,709)	(477)	(239)	(238)	(238)
Other Base Budget Changes **		71	(383)	883	657	960
<b>Net Budget Requirement</b>	<b>23,303</b>	<b>21,828</b>	<b>20,992</b>	<b>21,659</b>	<b>22,101</b>	<b>22,823</b>
<b>Net Resource Position</b>	<b>1,581</b>	<b>(354)</b>	<b>1,426</b>	<b>1,353</b>	<b>1,038</b>	<b>1,026</b>
Earmarked Resource Movements	1,059					
<b>Appropriation to General Reserve</b>	<b>522</b>					<b>4,489</b>

\* Further service pressures will, however, exaggerate the funding gap and, wherever possible, should be managed within existing cash limit budgets.

\*\* Other base budget adjustments include the cost of borrowing, investment income and pay and price inflation.

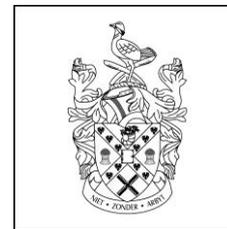
## MTFS: Key Assumptions

The assumptions made in determining the financial forecasts can be summarised as follows:

- (a) Council Tax: An increase in Band D Council Tax of the higher of £5 or 1.99% in each year, together with £200,000 additional income from the sharing agreement. The increase in the Council tax-base is calculated using the Council's housing trajectory which results in a Council tax base increase of between 1.6% and 2.3% per annum.
- (b) Business Rates: No further growth has been assumed in the baseline mode, balancing the opportunities of the growth area with the current economic caution, but an inflationary increase of 2% has been applied to the Business rates multiplier.
- (c) Business Rates: The current provision for existing Appeals is sufficient and there are no further significant changes to valuation schemes resulting from Tribunal or Court decisions or to the levels of rate reliefs.
- (d) New Homes Bonus: The consultation on a potential replacement scheme has concluded and it is expected that a replacement scheme will be in place for 2022/2023. A realistic level of bonus has been assumed for 2022/2023 with the anticipation that the replacement scheme will provide a reduced return (but will not be phased out as originally assumed).
- (e) Other Base Budget Changes: Allowance has been made for the following:
  - The revenue impact of the latest Capital Investment Programme needs and priorities has been included in the projections.
  - Interest rate forecasts have been assumed to continue at low levels for the duration of the MTFS.
  - Investment income has been determined having regard to the level of expected balances, including capital receipts and expenditure, together with Reserves held.
  - An allowance has been included for projects related to the reduction in the Council's carbon footprint in line with the Council's aspiration to be carbon neutral by 2050.
  - An allowance has been made for inflation on the Council's key contracts; and fees and charges. Allowance for a pay award and pay increments (including National Living Wage increases) over the period has also been included.
  - An estimate of the impact of the Welfare Benefit Reforms and, in particular, the impact of the Housing and Council Tax Benefit Grant has been included.
  - The MTFS incorporates estimated income from Ermine Street Housing Limited for the repayment of loans to reflect the commitments made in the Capital Programme.

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# Agenda Item 7



South  
Cambridgeshire  
District Council

<b>Report to:</b>	Scrutiny and Overview Committee Cabinet	14 October 2021 19 October 2021
<b>Lead Cabinet Member:</b>	Cllr John Williams – Lead Cabinet Member for Finance	
<b>Lead Officer:</b>	Stephen Kelly, Joint Director of Planning and Economic Development	

## In Principle Commitment to Delivery of Area Action Plan for North East Cambridge

### Executive Summary

1. A joint Area Action Plan (AAP) is being prepared by Cambridge City and South Cambridgeshire District Councils for North East Cambridge that will promote future structural change in the layout and land use of parts of the area. This includes new strategic walking and cycling connections; residential use of Nuffield Industrial Estate; the consolidation of industrial uses around the aggregate railhead; and the relocation of incompatible uses.
2. In addition to landowners, developers and other delivery partners, the councils may have a role in facilitating delivery of a new spatial framework for the area. Depending on the circumstances and delivery options available, this may include the acquisition or disposal of land, and may require use of compulsory purchase order powers.
3. To take the AAP to its next formal stage, the councils must be able to demonstrate that the AAP is 'deliverable', including ensuring any required land assembly or relocations can be delivered. An 'in principle' commitment to delivery of the AAP is therefore sought from both councils to satisfy this requirement ahead of the respective authority's consideration of the Regulation 19 draft of the Plan programmed for December 2021 – January 2022.
4. This is a not key decision as this report seeks to establish an 'in principle' commitment to deliver the AAP; a decision to acquire or dispose of land, or to use compulsory purchase order (CPO) powers, would be subject to a separate report to outline the specific circumstances, the case for Council intervention, and resource implications. With respect to the use of CPO, regard would also need to be had to Council's adopted [Compulsory Purchase Policy](#) (September 2020), which sets out the approach, circumstances and conditions under which the Council will consider the use of compulsory purchase powers.

## Key Decision

5. No

## Recommendations

6. To note that the North East Cambridge Area Action Plan is contingent upon the separate Development Control Order being undertaken by Anglian Water for the relocation of the Waste Water Treatment Plant being approved;
7. Subject to (6), agree that the Council is committed to the delivery of the North East Cambridge Area Action Plan, including land disposal or assembly, and subject to formal adoption of the Area Action Plan in due course, to use its Compulsory Purchase Orders powers if required.

## Reasons for Recommendations

8. To demonstrate the Council's commitment to the delivery of the North East Cambridge Area Action Plan.

## Details

9. A draft Area Action Plan for the North East Cambridge Area is being prepared on the basis that the separate Development Consent Order process for the relocation of Anglian Water's Waste Water Treatment Plant (WWTP) will be granted. The relocation of the WWTP is being led by Anglian Water and will be paid for by Government through its Housing Infrastructure Fund.
10. Through the preparation of a joint Area Action Plan for the North East Cambridge, the councils are promoting significant change to the area. The future vision of place consulted on seeks "*the creation of an inclusive, walkable, low-carbon new city district with a lively mix of homes, workplaces, services and social spaces, fully integrated with surrounding neighbourhoods.*"
11. While the proposed layout of the new city district has had regard to existing land use, there are areas where this is at odds with the future plans for the area. In such circumstances, the plan seeks to relocate the incompatible use to a more suitable location either within or outside of the AAP area.
12. In the majority, it will be for the future developer of a site to facilitate the relocation of the existing land use through normal market processes. However, this may not be applicable in all instances. For example, where there is no developer interest or the existing landowner/occupier is unwilling to bring the site forward for redevelopment.
13. Without positive intervention from the Council, in the form of a willingness to facilitate land assembly or relocation, the barriers to delivery could have potentially limiting consequences for the spatial plan and, therein, the scale,

layout and viability of proposed development. Across North East Cambridge as a whole, such consequences could depress the efficient use of land, inhibit movement and connectivity, and undermine delivery of the Plan's vision and objectives.

14. This item, which includes the same recommendations, is being reported to the Cambridge City Council's Strategy and Resources Scrutiny Committee on the 11<sup>th</sup> October 2021. The Regulation 19 draft of the North East Cambridge Area Action Plan is to be reported to the Joint Local Planning Advisory Group meeting of 30<sup>th</sup> November 2021 before going through the respective committees of both councils.

## **Options**

15. The option of not providing an 'in principle' commitment to delivery of the AAP is not considered to be appropriate. In jointly preparing the AAP, the Council is setting out how it sees North East Cambridge coming forward in the future. It has consulted on these proposals with residents, businesses and stakeholders, and must have confidence that its planning strategy for the future of this area is deliverable.
16. At this time, it is not possible to be certain if barriers to delivery will arise and what these may be. However, given the role of the Local Authority is to secure the proper planning of its area, the Council must be willing to intervene, where necessary and justified to secure this.

## **Implications**

17. In the writing of this report, taking into account financial, legal, staffing, risk, equality and diversity, climate change, and any other key issues, the following implications have been considered:-

### **Financial**

18. There are no direct financial implications arising from this report. A decision to acquire or dispose of land, or to use compulsory purchase order powers, would be subject to a separate report to Cabinet that would provide full details of the financial consequences of the intervention required.

### **Legal**

19. Section 1 of the Localism Act 2011 grants the Council a General Power of Competence where a Local Authority has the power to do anything that individuals generally do, including acquiring or disposing of land for the benefit of the authority, its area or persons resident or present in its area.

## **Risks/Opportunities**

20. There are no risks or opportunities from the Council agreeing 'in principle' that it is committed to the delivery of the North East Cambridge Area Action Plan.

## **Equality and Diversity**

21. The 'in principle' commitment to delivery of the AAP has no direct relevance to the Council's duty to promote equality of opportunity, promote good relations and eliminate unlawful discrimination.

## **Climate Change**

22. There are no climate change or environmental implications directly arising from the report although delivery of the NECAAP will bring forward highly sustainable development on an urban brownfield site with excellent accessibility by sustainable transport means with policies to ensure high environmental standards in construction.

## **Alignment with Council Priority Areas**

### **Growing local businesses and economies**

23. The Area Action Plan promotes intensification of existing employment and business use, new retail and leisure uses, retention of industrial floorspace, as well as housing, creating new jobs and opportunities near to where people live and supporting the local economy.

### **Housing that is truly affordable for everyone to live in**

24. The Area Action Plan proposes a vibrant new city district in a highly sustainable location, where residents and workers will have good access to facilities and transport links. The Area Action Plan also proposes significant new housing of high quality and sustainability, with 40% of all homes to be affordable.

### **Being green to our core**

25. The Area Action Plan prioritises sustainable travel and sets ambitious targets for sustainability. It also seeks a minimum of 10% net biodiversity gain through redevelopment of the area.

## **A modern and caring Council**

26. The in principle commitment to delivery of the AAP provides transparency about the Council's willingness to intervene, where required, to achieve the outcomes sought through the AAP.

## **Background Papers**

None

## **Appendices**

None

## **Report Author:**

Stephen Kelly, Joint Director of Planning and the Economic Development  
Telephone: (01954) 713350

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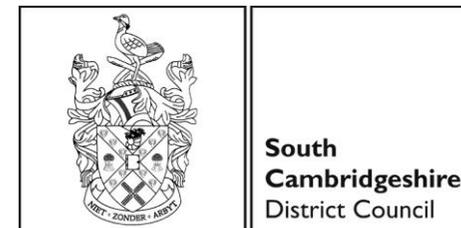
## Scrutiny and Overview Committee Work Programme 2021-22

Meeting date	Potential Agenda item (subject to prioritisation by Chair and Vice Chair)	Task and Finish/Working Groups
<b>Every meeting</b>	Selected Key Decision items prior to Cabinet Selected Non-Key Decision items prior to Cabinet Work programme Feedback from task and finish groups	
<b>22 June 2021</b>	<ul style="list-style-type: none"> <li>• Private Sector Housing Policy (Environmental Health: Enforcement and licensing) – <b>Chair has confirmed (30 March 2021) the committee will consider this item. Officers (Lesley Beever and Trevor Nicoll) have been informed (30 March 2021)</b></li> <li>• <b>Q4 Performance</b></li> </ul>	
<b>20 July 2021</b>	<ul style="list-style-type: none"> <li>• To adopt the Local Government (Miscellaneous Provisions) Act 1982 to enable Street Trading controls to be applied District-wide. Adoption of the Act District-wide, together with designating the whole of the District (with the exception of the A11 and A14), would enable a new Street Trading Policy to be implemented which would be fair, consistent and equitable across the District. This would give the Licensing Authority greater control over street trading and would ensure that all traders are subject to the same application, enforcement, and conditions regardless of where they trade in the District.</li> <li>• Recovery Plan</li> </ul>	
<b>14 Sept 2021</b>	Cancelled	

<b>21 Sept 2021</b>	<ul style="list-style-type: none"> <li>Greater Cambridge Local Plan: Preferred Options (Regulation 18) – For consultation</li> </ul>	
<b>14 October 2021</b>	<ul style="list-style-type: none"> <li>NEC AAP Delivery report</li> <li>MTFS</li> </ul>	
<b>11 Nov 2021</b>	<ul style="list-style-type: none"> <li>Planning performance (referred by Council motion)</li> <li>Other topic(s) to be confirmed</li> </ul>	
<b>16 Dec 2021</b>	<ul style="list-style-type: none"> <li>North East Cambridge Area Action Plan: Proposed Submission (Regulation 18)</li> </ul>	
<b>Jan 2022</b>	<ul style="list-style-type: none"> <li></li> </ul>	
<b>Feb 2022w</b>	<ul style="list-style-type: none"> <li></li> </ul>	
<b>March 2022</b>	<ul style="list-style-type: none"> <li></li> </ul>	
<b>April 2022</b>	<ul style="list-style-type: none"> <li></li> </ul>	
<b>May 2022</b>	<ul style="list-style-type: none"> <li></li> </ul>	

## NOTICE OF KEY AND NON KEY DECISIONS

### To be taken under the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 from Start/Valid/Date



Notice is hereby given of:

- Key and Non Key decisions that will be taken by Cabinet, individual Lead Cabinet Members or Officers
- Confidential or exempt executive decisions that will be taken in a meeting from which the public will be excluded (for whole or part)

A Key Decision is a decision by the Cabinet, or an individual Cabinet Member or officer, which is likely to either incur significant\* expenditure or make significant savings, or to have a significant impact on those living or working in 2 or more wards.

\*A decision to:

1. Incur expenditure or savings in excess of £200,000; or
2. Acquire or dispose of land or property with a value in excess of £1,000,000 shall be treated as significant for these purposes. However, a decision to invite a tender or award a contract shall not be treated as a key decision where the purpose of the contract is to fulfil the intention of any policy or scheme included in the policy framework or budget or involves a continuation of an existing policy or service standard.

A notice / agenda, together with reports and supporting documents for each meeting will be published at least five working days before the date of the meeting. In order to enquire about the availability of documents and subject to any restriction on their disclosure, copies may be requested from Democratic Services, South Cambridgeshire District Council, South Cambridgeshire Hall, Cambourne Business Park, Cambourne, Cambridge, CB23 6EA. Agenda and documents may be accessed electronically at [www.scambs.gov.uk](http://www.scambs.gov.uk)

Formal notice is hereby given under the above Regulations that, where indicated (in column 4), part of the meetings listed in this notice may be held in private because the agenda and reports for the meeting will contain confidential or exempt information under Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended) and that the public interest in withholding the information outweighs the public interest in disclosing it. See overleaf for the relevant paragraphs.

*If you have any queries relating to this Notice, please contact  
Patrick Adams on 01954 713408 or by e-mailing [Patrick.Adams@scambs.gov.uk](mailto:Patrick.Adams@scambs.gov.uk)*

**Paragraphs of Part 1 of Schedule 12A to the Local Government (Access to Information) Act 1985 (as amended)  
(Reason for a report to be considered in private)**

1. Information relating to any individual
2. Information which is likely to reveal the identity of an individual
3. Information relating to the financial or business affairs of any particular person (including the authority holding that information)
4. Information relating to any consultations or negotiations, or contemplated consultations or negotiations, in connection with any labour relations matter arising between the authority or a Minister of the Crown and employees of, or office holders under, the authority
5. Information in respect of which a claim to legal professional privilege could be maintained in legal proceedings
6. Information which reveals that the authority proposes:
  - (a) to give under any enactment a notice under or by virtue of which requirements are imposed on a person; or
  - (b) to make an Order or Direction under any enactment
7. Information relating to any action taken or to be taken in connection with the prevention, investigation or prosecution of crime

**The Decision Makers referred to in this document are as follows:**

**Cabinet**

Councillor Bridget Smith  
Councillor Neil Gough  
Councillor John Batchelor  
Councillor Bill Handley  
Councillor Tumi Hawkins  
Councillor Peter McDonald  
Councillor Brian Milnes  
Councillor John Williams

Leader of the Council  
Deputy Leader, Strategic Planning & Transport and Transformation & Projects  
Housing  
Community Resilience and Health & Wellbeing  
Planning Policy and Delivery  
Business Recovery  
Environmental Services and Licensing  
Finance

**Key and non-key decisions expected to be made from 1 October 2021**

Decision to be made	Description of Decision	Decision Maker	Date of Meeting	Reason for Report to be considered in Private	Portfolio Holder and Contact Officer	Documents submitted to the decision maker
Little Shelford Village Design Guide Supplementary Planning Document (SPD)  Non-Key	A draft little Shelford Village Design Guide SPD has been prepared by the local community. The Council has been asked to take it through the relevant processes to enable it to become an SPD.	Cabinet	06 September 2021		Lead Cabinet member for Planning  Alison Talkington, Senior Planning Policy Officer, Hana Loftus, Special Projects Officer	Report (publication expected 26 August 2021)
Local Government (Miscellaneous Provisions) Act 1982 - Street Trading  Key	To Adopt Act to enable Street Trading controls to be applied District-wide.	Cabinet	06 September 2021		Lead Cabinet member for Environmental Services and Licensing  Rachel Jackson, Principal Licensing Officer	Report (publication expected 26 August 2021)
Q1 Financial Monitoring	To note the spending compared to	Cabinet	06 September 2021		Lead Cabinet member for Finance	Report (publication expected 26

Non-Key	budget.				Farzana Ahmed, Chief Accountant	August 2021)
GF Outturn Non-Key	Comparison of budget to actual for 20/21.	Cabinet	06 September 2021		Lead Cabinet member for Finance  Farzana Ahmed, Chief Accountant	Report (publication expected 26 August 2021)
HRA Outturn Non-Key	Comparison of budget to actual for 20/21.	Cabinet	06 September 2021		Lead Cabinet member for Finance  Farzana Ahmed, Chief Accountant	Report (publication expected 26 August 2021)
CSP Action Plan 2021/22 Non-Key	SCDC Cabinet has to approve the CSP Plan as we are the lead agency on the Partnership.	Cabinet	06 September 2021		Lead Cabinet Member for Community Resilience and Health & Wellbeing  Kathryn Hawkes, Programme Manager	Report (publication expected 26 August 2021)
Medium Term Financial Strategy	Agree the updated MTFS.	Cabinet	06 September 2021		Lead Cabinet member for	Report (publication

Non-Key					Finance Peter Maddock, Head of Finance	expected 26 August 2021)
Corporate Fraud Strategy  Non-Key	To adopt the Strategy.	Cabinet	06 September 2021		Lead Cabinet member for Finance  Tara Nutbeam- King, Corporate Fraud Manager	Report (publication expected 26 August 2021)
Gambling Act Policy  Non-Key	To agree to the statutory tri-annual policy revision under the Gambling Act 2005.	Council	23 September 2021		Lead Cabinet member for Environmental Services and Licensing  Rachel Jackson, Principal Licensing Officer	Report (publication expected 15 September 2021)
Greater Cambridge Local Plan: Preferred Options (Regulation 18) - For consultation  Key	To agree the Greater Cambridge Local Plan: Preferred Options and supporting documents, topic papers and evidence for	Cabinet	01 October 2021		Lead Cabinet member for Planning  Jonathan Dixon, Planning Policy Manager	Report (publication expected 23 September 2021)

	public consultation					
Creating a Vision for the Oxford-Cambridge Arc - response to consultation  Non-Key	To agree a joint response to the government consultation 'Creating a vision for the Oxford-Cambridge Arc' with Cambridge City Council.	Cabinet	01 October 2021		Deputy Leader  Caroline Hunt, Strategy and Economy Manager	Report (publication expected 23 September 2021)
Health and Wellbeing Strategy Update  Non-Key	This is for information only, but has been requested by Cabinet to provide a 6 month update.	Cabinet	19 October 2021		Lead Cabinet Member for Community Resilience and Health & Wellbeing  Lesley McFarlane, Development Officer - Health Specialist	Report (publication expected 11 October 2021)
North East Cambridge "In Principle" Commitment to Delivery of AAP  Non-Key	To agree that the Council is committed to the delivery of the NEC AAP.	Cabinet	19 October 2021		Lead Cabinet member for Planning  Julian Sykes, Principal Planning Policy Officer	Report (publication expected 11 October 2021)
Investment	To agree an	Cabinet	06 December		Lead Cabinet	Report

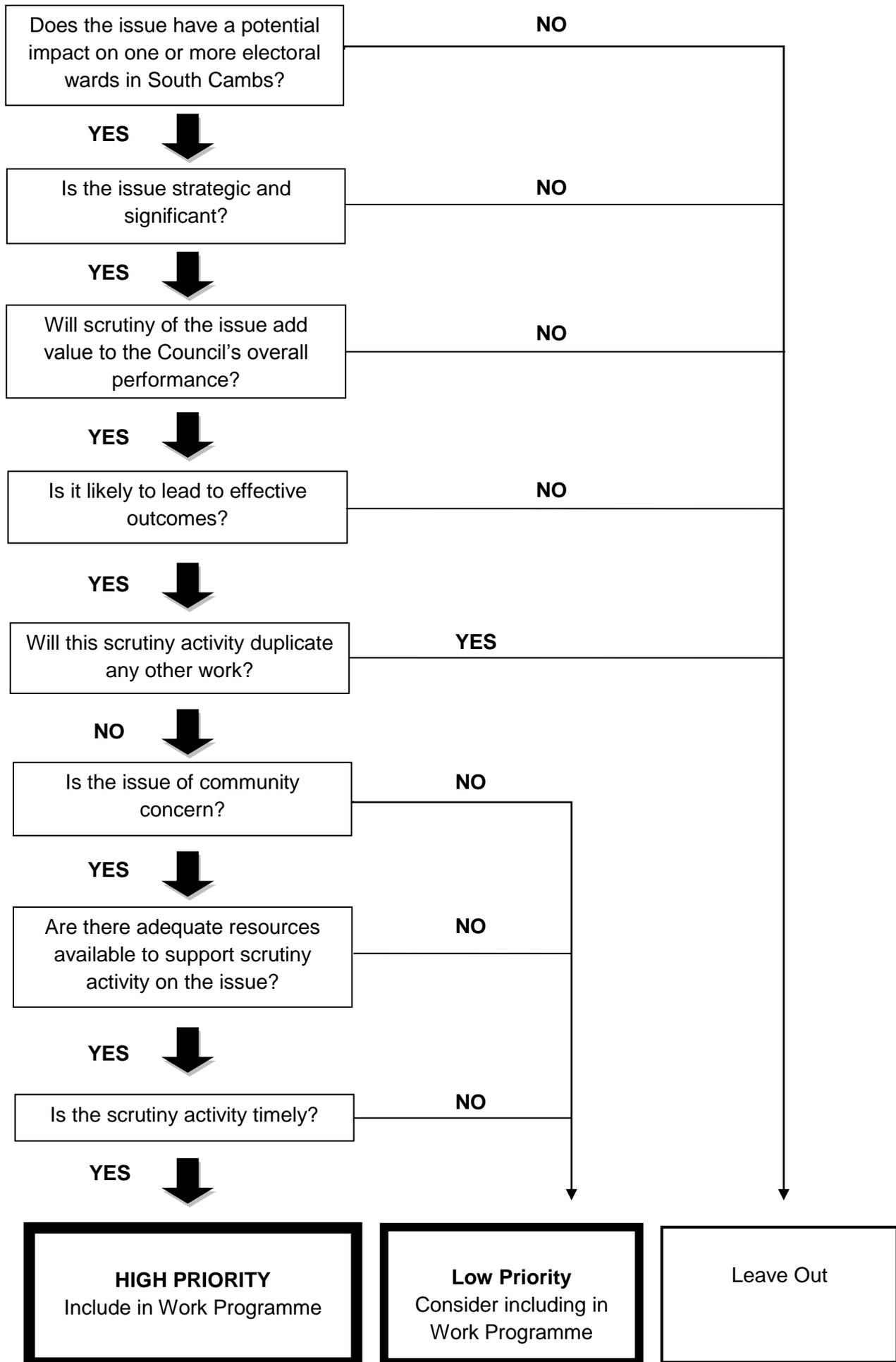
Strategy Key	updated strategy.		2021		member for Finance  Peter Maddock, Head of Finance	(publication expected 23 November 2021)
Empty Homes Strategy Key	Approval of the draft Empty Homes Strategy to go out for wider consultation.	Cabinet	06 December 2021		Lead Cabinet member for Housing  Julie Fletcher, Head of Housing Strategy	Report (publication expected 26 November 2021)
Fees and Charges Key		Cabinet	06 December 2021		Lead Cabinet member for Finance	Report (publication expected 26 November 2021)
Bids and Savings Key		Cabinet	06 December 2021		Lead Cabinet member for Finance	Report (publication expected 26 November 2021)
North East Cambridge Area Action Plan: Proposed Submission	To agree the North East Cambridge Area Action Plan.	Cabinet	06 December 2021		Lead Cabinet member for Planning  Julian Sykes,	Report (publication expected 26 November 2021)

(Regulation 19) Key					Principal Planning Policy Officer	
HRA Asset Management Strategy 2021- 2026  Key	Approval of the Strategy	Cabinet	06 December 2021		Lead Cabinet member for Housing  Julie Fletcher, Head of Housing Strategy	Report (publication expected 26 November 2021)
Local Government (Miscellaneous Provisions) Act 1982 - Street Trading  Non-Key	Subject to above to agree new Street Trading Policy.	Cabinet	02 February 2022		Lead Cabinet member for Environmental Services and Licensing  Rachel Jackson, Principal Licensing Officer	Report (publication expected 25 January 2022)
South Cambridgeshire Recovery Plan  Key	The Plan will outline the approach SCDC will take to supporting our residents, businesses and communities as we move out of	Cabinet			Leader of Council  Anne Ainsworth, Chief Operating Officer	Report (publication expected 11 October 2021)

the pandemic. The decision will be whether the Council agrees this approach, and any associated financial or resource implications					
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## Scrutiny Work Programme Prioritisation Tool



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