

## **SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE**

**THURSDAY 8 NOVEMBER 2012  
7.00 PM**

**Forli Room - Town Hall**

### **AGENDA**

**Page No**

**1. Apologies for Absence**

**2. Declarations of Interest and Whipping Declarations**

At this point Members must declare whether they have a disclosable pecuniary interest, or other interest, in any of the items on the agenda, unless it is already entered in the register of members' interests or is a "pending notification" that has been disclosed to the Solicitor to the Council. Members must also declare if they are subject to their party group whip in relation to any items under consideration.

**3. Minutes of Meetings held on:**

**1 - 16**

- 29 August 2012
- 6 September 2012

**4. Call In of any Cabinet, Cabinet Member or Key Officer Decisions**

The decision notice for each decision will bear the date on which it is published and will specify that the decision may then be implemented on the expiry of 3 working days after the publication of the decision (not including the date of publication), unless a request for call-in of the decision is received from any two Members of a Scrutiny Committee or Scrutiny Commissions. If a request for call-in of a decision is received, implementation of the decision remains suspended for consideration by the relevant Scrutiny Committee or Commission.

**5. Portfolio Progress Report for the Cabinet Member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital**

**17 - 20**

**6. City Centre Development Plan Document**

**21 - 102**

**7. Flood and Water Management Supplementary Planning Document**

**103 - 186**



There is an induction hearing loop system available in all meeting rooms. Some of the systems are infra-red operated, if you wish to use this system then please contact on as soon as possible.

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| <b>8.</b>  | <b>Council Tax Support Scheme Consultation</b>   | <b>187 - 228</b> |
| <b>9.</b>  | <b>Notice of Intention to Take Key Decisions</b> | <b>229 - 240</b> |
| <b>10.</b> | <b>Work Programme</b>                            | <b>241 - 244</b> |
| <b>11.</b> | <b>Date of Next Meeting</b>                      |                  |

Monday, 28 January 2013

Committee Members:

Councillors: M Todd (Chairman), G Casey (Vice Chairman), M Nadeem, Y Maqbool, S Martin,  
N Thulbourn and J A Fox

Substitutes: Councillors: McKean, Forbes and C Ash

Further information about this meeting can be obtained from Paulina Ford, Senior Governance  
Officer on telephone 01733 452508 or by email – [paulina.ford@peterborough.gov.uk](mailto:paulina.ford@peterborough.gov.uk)

**Emergency Evacuation Procedure – Outside Normal Office Hours**

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**MINUTES OF A MEETING OF THE SUSTAINABLE GROWTH AND ENVIRONMENT  
CAPITAL SCRUTINY COMMITTEE  
HELD AT THE BOURGES/VIERSEN ROOM - TOWN HALL  
ON 29 AUGUST 2012**

**Present:** Councillors M Todd (Chairman), G Casey (Vice Chairman),  
M Nadeem, D McKean, JA Fox, L Forbes, N Thulbourn

**Also Present:** Cllr Sandford, Group Leader, Liberal Democrats  
Cllr Khan, Group Leader, Labour  
Cllr Harrington, Group Leader, Peterborough Independent Forum  
Cllr Lee, Deputy Leader and Cabinet Member for Culture,  
Recreation and Strategic Commissioning  
Cllr Seaton, Cabinet Member for Resources

Richard Pearn,	Waste Client Manager, Strategic Client Services
Bob Wilson,	Programme Manager for Waste 2020
Didar Dhillon	Senior Associate, Pinsent Masons LLP,
Richard Mort	Associate Director, Grant Thornton UK LLP
Alistair Hoyle	Associate, Axis PED Limited
Adrian Smith	Director, Emulus Communications Advisors

**Officers Present:** John Harrison, Executive Director of Strategic Resources  
Paul Tonks, Head of Business Transformation  
Steven Pilsworth, Head of Corporate Services  
Kim Sawyer, Head of Legal Services  
Osman Hamir, Lawyer  
Paulina Ford, Senior Governance Officer

## **1. Apologies for Absence**

Apologies were received from Councillor Maqpool and Councillor McKean attended as substitute.

The Chairman read out the procedure for the meeting.

On a point of order Councillor Sandford commented that when the Committee voted to exclude the public with regard to the exempt information contained within the papers they would need to vote on:

- whether the public interest on disclosing the exempt information exceeded the damage it could cause the council if that information was disclosed and
- whether the information should be exempt and members of the public and press should be excluded from the meeting.

Councillor Sandford also raised concerns with regard to information that had been sent out to the Committee via email 24 hours before the meeting containing a hyperlink to historical background information relating to the decision. He expressed concern that it had been sent only 24 hours before the meeting and that Members would not have had time to read and digest it.

The Head of Legal Services responded that the reasons for the public interest test had been clearly set out in each of the exempt annexes therefore giving members adequate time to

consider this and decide whether the public interest test had been applied properly. The procurement process was still at a very sensitive stage and therefore there was a need to maintain a high level of commercial confidentiality around the papers issued.

The Head of Legal Services explained that the hyperlink that had been sent out contained historical information which had not formed part of the agenda. The information had been made available to members of the committee so that newer members would have background information relevant to the decision from previous meetings.

## **2. Declarations of Interest and Whipping Declarations**

There were no declarations of interest or whipping declarations.

The Chair addressed the public gallery and asked if there were any additional speakers other than those who had already registered to speak. It was noted that there were no additional speakers.

## **3. Call in of any Cabinet, Cabinet Member or Key Officer Decisions**

At this point the Chair in accordance with Standing Orders asked Members of the Committee to determine whether the Exempt Report listed as item 3b in the papers which contained exempt appendices should be exempt and the press and public excluded from the meeting when those papers were to be discussed or whether the public interest in disclosing the information outweighed the public interest in maintaining the exemption.

Members of the Committee voted in favour of going into exempt session (4 in favour and 3 against).

The Chair continued the meeting at this point in public session to allow members of the audience to speak and some discussion from the Committee before going into exempt session.

The purpose of the meeting was to consider the Call-In request that had been made in relation to the decision made by the Cabinet Member for Resources and Deputy Leader and Cabinet Member for Culture, Recreation and Strategic Commissioning on 13 August 2012 in respect of the Energy from Waste Facility and associated works and services – AUG12/CMDN/077.

The request to Call-In this decision was made on 15 August 2012 by Councillor Thulbourn and supported by Councillors JA Fox, Sandford, Harrington and Khan. The decision for Call-In was based on the following grounds:

- (i) The decision does not follow the principles of good decision making set out in Article 12 of the Council's Constitution specifically that the decision maker did not:
  - (a) Realistically consider all alternatives and, where reasonably possible, consider the views of the public
  - (b) Act for a proper purpose and in the interests of the public.
  - (c) Follow procedures correctly and be fair.

After considering the request to call-in and all relevant advice, the Committee were required to decide either to:

- (a) not agree to the request to call-in, when the decision shall take effect;
- (b) refer the decision back to the decision maker for reconsideration, setting out its concerns; or
- (c) refer the matter to full Council.

In support of the request to call-in Councillors Thulbourn, Fox, Sandford, Harrington and Khan made the following points:

#### Councillor Thulbourn

- High risk project financially and environmentally to the City and the impact to the City would be significant.
- Every member of the Council should have the opportunity to understand why the decision was being made.
- Concerned that the decision was not being made in the interests of the public and that the procedures in making the decision had not been followed fairly and properly.
- There was not enough information in the public domain.

#### Councillor Sandford

- Had been involved in the Waste 2020 project since 2006 as part of the Member, Officer working group that produced the original recommendation that went to Full Council.
- There appeared to be a drive within the council for an Energy from Waste facility which was a mass burn incinerator using 1980s technology. There was no evidence that a proper evaluation had been undertaken of all the latest technology and that alternatives had been considered in light of changing circumstances. When the decision had been made at Full Council in 2007 the rules, penalties and financial situation had been completely different.
- The decision should be referred back to Full Council as the technology proposed was out of date.
- There were procedural irregularities as large amounts of information were in exempt reports. Important information such as CO2 emissions, how much waste would be imported, how many trucks would be driving through Peterborough bringing waste into the plant should be made available to the public and all councillors.
- Public consultation took place in 2005/6 and there had been no proper consultation on the recent decision.
- The decision should be reconsidered at Full Council.

#### Councillor Khan

- Had no issue about integrity of the decision but concerned that a major decision which would impact all residents in the city should be made by two people. To be open and transparent the decision should be taken to Full Council to allow all 57 councillors to take part in a full and open debate.
- Concerned about the health risks if something should go wrong and what the implications would be.

#### Councillor Harrington

- The decision had not followed the Office of Government Commerce (OGC) Gateway guidance. The decision had not been looked at since 2007 and the Authority had an obligation to look at it periodically to see if the Authority would still get value for money from the proposed scheme. There was no evidence that this had been done.
- The Authority had not demonstrated that it was giving the public value for money with the proposed scheme.

The Chair then invited members of the public to address the Committee.

Mr Richard Olive, representing Friends of the Earth addressed the Committee and made a statement which included the following points:

- Peterborough Friends of the Earth believed that the decision for the Energy from Waste facility had been heavily influenced by the incinerator industry. This first became apparent in 2006 when the council used the services of the Manager of the incinerator in Grimsby as a waste treatment advisor.
- Other authorities had selected alternative methods for waste treatment e.g. Mechanical Biological Treatment (MBT). There were currently 17 MBT's in the UK and soon to be 450 throughout Europe. The cost of two medium sized MBT facilities would be between £12M and £15M against the £81.4M quoted for the incinerator.
- The gate fee for an MBT was 36% lower than for an incinerator which included the cost of land filling or turning the waste into Refused Derived Fuel (RDF).
- The best solution for treating Peterborough's waste would be to adopt the 3R's – reduce, reuse and recycle more waste.
- Energy from waste facilities was inefficient.
- An 80,000 tonnes incinerator would produce 64,000 tonnes of greenhouse gasses per year.
- Landfill site in Dogsthorpe collects 90% of methane emissions in contrast an MBT emits no green house gases and an MBT facility can produce RDF.
- Recycled material produces little pollution and no global warming gasses.
- The value given for environment and sustainability was 3% in the scoring matrix. Other similar procurement contracts at other authorities had scored environment and sustainability between 25% and 30%.

Fiona Radic, representing the Green Party addressed the Committee and made a statement which included the following points:

- Had concerns with regard to the exempt information and that at the meeting on 13 June 2012 and at today's meeting members had failed to discuss as standing orders allowed them to whether the public interest in disclosing the information outweighed the public interest in maintaining the exemption.
- Council had a duty to demonstrate that it was obtaining best value when using public money. The Council had failed as any other waste management regime would cost half the money. Information had been restricted to exempt paperwork. The financial assumptions of the original plan were unsafe.
- Costs of the proposal had escalated since 2006 but there had been no evidence of a review. It was now a completely different economy from 2006.
- The procurement process had been mishandled and the council had been pushed into commercial secrecy too soon.
- Council had a duty to enhance the quality of life of the local community and contribute to the achievement of sustainable development. The decision failed this test. The decision would damage community health, prosperity and wellbeing.
- The decision failed to contribute to the city moving to the vision of One Planet Living or the Councils own environmental goals.
- Likely to deter recycling.
- The decision places too much weight on unevidenced assurances from third parties such as the Health Protection Agency and Environment Agency.
- Incinerators are being closed down across Europe and the States because they are toxic and uneconomic.
- Council had failed to consult properly and there had been no public examination of the proposal.
- The decision was very complex, high risk and high cost and should be referred back to Full Council.

Nicola Day-Dempsey, Local Resident addressed the Committee and made a statement which included the following points:

- Concerned about the impact on the health of residents.
- Lack of public consultation.
- Ash from incinerator would each year fill the Peterborough football ground stadium.
- 8 February 2007 at the PCC Cabinet meeting Councillor Palmer promised a full public consultation however the PCC website facility 'Your waste, Your View' only allowed from 26 February to 28 February for questions. Public had not been consulted or represented properly.

Chris York, Local Resident and Governor of the Cambridgeshire and Peterborough NHS Foundation Trust addressed the Committee and made a statement which included the following points:

- Health concerns. Many types of materials were emitted from mass burn incinerators some of which were highly toxic.
- American Lung Association can show that emissions from the incinerators can cause severe illness such as heart attacks and asthma attacks.
- American Lung Association is backing an environmental protection agency proposal for putting in place new air toxin standards for the emissions from industrial incinerators.
- On 13 August 2012 Councillor Lee in a letter to Friends of the Earth dismissed the findings of the American Lung Association as irrelevant.
- Health executives were coming under pressure to bring Peterborough's life expectancy in line with its county neighbours. Figures from the Office of National Statistics show the life expectancy at birth for a man in Peterborough is now the joint lowest in the East of England at 77.2 years which was 6 years less than the rest of Cambridgeshire. It is highly probable that this figure would increase if the incinerator was to be built.

Peter Chivall, Vice Chair, Peterborough for Responsible Waste Management addressed the Committee and made a statement which included the following points:

- Following EU Directive to reduce landfill the Government in 2003/4 asked Councils to consider any means to reduce landfill. Many authorities at that time considered incinerators.
- Landfill sites can now collect 95% of the methane given off.
- Proportion of waste sent to landfill had since reduced with the increase of recycling and separation of green waste. Peterborough would soon be collecting domestic food waste separately.
- Incinerators such as the one proposed for Peterborough seem to generate about 7 megawatts per 100,000 tonnes of waste. This suggests that the electrical output in Peterborough would be between 4 megawatts and 6 megawatts or about the output of McCain's wind turbines on the Whittlesey Road in a moderate breeze.
- Electricity companies in the National Grid Network prefer the reliable uninterrupted sources such as nuclear or coal fired power stations or sources which quickly meet demands.
- Incinerators using domestic and commercial waste as their fuel have to match the input carefully to maintain temperatures and energy output. Any problem with the waste mix and toxic emissions coming out of the chimney and they would have to go off line to stabilise the process. Therefore prices paid to the incinerator operations were below the normal prices per megawatt per hour than the more efficient and stable generators.

Sally Plummer, resident addressed the Committee and made a statement which included the following points:

- The quality of consultation had been severely limited. The views and interests of the public had never been seriously sought and taken into account.
- The general public abhor waste incineration.
- The Council had tried to conceal the fact that the energy from waste plant had always been under consideration.
- Councillors had never been given the opportunity to hear the views of the public.

Councillor Lane addressed the Committee and made a statement which included the following points:

- Had been part of the original waste working group with Councillor Sandford
- There appeared to have been a push for Energy from Waste facility from the beginning.
- Other technologies did not appear to have been considered.
- Energy from waste can work but was it best for Peterborough considering the size and the tonnage that was needed to put through.
- The chosen bidder did have a number of facilities across the country that could take the outcome of an MBT process.
- Concerned that it was not the right facility for Peterborough.

**Councillor Lee, Deputy Leader and Cabinet Member for Culture, Recreation and Strategic Commissioning responded in answer to the Call-In request:**

Councillor Lee introduced Paul Tonks, Head of Business Transformation and asked him to introduce the officers, legal and technical advisers present at the meeting in support of the Cabinet Member Decision - Energy from Waste Facility and associated works and services.

Councillor Lee stated that it was right and proper to debate the decision and had sought to provide as much information as possible. He had met with various groups over several years in particular ProFoRWM, at which a member of Friends of the Earth had been present, to discuss the waste issue.. The decision to provide an integrated waste management solution for Peterborough had been made at Full Council in February 2007. A lot had changed since that decision and the process had continued to be updated. Peterborough had continued to grow and 90,000 tonnes of waste was currently being produced from households in the city some of which was recycled and the rest had gone to landfill. The target for recycling was 65%. Local landfill sites were approaching full capacity. Landfill costs continued to rise and by 2014 the cost would be £100 per tonne which had been a ten fold increase in fifteen years. Members were advised that taking waste to landfill could not continue and would be at odds with the aspiration of Peterborough becoming the Environment Capital.

The challenge of dealing with the issue of black bin waste had been taken to both the UK and European waste industries who had been asked to find their best solution for non recyclable waste. After all other technological solutions had been considered including MBT their answer had been that an Energy from Waste facility would be the best option for Peterborough. The solution had to be safe and meet or exceed all regulations for emissions, it needed to be better for the environment and produce less CO2 and to divert the majority of waste from landfill and would produce enough renewable green energy to power 15% of the city's households. It had to be reliable, tried and tested technology. The solution put forward was that an Energy from Waste facility would be the best option. Having an Energy from Waste facility would not deter from continuing to recycle and reach the 65% target.

Members were advised that once the decision had been made an open day would be held with the chosen contractor and that the decision to provide a waste management solution



had been taken very seriously and believed that Viridor had offered the best solution. Viridor were a highly regarded and experienced company in the waste industry across Europe.

Didar Dhillon, Senior Associate from Pinsent Masons LLP advised the committee that he was the legal advisor for the project and gave a presentation which covered:

- Waste 2020 Strategy and key drivers
- Timeline for decisions and process
- Overview of EU procurement process, rules and obligations
- Robustness of the preferred bidder recommendation

Richard Pearn, Waste Client Manager, Strategic Client Services presented details of the proposed preferred bidder and details of their solution which included the following key points:

- Viridor was one of the UK's leading recycling, renewable energy and waste management companies with over 320 facilities around the country.
- Guaranteed a minimum of 94% diversion of waste from landfill.
- Considerable savings in CO2 emissions over the existing disposal of waste to landfill – equivalent of taking 2800 Ford Mondeos off the road every year.
- Would provide 7 Megawatts of electricity.
- Advanced emission control technologies included.

Bob Wilson, Associate Director for Mace Limited and Programme Manager for Waste 2020 since 2009 gave a summary of the comprehensive risk management process.

Steven Pilsworth, Head of Corporate Services explained that his team had been working alongside Grant Thornton UK LLP external financial advisers on the financial analysis of the project. As Deputy Chief Finance Officer it had been his responsibility to sign off any financial implications for the Cabinet Member Decision. The financial information which had been presented within the decision had supported the decision. Members were given an explanation of affordability of the project and what value the project would bring to the council.

Councillor Lee responded to issues raised by Councillors and members of the audience.

- Members were informed that the facility proposed was small by industry standards but was the right solution for Peterborough and big enough to deal with waste for the next thirty years that could not be recycled. Residential waste represented approximately a third to a fifth of all waste in the city with the majority being commercial waste.
- Peterborough Renewable Energy Limited (PREL) had an opportunity to join the procurement exercise but chose not to. Members were reminded that PREL did not exist yet and they had no active working facility.
- The Waste Client Manager clarified the environmental weighting that had been applied in the scoring matrix as a member of the audience had challenged this. Members were informed that the environmental sustainability elements put together added up to approximately 30%.

Paul Tonks, Head of Business Transformation summarised the presentations and points addressed in the call-in.

Questions and Comments from Members of the Committee:

- Councillor McKean had noted that Appendix 1 of the report which covered the key milestones and timescales for the Waste 2020 programme had not been updated to include the report being presented to Scrutiny. *Councillor Lee advised that it had been*

*updated as requested by the Councillor and apologised that the latest version had not been included. The latest version would be made available.*

- *Members wanted to know how the guarantees that Viridor had made with regard to volume of electricity generation and assumed tariff rate would work with the relationship with ESCO. The Executive Director of Strategic Resources informed Members that the plant would have an agreed production capacity. Viridor had given guaranteed production levels which would give guaranteed levels of volume of what energy would come from the plant. The Executive Director of Strategic Resources believed that the ESCO could beat the prices quoted in the contract. The Energy from Waste Plant would only be part of the council's portfolio of delivery of energy projects which would include roof mounted and ground mounted PV and wind power.*
- *Didar Dhillon, Senior Associate from Pinsent Masons LLP clarified the contractual relationship and the relationship between Viridor and the ESCO. Members were advised that the contract that was being sought to procure for Lot 1 was between the council and Viridor. Viridor were providing a guarantee in terms of electricity generation under that contract. Ownership of the income from the power that was generated would be owned by the council. There was no direct relationship between Viridor and the ESCO.*
- *Members sought clarification on the guaranteed energy that Viridor would provide. Did the amount of energy generated include 'house' and the running of the plant? Members were advised that the guaranteed 7 Megawatts was after the power had been taken to run the facility.*
- *Members were concerned that the power generated would be of a low grade and prone to fluctuation and wanted to know what the risks were if the fluctuation was significant for a long period of time. The Executive Director of Strategic Resources advised that there were two elements of risk; a) would the plant produce the energy and this was built into the contract and; b) could the council make the price that was built into the contract as part of the financial model. The benefit of having the ESCO was that the council would not be reliant on one source of energy.*
- *Members wanted to know if recycling was going to increase and what impact increased recycling and collection of food waste would have on landfill. Members were advised that the waste model for the project included the achievement of 65% recycling and that collection of food waste was a key component of achieving the target.*
- *Members wanted to know how the Energy from Waste Plant would be policed and managed with regard to health and safety issues. The Head of Legal Services reminded the Committee of the purpose of the call-in and the remit for discussion which did not include health related issues.*
- *Members were advised that the service that would be provided by Viridor for the plant was consistent with an obligation to comply with all the legislation including the Environmental Protection Act and subject to the terms of its own environmental permit. The environmental permit was regulated by the Environment Agency who regulated emission levels and if breached would be at risk of losing its permit and would be shut down. In addition to this there would be data provided on a daily basis to ensure that the contractual obligations were being met. The council also have a right to carry out performance monitoring if required. Should there be an accident or anything go wrong connected with the plant Viridor would take full responsibility.*
- *Councillor Sandford questioned whether the preferred contractor would be using the plant to import waste into the facility and would this retract from recycling. The Waste Client Manager responded that Viridor were a large player in the waste market in Peterborough. They already have a vast amount of vehicles coming into Peterborough and going to the Dogsthorpe landfill site. When the plant was in operation the vehicles would go to the plant instead of the landfill site. It would therefore not be new waste coming into Peterborough but existing waste.*

At this point the meeting was adjourned for ten minutes.

A member of the public challenged the legitimacy of going into Exempt session. The Committee were given advice by the lawyer present and took the vote again to see if the exempt session was still valid. The Committee voted 4 in favour and 3 abstained. The Committee therefore excluded the press and members of the public and went into Exempt Session at this point.

After concluding the Exempt Session the Chair advised that the Committee would move out of Exempt Session and invited the Press and members of public back into the meeting in order to hear the outcome of the call-in.

The Committee took a vote to decide on whether they should:

- (a) not agree to the request to call-in, when the decision shall take effect;
- (b) refer the decision back to the decision maker for reconsideration, setting out its concerns;  
or
- (c) refer the matter to full Council.

The Committee voted in favour of (a) not agree to the request to call-in the decision (4 in favour, 3 against)

### **ACTION AGREED**

The request for Call-in of the decision made by the Cabinet Member for Culture, Recreation and Strategic Commissioning and Cabinet Member for Strategic Resources on 13 August 2012, regarding the Energy from Waste Facility and associated works and services was considered by the Sustainable Growth and Environment Capital Scrutiny Committee. Following discussion and questions raised on each of the reasons stated on the request for call-in, the Committee did **not** agree to the call-in of this decision on any of the reasons stated.

It was therefore recommended that under the Overview and Scrutiny Procedure Rules in the Council's Constitution (Part 4, Section 9, and paragraph 13), implementation of the decision would take immediate effect.

The meeting began at 6.00pm and ended at 10.00pm

CHAIRMAN

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**MINUTES OF A MEETING OF THE SUSTAINABLE GROWTH AND ENVIRONMENT  
CAPITAL SCRUTINY COMMITTEE  
HELD AT THE BOURGES/VIERSEN ROOM - TOWN HALL  
ON 6 SEPTEMBER 2012**

- Present:** Councillors M Todd (Chairman), G Casey (Vice Chairman),  
M Nadeem, D McKean, C Ash, S Martin, N Thulbourn
- Also Present:** Cllr Sandford, Group Leader, Liberal Democrats  
Magda Steele, Youth Council Representative
- Officers Present:** Simon Machen, Head of Planning, Transport and Engineering  
Services  
Richard Kay, Group Manager Strategic Planning & Enabling  
Simon Pickstone, Strategic Planning Officer  
Israr Ahmed, Lawyer  
Paulina Ford, Senior Governance Officer

**1. Apologies for Absence**

Apologies were received from Councillor Maqbool and Councillor McKean attended as substitute. Apologies were also received from Councillor JA Fox and Councillor Ash attended as substitute.

Apologies were also received from the Cabinet member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital.

**2. Declarations of Interest and Whipping Declarations**

Agenda item – 7 Peterborough ‘Community Infrastructure Levy (CIL): Preliminary Draft Charging Schedule (PDCS)’ and Infrastructure Delivery Schedule (IDS)

Councillor Nadeem declared a personal interest in that he was a developer and builder.

**3. Minutes of Meetings held on:**

- 13 June 2012
- 12 July 2012

The minutes of the meeting held on 13 June 2012 were approved as an accurate record.

The minutes of the meeting held on 12 July 2012 were approved as an accurate record.

**4. Call in of any Cabinet, Cabinet Member or Key Officer Decisions**

There were no requests for call-in to consider.

**5. Progress Report from the Cabinet member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital**

The Cabinet Member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital was unable to attend the meeting and had sent his

apologies in advance. The Committee therefore agreed to defer the item to the next meeting in November to allow the Cabinet Member to attend and present his report.

## **6. Update on the Peterborough City Council's 2010/11 and 2011/12 Carbon Emission Submitted Under Different Reporting Requirements.**

The Group Manager Strategic Planning and Enabling introduced the report. The report provided the Committee with an update on Peterborough City Council's 2010/11 and 2011/12 carbon dioxide emissions. The emissions were reported as part of the mandatory participation in the Carbon Reduction Commitment Energy Efficiency Scheme and to assess progress under the Carbon Management Action Plan (CMAP). Steady progress had been made towards the 35% target of reduction in carbon dioxide emissions but to achieve the target by 2013/14 would be a challenge.

Questions and observations were made around the following areas:

- How are you going to achieve the 35% reduction in carbon dioxide emissions and how do you propose to make up for the shortfall. *Members were advised that the council was on track to hit the 35% target but not in the timeframe originally set. This had been an ambitious target and the progress towards it had been steady. Some examples of initiatives in place to achieve the target had included working with schools, the new Energy Services Company, consolidation of office space in more energy efficient buildings, behavioural change of staff in the way they use the buildings, improvement in the heating system in buildings.*
- Lots of schools have had solar panels fitted. What sort of impact do you think this will have on the figures mentioned in the report in the future? *Members were advised that solar panels on schools would assist in the reduction of carbon emissions in the future. The council was keen to work with schools to educate them and effect a behavioural change in the future.*
- The report showed that the fleet vehicles that were now part of the outsourced services had shown an increase in emissions of 19% during 2011/12. Could the Officer explain why there had been an increase? *The Group Manager Strategic Planning and Enabling advised that he did not have the information available with regard to this and would advise the committee at a later date.*
- Had the outsourcing contract for the fleet vehicles included targets for reducing carbon emissions? *The Group Manager Strategic Planning and Enabling advised that he did not have the information available with regard to this and would advise the committee at a later date. The Head of Planning, Transport and Engineering Services informed Members that the team under the Group Manager for Strategic Planning and Enabling only recorded the information with regard to carbon emission output and was not involved in procurement of contracts.*
- Why had there been no further consultation on CMAP since it had been approved by Council in April 2010. *Members were advised that a refresh of the all of the Environment Capital targets including CMAP would commence this year.*
- The report states that officers would continue to monitor carbon emissions annually. How would this be done? *Members were advised that monitoring had to be completed annually and was a complex process which included looking at energy bills and how gas had been converted into carbon emissions. This was calculated across all the council buildings to produce a figure. The process was currently manual but a new automated process had been looked at.*
- Members referred to the graph in the report which showed 'Actual emissions against business as usual increase and reduction target trajectory'. The graph indicated that the council were below target. *Members were advised that the graph showed that without major intervention to make a significant step change around things like property rationalisation and renewable energy infrastructure on a commercial scale which had a significant capital cost to it the trajectory would remain the same.*

## ACTIONS AGREED

1. The Committee requested that a detailed explanation should be given within the graphs when reporting figures that had changed considerably over the year.
2. The Committee requested that further reports be brought back to the Committee on an annual basis.
3. The Group Manager Strategic Planning and Enabling to provide the Committee with information regarding:
  - the increase in emissions of 19% during 2011/12 for the outsourced fleet vehicles; and
  - if the outsourcing contract for the fleet vehicles included targets for reducing carbon emissions.

### 7. Peterborough 'Community Infrastructure Levy (CIL): Preliminary Draft Charging Schedule (PDCS)' and Infrastructure Delivery Schedule (IDS)

The Group Manager Strategic Planning and Enabling introduced the report which informed Members that the Community Infrastructure Levy (CIL) was a new nationally based optional approach to securing developer contributions alongside the limited continued use of Planning Conditions and Obligations (financial or in-kind contributions e.g. land). If adopted by the city council it would replace the current POIS tariff-based system. Members were informed that CIL would not be a radical new initiative in Peterborough and was very similar to the existing POIS system that had been in place in Peterborough for the past few years, i.e. a 'levy' placed on development, a similar set of '£' rates, and a similar proposed spending arrangement. It was not therefore anticipated to cause undue concern by the vast majority of developers and investors in the city. The report also included a Proposed Preliminary Draft Charging Schedule (PDCS). From April 2014 the current local POIS system would become unlawful. The officer wished to note an administrative error in the report on page 30 paragraph 5. A figure of £1.5 Billion had been quoted when it should have read £491 Million.

Questions and observations were made around the following areas:

- Members were concerned that developers would not fulfil their instalment payments. *Members were advised that if the instalments policy was put in place as proposed it would still have to be paid at commencement of development of each building phase. As soon as the development had started the council would send a bill to the developer which effectively became a charge on the land.*
- What would happen if the developer said he could not afford to pay the S106 payment? *Members were advised that the CIL payment was not negotiable and would have to be paid at the start of the development. Outstanding S106 Obligations would continue to be negotiated in the same way as they are currently negotiated.*
- Neighbourhood Committees did not meet very often so how would you ensure they were consulted? *Members were informed that Neighbourhood Committees could influence how the money was spent in two ways with the new system. Directly through the Community Action Plans by stating how they wanted their 5% contribution to be spent and then indirectly influence the remaining 95% of contributions for the bigger infrastructure schemes through the Infrastructure Delivery Schedule. CIL would not change how the money was distributed to communities.*
- How will CIL be distributed across the neighbourhoods? *Members were informed that the money collected from the developers would go into a single pot. The pot of money would then be split on an annual basis as listed in the table below.*

### **Proposed CIL funding split**

Transport	28%
Education & Skills	38%
Community Infrastructure	9%
Utilities & Services	5%
Emergency Services	5%
Environmental Sustainability	5%
Health & Wellbeing	5%
'Meaningful Proportion' for neighbourhoods as set out in CAP's	5%

- Members wanted confirmation that the money for neighbourhoods would be split equally across the neighbourhoods. *The Head of Planning, Transport and Engineering Services informed Members that the document before the committee could only confirm the amount of CIL Funding that would go to neighbourhoods not how it would be split as that would a political decision going forward.*
- Councillor Sandford commented that under the current POIS system the monies would be split 65% / 35% and that the Neighbourhood Committees would decide how the 35% would be spent through their Community Action Plans. Under the new CIL it appeared that the split would be 95% / 5% was this correct? *The Head of Planning, Transport and Engineering Services advised Members that the Neighbourhood Committees had no current projects. The new Infrastructure Delivery Schedule (IDS) was a live document and would include a host of projects both at neighbourhood level and strategic level and this would ensure that the money was evenly distributed. All of the neighbourhood projects would need to be listed in the IDS to ensure funding. The proposal had been based on the infrastructure needs of the city. The proposed 5% to be given to Neighbourhood Committees was a new mechanism and would be directly under their control in terms of spend which was not the case with the 'old' POIS system whereby Neighbourhood Committees could only influence how money was spent rather than have direct control.*
- Members were concerned that the Community Action Plans would not be ready to be included into the IDS by the time it was presented for independent examination which was scheduled for 2013. *The Head of Planning, Transport and Engineering Services advised Members that it was a live list and projects would be put on and taken off the list. The Neighbourhood Managers were working with Members to put projects on the list which was live and ongoing.*
- Members sought clarification on how the CIL rate was set. *The Group Manager Strategic Planning & Enabling informed Members that when setting a CIL there were options on what was charged in terms of different land uses and / or different rates for different parts of the city but such decisions had to be based on viability grounds as opposed to policy considerations. It was the Local Authority who decided but at the point that a certain price was adopted it would then become fixed.*
- When would a zero rate be used. *Members were advised that a zero rate would be fixed for public / institutional facilities such as education, health, community and emergency services. Any development type shown through viability testing to be marginal in terms of its viability would not be charged or would only be liable for a very nominal charge.*
- Members commented that the Government had recently announced that there might be changes to the section 106 agreements and wanted to know how this would affect the CIL. *Members were informed that it had always been possible to renegotiate section 106 agreements. The CIL had been based on expert advice on market conditions and development viability to ensure it would work and not historical practice. The CIL would be reviewed on an ongoing basis to ensure viability.*
- Members were advised that Section 106 would continue to be in place for the foreseeable future and would still be negotiable. The CIL would run in tandem with Section 106.



- If a developer had a development that was going to be built in three phases would the CIL be set for all three phases at the beginning of the first phase or would it be set at the start of each phase. *Members were advised that this had not yet been clarified by Government but an initial understanding was that the developer would pay the rate that was applicable when each phase was started.*
- If a house was being developed for a change of use to multiple occupation use would there be a CIL charge. *Members were informed that the CIL was based on net new additional floor space therefore if a five bedroom house was converted into flats but the floor space did not increase then the CIL would not apply.*

Councillor Thulbourn seconded by Councillor Martin moved that a recommendation be put forward that the proposed preliminary draft charging schedule (PDCS) be broken down geographically and that there should not be a standard set of charges across Peterborough.

The motion was put to the vote and refused. (3 in favour, 3 against, 1 abstention. The Chairman therefore used her casting vote to vote against the motion).

Councillor McKean seconded by Councillor Nadeem moved that the Cabinet report emphasises that infrastructure projects can be added to the Peterborough Infrastructure Delivery Schedule (IDS) 'at any time'. This would ensure, for example, that projects identified in Community Action Plans that have been justified with an evidence base later this year could be added to the IDS after 24 September 2012 without having to wait for the annual full refresh of the IDS.

The motion was put to the vote and approved. (5 in favour, none against, 2 abstained)

Councillor McKean seconded by Councillor Todd moved that the consultation documentation makes it absolutely clear that the intention, subject to consultation, is that the element of the CIL receipts which is to be ring fenced for spend by Neighbourhood Committees should be distributed to each Neighbourhood Committee on an equal basis i.e. each Neighbourhood Committee would receive exactly the same level of CIL funding irrespective of size, population or level of growth within a Neighbourhood Committee Area.

The motion was put to the vote and approved. (4 in favour, 1 against, 2 abstained)

## **RECOMMENDATION**

The Committee recommends that:

- I. The consultation documentation makes it absolutely clear that the intention, subject to consultation, is that the element of the CIL receipts which is to be ring fenced for spend by Neighbourhood Committees should be distributed to each Neighbourhood Committee on an equal basis i.e. each Neighbourhood Committee would receive exactly the same level of CIL funding irrespective of size, population or level of growth within a Neighbourhood Committee Area.
- II. The Cabinet report emphasises that infrastructure projects can be added to the Peterborough Infrastructure Delivery Schedule (IDS) 'at any time'. This would ensure, for example, that projects identified in Community Action Plans that have been justified with an evidence base later this year could be added to the IDS after 24 September 2012 without having to wait for the annual full refresh of the IDS.

## **8. Forward Plan of Key Decisions**

The Committee received the latest version of the Council's Forward Plan, containing key decisions that the Leader of the Council anticipated the Cabinet or individual Cabinet Members would make during the course of the following four months. Members were invited to comment on the Plan and, where appropriate, identify any relevant areas for inclusion in the Committee's work programme.

## **ACTION AGREED**

The Committee noted the latest version of the Forward Plan. Councillor Ash requested further information on the Organic and Food Waste Treatment Services Contract. Senior Governance Officer to contact Officers and request information.

### **9. Work Programme**

Members considered the Committee's Work Programme for 2012/13 and discussed possible items for inclusion.

## **ACTION AGREED**

To confirm the work programme for 2012/13 and the Senior Governance Officer to include any additional items as requested during the meeting.

### **7. Date of Next Meeting**

Thursday 8 November 2012

The meeting began at 7.00pm and ended at 09.23pm

CHAIRMAN

<b>SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 5</b>
<b>8 NOVEMBER 2012</b>	<b>Public Report</b>

**Report of the Leader of the Council and Cabinet member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital**

Contact Officer – Andrew Edwards, Head of Growth & Regeneration

Contact Details - Tel: 01733 452303

Contact Officer - Simon Machen, Head of Planning, Transport and Engineering Services

Contact Details - Tel: 01733 453475

Contact Officer – Neil Darwin, Director of Economic Development, Opportunity Peterborough

Contact Details – Tel: 01733 317488

**Portfolio Progress Report for the Cabinet Member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital**

**1. PURPOSE**

- 1.1 This report is provided to update the committee on the progress of the Growth Agenda for the City

**2. RECOMMENDATIONS**

- 2.1 Sustainable Growth and Environment Capital Scrutiny Committee to note the contents of the report.

**3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY**

- 3.1 This report supports the sustainability community strategy by:

- Creating opportunities and tackling inequalities
- Creating strong and supportive communities
- Creating the UKs environmental capital
- Delivering substantial and truly sustainable communities

**4. BACKGROUND**

- 4.1 As previously outlined to the Committee the Growth Agenda is delivered by the work of three separate groups: the Council's Growth and Regeneration and Strategic Planning functions, and Opportunity Peterborough. These three areas focus on separate aspects of growth delivery, working together to secure the Peterborough's physical and economic growth.

**Growth and Regeneration** are responsible for enabling and facilitating physical growth activity on specific sites in the city, with a focus on the regeneration of the city centre. Current activity is targeted towards the following sites:

- **Station Quarter**, which is intended to become a new central office district for Peterborough, and serve as a revitalised and upgraded gateway to the city centre from the railway station. The recent Network Rail-led upgrades of the main station building have significantly improved the arrival experience for visitors to Peterborough. Good progress is also being made towards the major redevelopment of the Great Northern Hotel - Planning Committee resolved to

approve an outline planning application for 13,010 sqm offices and a 47 bed extension to the hotel on 10<sup>th</sup> July 2012, subject to completion of legal agreement. The legal agreement is currently being prepared. Separately, Outline planning permission was also issued on 19<sup>th</sup> March 2012 for a 4,300 sqm retail foodstore and 6,000 sqm offices (the 'ING site').

- **Northminster**, for which activity has been focussed on understanding the potential uses for the area that are commercially viable in the current market. A key part of this is the potential value of Council assets and whether the presence of these might be enablers for regeneration, with the market multi-storey car park a good example of an asset that could, potentially, be a lever to encourage development. Much more work would be needed before a decision could be made or even proposed, however.
- **Southbank Phase 1**, construction is now underway as Vista, a landmark 295-property site on London Road. The site's highly insulated two, three, and four bedroom properties are being built with energy efficient elements such as solar thermal panels, features to reduce water consumption and an advanced boiler that recovers waste heat, serving to lower householder's bills and reduce environmental impact.
- **Southbank Phase 2** – The London Road Stadium project aims to redevelop 3 of the 4 stands of the existing stadium in a phased manner to create a vibrant multi use community facility incorporating a range of uses in addition to football. The project seeks to work with landowners of assets fronting London Road, outside of PCC's current ownership. The objective is to direct/influence the regeneration of what are presently tired frontages with limited land utilisation and in doing so enhance what is an important gateway to the city centre.
- **Southbank Phase 3**, Fletton Quays, which will be a landmark city centre regeneration site making far better use of the river frontage to the east of the Town Bridge. Officers have been working to develop the best approach for bringing this site to market, ensuring developers have flexibility in their delivery approach to be innovative whilst the Council retains a strong degree of control and receives a sound financial return on its investment in land in the area. A recent cabinet decision approved the procurement of a Joint Venture partner to do this, using a competitive dialog approach. A Prior Information Notice has been issued and an open day was held on the 29<sup>th</sup> October 2012.

**Strategic Planning and Development Management** are responsible for putting in place the statutory 'local plan' to support and encourage growth, and then provide a positive planning service to support developers to deliver sustainable growth. Current major activity is targeted towards the following:

- Preparing a '**City Centre Plan**', a draft of which will be put to this Scrutiny in November. This Plan will set detailed planning policy for the city centre, including identifying specific 'opportunity areas' for new development. The Plan, when adopted, will form the final piece of the top-tier planning policy jigsaw, to complement the Core Strategy (2011), Site Allocations Document (2012) and Planning Policies DPD (due to be adopted in December).
- Preparing a **Community Infrastructure Levy**, to help ensure the city can provide the necessary infrastructure to support growth

- Continuing to consider proposals for **Great Haddon**:
  - **Employment Area:** Outline planning permission was granted in May 2011 for 3.3 million sq. ft of employment use. Detailed consent was issued for a new access road off Jnt 1 Fletton Parkway along with the strategic drainage network for the site. Detailed permission has been issued for Plot 7. An application is expected next week for a storage warehouse. Work on the access road is expected to commence later this month.
  - **Remaining Area:** Transport is one of two main issues outstanding. We are hopeful that the Highway Agency will shortly remove its holding direction. Discussion is ongoing with Cambs CC and we are awaiting the submission of further information in relation to the impact on the A15. The other main issue is negotiations around the viability of the scheme. Discussion is ongoing with the applicants. Once a firm offer has been established an update will be given to Members.
- Continuing to consider proposals for **Hospital site, Thorpe Road**. The Hospital Trust is in detailed discussion regarding the sale of the site,. We are engaged in pre-application discussions with the purchaser and it is anticipated that an outline application will be submitted later this year.
- Planning Committee resolved on 15<sup>th</sup> August 2012 to approve the **Garden Parks, Peterborough Rd, Eye** outline planning application for a 6,040 sqm retail foodstore, subject to completion of a legal agreement and referral to Government Office.
- Vacant land at **Maskew Avenue** recently gained outline planning permission for a 6,912 sqm retail foodstore (permission issued 9<sup>th</sup> July 2012).
- Statistics for **Housing Growth in 2011/12** have recently been published – see: <http://www.peterborough.gov.uk/pdf/2012%20Housing%20Report.pdf>. This shows a total of 741 (net) new homes were built last year, slightly up on 2010/11 (705 homes).
- **Opportunity Peterborough** continues to work closely with the private sector. OP's Bondholder scheme now has over 1200 members and provides a strong mechanism to communicate with the private sector. While the macro economy remains difficult the city is seeing an increase in the number of enquiries from potential investors. Over time this will see further increases in new jobs arriving in the city. During Quarter 1/2 2012 the city has benefitted from net job growth of 600 new jobs, the growth has come from a range of sectors. It is worth noting that there is broad positive comment from the local construction sector, which is a barometer of economic performance. OP has been leading work with the Banking and finance sector to establish how a greater level of funding can be loaned to local businesses to help secure future growth. This remains one of the greatest frustrations within the local business community at this time. We continue to see expansions from existing Peterborough businesses although the macro conditions are making investors more risk adverse, there is a strong view that once we see signs of a recovery we can anticipate fast paced growth. While it is difficult to predict an end to this economic cycle it is clear that Peterborough continues to fare better than many other cities. Although there is still concern that despite job growth our local unemployment level remains stubbornly high.

Work continues to progress very well on the Skills agenda, with national recognition for our work on the 'Skills Vision'. The city now has over 1,200 companies working with our young people. We aim to assist around 1000 young people by helping them to develop their employability skills. Support is provided from Company visits to schools through to work experience placements. This work is being well received by both businesses and young people. Importantly the support is giving the two communities a better understanding of what both have to offer.

**5. KEY ISSUES**

5.1 The Committee need to consider and note progress and activity on projects detailed above.

**6. IMPLICATIONS**

6.1 This report is for information only and therefore does not have any direct implications. However the activities outlined in this report will have a Council wide impact.

**7. CONSULTATION**

7.1 There has been no internal or external consultation on the contents of this report.

**8. NEXT STEPS**

8.1 It is anticipated that the committee members will receive updates on progress when applicable.

**9. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

9.1 None

**10. APPENDICES**

10.1 None

<b>SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 6</b>
<b>8 NOVEMBER 2012</b>	<b>Public Report</b>

## **Report of the Executive Director of Operations**

**Contact Officer(s) – Gemma Wildman - Principal Planner  
Simon Machen – Head of Planning Transport and Engineering**  
**Contact Details - 863824**

## **PETERBOROUGH CITY CENTRE DEVELOPEMNT PLAN DOCUMENT (DPD)**

### **1. PURPOSE**

- 1.1 This report is submitted to Committee following approval of the Council's Local Development Scheme (LDS) by Cllr Cereste - Leader of the Council and Cabinet Member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital, which identifies that the council will prepare a City Centre Plan during the period 2012 – 2014.

### **2. RECOMMENDATIONS**

- 2.1 The purpose of this report is to obtain committee's view on the consultation draft of the Peterborough City Centre Development Plan Document (see attached document) before it is presented to Cabinet on 10 December 2012 for approval for public consultation in early 2013.

### **3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY**

- 3.1 The City Centre Plan relates directly to the Sustainable Community Strategy (SCS). The vision, priorities and principles of the SCS have informed the preparation of the City Centre Plan.
- 3.2 The overall strategy for the development of Peterborough to 2026 has been established by the Peterborough Core Strategy, which was adopted by the council in February 2011. The City Centre Plan sets out more detailed policies, in conformity with the requirements of the Core Strategy and SCS, about land use matters in the city centre.

### **4. BACKGROUND**

- 4.1 Peterborough will undergo significant growth over the next 10 to 15 years, including the city centre which is set for widespread improvements, growth and regeneration. This will see the city centre 'offer' expanded, its population base increased, and a general greater range of facilities.
- 4.2 To ensure that this planned growth in the city centre takes place in a way which meets the needs of the city's growing population now and in the future, there is a need for an overall plan, vision and strategy to guide new development and help create a diverse, lively and successful place.

### **5. KEY ISSUES**

- 5.1 The consultation draft version of the City Centre Plan sets out the council's long-term vision and objectives for the city centre; it sets out the policies and proposals that will help direct how new development and regeneration will be achieved and how the council's vision for the city centre will be met. The plan identifies and addresses a number of key themes which affect the strategy for the city centre as a whole, such as:

- retail
- leisure
- office development and employment
- housing
- historic environment
- transport and other infrastructure

5.2 Within the Plan, the city centre is divided into eight distinct segments or “Policy Areas”; each one with its own policy setting out the vision, potential developments and planning requirements for the area. It identifies land that might be available for new development and, in some cases, “Opportunity Areas” where there is real scope for transformation of the area through some form of comprehensive redevelopment. The eight Policy Areas are shown on the following map, together with a summary of the main emerging proposals for each Policy Area.

## 6. IMPLICATIONS

6.1 : City Centre Plan will have implications for all sectors of the community throughout the Local Authority area.

Legal Implications - The Council must follow due Regulations in preparing the City Centre Plan. Eventually, once the final document is adopted in 2014/5, the Council has a legal duty to determine planning applications in accordance with the plan.

Financial Implications - There are no immediate financial implications flowing from the approval of the consultation draft of the City Centre Plan simply because this is not the ‘final’ plan. However, Members should be aware of two future financial implications:

- (a) The Council owns land within the city centre, and there could be final implications on the value of that land. To be clear, all council owned land has been assessed and treated like all other proposed areas for development.
- (b) There could be indirect financial implications arising from the development of sites (e.g. provision of infrastructure and services for the new residents, s106 arrangements, and increased council tax or other receipts).

## 7. CONSULTATION

7.1 Public consultation will be carried out in early 2013

## 8. NEXT STEPS

8.1 It is anticipated that the Committee will offer comments on the draft document, the document and any comments will be presented to Cabinet (10<sup>th</sup> December). Cabinet will then be requested to approve the City Centre Plan for public consultation in early 2013.

8.2 All comments received will be reviewed and a new version will be produced. This will then be submitted to full council for further consultation.

- Public consultation on the draft City Centre Plan - January to March 2013
- Public consultation on the final version of the plan – January to March 2014
- Submission to government – Spring 2014
- Independent examination – Autumn 2014
- Adoption – late 2014 or early 2015.

## 9. BACKGROUND DOCUMENTS

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

9.1 Core Strategy (February 2011)

Local Development Scheme (April 2012)

## 10. APPENDICES

10.1 City Centre Plan Consultation Draft





## **Peterborough Local Development Framework**

### **Peterborough City Centre Development Plan Document**

#### **Consultation Draft**

Officer recommended draft for consideration by Sustainable Growth and Environment Capital Committee (8 November 2012)

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## Peterborough City Centre Plan

Peterborough city centre is about to experience substantial growth, change and improvements on a scale not seen for 30 years. This is both an exciting time and an exciting opportunity for the city, and a chance for you to help decide how growth and improvements might take place.

Peterborough City Council is preparing a new plan for the city centre. This is an important document, as it will determine what the city centre will look like in the future and it will identify areas for new housing, employment, leisure and retail developments as well as improvements to main streets and transport links.

We cannot write the City Centre Plan on our own. The best people to help decide exactly what should be done, where and when it should happen is you and your family, whether you live, work, visit or have some other interest in the city centre.

This is a consultation draft version of the Plan. It is your chance to make a real difference in how the city centre changes over the next 10 to 15 years; your opportunity to help make it a great place to live, work and visit. Please help us to shape the future of the city centre.



## How to get involved

We will be holding exhibitions in the Queensgate Centre in **February 2013**, where you can come along and find out more.

You can also see this full consultation draft version of the City Centre Plan at: [www.peterborough.gov.uk/citycentreplan](http://www.peterborough.gov.uk/citycentreplan), where you can make comments on line.

Copies of the Plan and a comments form are available at all local libraries, including Central Library, and at the council's Customer Service Centre at Bayard Place.

You can send written comments to:

Planning Policy Team  
Peterborough City Council  
Stuart House (East Wing)  
St John's Street  
Peterborough  
PE1 5DD

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

Please clearly let us know exactly which part of the document you are commenting on.

The closing date for all comments is 5pm on Thursday XX February 2013

## Foreword

## City Centre Plan Production

There are a number of different stages involved in the production of this City Centre Plan. We are currently at the consultation draft stage; this can be regarded as the council's preferred approach to planning for the future of the city centre.

However, this is not the 'final' plan. We want you to let us know what you think of our current preferred, but not final, proposals.

### Consultation stages

The table below provides a summary of the main stages involved in the production of the Plan. We thank all those who submitted comments in the early evidence gathering stages. The table sets out what stages are left and how you will be able to influence the final version.

Main Stages		Date
<b>Evidence gathering, issues and options and a consultant's recommended option</b>	Initial evidence gathered; detailed studies undertaken; consultation undertaken with the community and stakeholders to identify issues and options; consultation on an option recommended by consultants	Up to December 2012
<b>Consultation draft published</b>	Public consultation on the council's preferred City Centre Plan	January to February 2013
<b>Proposed submission</b>	Final opportunity for formal representations (comments) on the City Centre Plan	January 2014
<b>Submission and examination</b>	City Centre Plan submitted to government along with all public comments received during the proposed submission stage  Independent examination by a planning inspector	April to October 2014
<b>Adoption</b>	Council adopts final Plan	February 2015
<b>Monitoring and review</b>		

### How does this Plan fit with other planning policy documents?

Preparation of this Plan has taken place within the context set by a number of other plans and strategies, including the Peterborough Core Strategy, which sets the overall growth requirements for Peterborough to 2026 and beyond. Details of the most significant of these appear in Appendix B. This City Centre Plan does not repeat any policies contained in other plans or strategies.

## City Centre Plan Production

### Who Prepared this Document?

This document has been drafted by Peterborough City Council (the local planning authority). For all general queries, please see the website [www.peterborough.gov.uk](http://www.peterborough.gov.uk)

### OS Maps – Copyright Note

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# Summary Maps

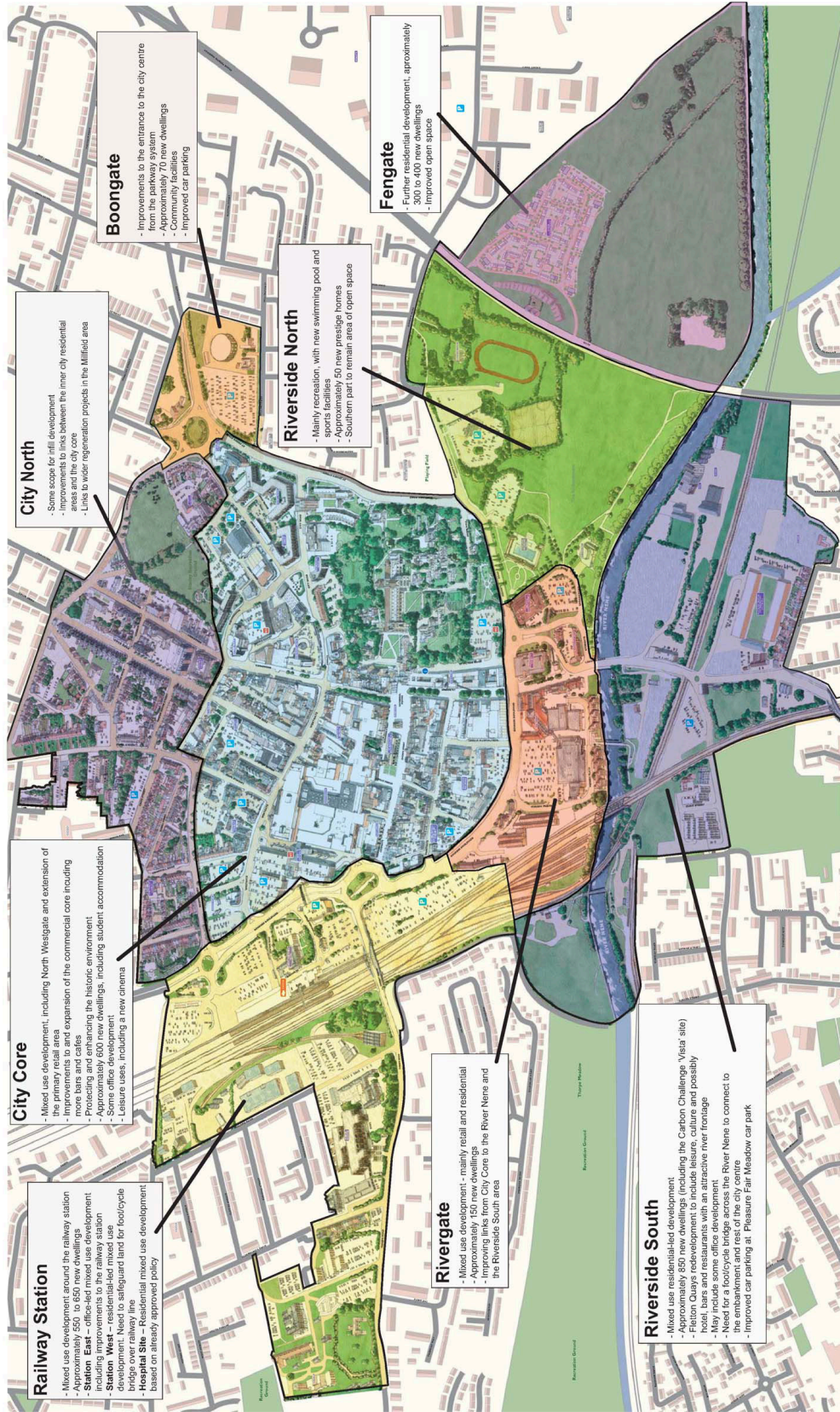
Map A: City Centre Plan Area



# Summary Maps

Map B: Summary of Policy Areas

Picture 1





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## Introduction

- 1.0.1** Peterborough city centre is set for widespread improvements, growth and regeneration. This draft City Centre Plan sets out the council's long-term vision and objectives for the city centre; it sets out the policies and proposals that will help direct how new development and regeneration will be achieved and how the council's vision for the city centre will be met.
- 1.0.2** Once the final version is adopted, it will form part of the council's statutory development plan and will be used to promote and coordinate investment, and help reach decisions on planning applications within the city centre.

## What area is the "City Centre"?

- 1.0.3** The area forming the city centre and covered by this plan is shown on Map A. The city centre extends from the former District Hospital site in the west to Fengate in the east. It includes the residential areas in the vicinity of Lincoln Road and Bright Street in the north and the Peterborough United Football ground in the south, as well as the principal shopping, office and entertainment areas and Cathedral Precincts in the very centre. This boundary cannot be changed as it has already been set by the Site Allocations DPD.

## The City Centre Plan

- 1.0.4** The Plan starts by identifying issues and then suggests the overall vision and objectives for the city centre. Chapter 3 then sets out an overall city centre strategy, with a focus on key issues such as, shopping, housing, employment, and the historic environment, which apply across the city centre.
- 1.0.5** The city centre area is then divided into eight "Policy Areas"; each one has its own policy setting out the vision, potential development opportunities and planning requirements for the area. They identify land that might be available for new development and, in some cases, "Opportunity Areas" where there is real scope for transformation of the area through some form of comprehensive redevelopment. The eight Policy Areas are shown on Map B.



## Introduction

### City Centre Issues

- 1.0.6** Peterborough city centre is a successful, lively and diverse place with many positive attributes; it is a major focus in the region for shopping, leisure and employment opportunities, attracting visitors from an extensive catchment area. Peterborough has a strong historic and cultural heritage and at the heart of the city centre lie the cathedral and many other important listed buildings.
- 1.0.7** However, there are a number of issues, identified through the previous consultation stages, which need to be addressed through this Plan to ensure its continued success.

#### City Centre Issues

**Issue 1: Low levels of housing** -Currently the city centre has relatively few houses and flats, resulting in a low city centre population, which results in an area that is not well used once the shops and offices have closed.

**Issue 2: Cultural offer** – The cultural offer is not fully developed and there is a significant opportunity to attract visitors, into the city centre, particularly in the evening.

**Issue 3: Declining retail ranking** - Although the city centre has a wide-ranging retail offer, until very recently there had been relatively little investment in new retail development for many years. As a result, Peterborough’s retail ranking has declined in the face of competition from other retail centres, other cities and internet shopping.

**Issue 4: Lack of high quality office development** - There has been little new office development in the city centre for many years. The city centre has not been able to successfully compete for investment with business parks located on the edge of the city.

**Issue 5: Limited evening economy** - The evening economy has improved in the last few years with new restaurants, particularly around Cathedral Square and linked to the wider public realm improvements. However, this is still a limited offer when compared to other towns and cities of a similar size.

**Issue 6: River Nene** - The River Nene is one of the city’s most important assets but it currently fails to maximise its potential as it is poorly connected to other parts of the city centre.

**Issue 7: Access and Movement** - The transport network in and around the city centre currently prioritises accessibility by car at the expense of pedestrians and cyclists. For example, Bourges Boulevard acts as a barrier to easy and attractive movement for pedestrians seeking to make their way between key locations.

- 1.0.8** This Plan aims to address these issues by promoting land uses that support businesses and shops, whilst creating new residential neighbourhoods that benefit from a diverse mix of uses, cultural activity and amenities that are available throughout the day and evening. Ensuring people are living within, and using the city centre at all times of the day will enhance the safety of city centre users and provide an attractive and vibrant location.

## City Centre Vision and Objectives

### 2.1 Our Vision for the Future of Peterborough City Centre

2.1.1 This chapter sets out the overall vision for Peterborough city centre in 2026. It also includes a number of key objectives which will help in achieving this vision.



#### Our Vision for the Future of Peterborough City Centre

**By 2026 Peterborough city centre will have become an even more attractive, vibrant and distinctive place to visit, work and live, with a greater range of attractions and facilities.**

- **Peterborough will have regained its position as a top retail centre and will be a strong regional destination for shopping, leisure, culture, business and entertainment throughout the day and evening.**
- **It will be easy to walk around the city centre with improved connections to the river and railway station along pleasant, safe streets and paths.**
- **Those buildings and places that we love for their heritage value, for nature conservation, or simply for their sense of place, will be conserved and enhanced.**
- **The city centre will include a thriving riverside setting with bars, restaurants and housing, with continuous riverside walks and an iconic pedestrian and cycle bridge across the river to the embankment.**
- **The city centre will be the centrepiece of an exemplary "environment capital". New development will embrace sustainability principles in key areas such as travel options, use of technology, energy use and resource efficiency.**
- **The city centre will include new high-quality housing, offering a sought after place to live which meets 21st Century lifestyles.**

## City Centre Vision and Objectives

### Objectives

2.1.2 The following objectives have been refined through evidence gathering and consultation and, taken together, will help to deliver the vision. The table shows the fit with the objectives of the Peterborough Core Strategy, to demonstrate the consistency between the two documents.

Table one: Objectives

Objective ref	Objective	Link with Core Strategy objectives
1 - Shopping	To strengthen Peterborough city centre as a regional shopping destination, maintaining and improving its position with the top 50 retail centre in the UK.	OB13
2 – Culture, Leisure and Tourism	To enhance the city centre as a hub for culture, tourism and leisure, complementing other land uses throughout the day and evening.	OB13, OB21, OB22, OB23
3 – Economic Prosperity	To enhance Peterborough as a location for business and skills, providing the facilities and setting for a range of businesses from start-ups to multi-nationals with a particular emphasis on the environmental sector.	OB10, OB11, OB12, OB13
4 – Mixed Uses	To deliver a sustainable mix of complementary uses, which ensure vibrancy at different times of day, boost the night-time economy and assist in reducing travel demands. Uses must include residential (including affordable housing), retail, businesses, cultural and leisure facilities.	OB6, OB7, OB8, OB13, OB18
5 – Design Quality	To secure development with high standards of urban design and ensure that design issues are fully considered from inception to completion.	OB9, OB13, OB25, OB26
6 – Health, Safety and Wellbeing	To encourage opportunities to facilitate healthy and active lifestyles, with plentiful opportunities for people to walk, cycle or play in the open air and participate in indoor sports; and to create environments where people feel secure and their safety is not compromised.	OB5, OB13, OB16, OB22, OB26
7 – Environment Capital, Sustainability, and Climate Change	To contribute to Peterborough’s ambition to be an “Environment Capital”, with new development striving to be as environmentally, socially and economically sustainable as practically possible and addressing or adapting to issues presented by climate change.	OB2, OB13, OB19, OB20, OB24
8 – Local Distinctiveness	To promote the distinct urban character of the city centre, including the protection and enhancement of the natural, archaeological and heritage environment.	OB3, OB13, OB20
9 – Accessibility and Connectivity	To reduce, where possible, the need to travel (particularly by private cars), maximising the potential of sustainable transport modes; to enhance connectivity within the city centre	OB13, OB15, OB16, OB17

## City Centre Vision and Objectives

Objective ref	Objective	Link with Core Strategy objectives
	(particularly to the River Nene and railway station) and to adjoining areas; and to ensure equality of access for all city centre users.	
<b>10 - Delivery</b>	To ensure all proposals are capable of being deliverable, including provision of appropriate utilities and taking account of flood risk issues.	OB1, OB13, OB27, OB28, OB29

**2.1.3** Of the 29 Core Strategy objectives, 28 are listed above alongside a comparable objective for this City Centre Plan. The remaining Core Strategy objective not listed is OB14 which relates to district centres, and is therefore not applicable to the city centre.

## City Centre Vision and Objectives



## 3.1 City Centre Strategy

**3.1.1** The overall strategy for the city centre is to encourage and enable new development that will maintain and enhance the vitality and viability of the centre, whilst preserving and enhancing the quality of the local environment. This will undoubtedly involve changes: widening the retail, leisure, tourism and cultural offer, creating new jobs, making the best use of land that is currently vacant or underused and improving the experience and convenience for pedestrians and cyclists.

**3.1.2** This chapter addresses the key features of this strategy via a number of topic areas:

- Sustainable Development
- Retail
- Economy and Employment
- Housing
- Leisure, Culture and Tourism
- Townscape and Heritage
- Green Spaces and the River Nene

**3.1.3** As Transport issues are of such critical importance to the future of the city centre, they are addressed through a separate chapter of the Plan (Chapter 5).



## City Centre Strategy

### 3.2 Sustainable Development

**3.2.1** Peterborough has the ambition to be the UK’s “Environment Capital”. Policy CS10 of the Peterborough Core Strategy states that development proposals will only be supported where they make a clear contribution to this aspiration. The City Centre Plan can assist through the promotion of sustainable growth in the city centre and, particularly as part of the new development proposed for the Opportunity Areas, by creating cleaner, greener, healthier and more vibrant places to live, work and visit. Such an approach fits well with the overarching national policy in the National Planning Policy Framework (NPPF) towards sustainable development.

#### Policy CC 1

##### Presumption in Favour of Sustainable Development

**Development in the city centre should contribute to Peterborough’s ambition to be the Environment Capital of the UK including, where appropriate, taking steps to address the following principles of sustainable development:**

- **Achieving a mix of land uses**
- **Adopting best practice in design and construction standards**
- **Protecting and enhancing the existing environment**
- **Promoting sustainable modes of transport and reducing the need to travel**
- **Supporting the creation of jobs**
- **Contributing to healthy lifestyles**

**When considering development proposals in the city centre the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will seek to work proactively with developers and investors to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.**

**Planning applications that accord with the policies in this Local Plan and other development plan documents in the Peterborough Local Development Framework (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.**



### 3.3 Retail

- 3.3.1** For many people, the primary role of the city centre is that of a destination for shopping. It provides the greatest retail offer in the city, serving not only the residents of Peterborough but also those of surrounding villages and market towns well beyond the local authority boundary. Peterborough has an extensive range of well known “high street” shops. The Queensgate and Rivergate Shopping Centres are linked by a network of streets and public spaces, with an offer that includes a wide variety of cafes, restaurants, bars and financial and property outlets as well as retail shops and a market.
- 3.3.2** However, in recent years the city centre has experienced a decline in its overall retail ranking when compared to other towns and cities. Competition from internet shopping, out-of-town retail parks and neighbouring cities have reduced some of the trade that might otherwise have come to the city centre and there is an urgent need to extend and enhance the retail offer.
- 3.3.3** Until very recently there had been little investment in the heart of the retail area, but this is changing with improvements to the public realm around Cathedral Square, Bridge Street, Cowgate and Kings Street which have attracted new retailers, restaurants and bars to this part of the city. Extensions to Queensgate Shopping centre has accommodated national retail and restaurant operators.



- 3.3.4** Our strategy is to continue the focus of new investment into the heart of the centre, with the emphasis largely on consolidation within the existing shopping area. It is important that new retail developments complement and strengthen the main shopping area, which is defined as the Primary Shopping Area (PSA) in accordance with policies CS4 (The City Centre) and CS15 (Retail) of the Core Strategy.
- 3.3.5** This Primary Shopping Area includes the Queensgate Shopping Centre and the principal shopping streets around Westgate, Long Causeway and Bridge Street, extending south of Bourges Boulevard and into the Rivergate Shopping Centre and adjoining supermarket. The defined Area offers scope for physical expansion into the North Westgate Opportunity Area, as well as scope for intensification where there are existing unused or underused premises.

## City Centre Strategy

**3.3.6** The main shopping streets which attract the largest footfall and act as linkages to other areas of the centre are defined as Primary Retail Frontages. In order to protect their function and character, premises in these streets will remain primarily in A1 and A3 use except where an alternative use would provide an active street frontage and maintain or enhance the vitality and viability of the area.

### Policy CC 2

#### Retail

**The extent of the City Centre Primary Shopping Area and Primary Retail Frontages are defined on the Policies Map.**

**Proposals for retail development inside or outside the Primary Shopping Area will be determined in accordance with policies CS4 and CS15 of the Peterborough Core Strategy DPD and policy PP9 of the Peterborough Planning Policies DPD.**

**Within the Primary Retail Frontages development for uses within classes A1 and A3 will, in principle, be acceptable in particular the council will support A3 uses (Such as cafes and restaurants) around Cathedral Square. Development for any use outside classes A1 or A3 will only be acceptable if the development would maintain a built frontage with a window display, and would be likely to maintain or increase pedestrian footfall along the frontage and would not result in concentration of non A1 or A3 uses in that location.**

**3.3.7** The references to 'Primary Retail Frontage' in policy CC2 apply to the ground floor of the frontages defined on the Policies Map, except in the Queensgate Centre, where Primary Retail Frontages exist at ground and first floor level. Elsewhere, the use of upper floors above shops for a wide variety of uses, whether retail or other, is encouraged. In particular, the council would welcome proposals that make use of vacant property above shops for residential use, as part of the overall objective to increase the number of dwellings in the city centre.

**3.3.8** Outside the Primary Shopping Area, the council may be prepared to permit additional small-scale convenience retail provision to meet the needs of residents in new residential areas, as well as ancillary retail uses in the Station East Opportunity Area. Details are contained in each of the relevant Policy Area statements in chapter 4.

**3.3.9** Core Strategy policy CS15 (Retail) identifies five Local Centres which are located in the City Centre Plan area. The boundaries of these are defined on the Policies Map except for the London Road Local Centre which has been deleted as the majority of shops have been demolished as part of the redevelopment plans for the area.

## 3.4 Economy and Employment

- 3.4.1** Peterborough has a diverse economy, with a range of businesses and types of employment opportunities. It is an overall objective for Peterborough to enhance the city as a prime location for business investment and skills development. The city centre will be the focus of this and this Plan has an important part to play by ensuring the provision of modern office space in the right location to encourage inward investment and enable the expansion of existing businesses.
- 3.4.2** The city centre already offers a wide range of office provision, including many large purpose-built offices, particularly located in the Northminster area, as well as small-scale offices such as those in converted premises in the Priestgate area.
- 3.4.3** However, the city centre office stock is generally ageing and some is of poor quality, with increasing vacancy rates. Over the last 15 years there has been little investment in new office development in the centre and this has made it difficult to compete with out of town business parks.

- 3.4.4** Policy CS3 of the Core Strategy (Location of Employment Development) provides for the equivalent of at least 3.5 hectares of new employment land to be made available in the city centre, as part of Peterborough's overall provision for new employment development. This area of land would be capable of delivering in the region of between 52,500 and 87,500 square metres gross floorspace for development within B1 use class (primarily offices), depending on the average plot ratio that might be achieved.



- 3.4.5** It is expected that the majority of new office development will take place through the comprehensive redevelopment of the Opportunity Areas, particularly the Station East Opportunity Area. Together with the remainder of the Station Policy Area, this will become a prime location for high quality office development, mainly due to its strategic location with excellent access by rail to London and other major cities, as part of mixed-use retail, commercial and residential development. This transformation of the Station Policy Area is underway. Since March 2012 outline planning permission has been granted for approximately 19,000 square metres of office floor space.
- 3.4.6** The policies for each Policy Area (see chapter 4) identify suitable locations for new office and business development.

## City Centre Strategy

### 3.5 Housing

- 3.5.1** There are a number of existing residential areas in the city centre consisting mainly of flats and apartments. However, when compared to other towns and cities of a similar size and scale, Peterborough has relatively few properties in the city centre, and particularly in the city core.
- 3.5.2** A key element of the strategy for the city centre, linked to the wider Core Strategy growth ambition, is to increase the number of dwellings in the city centre to help improve activity outside normal shopping and working hours.
- 3.5.3** There are already two new schemes under construction: the Carbon Challenge site, off London Road (295 dwellings), and at Potters Way, Fengate (272 dwellings), and there are further opportunities to significantly increase the number of dwellings. This will take place through the comprehensive regeneration of several large areas of vacant and underused land, such as land around the railway station and south of the River Nene, as well as through incremental change throughout the next fifteen years and beyond. Each Policy Area identifies suitable areas for new housing development, sometimes as part of a mix of other uses.



## City Centre Strategy

### Student Accommodation

**3.5.4** The University Centre Peterborough (UCP), part of Anglia Ruskin University, formally opened in 2009, offering 30 degree courses for approximately 600 students. The University will expand over the next 15 years and the number of students living and studying in Peterborough is expected to increase. Therefore, there is a need to provide student accommodation, much of which could be in the city centre.

**3.5.5** Student accommodation can be provided by the private rented sector (and accredited landlords) as well as being purpose built. The council will support the provision of student accommodation in the city centre and particularly within the Northminster area, as city centre sites are sustainable locations, providing easy access to the campus buildings. This will help to achieve the objective of increasing the city centre population.

### The Scale of new Residential Development

**3.5.6** The Peterborough Core Strategy anticipates the provision of approximately 4,300 additional dwellings in the city centre over the period from 2009 to 2026. Appendix C updates this figure and shows how sites allocated in this Plan will contribute towards meeting the Core Strategy dwelling requirements for Peterborough as a whole.

**3.5.7** The following table presents the approximate number of dwellings that are planned from each Policy Area. Further details of the available sites and areas proposed for new housing development are included in the policies for each Policy Area (see chapter 4) and there is an explanation of the assumptions behind the table in Appendix C.

**Table two: Scale of residential development**

Policy Area	Committed At 1 April 2012	New Allocations	Opportunity Areas	Total
City Core	77	374	200	651
Station	0	0	650 - 750	650 - 750
Rivergate	0	100	0	100
Riverside South	295	175	400	870
Riverside North	0	50	0	50
Fengate	272	300 - 400	0	572 - 672
Boongate	0	70	0	70
City North	51	15	0	66
<b>Total</b>	<b>695</b>	<b>1084 - 1184</b>	<b>1250 - 1350</b>	<b>3029 - 3229</b>

## City Centre Strategy

### 3.6 Leisure, Culture and Tourism

- 3.6.1** Peterborough city centre has a good range of existing facilities and attractions such as the Cathedral, Peterborough Museum, Key Theatre, Regional Pool, Lido and sports facilities, Peterborough United's Football ground and a range of bars and night clubs, all of which attract visitors to the city centre.
- 3.6.2** More needs to be made of the existing, cultural, leisure and tourism facilities as well as a need to attract new facilities such as a centrally-located cinema and more bars and restaurants which will meet the needs of the city and the surrounding areas. The city centre will be the focus for new cultural, leisure and tourism venues in line with Core Strategy Policy CS18.
- 3.6.3** New restaurants, bars and cafes will be encouraged around Cathedral Square, along the south bank of the River Nene and as ancillary uses around the railway station.
- 3.6.4** There is potential to create a cultural quarter which straddles the riverside north and south policy area, incorporating the Key Theatre and Lido.



## 3.7 Townscape and Heritage

- 3.7.1** Peterborough is a historic settlement containing a wide range of historic buildings and archaeological assets; most notably the Norman Cathedral and surrounding precincts.
- 3.7.2** Today's city centre lies at the heart of the city's historic core and includes parts of the original medieval town centre and street patterns. Although the centre has seen significant modern development over the last 30 years, many of the historic buildings and places remain. Therefore it is important that during the next phase of growth, the historic environment is protected and enhanced.



- 3.7.3** There are two conservation areas in the city centre, identified on the Policies Map. The City Centre Conservation Area is located in the very heart of the city centre and the vast majority falls within the City Core Policy Area. The Park Conservation Area falls partly within the City North Policy Area and extends northwards beyond the city centre boundary.
- 3.7.4** There are many buildings of heritage value including over 100 listed buildings and 100 buildings of local importance. Again, the majority are located in the City Core Policy Area, with almost 50 protected buildings within the Cathedral Precincts alone.
- 3.7.5** This plan proposes development on a significant scale over the next 15 years, with the potential for considerable changes to the townscape, including buildings with a 'city' scale and mass and. Therefore it will be important to ensure that the design of new developments responds with care and attention to the historic context and the setting of heritage assets, particularly the Cathedral.
- 3.7.6** Our strategy is to preserve and enhance the centre's heritage assets and their settings in a manner commensurate with their significance. There will be an emphasis on high quality of design in all new development. The overall character and quality of the built environment of the city centre will continue to be improved through the proposals set out in the Public Realm Strategy. Good quality, well designed streets with attractive street furniture, public art and green spaces will help to create a strong sense of place and a safe, welcoming environment.

## City Centre Strategy



- 3.7.7** Policies CS16 and CS17 of the Core Strategy and policy PP17 of the Planning Policies DPD set out the council's policy for urban design, the public realm, the historic environment and heritage assets. They apply throughout Peterborough and require high quality and inclusive design and the protection and enhancement of the city's historic assets including listed buildings, conservation areas, scheduled monuments, historic parks and gardens, and locally designated assets. CS17 establishes a presumption against development that would unacceptably detract from critical views of Peterborough Cathedral by virtue of its height, location, bulk or design.
- 3.7.8** These policies form the basis for delivering the townscape and heritage strategy for the City Centre.

### 3.8 Green Spaces and the River Nene

**3.8.1** A key part of the strategy for the future of the centre is the maintenance and improvement of the green spaces available for public enjoyment. The city centre has a number of public green spaces which serve a variety of functions, ranging from places for relaxation and play to places for festivals and events. Of particular importance are:

- The Embankment
- The Cathedral Precincts
- Stanley Recreation Ground
- Bishops Road Gardens
- St John's Square



**3.8.2** The Cathedral Precincts form a distinct and clearly defined area within the city centre and include large areas of green open space. Their heritage value is protected through their inclusion in English Heritage's Register of Historic Parks and Gardens, their designation as a scheduled monument and their inclusion within the City Centre Conservation Area, but their open space value needs to be acknowledged in its own right.

**3.8.3** The council has taken steps to improve the availability of public open and green spaces through the recent creation of St John's Square, but our strategy is to secure further areas of green space as an integral part of new developments to meet the needs of future residents in the city centre. These may include 'pocket' parks, gardens, terraces, squares, courtyards and green roofs, all in accordance with the open space standards set out in policy PP14 of the Planning Policies DPD. A new green space will be created as a natural habitat area within the Fengate Policy Area, known as Embankment End Marsh.

**3.8.4** Wherever possible, new and existing green spaces in the city centre should help to improve connectivity for pedestrians and function as part of the wider Peterborough Green Grid network, providing links and access to the Nene Valley and to the open countryside.

## City Centre Strategy

**3.8.5** Reconnecting the River Nene with the City Core, by improving the links for pedestrians and cyclists, and making the most of this important asset are also key elements of the strategy for the city centre. Riverside locations have the potential to create highly attractive settings for new development, but it is generally acknowledged that the potential of the river and surrounding area has not been fully exploited. Much of the development during the course of the 20th Century served to isolate the river front from the remainder of the city centre and, with the notable exception of the Key Theatre; there are few leisure uses that take advantage of the riverside.

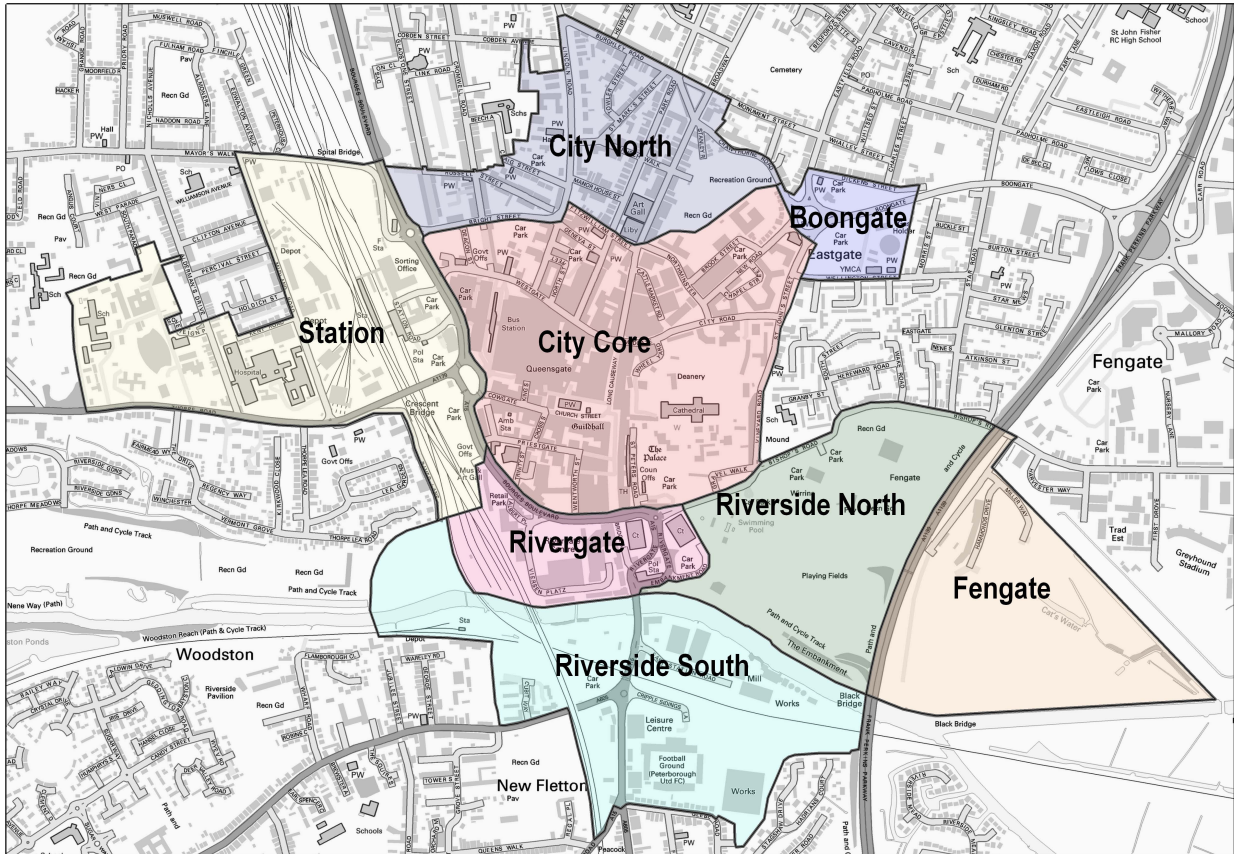


**3.8.6** The council's overall approach to the River Nene is presented in policy PP15 of the Planning Policies DPD. This addresses the Nene Valley as a whole, seeking to balance the competing pressures on the waterspace itself, the banks of the river and its townscape and landscape settings. Amongst other things, it supports development which would enhance recreation or bring landscape, nature conservation, heritage, cultural or amenity benefits. It seeks greater public access and the achievement of continuous publicly accessible paths and cycle routes alongside the river.

**3.8.7** These matters are addressed in more detail in the relevant Policy Areas in chapter 4 - the Riverside South, Riverside North and Fengate Policy Areas.

**4.0.1** This chapter focuses specifically on individual parts of the city centre, with policies and proposals which set out what the council would expect to happen in each one. There are eight distinct Policy Areas; the location and name of each one is shown on the following map.

**Map 1 City Centre Policy Areas Map**



**4.0.2** Each area has its own policy with specific planning requirements for that particular area. Where appropriate, the policies identify Opportunity Areas, which are large areas of underused or vacant land that have the potential for comprehensive redevelopment.

**4.0.3** Although each area has its own policy, any development should not take place in isolation, but as an element which contributes towards the wider success of the city centre. It is also important to improve the links between areas so that pedestrians, in particular, can make their way between different destinations safely and conveniently.

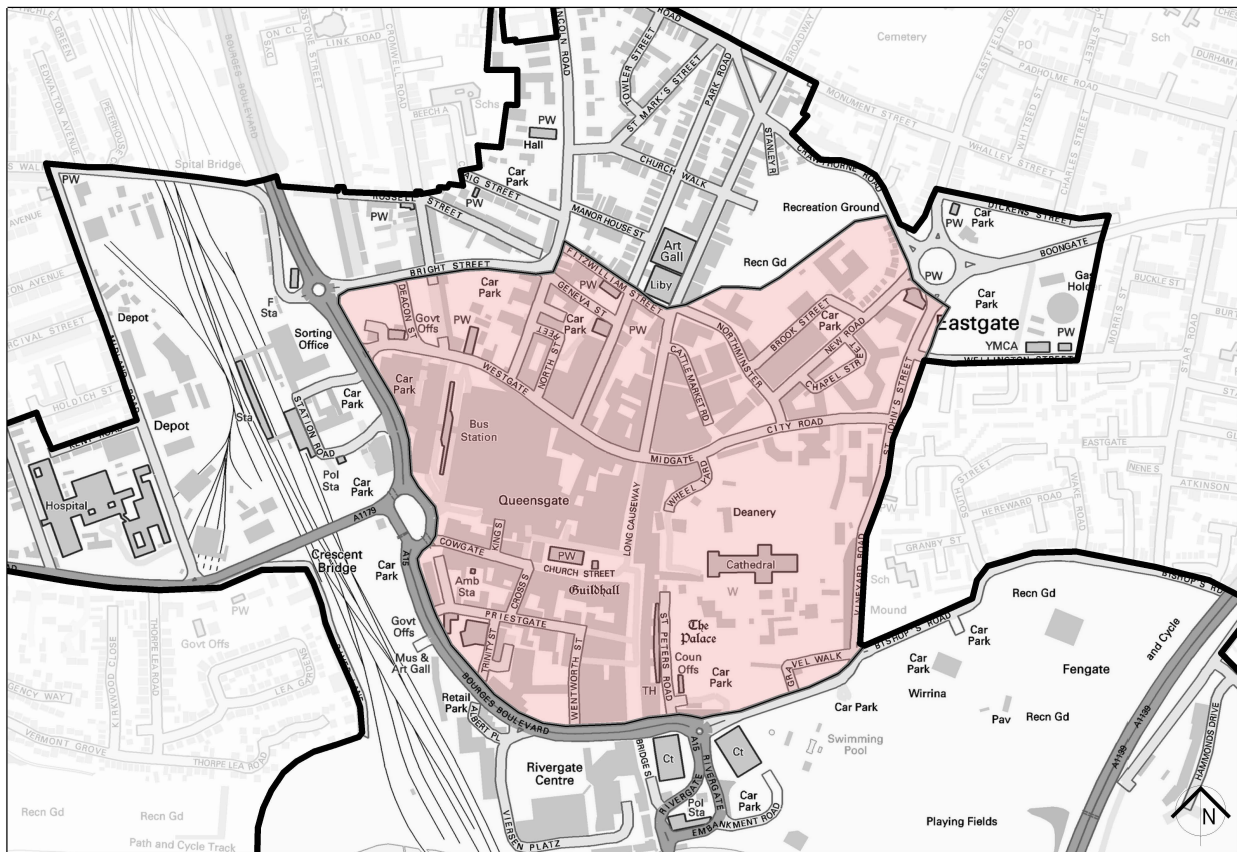
## Policy Areas

### 4.1 City Core Policy Area

#### Description of the Area

- 4.1.1** This Policy Area is the heart of the city. It forms the established retail, commercial and civic focus, as well as the historic centre. It is the area most likely to attract visitors to the city. It is a special area which we should be very proud of, but there is always room for improvement.
- 4.1.2** The area forms the main shopping area. It includes the Queensgate shopping centre, and other shopping streets such as Bridge Street, Westgate, Long Causeway and Cowgate. It will continue to be the primary focus for new retail development.
- 4.1.3** The area has a street pattern which originates from medieval times. The Cathedral, Guildhall, St John's Church and the new public realm and the transformed Cathedral Square form the central focus point for the whole city.
- 4.1.4** To the north of the Cathedral is an area known as Northminster. This area includes offices, retail, hotel, nightclubs and bars as well as the market, with some temporary surface car parks. There are opportunities for development to achieve more efficient use of land.
- 4.1.5** Towards the south west is Priestgate which contains many historic buildings, but it is currently not well connected with the rest of the City Core. This area has a predominance of office use but also and includes the Peterborough Museum.
- 4.1.6** To the north, the area between Queensgate and Bright Street is currently an underused part of the city and it has been identified as the North Westgate Opportunity Area. There have been proposals in the past for substantial new retail-led developments, but changes in the nature of retailing and the wider economic context have meant that a more modest and mixed use development solution is now more likely. It is proposed for redevelopment for a mix of uses, including retail, leisure, community and residential.
- 4.1.7** This Policy Area, and particularly the proposed North Westgate Opportunity Area, provides an important transition between the central commercial core and the inner city residential area to the north, which is characterised by comparatively high levels of deprivation and inequality. Development proposals here will have to be very carefully designed to better link these two areas, provide local commercial opportunities and avoid the scheme 'turning it's back' on that adjacent residential community. It is anticipated that existing street patterns will be retained to maintain continuity. The council will use its compulsory purchase powers where necessary for land assembly to ensure the optimum redevelopment solution.
- 4.1.8** The area is bounded to the west and south by Bourges Boulevard, which currently acts a physical barrier for pedestrians, so that connections with the railway station (Station Policy Area) and to the River Nene (Riverside South Policy Area) are very poor.
- 4.1.9** This City Core Policy Area matches the City Core area identified in the council's Local Transport Plan 3.

Map 2 City Core Policy Area



## Vision for the Area

- 4.1.10** The City Core Policy Area will see high quality mixed-use development and further improvements to the public realm.
- 4.1.11** There will be new retail and leisure provision, particularly further improvements to the Queensgate shopping centre and the North Westgate Opportunity Area. This will help to strengthen Peterborough's sub-regional role as a shopping destination.
- 4.1.12** Elsewhere, there will be more piecemeal new development, including residential, retail, cafes, bars and restaurants, combined with high quality public spaces. The evening economy will be diversified, for example through provision of a new cinema, to help create a more lively and attractive environment where people want to visit, work and live and which offers a wide range of uses for everyone of any age.
- 4.1.13** Building frontages will be protected and enhanced so that they remain active with a high footfall of customers during both the day and evening.
- 4.1.14** The transition between the area and inner city residential areas will be enhanced, with better connections more generally to other parts of the city centre, such as the station and the River Nene.
- 4.1.15** Despite these changes the key feature of the area will continue to be the historic core and all opportunities to protect and enhance these features will be taken.

## Policy Areas

### Policy CC 3

#### City Core Policy Area

Within the area designated as the City Core on the Policies Map, the city council will seek development of the highest quality which, in overall terms, strengthens the area as the retail, leisure, tourism and civic focus for Peterborough and its sub-region, broadens the range of land uses and enhances the visitor experience for all.

New development must, where appropriate:

- improve the quality of the townscape, architecture and public realm
- protect important views of the Cathedral
- preserve or enhance the heritage assets of the area, and their setting, in a manner appropriate to their significance
- protect and enhance existing retail areas
- contribute to the target provision of 600 new homes by 2026

The following sites, as identified on the Policies Map, are allocated primarily for residential use:

Site reference	Site Name		Indicative number of dwellings
Site less than 10 dwellings with Planning Permission at 31 March 2012			4
CC3.1	37-39 Brook Street	NS	10
CC3.2	49 - 55 Priestgate	NS	24
CC3.5	Unex Group car park, Brook Street	NS	39
CC3.1	North Westgate		200
CC3.2	Cathedral precincts		24
	(To be delivered in accordance with an agreed master plan)		
Other locations within the Policy Area	Including Flats above shops		100
	Northminster (As part of a wider masterplan for the area, including student accommodation.)		200
	Other areas in the City Core		
<b>Total</b>			<b>601</b>



Within the North Westgate Opportunity Area (CC3.1), as identified on the Policies Map, planning permission will be granted for comprehensive mixed-use redevelopment including retail, housing, office and leisure uses, which is well integrated with the existing retail area. This must also include improvements to pedestrian connectivity between the site and the railway station. The design, layout and access arrangements must enhance the transition between the residential area to the north and the city centre.

Individual proposals which would prejudice the comprehensive redevelopment of this Opportunity Area will not be permitted. Any proposals for North Westgate should complement existing community regeneration projects coming forward in the City North Policy Area.

Elsewhere in the City Core Policy Area, the city council will expect and support, in principle, proposals that would help to deliver the following:

- a net increase in dwellings, including apartments above existing commercial or new commercial development and the provision of student accommodation
- improved connectivity for pedestrians and cyclists within the Policy Area and with surrounding areas, particularly improved access to the railway station and riverside
- mixed-use development with active street frontages
- development which encourages trips into the city centre for shopping, leisure, social and cultural purposes
- additional high quality office space

The council will support proposals to improve the market or, if necessary, work with market traders to identify a new location.

## Policy Areas

### 4.2 Railway Station Policy Area

#### Description of the Area

- 4.2.1** This Policy Area is located to the west of the city centre and primarily comprises the former hospital site (which relocated to a new site in 2011), the railway station and associated operational railway land.
- 4.2.2** The Policy Area is bounded by Bourges Boulevard to the east, which creates a physical barrier between the railway station and the City Core Policy Area. Current access to the City Core is either via an underpass or a footbridge, neither of which are attractive, clear or easy options.
- 4.2.3** The area comprises large areas of under-utilised railway land, low density and derelict industrial land. This offers significant opportunity for major mixed-use development and regeneration of a prominent part of the city.
- 4.2.4** Within this Policy Area there are three distinct Opportunity Areas: the former Hospital Site and the two Station areas either side of the railway.
- 4.2.5** The railway station is undergoing significant investment and enhancement. Peterborough station is on the East Coast Main Line approximately 45 minutes from London and 1 hour 30 minutes from Leeds and York and the Railway Station Policy Area is an excellent strategic location for new investment.

#### Hospital Site

- 4.2.6** A Supplementary Planning Document (SPD) was adopted for this site in 2010; it sets out the main requirements and land uses for the redevelopment of this area. This City Centre Plan does not seek amendments to that SPD.
- 4.2.7** The majority of the site is now vacant and forms a large area of underused brownfield land. The site is bounded to the south by Thorpe Road, which is a main arterial road to the city centre. The site is surrounded by existing residential areas with some low value employment sites on Midland Road; the surrounding properties are of varying age, style and density. There is an established local community.
- 4.2.8** The site is an irregular shape and not all of the land is available for development. The land is in several different ownerships, with the Primary Care Centre building to remain on site. The land available for development comprises pockets of, rather than fully connected, land available for redevelopment. This makes it essential that there is a clear, co-ordinated redevelopment scheme put in place, and why an SPD for this site has been produced.

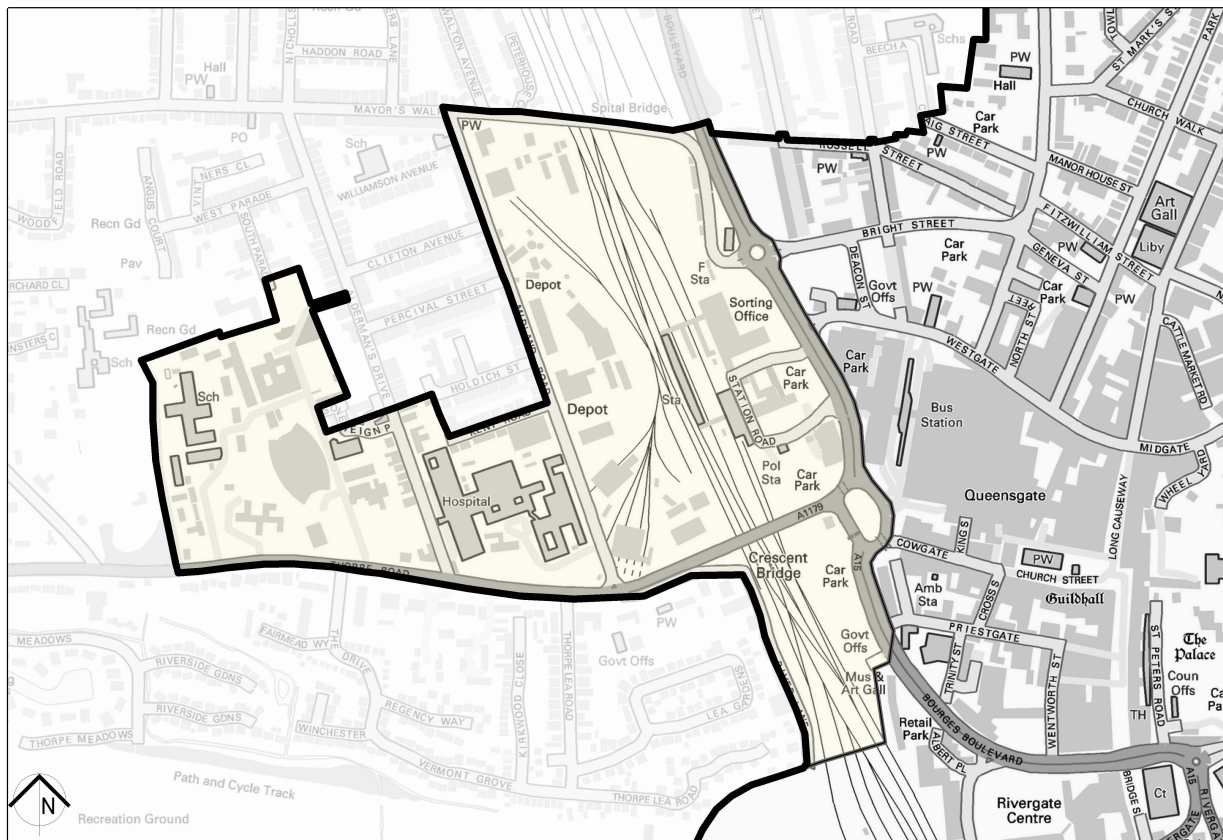
#### Railway Station

- 4.2.9** A Station Quarter brief was adopted by the Council in 2008. The development brief is not a statutory planning document, but it does set out the broad aspiration for the station area and what would be expected in terms of design. Developers are therefore encouraged to refer to it.
- 4.2.10** The two Station Opportunity Areas are bisected by the main railway line and are not well connected. This is why this area has been split into two Opportunity Areas to enable the delivery of the sites as separate parcels. The council will encourage extension of the station land bridge to provide passengers access to the station from Midland Road.
- 4.2.11** Many of the redundant industrial buildings detract from the overall quality of the area as well as presenting a negative visual impression of the city for passengers who are either passing through or arriving at the station.

## Policy Areas

- 4.2.12** The Station East Opportunity Area includes a large area of open surface car parking for approximately 900 spaces to the south as well as a multi-storey car park for 600 spaces linked to the station and Queensgate shopping area.
- 4.2.13** Directly opposite the station entrance is the Great Northern Hotel, which is listed as a building of local importance. Outline planning permission has been granted for extension of the hotel and significant new office development. Outline planning permission has also been granted for office development and a supermarket on the adjoining, former Royal Mail site.
- 4.2.14** Within the Station West Opportunity Area, the southern part of the site was used as marshalling and goods yards and includes historic buildings, two of which are listed.

Map 3 Railway Station Policy Area



## Vision for the Area

- 4.2.15** The redevelopment of this area is critical to the future success of the city. The overall vision for this Policy Area is to deliver a transformation from part of the city characterised by unused and underused land into one with a range of high quality modern developments. There will be an improved railway station with easier and more attractive pedestrian access into the rest of the city centre, including, in particular, the main retail area.
- 4.2.16** There will be a high quality new city centre office quarter in Station East. The large vacant hospital site provides an opportunity to create a new high quality residential neighbourhood which will integrate well into the existing local community and take advantage of the proximity to public transport and the city centre, reducing the need to travel by car.

## Policy Areas

### Policy CC 4

#### Railway Station Policy Area

Within the area designated as the Railway Station Policy Area on the Policies Map, the city council will support and encourage high quality mixed-use developments which create an attractive and legible gateway into the rest of the city centre.

Redevelopment in the following Opportunity Areas, as identified on the Policies Map, should provide approximately the number of dwellings indicated as part of wider mixed-use schemes.

Site reference	Site Name	Status*	Indicative number of dwellings
CC4.1	Hospital Opportunity Area		350
CC4.2	Station West Opportunity Area		200 -300
CC4.3	Station East Opportunity Area		100
<b>Total</b>			<b>650 - 750</b>

\* Status at 1 April 2012. O = Outline. NS = Not started, with full planning permission. UC = under construction

Development proposals for the Hospital Opportunity Area should be in accordance with the adopted Peterborough District Hospital Site SPD.

Development proposals for the Station West Opportunity Area should:

- deliver predominantly residential development, although office development would also be supported
- provide community uses
- incorporate and enhance the listed railway sheds to the south of the site, or secure their relocation to an appropriate alternative site
- safeguard land for, and assist delivery of, a foot/cycle bridge over the railway line, connecting to the Station East Opportunity Area
- help to facilitate a new 'west' entrance to the station.

Development proposals for the Station East Opportunity Area should deliver a mixed-use, commercial-led development, including:

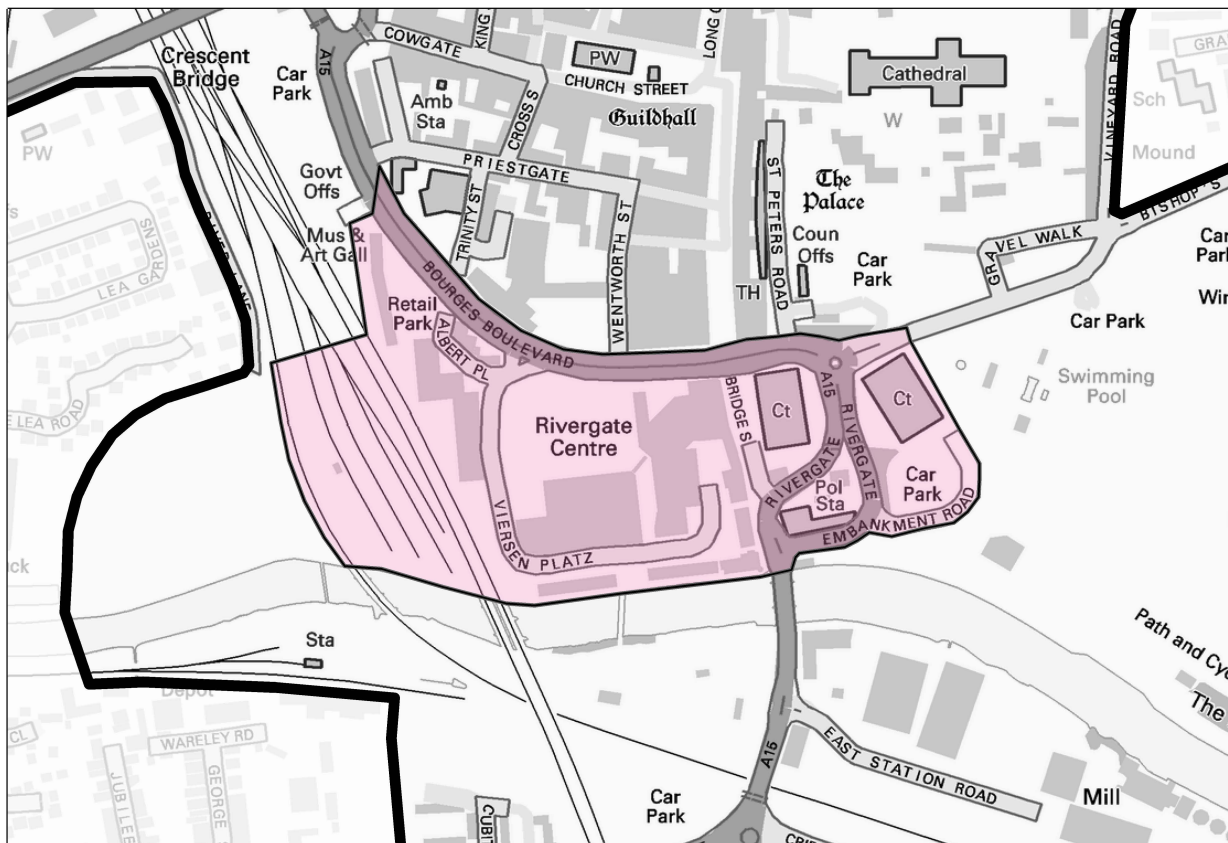
- high-quality office development
- retail uses ancillary to, and associated with, the railway station (other than the consented convenience retail development on the former Royal Mail site)
- bars, restaurants and leisure uses
- safeguarding of land for a footbridge over the railway line, connecting to the Station West Opportunity Area.
- Assisting delivery of improved connections between the Area and the City Core

## 4.3 Rivergate Policy Area

### Description of the Area

- 4.3.1** The Rivergate Policy Area is an area of land between the City Core and the River Nene (Riverside South Policy Area). It is located south of Bourges Boulevard, with a supermarket, surface car park and the Rivergate shopping arcade at its centre. It also includes the Magistrates Courts and Crown Courts buildings and Bridge Street police station which appear as “islands” due to the Rivergate gyratory system. The mix of uses is completed with offices and shops in former railway warehouses to the west and flats overlooking the river Nene to the south.
- 4.3.2** This area provides an important link from the City Core to the River Nene and parts of the city centre further south, but Bourges Boulevard acts as a physical barrier to the ease of movement for pedestrians in both directions. Although Lower Bridge Street and the Rivergate Centre form part of the Primary Shopping Area they are seen as secondary retail areas by many visitors due to this physical separation.

Map 4 Rivergate Policy Area



### 4.3.3 Vision for the Area

- 4.3.4** The vision for this area is to create a more prominent retail location that is better integrated with the City Core and that provides a well connected, attractive and active route to the River Nene, helping to draw people to the river and the Riverside South Policy Area.
- 4.3.5** This will be achieved through public realm improvements along the historic route of Bridge Street as set out in the Public Realm Strategy, including a significant change to the function and character of Bourges Boulevard as set out in Chapter 5. There will be more active uses along Lower Bridge Street throughout the day and evening, with the possibility of some remodelling of the Rivergate Shopping Centre for retail and residential purposes.

## Policy Areas

### Policy CC 5

#### Rivergate Policy Area

Within the area designated as the Rivergate Policy Area on the Policies Map, the principle of a retail-led mixed use development, incorporating approximately 100 dwellings, will be supported provided that it:

- delivers an improved pedestrian and cycle link through the area, between the City Core and Riverside South Policy Areas;
- makes provision for active uses throughout the day and evening along Lower Bridge Street; and
- conserves the Listed buildings located in the area, incorporating them sympathetically into the design solution
- Assist delivery of improved connections between the area and the City Core, the Riverside North and Riverside South Policy Area

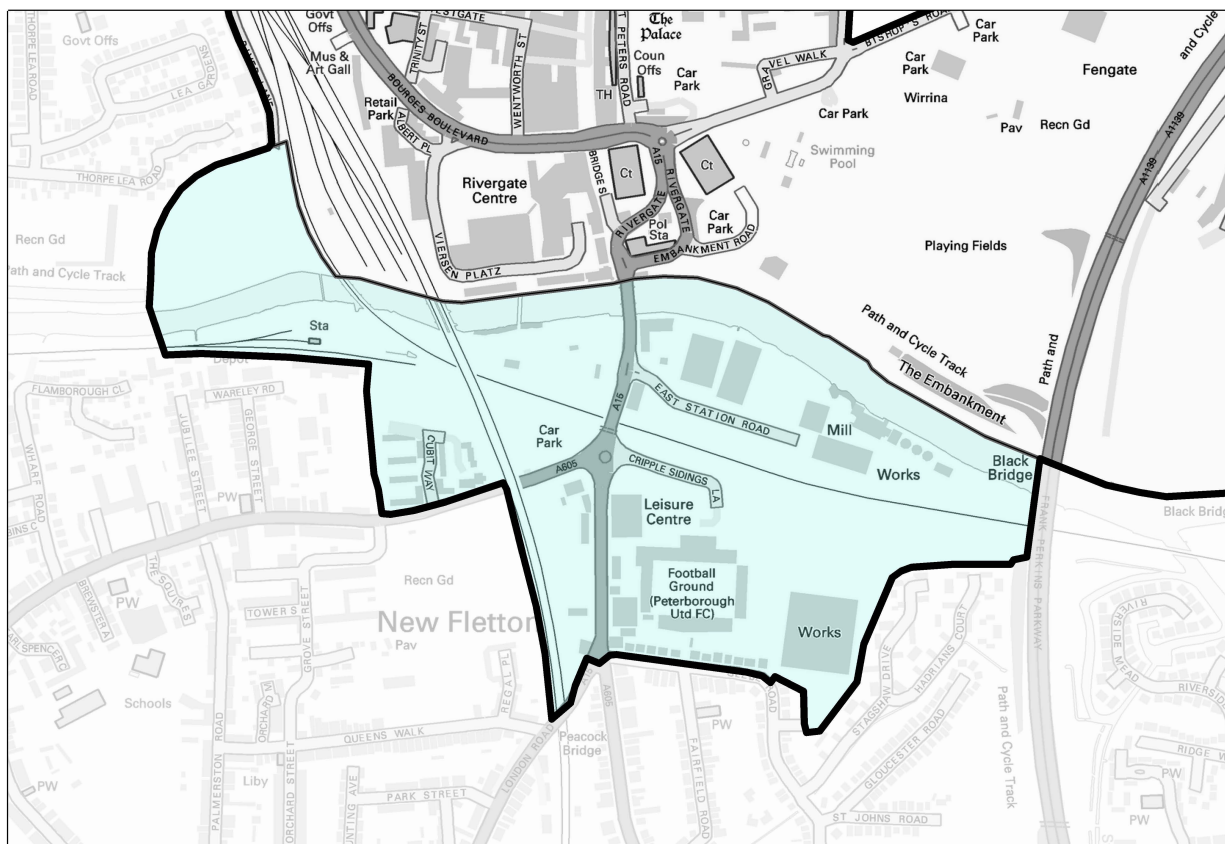
Any proposals that would result in a comprehensive redevelopment of this area including the Rivergate centre and/or the Rivergate gyratory system must be supported by a masterplan or SPD.

## 4.4 Riverside South

### Description of the Area

- 4.4.1** This Policy Area is located to the south of the city centre and mainly south of the River Nene. The area includes former industrial land and contains a number of vacant and derelict sites in a prime central location.
- 4.4.2** The Fletton Quays Opportunity Area is located within this Policy Area, between the River Nene and the Peterborough to March railway line, and consists of approximately 6.8ha of derelict land which presents an excellent opportunity for high profile redevelopment of a major brownfield site.
- 4.4.3** The Carbon Challenge Site (Vista) is located south of the railway line; this site commenced construction in 2012 and will deliver 295 new homes.
- 4.4.4** This area also contains a variety of uses including the Peterborough United Football Ground, Pleasure Fair Meadow car park and Railworld land either side of the river.
- 4.4.5** Currently this Policy Area is poorly connected to the City Core and other surrounding residential areas, and the railway lines act as barriers to movement. Part of the area is located in Flood Zones 2 and 3, particularly the areas to the west.

**Map 5 Riverside South Policy Area**



### Vision for the Area

- 4.4.6** This Policy Area will see substantial change over the Plan Period. There will be a number of major new mixed-use developments which will enhance the southern gateway into the city centre and make the most of the attractive riverside setting.

## Policy Areas

- 4.4.7** The Fletton Quays Opportunity Area will be transformed from an underused and derelict part of the city into a vibrant and attractive residential, leisure and cultural area, providing active uses such as bars and cafes along the river frontage. These will help attract visitors to this part of the city and to establish the river as a prominent feature of the city. Development will incorporate a pedestrian route along the river and an iconic pedestrian/cycle bridge over the river, connecting to other parts of the city centre.
- 4.4.8** The football ground will see transformation into a community stadium and there will be an enhanced visitor attraction at Railworld, on the south side of the river. Residential development will take place on the opposite north side of the river, off Thorpe Lea Road.
- 4.4.9** A consistent theme running through all of the changes in this area will be measures to make the river and its banks more accessible and more attractive for all users, including opportunities for greater use by pleasure craft.



## Policy CC 6

### Riverside South Policy Area

Within the area designated as the Riverside South Policy Area on the Policies Map, development will be supported, in principle, where it helps to secure the transformation of disused and underused land, in order to create an enhanced gateway into the city centre.

Wherever appropriate, developments should help to improve pedestrian and cycle links between the area and rest of the city centre and adjacent areas, and provide pedestrian access along the river frontage. A site-specific flood risk assessment will be required for all developments which have flood risk implications and this will need to demonstrate that the development will be safe without increasing flood risk elsewhere.

Collectively, the development of sites within the Policy Area should provide approximately 820 dwellings, in accordance with the number of dwellings indicated for each site, or area, below:

Site reference	Site Name	Status*	Indicative number of dwellings
CC 6.1	Carbon Challenge Site	NS	295
CC 6.2	Fletton Quays Opportunity Area		400
CC 6.3	Railworld North (prestige homes		50
	Other locations within the Policy Area		125
<b>Total</b>			<b>870</b>

\* Status at 1 April 2012. O = Outline. NS = Not started, with full planning permission. UC = under construction

Within the Fletton Quays Opportunity Area, planning permission will be granted for a mixed-use development which delivers approximately 400 new dwellings. Offices, culture and leisure uses (excluding cinema), with restaurants and bars along the river frontage will also be acceptable. Development should:

- maximise the advantages of the riverside setting with a high-quality design solution
- deliver an attractive public riverside walk and cycle path with a new foot/cycle bridge across the River Nene to the Embankment
- incorporate and enhance the Listed buildings (railway engine sheds and goods sheds) and building of local importance (the Mill), with imaginative new uses
- incorporate appropriate flood risk mitigation measures, as identified through a site-specific flood risk assessment
- Retail use should be limited to that ancillary to serve the Opportunity Area itself.
- Include where appropriate elements of naturalisation of the river corridor.

Individual proposals for development which would prejudice the comprehensive redevelopment of this Opportunity Area will not be permitted.

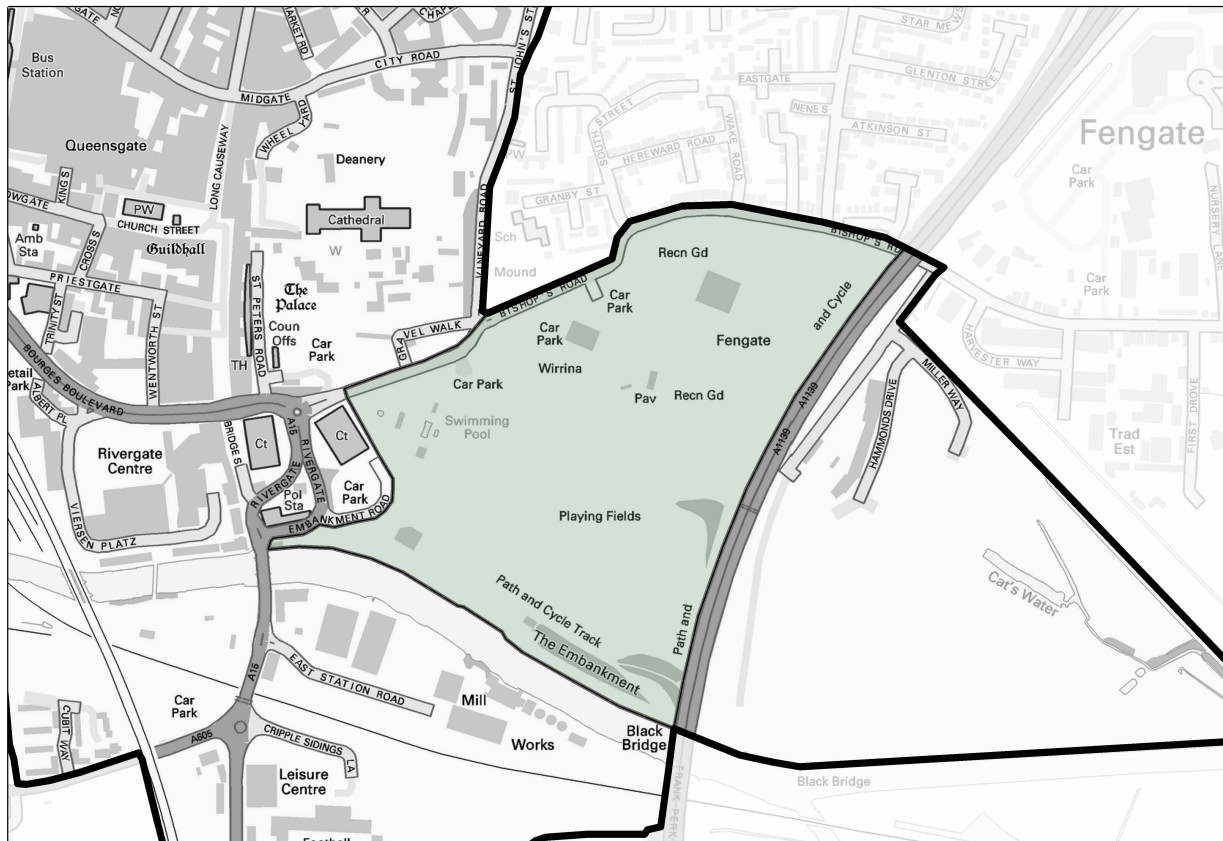
## Policy Areas

### 4.5 Riverside North Policy Area

#### Description of the Area

- 4.5.1** This area is located to the south and east of the Cathedral and to the west of the Frank Perkins Parkway. It includes the Embankment which will remain a protected area of open space, and the regional pool and athletics track to the north of the Policy Area.
- 4.5.2** The Policy Area also includes the Key Theatre and Lido and large areas of surface car parks along Bishops Road as well as the derelict Worrina site.
- 4.5.3** To some extent, the area is seen as a secondary part of the city centre due to the poor links and connectivity with the City Core and Riverside South Policy Areas. This means that this high quality area of open space with a river setting in the city centre is relatively underused. Other than for formal events.

Map 6 Riverside North Policy Area



#### Vision for the Area

- 4.5.4** The vision for this area is to bring the southern part of the embankment into much greater use, making the most of its riverside setting. This will be achieved through improving connections with other parts of the city centre, including the provision of a new foot/cycle bridge over the River Nene from the Fletton Quays Opportunity Area and improved foot/cycle links between the Rivergate area and the new residential development which is proposed to the east of Frank Perkins Parkway.
- 4.5.5** It is also a citywide vision to improve the existing sports facilities towards the north of the Policy Area; this may include provision of a new 50 metre swimming pool. There will also be improvements to the entrance and access to the sports area.

## Policy CC 7

### Riverside North Policy Area

The Riverside North Policy Area, as shown on the Policies Map, will remain a generally open area for social, recreational, leisure and cultural uses.

Any built development will be confined to the northern part of the site and along the frontage to Bishops Road. Development proposed for this area will include provision for a new swimming pool and other sports facilities as well as approximately 50 prestige homes.

All new development must be of high design quality and improve the pedestrian and cycle links to the City Core Policy Area and Fletton Quays Opportunity Area, including a new foot/cycle bridge across the River Nene.

The council will support proposals which will improve and enhance the Key Theatre by making the most of the riverside location and links to Fletton Quays Opportunity Area.

Views of the cathedral from the south and south east and the setting of the Listed Lido should be preserved.

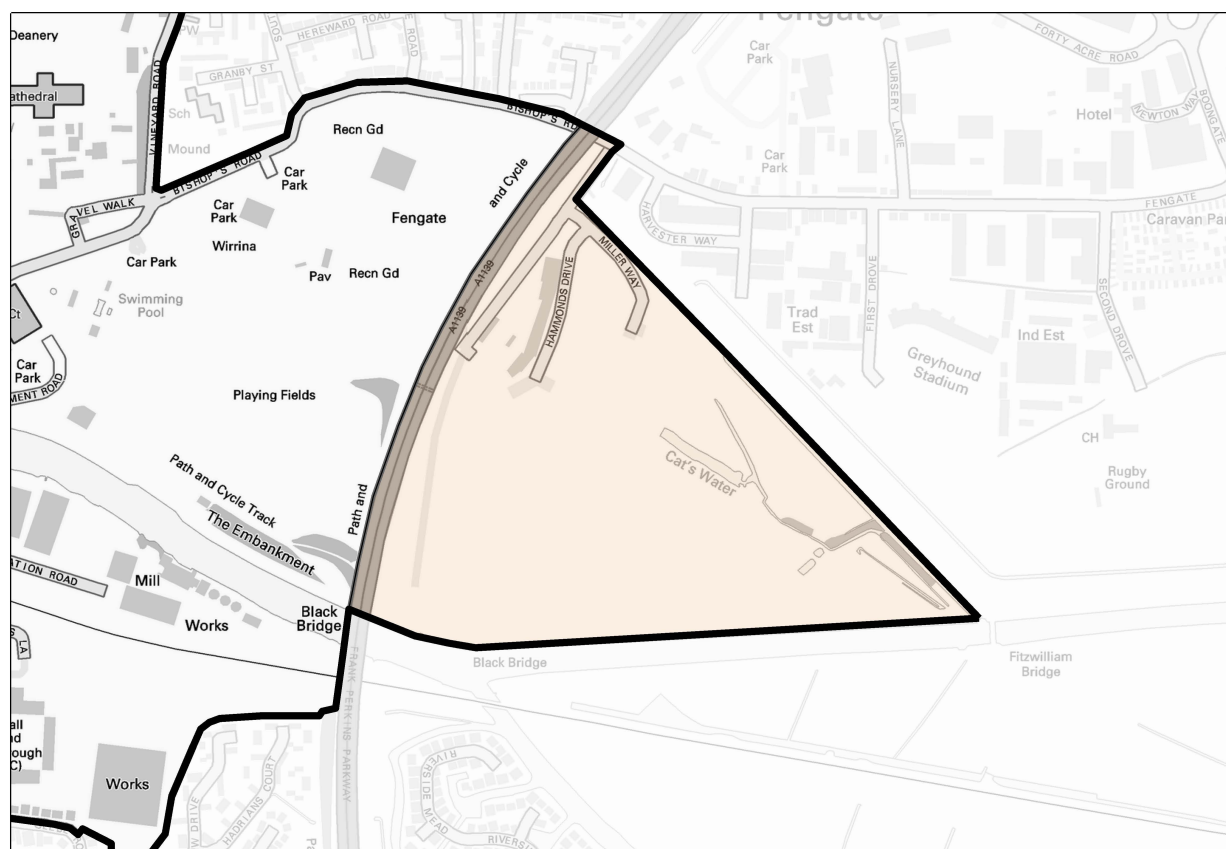
## Policy Areas

### 4.6 Fengate Policy Area

#### Description of the Area

- 4.6.1** The Fengate Policy Area is located to the east of Frank Perkins Parkway. In the north of the area, a large area of former derelict land off Potters Way is being redeveloped for residential purposes, with the second phase under construction. The area to the south is currently an open area of land which is unused except on an informal basis for recreation. (This area was a former landfill site.)
- 4.6.2** In the east, the Policy Area includes an area of land of high biodiversity value which will become an informal nature reserve and this is protected as an area of green space.
- 4.6.3** The Policy Area is currently poorly connected to the wider city centre, although there are pedestrian links along the River Nene which form part of a river walk that runs the length of the site.
- 4.6.4** Part of this Policy Area is located within flood zone 3; therefore any future development will be restricted to the areas at a lower risk of flooding and will need to incorporate suitable flood mitigation measures.

Map 7 Fengate Policy Area



#### Vision for the Area

- 4.6.5** The vision for this area is the creation of an attractive river front residential development which will provide mainly family accommodation and associated community facilities.
- 4.6.6** Any development will incorporate and enhance the existing pedestrian route along the River Nene and improve the river frontage in accordance with policy PP15 of the Peterborough Planning Policies DPD.

## Policy CC8 Fengate Policy Area

### Policy CC 8

#### Fengate Policy Area

Within the area designated as the Fengate Policy Area on the Policies Map, planning permission will be granted for residential and associated ancillary development on the following sites:

Site reference	Site Name	Status*	Indicative number of dwellings
CC8.1	Potters Way	UC	272**
CC8.2	Fengate South		300-400
<b>Total</b>			<b>572 -672</b>

\* Status at 1 April 2012. O = Outline. NS = Not started, with full planning permission. UC = under construction

\*\* Dwelling still be completed on this site.

Prior to the granting of any planning permission for residential development on the Fengate South site (CC8.2), the council will require the developer to submit a masterplan or other evidence documents that address the following matters:

- how flood risk issues are to be addressed, including the location of dwellings in areas at lowest probability of flooding and the proposed flood risk mitigation measures;
- the arrangements for the remediation of the site to a standard suitable for residential and associated uses;
- transport issues, including vehicular access arrangements, measures to address transport impacts beyond the site and measure to improve pedestrian and cycle infrastructure for the area to the City Core (Thus reducing the need to travel by car)
- impacts on biodiversity, including, in particular, any impacts on the Nene Washes SSSI, SAC, SPA and Ramsar Site;
- visual and landscape impacts (including countryside and cathedral views);
- a design solution that creates a high quality residential environment with associated community facilities, providing an attractive frontage to the river with the possibility of moorings; and
- the creation of an attractive public riverside walk and cycle path which runs the length of the site, connecting with the foot and cycle paths from the Embankment west of the Parkway.

The council will require the submission of sufficient information from the applicant to enable it to complete a project-level screening exercise under the Habitats Regulations, and, if that screening concludes that full Appropriate Assessment is needed, sufficient information to enable it to complete that Appropriate Assessment. This process will need to demonstrate that the development will not have an adverse effect on the integrity of the Nene Washes.

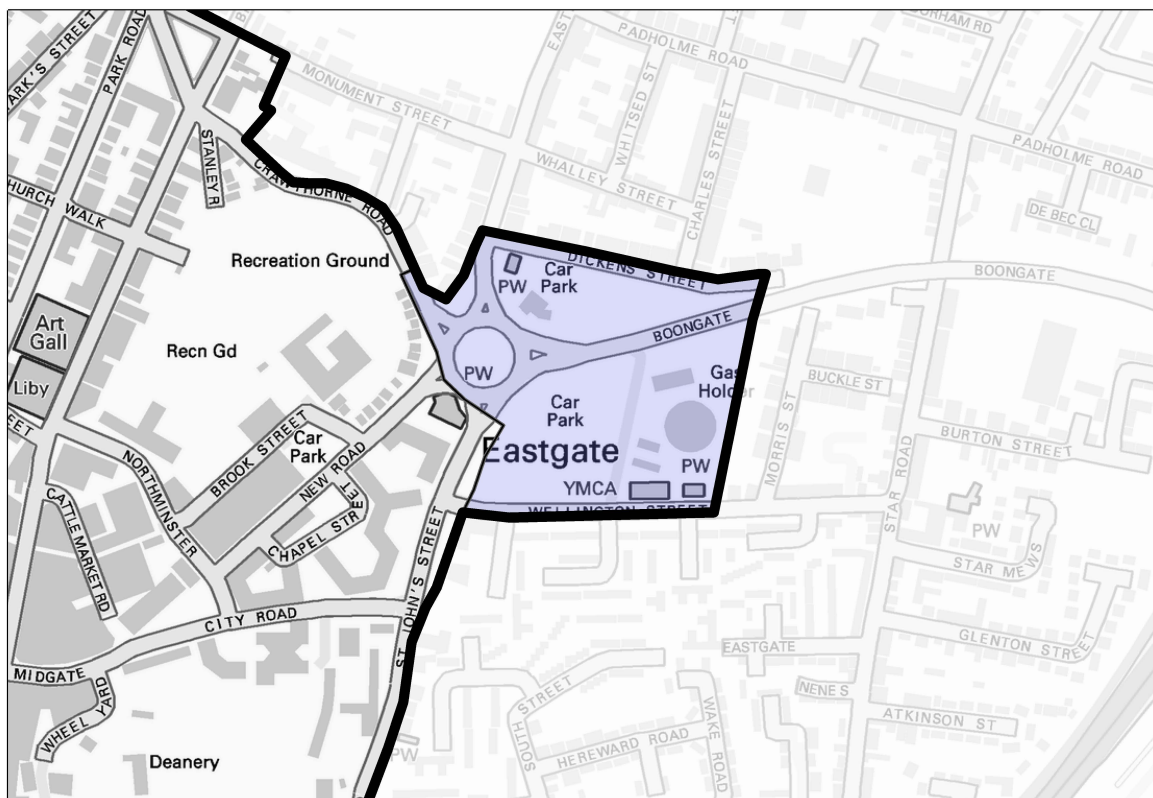
## Policy Areas

### 4.7 Boongate Policy Area

#### Description of the Area

**4.7.1** This area is located on the eastern edge of the city centre and forms an important entrance into the city centre from the east and particularly from the Frank Perkins Parkway. The area is dominated by the Boongate roundabout and includes the gasholder station and two surface car parks either side of Boongate. The Policy Area also includes a church and community centre along Dickens Street.

**Map 8 Boongate Policy Area**



#### Vision for the Area

- 4.7.2** The vision for this area is to create a more attractive gateway into the city centre. There will be more efficient use of the land around Boongate, including improvements to the existing car parks and new residential development.
- 4.7.3** Improvements to the Boongate roundabout are proposed. These will include signalization and improved pedestrian crossing arrangements for the benefit of residents from the Eastgate and Eastfield areas of the city.
- 4.7.4** Any development in this Policy Area must comply with guidance from the Health and Safety Executive in respect of proximity to the Wellington Street gasholder.

## Policy CC9 Boongate

### Policy CC 9

#### Boongate Policy Area

Within the area designated as Boongate on the Policies Map, planning permission will be granted for a high quality residential-led development which creates an enhanced gateway into the city centre.

The following sites, as identified on the Policies Map, are allocated primarily for residential use:

Site reference	Site Name	Status*	Indicative number of dwellings
CC9.1	Dickens Street Car Park		30
CC9.2	Wellington Street Car Park		40
<b>Total</b>			<b>70</b>

\* Status at 1 April 2012. O = Outline. NS = Not started, with full planning permission. UC = under construction

**The Wellington Street car park site will include residential development and a multi-storey car park providing at least the same number of parking spaces as exist on the site at present.**

**4.7.5** No residential development in this Policy Area will be permitted within the inner zone of the Wellington Street gasholder station.

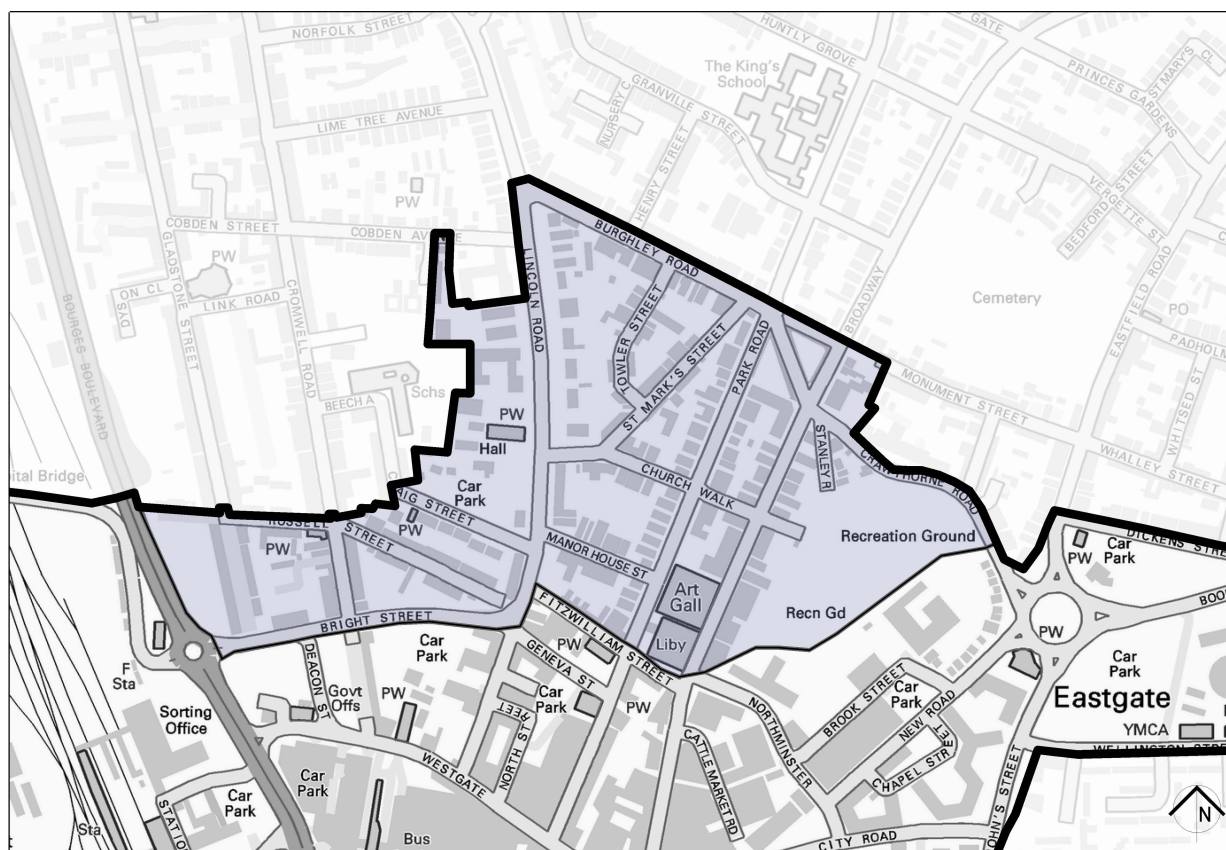
## Policy Areas

### 4.8 City North Policy Area

#### Description of the Area

- 4.8.1** This area is towards the north of the city centre and is seen as a transitional area between the commercial City Core and the inner city residential areas. It includes many public buildings such as the Central Library and the Broadway Theatre building and a large part falls within the Park Conservation Area.
- 4.8.2** The area has a mix of commercial and residential properties, including substantial Victorian/Edwardian villas and terraced housing. It includes the Stanley Recreation Ground, which is a valued area of green space.
- 4.8.3** Broadway is a key thoroughfare approaching the City Core from outlying residential areas to the north. The traditional urban fabric has been partially replaced with large scale early 20<sup>th</sup> century buildings. This street includes small scale commercial uses and small retail units and the area is currently one of the main focuses for the evening economy, with several restaurants and bars.
- 4.8.4** The majority of this Policy Area forms part of the wider regeneration area covered by “Operation Can-Do”, which is a 10 year multi-agency initiative in the Gladstone, Millfield and New England areas, supporting a range of physical and community regeneration projects.
- 4.8.5** The area adjoins the North Westgate Opportunity Area, where it is proposed that there should be a major redevelopment of vacant and underused land. Care will be needed to ensure that any scheme creates an attractive and integrative frontage onto Bright Street.

Map 9 City North Policy Area





**Vision for the Area**

- 4.8.6** This is a part of the city that will see incremental, rather than fundamental change, over the lifetime of this plan. Development will seek to create a sensitive transition between high density commercial uses to the south and terraced residential streets to the north. Particular effort must be made to ensure effective and seamless linkages between the commercial core and outlying residential areas.
- 4.8.7** New residential development will take place at various locations, and there will be infill development where this can be achieved in a sensitive manner. Given the high density of residential use and the need to maintain a balanced housing offer including family homes, the subdivision of houses to flats will not be supported.
- 4.8.8** The overall vision for the area is to create pride, safety and community cohesion as part of the overall 'Operation Can-Do' initiative, with any new development in the Park Conservation Area preserving or enhancing its character.

## Policy Areas

### Policy CC 10

#### City North Policy Area

Within the area designated as City North on the Policies Map, the following sites are allocated primarily for residential use:

Site reference	Site Name	Status*	Indicative number of dwellings
Sites under 10 dwelling with planning permission at 31 March 2012			16
CC 10.4	57-71 Broadway	NS	10
CC 10.5	80 Lincoln Road	UC	25
CC 10.10	58 – 60 Lincoln Road		4
CC 10.11	69 – 75 Lincoln Road		11
<b>Total</b>			<b>66</b>

\* Status at 1 April 2012. O = Outline. NS = Not started, with full planning permission. UC = under construction

Further infill development will be acceptable in this area provided that it respects the character and built form of the surrounding area. Sub-division of properties into flats and the subdivision of houses in multiple occupation will not be supported in this area.

The city council will support, in principle, development that would:

- improve the mix of uses
- complement and support any community regeneration projects
- improve connectivity for pedestrians and cyclists to the City Core and, in particular, to North Westgate

The Stanley Recreation Ground will be protected and enhanced with new facilities for local users. Proposals for development adjoining the Recreation Ground should help to reconnect it to the rest of the city centre and ensure activity and overlooking across the open space to enhance the sense of safety.

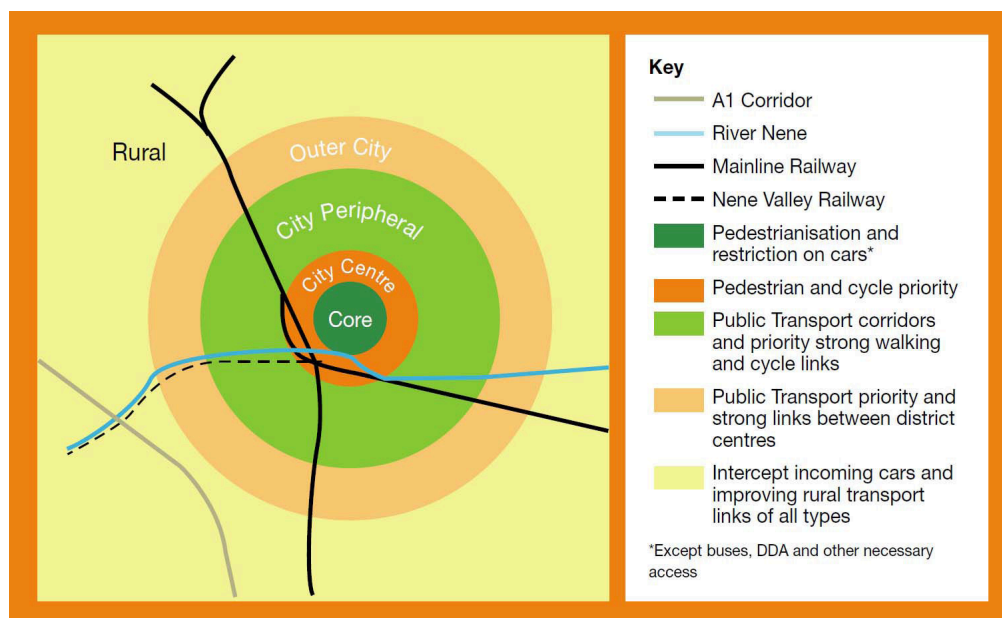
## 5.1 Transport

### Introduction

- 5.1.1** This section sets out the transport strategy required to support the delivery of the City Centre Plan.
- 5.1.2** The levels of growth and major regeneration proposed for the city centre will have a significant impact on the wider strategic transport network and will require transport master planning to ensure improvements are in place to support growth.

### Local Transport Policy

- 5.1.3** The main transport policies and infrastructure requirements are set out in the Peterborough Long Term Transport Strategy (2011 to 2026) (LTTTS) and Local Transport Plan 3 (2011 to 2016) (LTP3), both of which were adopted in April 2011.
- 5.1.4** The LTTTS covers the same 15 year timescale as the Core Strategy and this City Centre Plan. The overall growth targets and broad locations for growth set out in the Core Strategy, including city centre issues, were used to assess the transport situation and future impact on the network.
- 5.1.5** The LTP3 sets out the more short term transport policies, infrastructure requirements, funding and timescales. It also defines a spatial strategy for the authority area, as set out diagrammatically below. Two zones align with this City Centre Plan: the 'city centre', is the same boundary of the City Centre Plan, and a smaller sub-section called the 'city core', which is the same as the City Core Policy Area in this Plan.



## Transport

**5.1.6** The LTTS and LTP3 have policies and proposals covering a wide range of matters, only some of which have 'land use' implications. Taking the land use principles and policies set out in the LTTS and LTP3, an overarching land use Transport Vision has been prepared for this City Centre Plan and is set out below:

### City Centre Transport Vision

In 2026 the city centre will have become cleaner and greener with improved local air quality. There will be fewer non-stopping vehicles passing through the city centre and less vehicles will enter the city core. Public transport will continue to increase, helped by improved transport interchanges and a transformed railway station.

Additional priority will be given to **pedestrians** in the city centre and the city core. Particular attention will be made to improving **accessibility** for all including those with disabilities. There will be improved facilities for **cyclists** to encourage them to access the city centre and city core, and to provide alternative routes to bypass the city core for those on through trips. More high quality, attractive and accessible public realm will be provided including improved wayfinding, making it easier for pedestrians to find the quickest, easiest and most pleasant routes through and around the city centre.

**Bourges Boulevard** will no longer act as a barrier to movement. It will be transformed to give greater priority to pedestrians, with additional pedestrian crossing points created including a new landmark entrance from the railway station to the city core. Phase by phase, the number of non-stopping vehicles using Bourges Boulevard will fall.

A transformation of **car parking** provision will have been undertaken, based on the principle of relocating car parks out of the city core towards the edge of the city centre. Priority parking (and charging points) will be given to low emission vehicles or other more sustainable vehicles and vehicle uses. New parking provision will allow for greater efficiency of land use, with less surface parking than today. New development will take advantage of this freed up space.

The River Nene and its banks will become a transport gateway, for boats, pedestrians and cyclists.

Retail and other commercial activity will continue to have access for service vehicles, but arrangements for this will be carefully controlled to minimise unnecessary disturbance to the public.

- 5.1.7 The deliver of the vision will require investment from a wide range of sources. However, development proposals can also play their part, by complying with the following policy:

### Policy CC 11

#### Transport

**All development within the City Centre Plan area will be expected to make contributions to the delivery of the Transport Vision set out above. This will be both on site contributions, such as: the provision of high quality public realm; cycling infrastructure; attractive pedestrian facilities; and, appropriate accessibility improvements for those with disabilities, as well as, and where reasonable and required to do so, off-site contributions by way of s106 agreements and through CIL in the future.**

**Developments which would have a negative impact on the ability of the council to achieve the transport vision will not be supported.**

**New car parking spaces associated with new developments will generally be discouraged or of a limited provision.**

#### Explanatory text for the Vision

- 5.1.8 **Pedestrian Connections:** The city centre has a number of barriers to pedestrian movement. The council will seek to remove these barriers to help people move around the city centre easily, in comfort and feel safe and secure. Part of this improvement will be through enhanced public realm and part through the improvements to pedestrian footways and pedestrian zones.
- 5.1.9 **Accessibility:** The city centre should be as accessible as possible for all. The council will consult with DIAL, the RNIB and other local and national organisations on city centre and city core proposals to ensure that the maximum benefit to disabled people can be incorporated into schemes.
- 5.1.10 **Cycling Provision:** Infrastructure to support an increase in cyclists entering the city centre will be a priority for the council. Increased cycling leads to better air quality, less need for wasteful car parking spaces, less traffic on the city centre roads and healthier lifestyles.
- 5.1.11 However, the city centre should be regarded as a destination rather than a thoroughfare. This means cyclists are encouraged to get access into the city centre and core area but not to cycle through it. For those wanting to pass through, a number of city cycle routes will be created to allow cyclists to bypass the city centre.
- 5.1.12 **Bourges Boulevard:** Bourges Boulevard was constructed as a dual carriageway during the new town expansion of the city and designed to contain the city centre. Peterborough city centre has since grown and expanded and the city centre is now bisected rather than contained by Bourges Boulevard. This has led to access problems for residents and visitors, constraint on further growth and a lack of cohesion of the wider city centre. A number of options will be considered to improve Bourges Boulevard and the access points to the city core.
- 5.1.13 There are limited pedestrian and cycling crossing points. Visitors arriving at the railway station are forced into subways beneath the roundabout to access Cowgate and the city core. New pedestrian crossings will be provided at strategic points along Bourges Boulevard and the road itself enhanced through public realm improvements to create a much more attractive route into and through the city centre.

## Transport

**5.1.14** A phased approach to the treatment of Bourges Boulevard will be taken during the plan period. As development comes forward on sites adjacent to the road, additional pedestrian facilities will be provided. As a long term measure highway space will be reconfigured to enable greater priority for pedestrians, cyclists and public transport.

**5.1.15 Parking:** In the city centre there are over 8,800 publicly available car parking spaces providing plentiful and affordable parking, making the city centre highly accessible. However, car parks and particularly surface parks occupy a significant area limiting land available for development. The city's car parks are dotted around the city centre and city core which directs traffic to inappropriate roads.

**5.1.16** Surface car parks within the city centre and particularly city core will be consolidated in the city centre to provide areas for new development, whilst maintaining a level of car parking consistent with current provision.

**5.1.17** The council will develop a parking strategy that:

- Supports the vitality and viability of the city centre by providing, maintaining and managing an appropriate supply of parking space, for all motorised vehicles (cars, coaches, goods vehicles and motorcycles)
- Supports and promotes the use of more sustainable modes including vehicles with lower emissions (smaller engine size), low emission propulsion and multiple occupancy
- Makes more land available for development and higher use and reduces pressures on both car parking provision and the city centre and city core road network
- Except for the provision of parking bays for the disabled, reduce publically available spaces in the core through relocation to the periphery of the city centre.

**5.1.18** The provision of park and ride or other modal interchanges will be explored to reduce parking demand and vehicles entering the city centre.

## 6.1 Infrastructure

- 6.1.1** This chapter identifies relevant supporting infrastructure required to deliver the proposed levels of growth in the city centre and support a growing population.
- 6.1.2** This includes transport, education, health and utilities such as water and waste.
- 6.1.3** How the infrastructure requirements will be met is set out in the Core Strategy (see section 6.6) Policies CS12 and CS13. The required infrastructure to support the Core Strategy, which included 4,300 new dwellings and 3.5 ha of employment land, was identified through the Peterborough Integrated Development Programme (IDP) (2009). This document provided a full breakdown of infrastructure needs based on the projected growth outlined in the Core Strategy.
- 6.1.4** Since 2009 and the adoption of the Core Strategy development has progressed, however in some areas development has slowed due to the recession. Therefore the IDP has been updated and a revised infrastructure list has been produced in October 2012 to support the Council's Community Infrastructure Levy (CIL) and is known as the Infrastructure Delivery Schedule (IDS).
- 6.1.5** This has been produced through close working with key partners and infrastructure providers and is drawn from a wide range of sources to reflect latest growth programme.
- 6.1.6** All projects included identify the likely funding source. However, it is important to note that the IDS is a live document that will be updated regularly and will be used to inform the monitoring and implementation of the Core Strategy and this City Centre Plan
- 6.1.7** Future housing development in the city centre is expected to greatly increase the population living in the central area. It is important that these residents have access to health, education and other community facilities in convenient locations to minimise the need to travel.
- 6.1.8** There is a requirement for new education facilities to cater for a greater population and the surrounding areas.

**Table three: Summary of infrastructure requirements in the IDS October 2012**

Policy Area	Identified Infrastructure Projects
<b>City Core</b>	<ul style="list-style-type: none"> <li>Bourges Boulevard Pedestrian Crossings (Inc. DDA Link Between Bus and Rail Station)</li> <li>Travelchoice Centre (Central Bus / Rail Information Centre)</li> </ul>
<b>Station</b>	<ul style="list-style-type: none"> <li>Bourges Boulevard Pedestrian Crossings (Inc. DDA Link Between Bus and Rail Station)</li> <li>Pedestrian and Cycle Bridge in Vicinity of Crescent Bridge</li> <li>Crescent Bridge / Bourges Boulevard Improvements</li> <li>Peterborough Station Enhancement</li> <li>West Town Primary School (IDS) 1 – 5 years</li> <li>Combined sewer overflow at river lane to support development at the station and hospital (IDS) 1- 5 years</li> <li>New Substation at railway station (IDS) 6 -10 years</li> </ul>
<b>Rivergate</b>	<ul style="list-style-type: none"> <li>Rivergate Gyratory improvements</li> <li>Upgrade Peterborough Central 132/11 kv substation 11 -15 years</li> </ul>
<b>Riverside South</b>	<ul style="list-style-type: none"> <li>South Bank Railway and River Footbridges</li> <li>London Road River Bridge Phase III</li> </ul>

## Infrastructure

Policy Area	Identified Infrastructure Projects
	<ul style="list-style-type: none"> <li>Up rate Peterborough southern Area PS (IDS) 1-5 years</li> <li>Divert 132V cables south Bank north (IDS) 6 – 10 years</li> <li>Flood Mitigation</li> </ul>
<b>Riverside North</b>	<ul style="list-style-type: none"> <li>Cultural development on Embankment (IDS) 1 – 5 years</li> <li>Centre of Sporting Excellence, Embankment North (IDS) 6 – 10 years</li> <li>Primary school, North Embankment (IDS) 1 -5 years</li> </ul>
<b>Fengate</b>	<ul style="list-style-type: none"> <li>Flood mitigation</li> </ul>
<b>Boongate</b>	<ul style="list-style-type: none"> <li>East Embankment - Boongate Dualling</li> <li>East Embankment - Fengate Capacity Improvements</li> </ul>
<b>City North</b>	<ul style="list-style-type: none"> <li>No specific infrastructure identified for this Policy Area</li> </ul>

**6.1.9** The major infrastructure requirements identified in the IDS (October 2012) are listed within each Policy Area.



## Implementation and Monitoring

### 7.1 Implementation and Monitoring

**7.1.1** This section outlines how the City Centre Plan and its policies will be implemented and monitored. It seeks to show how specific policies will be delivered and by whom and when. In some cases, this will be via other policies such as the Core Strategy or through the production of Supplementary Planning Documents for specific areas of the city centre.

#### Implementation

**7.1.2** Implementation of the City Centre Plan will be heavily dependent of providing necessary infrastructure such as roads, schools, and water and electricity capacity. The infrastructure requirements are explained in the previous chapter, which identifies the key infrastructure to be secured and demonstrates that there is a good understanding of infrastructure and reasonable prospect of timely provision, to support the planned growth of the city centre.

#### Monitoring

**7.1.3** Monitoring is still a key element of the planning system as it allows the council to keep a check on targets and delivery. It allows the council and other partners the opportunity to identify any problems in the delivery of the policies and identify the need for intervention or management actions. It also highlights if there is a need to review any policies.

**7.1.4** The council carries out comprehensive monitoring of all DPDs, which are reported on an annual basis for a year which begins on 1 April and end on 31 March. The results for the monitoring of all DPDs are brought together through the Peterborough Monitoring Report.

**7.1.5** The overall housing and employment requirements for the city centre are established through the Core Strategy. Policies CS2 and CS3 sets the targets and this City Centre Plan identifies the available land to meet the targets. Therefore the housing and employment requirements for the city centre will be monitored in accordance with the indicators and targets set out in chapter 7 of the Core Strategy for policies CS2 and CS3.

**7.1.6** Any housing or employment areas identified in policies CC6 to CC13 will be monitored along side all sites allocated in the Site Allocations DPD. The results of the housing and employment monitoring will be broken down by growth zones and will include a figure specifically for the City Centre

## Implementation and Monitoring

### City Centre Strategy

**7.1.7** The following tables show how the City Centre Plan policies will be monitored and implemented. As many of these issues area covered by other city wide policies such as policies in the Core Strategy or Planning Policies DPD many of the monitoring targets are the same.

Policy CC1 Sustainable Development				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Peterborough Environment City Trust (PECT) Greater Peterborough Partnership (GPP) Public and private developers	Through the preparation of the Healthy living SPD Through the continual submission and determination of planning applications Ensuring that new development meets the latest design standards including sustainable construction, energy efficiency measures Sustainability Appraisal of City Centre Plan	This policy will be monitored along side Core Strategy policy CS10	See policy CS10	Additional cost to developers
<b>Other relevant policies</b>	<b>Core strategy:</b> CS10, CS11, CS16 <b>Planning Policies DPD:</b>			

Implementation and Monitoring

Policy Areas

7.1.8 The following tables show how the delivery of each policy area will be monitored and implemented. As mentioned the delivery of any sites or Opportunity Areas will be monitored via Core Strategy policies particularly CS2 and CS3.

7.1.9 Delivery of development in the policy area will rely on private investment and public funding, and willness of landowners to make their land available.

Policy CC2 City Core Policy Area				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Private and public developers landowners Hammerson English Heritage Dean Cathedral	North Westgate development coming forward Implementation of wider public realm improvements Through continual submission and determination of planning applications Improvements to Bourges Boulevard Master Plan for Northwestgate Opportunity Area City Centre Conservation Area Appraisal Cathedral Plan	CS2, CS3, CS4, CS15  CC1		Number of different landowners owing small parcels of land. Fragmented approach.  Lack of interest in retail in City Centre
<b>Other relevant policies</b>	<b>Core Strategy: CS2, CS3, CS4, CS15, CS16, CS17, CS18 Planning Policies DPD:</b>			

## Implementation and Monitoring

Policy CC3 Station Policy Area				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council landowners Network Rail Hospital Trust (new land owners) ING (new land owners)	Hospital SPD IDS – Storage at river lane combined sewer overflow 1 -5 years Through continual submission and determination of planning applications Improvements to Bourges Boulevard Hospital – off site highway improvements Funding to deliver station improvements Site clearance and remediation Development that fits around constraints of operational railway land	CS2, CS3		Fragmented approach. Cost of site clearance and remediation
<b>Other relevant policies</b>	<b>Core Strategy: CS2, CS3, CS4, CS15, CS16 and CS17 Planning Policies DPD:</b>			

## Implementation and Monitoring

Policy CC4 Rivergate Policy Area				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Landowners ASDA UNEX Rivergate Centre Private and public developers Police Courts	Through continual submission and determination of planning applications Long term reconfiguration of Rivergate gyratory – but not necessary to meet policy. Need for SPD or masterplan Through downgrading of Bourges boulevard, improving pedestrian access to the area	CS2, CS3, CS4 and CS15 CC2		Impact of increased retail at North Westgate
<b>Other relevant policies</b>	<b>Core Strategy: CS2, CS3, CS4, CS15 Planning Policies DPD: City Centre DPD: CC2</b>			

## Implementation and Monitoring

Policy CC5 Riverside South				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Joint Venture Company Landowners – Railworld Milton Estates Peterborough United FC EDF	Establishing a joint venture company to support council in the delivery of the riverside south site. Flood risk and mitigation measures. Through continual submission and determination of planning applications	CS2, CS3, CS4, CS15, CS16, CS17, CS18, CS19, CS22		Lack of appetite for development
<b>Other relevant policies</b>	<b>Core Strategy:</b> CS2, CS3, CS4, CS15, CS16, CS17, CS18, CS19, CS22 <b>Planning Policies DPD:</b> City Centre DPD: CC2			
Policy CC6 Riverside North				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Vivacity Sport England landowners	Through continual submission and determination of planning applications. Working with vivacity on provision of new sports facilities	CS2, CS4, CS17, CS18, CS19		Lack of funding
<b>Other relevant policies</b>	<b>Core Strategy:</b> CS2, CS4, CS17, CS18, CS19 <b>Planning Policies DPD:</b>			

## Implementation and Monitoring

Policy CC7 Fengate				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Private and public developers Landowners Milton Estate Kier Residential	Through continual submission and determination of planning applications. Delivery of committed housing site at Potter's Way	CS2, CS4, CS22		Landowners lack of interest in developing site during the plan period. Additional cost of remediation and flood risk
		CC4		
<b>Other relevant policies</b>	<b>Core Strategy:</b> CS2, CS4, CS22 <b>Planning Policies DPD:</b> City Centre DPD: CC3, Transport			
Policy CC8 Boongate				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Private and public developers	Through continual submission and determination of planning applications.	CS2, CS4,		
<b>Other relevant policies</b>	<b>Core Strategy:</b> CS2, CS4 <b>Planning Policies DPD:</b> City Centre DPD: Transport			

## Implementation and Monitoring

Policy CC9 City North				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
Peterborough City Council Private and public developers Health Police	Through continual submission and determination of planning applications. Park Conservation Area Appraisal Operation can do	Sub division of properties CS2, CS3, CS4, CS15, CS17 CC2, CC4	No increase	
<b>Other relevant policies</b>	<b>Core Strategy: CS2, CS3, CS4, CS15, CS17</b> <b>Planning Policies DPD: City Centre DPD: CC2, CC3</b>			
Policy CC10 Transport				
Key responsibilities	Implementation	Monitoring		Risks
		Indicator	Target	
<b>Other relevant policies</b>	Peterborough Local Transport Plan 3 (Chapter 13)			



## Local Plan Policies to be Replaced

Prior to the adoption of the Core Strategy, the 'development plan' for the Peterborough area was covered by a single document entitled the Peterborough Local Plan (First Replacement) (July 2005). Subsequently, the majority, but not all, of the policies in that Plan were saved by a Direction from the Secretary of State for Communities and Local Government beyond July 2008. Those which were not explicitly saved were therefore deleted and no longer formed part of the development plan.

The Core Strategy (February 2011), the Site Allocations DPD (February 2012) and Planning Policies DPD (December 2012) has further deleted most of the 2005 Local Plan policies.

This City Centre Plan is proposing to delete the remaining 14 Local Plan policies, and these are set out in the table below. Once the City Centre Plan is adopted for Peterborough, the intention is that there will be no policies remaining 'saved' from the 2005 Local Plan.

<b>City Centre Plan Policy</b>	<b>Policies in the Peterborough Local Plan (First Replacement) 2005 which are to be replaced</b>
CC1 - Sustainable Development	
CC2 - Retail	CC1, CC2, CC3
CC3 - City Core	CC10
CC4- Station Quarter	CC12, CC13
CC5 - Rivergate	
CC6 - Riverside South	CC11
CC7 - Riverside North	CC6
CC8 - Fengate	
CC9 - Boongate	
CC10 - City North	
CC11 - Transport	CC15, CC16
These policies in the Local Plan (First Replacement) 2005 are deleted as they are no longer necessary or are superseded by national policy	CC7, CC9, CC19, T12

## Local Plan Policies to be Replaced

## Relationship with Other Documents

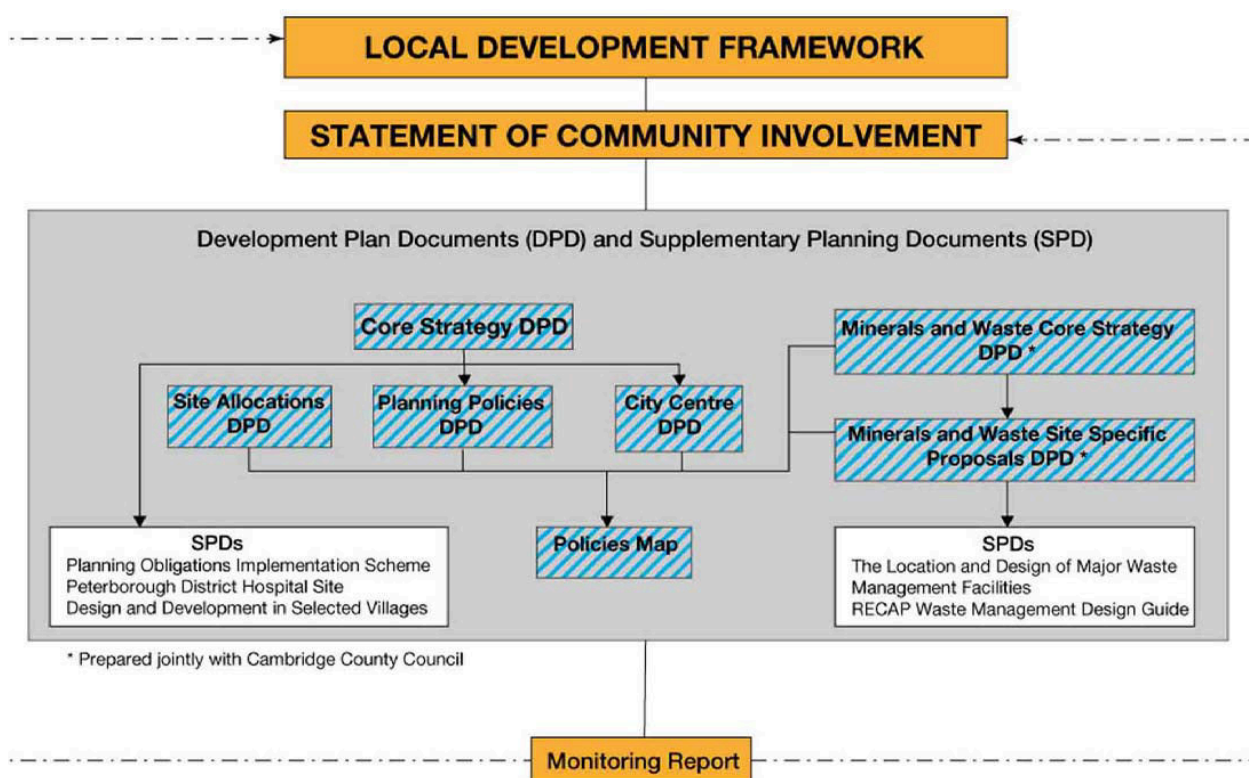
This Appendix explains how the City Centre Plan fits with other plans and strategies; how these have influenced the production of this Consultation Draft version of the Plan; and how the policies and proposals aim to deliver wider objectives.

### Planning Policy Context

The City Centre Plan will eventually be adopted by the council as a Development Plan Document (DPD). It will then form part of the council's wider statutory development plan, becoming part of the collection of DPDs to be taken into consideration in the determination of planning applications.

Figure one provides a basic summary of the documents that make up the wider development plan for Peterborough, and how the City Centre Plan fits within this context.

Picture 2



You will find definitions of all terms used in Figure one in the glossary (Appendix D)

Further information on specific documents listed above can be found in the council's Local Development Scheme (LDS). This also includes the main dates for production of all documents. The LDS can be viewed at:

[http://www.peterborough.gov.uk/planning\\_and\\_building/planning\\_policy/draft\\_development\\_plans/local\\_development\\_scheme.aspx](http://www.peterborough.gov.uk/planning_and_building/planning_policy/draft_development_plans/local_development_scheme.aspx)

The overarching plan for Peterborough is the Peterborough Core Strategy DPD. This defines the 'headlines' of development to be accommodated within the City Centre Plan area. The City Centre Plan will sit beneath the Core Strategy and provide more detailed planning policies and designations for the city centre.

### National Planning Policy

Any DPD must be consistent with the principles and policies set out in the Government's National Planning Policy Framework (NPPF).

## Relationship with Other Documents

At the heart of the NPPF is the requirement for all development to be sustainable and with the presumption in favour of sustainable development.

The City Centre Plan has been produced to reflect this presumption in favour of sustainable development. It has separately been assessed against a wide ranging sustainability framework, looking at the social, environment and economic implications of the Plan. This assessment process is contained in a separate City Centre Sustainability Appraisal Report.

### Peterborough Core Strategy (February 2011)

The Peterborough Core Strategy sets the overall strategic vision and objectives for Peterborough and broad principles for development.

The Core Strategy has a number of particularly important policies and 'headlines' which this City Centre Plan must conform to and expand upon, as necessary. Policy CS4 is the most relevant as it sets the broad requirements for the city centre. The policies of particular relevance to the city centre are summarised as follows:

**Table 1**

<b>Core Strategy Policy</b>	<b>Applicable details for the City Centre, which this plan must conform to</b>
CS2	Approximately 4,300 new dwellings in the city centre (at 1 April 2009)
CS3	Equivalent of at least 3.5 hectares of employment land; mixed use development in the city centre encouraged
CS4	Detailed policy on the city centre, including policy on: <ul style="list-style-type: none"> <li>• City centre to be developed and maintained as a centre of regional significance</li> <li>• Major cultural and leisure developments encouraged</li> <li>• Confirms the 4,300 dwelling target</li> <li>• Promoted for employment, especially B1 uses</li> <li>• Areas of change identified, but not limited to, South Bank, Hospital site, land beside the River Nene, railway station area, land for university</li> <li>• Public realm and natural environment improvements</li> <li>• Protection of historic environment</li> </ul>
CS14	Enhance the city centre in order to improve connectivity and reduce need to travel
CS15	Peterborough City Centre (Primary Shopping Area) identified as top in the hierarchy of retail centres. Preference for all comparison goods retail proposals to be directed to the city centre. Some additional convenience floorspace.
CS17	Protection of views of the cathedral
CS18	Focus of new cultural, leisure and tourism facilities in the city centre, which: <ul style="list-style-type: none"> <li>• Making the most of existing assets such as the river</li> <li>• Promote a regional multi-use venue for large scale events</li> <li>• Improve the evening and night time economy</li> <li>• Make use of sustainable travel modes (walking, cycling, public transport and water taxis)</li> <li>• Linked use of any university facilities such as sport and libraries</li> </ul>

## Relationship with Other Documents

Core Strategy Policy	Applicable details for the City Centre, which this plan must conform to
	Large attractions should be located in the city centre
CS19	Promotion of the River Nene as a sub-regional corridor for biodiversity and landscape retention, restoration and creation; and the promotion of access, navigation and recreation

All other policies in the Core Strategy are applicable across the whole city council area, including the city centre, particularly policies CS12 Infrastructure and CS16 Urban Design.

### Peterborough Site Allocations DPD (April 2012)

The Peterborough Site Allocations DPD was adopted in April 2012 and allocates sites for future housing and employment development to meet the requirements set by the Core Strategy. It applies to all of the local authority area except the city centre. The document identifies the boundary of the city centre and the area to be covered by the City Centre DPD.

### Planning Policies DPD (December 2012)

The Planning Policies DPD sets out the detailed policies and standards against which planning applications will be assessed. It applies throughout the local authority area, so all of its policies could be relevant to a development which is proposed in the city centre. There is no need to repeat policies in this Plan, but attention is drawn to specific policies from the Planning Policies DPD whenever relevant.

### Peterborough District Hospital Site Supplementary Planning Document (SPD) (June 2010)

A Supplementary Planning Document for the former District Hospital site was adopted by the council in June 2010. It provides detailed guidance for the redevelopment of the land. The site falls within the City Centre Plan area and is identified as an Opportunity Area.

The Station Policy Area (policy CC7 below) provides more detailed policy for this Opportunity Area.

### Peterborough Policies Map

The Policies Map is a separate document which shows the location and areas to which policies in this City Centre Plan and all other DPDs apply on an Ordnance Survey base map.

The Policies Map will be updated each time that the council adopts a DPD which has policies for specific geographical areas.

The City Centre Plan only applies to a specific area. Figure xx identifies the City Centre Plan boundary this is the area covered by Inset 2 of the Policies Map.

### Relationship with other Documents

Certain other (non-planning) documents have influenced the production of this consultation draft City Centre Plan.

### Peterborough Long Term Transport Strategy and Local Transport Plan 3 (April 2011)

## Relationship with Other Documents

The main transport policies for Peterborough, and their associated infrastructure requirements, are set out in the Peterborough Long Term Transport Strategy (LTTS) and Local Transport Plan 3, which were approved in April 2011.

The LTTS covers the same 15 year timescale as the Core Strategy and this City Centre Plan.

Chapter 5 City Centre Transport Plan contains policies and proposals to ensure that the required transport infrastructure is in place to support the proposed growth in the city centre.

### **Sustainable Community Strategy 2008-2021 (June 2008)**

The Greater Peterborough Partnership (GPP) has produced the Peterborough Sustainable Community Strategy (SCS), which sets out a vision and overall strategy for the future of the city and surrounding villages and rural areas. It aims to substantially improve the quality of life of the people of Peterborough and to raise the profile and reputation of our city as a great place in which to live, visit and work. It is as much about empowering our existing communities, investing in new leisure facilities and enhancing our local neighbourhoods as it is about building new houses and encouraging the creation of new jobs. The vision, priorities and principles of the SCS have informed preparation of this City Centre Plan.

### **Peterborough Public Realm Strategy (May 2008)**

The Peterborough Public Realm Strategy includes initial sketch designs and concepts for a number of important streets, spaces and areas of the city centre, to show how the overall public realm and surrounding environment of the city centre could be improved. The document also identifies suitable materials and designs for specific areas.

Some of the projects identified in the Strategy have already been successfully implemented and others, such as improvements to Bridge Street and Cowgate are underway.

## Residential Development to meet Core Strategy Requirements

### Residential Development to meet Core Strategy Requirements

This Appendix explains how the provision made for new residential development in this Plan contributes to the overall requirements established by the Peterborough Core Strategy.

Policy CS2 of the Core Strategy (dealing with the location of new residential development) makes provision for approximately 25,500 additional dwellings across the local authority area between 1 April 2009 and 31 March 2026 and divides this figure between various areas of the city and surrounding villages, including approximately 4,300 dwellings for the city centre.

As the Core Strategy housing figures have a base date of 1 April 2009, the figures need updating to reflect completions that have taken place and permissions that have been granted over the last three years.

The updated Core Strategy housing figures are summarised in table four. The table is split into three rows. The first row updates and presents housing figures for the local authority area, excluding the city centre. These are based on actual completions and permissions and the indicative dwelling figures for sites allocated in the Peterborough Site Allocations DPD. The second row shows similarly updated figures for the city centre only (including the dwellings proposed on sites in this Plan). The final row shows the total for the whole local authority area and demonstrates how the Core Strategy target will be met.

The second column of the table presents the approximate dwelling requirement figure from the Core Strategy, for which provision must be made over period 1 April 2009 to 31 March 2026. The third column provides details of the gross dwellings actually gained during the years from 1 April 2009 to 31 March 2012. Once these have been deducted from the original Core Strategy requirements from 1 April 2009, a revised Core Strategy requirement for 1 April 2012 to 31 March 2026 appears in the fourth column.

The column headed "Committed Sites 1 April 2012" provides details of the number of dwellings committed. Commitments are defined as dwellings which remain to be completed on sites under construction, dwellings which have full planning permission and dwellings which have outline planning permission as at 31 March 2012. The 2012 Housing Monitoring Report provides information on all committed sites.

The column headed "Required New Dwellings" shows the additional dwellings that are required in order to meet the Core Strategy target once the completions and commitments at 31 March 2012 have been subtracted from the original 2009 Core Strategy target. This identifies the approximate requirement for new dwellings that should be included in this Plan (3,412 dwellings).

For the City Centre, the column headed "New Allocations" shows the number of dwellings that are assumed to be deliverable from sites that are allocated in this Plan. These are sites without permission at 31 March 2012. The figure for the rest of the local authority area is the total number of dwellings from allocated sites in the Site Allocations DPD without planning permission at 31 March 2012. This figure is taken from the Housing Monitoring Report 2012.

## Residential Development to meet Core Strategy Requirements

**Dwelling Figures for the City Centre: Relationship with Core Strategy Dwelling Requirements**

Table four

	Core Strategy 2009 to 2026	Completed 1 April 2009 31 March 2012 (gross)	Core Strategy (as adjusted 2012 to 2026)	Committed Sites at 1 April 2012	Required New Dwellings	New Allocations	Total dwellings 2012 to 2026	Difference from Core Strategy Requirements (adjusted 2012 to 2026)
Local Authority Area Excluding City Centre	21,200	2,412	18,788	8,141	10,647	11,785*	19,926	+1,138
City Centre	4,300	193	4,107	695	3,412	2,434**	3,129*	-978
<b>Total</b>	<b>25,500</b>	<b>2,605</b>	<b>22,895</b>	<b>8,836</b>	<b>14,059</b>	<b>14,219</b>	<b>23,055</b>	<b>+160</b>

\* Sites identified in the Site Allocations without Planning Permission

\*\*Based on the mid-point of dwelling numbers where there is a range identified in this plan.



## Residential Development to meet Core Strategy Requirements

The column headed “Total Dwellings 2012 to 2026” shows the sum of the dwellings in “Committed Sites at 1 April 2012” and “New Allocations”. The difference between the Total Dwellings in this column and those in the “Core Strategy (as adjusted 2012 to 2026)” column are presented in the final column. For the city centre, this reveals the extent to which dwellings from sites allocated in this Plan would meet the approximate requirements from the Core Strategy.

Although the dwelling numbers from allocated sites in the city centre fall short of the approximate Core Strategy requirements, the overall requirement to provide 25,500 new homes by 2026 across Peterborough as a whole will be more than met during the plan period.

The reduced anticipated amount of dwellings coming forward also reflects the market realities. Since the latter stages of finalising the Core Strategy (Around 2009/2010) the market for flats and high density residential development schemes has dramatically fallen. It is no longer realistic to expect developers to deliver high density flat-based development.

The lower level of housing is more realistic, will still deliver the overall Core strategy housing target and will still lead to a transformation of the City Centre into one which has a significant residential population.

In chapter 4 of this Plan, each Policy Area includes a list of allocated sites, some of which may already have planning permission (at 1 April 2012). For sites where no development has started, the indicative number of dwellings is the number of dwellings for which permission was granted. Where development has already started (at 1 April 2012), the figure is the remaining number of dwellings still to be completed in accordance with the permission.

For the Opportunity Areas and other allocated sites without permission, the indicative dwelling figure is an estimate based on the size of the site, the potential mix of uses and an assumption about density and net developable area; in some cases this is based on information from prospective developers. For the Opportunity Areas, the indicative number of dwellings is sometimes expressed as a range, in order to allow for some flexibility in the mix of other uses.

It is important to note that the indicative numbers of dwellings for each Policy Area are used to demonstrate how the approximate Core Strategy dwelling requirements can be met. It is emphasised that the dwelling numbers are only “indicative”, and do not represent a fixed policy target for each individual site.

Developers are encouraged to produce the most appropriate design-led solution, taking the mix of uses, all national policies and local policies into account, in arriving at a total dwelling figure, and they need not be constrained by a figure that appears in any of the policies in chapter 4.

## Residential Development to meet Core Strategy Requirements

## Glossary

**Adoption** - the formal decision by the Council to approve the final version of a document, at the end of all the preparation stages, bringing it into effect.

**Amenity** - a general term used to describe the tangible and intangible benefits or features associated with a property or location, that contribute to its character, comfort, convenience or attractiveness.

**Appropriate Assessment (AA)**- a requirement of the European Habitats Directive. Its purpose is to assess the impact of the plans and projects on internationally designated nature conservation sites.

**Biodiversity** - all species of life on earth including plants and animals and the ecosystem of which we are all part.

**Brownfield Land (also known as Previously Developed Land)** - land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Development of such land is preferable to development of greenfield land under the sequential approach.

**Community Infrastructure Levy (CIL)** - infrastructure that is shared by large section of Peterboroughs populations, for example a country park, the parkway system or a community halls

**Compulsory Purchase Order (CPO)** - power given to a local authority to obtain land for redevelopment purposes. This may include development undertaken by the private sector.

**Conservation Area** - a formally designated area of special historic or architectural interest whose character must be preserved or enhanced.

**Core Strategy** - a Development Plan Document (DPD) which contains the spatial vision, main objectives and policies for managing the future development of the area.

**Development Plan** - see Statutory Development Plan.

**Development Plan Document (DPD)** - one of the types of LDD; they set out the spatial planning strategy, policies and/or allocations of land for types of development across the whole, or specific parts, of the LPA's area.

**Examination** - a form of independent public inquiry into the soundness of a submitted DPD, which is chaired by an inspector appointed by the Secretary of State. After the examination has ended the inspector produces a report with recommendations which are binding on the Council.

**Greater Peterborough Partnership (GPP)** - the group of public, private, community and voluntary bodies which form the local strategic partnership for the area and have responsibility for preparing the Sustainable Community Strategy.

**Infrastructure** - a collective term which relates to all forms of essential services like electricity, water, and road and rail provision.

**Local Development Framework (LDF)** - the collective term for the whole package of planning documents which are produced by a local planning authority to provide the planning framework for its area. The LDF includes LDDs, the LDS and the AMR.

**Local Development Scheme (LDS)** - a document which sets out the local planning authority's intentions and timetable for the preparation of new LDDs (including DPDs, SPDs and the SCI).

**Local Planning Authority (LPA)** - the local authority which has duties and powers under the planning legislation. For the Peterborough area, this is Peterborough City Council.

## Glossary

**Monitoring Report** - a document produced by the local planning authority and submitted to Government by 31 December each year to report on the progress in producing the local development framework and implementing its policies.

**National Planning Policy Framework (NPPF)** - the government's national planning policies for England and how these are expected to be applied.

**Previously Developed Land (PDL)** - see Brownfield Land.

**Policies Map** - a map on an Ordnance Survey base map which shows where policies in DPDs apply. For an interim period it will also show where saved policies from Local Plans apply. It needs to be revised as each different DPD is adopted.

**Statutory Development Plan** - the overall term for a number of documents which, together, have a particular status under the planning legislation in decision-making. The Development Plan includes the Regional Spatial Strategy and all adopted DPDs for the area. For an interim period it may include all or part of certain structure plans and local plans.

**Submission stage** - the stage at which a DPD or SCI is sent to the Secretary of State as a prelude to its examination, having previously been published for public inspection and formal representations.

**Supplementary Planning Document (SPD)** - one of the types of LDD; they expand on policies or provide further detail to policies contained in a DPD.

**Sustainability Appraisal (SA)** - a formal, systematic process to assess the environmental, economic and social effects of strategies and policies in an LDD from the start of preparation onwards. The process includes the production of reports to explain the outcomes of the appraisal.

**Sustainable Community Strategy** - a document which plans for the future of Peterborough across a wide range of topics, setting out a vision and a series of aspirations. The local strategic partnership (Greater Peterborough Partnership) has responsibility for producing the document which sets out four main priorities that all partners work towards. It does not form part of the LDF.

**Sustainable Transport** - can be any form of transport other than the private car. Generally, the term most commonly relates to travel by bus, train or light rail, but walking and cycling are sustainable means of transport as well.

## Draft Policies Map

A Policies Map is a map for Local Planning Authority's areas (forming part of the statutory development plan) which shows the location and extent of sites allocated for development, and areas within which, or outside planning policies will apply. It may include Inset Maps for Specific areas, showing information in greater detail at a larger scale.

The Current Adopted Proposals Map for Peterborough

However, this has not replaced the Local Plan Proposals Map in it's entirety.

This document will replace Inset 2 of the Local Plan 2005.

Which will include:

- The City Centre Boundary
- The Central Retail Area with the Primary Shopping Area
- Opportunity Areas
- The Embankment

## Draft Policies Map

## Railway Station

- Mixed use development around the railway station
- Approximately 550 to 650 new dwellings
- **Station East** – office-led mixed use development including improvements to the railway station
- **Station West** – residential-led mixed use development. Need to safeguard land for foot/cycle bridge over railway line
- **Hospital Site** – Residential mixed use development based on already approved policy

## City Core

- Mixed use development, including North Westgate and extension of the primary retail area
- Improvements to and expansion of the commercial core including more bars and cafes
- Protecting and enhancing the historic environment
- Approximately 600 new dwellings, including student accommodation
- Some office development
- Leisure uses, including a new cinema

## City North

- Some scope for infill development
- Improvements to links between the inner city residential areas and the city core
- Links to wider regeneration projects in the Millfield area

## Boongate

- Improvements to the entrance to the city centre from the parkway system
- Approximately 70 new dwellings
- Community facilities
- Improved car parking

## Riverside North

- Mainly recreation, with new swimming pool and sports facilities
- Approximately 50 new prestige homes
- Southern part to remain area of open space

## Fengate

- Further residential development, approximately 300 to 400 new dwellings
- Improved open space

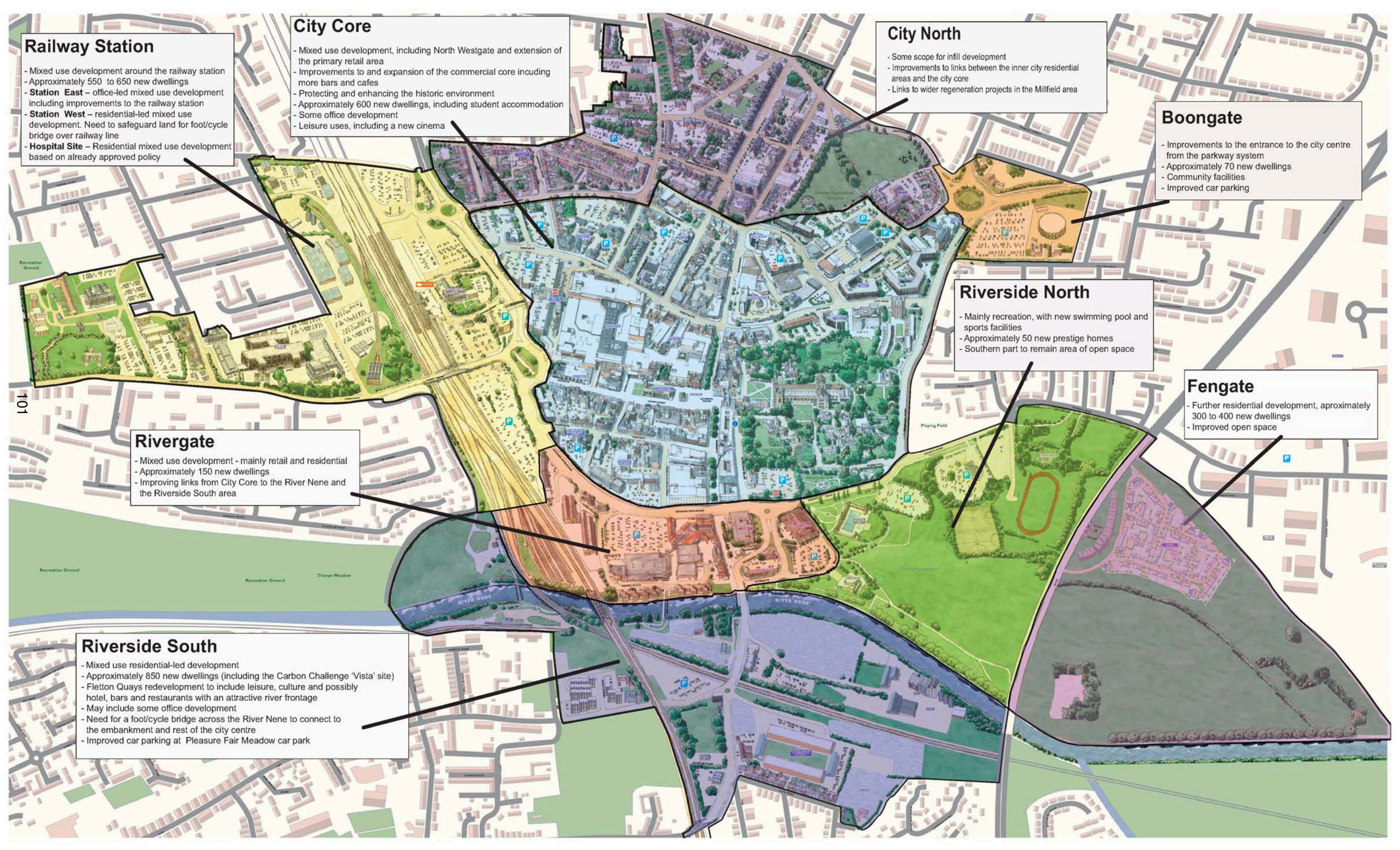
## Rivergate

- Mixed use development - mainly retail and residential
- Approximately 150 new dwellings
- Improving links from City Core to the River Nene and the Riverside South area

## Riverside South

- Mixed use residential-led development
- Approximately 850 new dwellings (including the Carbon Challenge 'Vista' site)
- Fletton Quays redevelopment to include leisure, culture and possibly hotel, bars and restaurants with an attractive river frontage
- May include some office development
- Need for a foot/cycle bridge across the River Nene to connect to the embankment and rest of the city centre
- Improved car parking at Pleasure Fair Meadow car park

101



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<b>SUSTAINABLE GROWTH AND ENVIRONMENT SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 7</b>
<b>8 NOVEMBER 2012</b>	<b>Public Report</b>

## **Report of the Executive Director of Operations**

**Contact Officer(s) - Julia Chatterton      Richard Kay**  
**Contact Details - 01733 452 620      01733 863795**

## **FLOOD AND WATER MANAGEMENT SUPPLEMENTARY PLANNING DOCUMENT – DRAFT ADOPTION VERSION**

### **1. PURPOSE**

- 1.1 Officers have prepared and publically consulted upon a Supplementary Planning Document (SPD) that will provide guidance to developers on flood and water management in Peterborough. It expands on overarching headline policy contained in the Council's adopted Core Strategy and Planning Policies Development Plan Documents. Officers propose that Cabinet adopts the SPD in December 2012. We are seeking comments from the Sustainable Growth Scrutiny Committee to this SPD before it is presented to Cabinet for adoption.

### **2. RECOMMENDATIONS**

- 2.1 The Committee is requested to offer any comments on the Flood and Water Management Supplementary Planning Document before it is presented to Cabinet for adoption.

### **3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY**

- 3.1 The SPD provides detailed guidance to help applicants and decision makers to deliver schemes that take into account flood and water management issues. This matter is directly linked to the Priorities of the Sustainable Community Strategy (SCS), especially Growth and Environment Capital.

### **4. BACKGROUND**

- 4.1 The SPD forms part of a package of work arising following the Flood and Water Management Act (FWMA) 2010, which made Peterborough City Council a 'Lead Local Flood Authority'. The Council is now responsible for co-ordinating surface water management.
- 4.2 Flood risk management is high on the agenda in Peterborough. Ensuring that the drainage network and watercourses are managed appropriately, that sites are designed and constructed to drain well and that development is located in a safe environment are all key to reducing the likelihood and consequences of flooding in Peterborough.
- 4.3 It is predicted that the future will bring more frequent short duration, high intensity rainfall and more frequent periods of long-duration rainfall, meaning both river and surface water flooding are likely to be an increasing problem. Around two-thirds of the flooding across the country in summer 2007 was due to surface water (Environment Agency, 2007).
- 4.4 The council and all water management partners also have a responsibility under European legislation (the Water Framework Directive) to ensure there is no deterioration in the quality of any water environments.
- 4.5 The Council's adopted Core Strategy proposes a high level of growth in Peterborough up to 2026. The aims of the Flood and Water Management SPD are: to make sure that new development does not increase the risk of flooding from main rivers and surface water but also

actively reduces it; and to support and elaborate on adopted higher level policy relating to flood risk management and water quality.

- 4.5 The objectives of the SPD are to provide guidance to applicants and decision makers on:
- a. how to assess whether or not a site is suitable for development based on flood risk grounds.
  - b. the use of different sustainable drainage measures within Peterborough.
  - c. how development should contribute to protecting aquatic environments.

Once adopted, this SPD will form part of Peterborough City Council's Local Development Framework (LDF).

## **5. KEY ISSUES**

- 5.1 The broad thrust of the SPD is not to place additional burdens on developers, but rather to assist them in meeting existing adopted planning policy and wider statutory flood and water matters, such as those arising from the Flood and Water Management Act 2010 and Water Framework Directive.
- 5.2 There is no statutory duty to prepare this SPD. However, without it, developers could be confused or misinformed as to how they can deliver fit-for-purpose development schemes that meet flood and water management requirements. This could have an impact on development coming forward as additional time would need to be spent on applications where flood or water management issues occur.

## **6. IMPLICATIONS**

- 6.1 The Flood and Water Management SPD is relevant to the whole unitary authority area and is aimed predominantly at developers and their agents.
- 6.2 This matter is directly linked to the Priorities of the SCS, especially Growth and Environment Capital.
- 6.3 If adopted this Supplementary Planning Document will be used as a material planning consideration in the determination of planning applications.
- 6.4 The SPD is not intended to introduce additional financial or legal implications for the Council or developers, but instead to provide guidance to assist with the new obligations both parties have under national and European legislation such as the Flood and Water and Management Act 2010 and the Water Framework Directive.

## **7. CONSULTATION**

- 7.1 The draft SPD was written in consultation with Peterborough's Internal Drainage Boards, the Environment Agency, Anglian Water and officers in the council.
- 7.2 Following Cabinet approval on 12<sup>th</sup> December 2011, formal public consultation was undertaken during February and March 2012 for a period of 6 weeks. All comments received have been reviewed and the draft document amended as appropriate. The SPD has been generally well received by key water management partners.

- 7.3
- 7.4 Further updates have also been made to take into account the latest national policy and guidance such as the National Planning Policy framework.

Prior to Scrutiny Committee the SPD will be presented to the Planning and Environmental Protection Committee on 6<sup>th</sup> November 2012. Scrutiny Committee will be updated on the outputs of this meeting on 8<sup>th</sup> November 2012.

## **8. NEXT STEPS**

- 8.1 Following consideration by the committee, the Flood and Water Management SPD will be presented to Cabinet on 10<sup>th</sup> December 2012.
- 8.2 If adopted, the document will be used as a material consideration in planning decisions. The document will be presented to partners in early 2013 and will become available online.

## **9. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 9.1
- The Peterborough Core Strategy Development Plan Document, adopted February 2011.
  - The Peterborough Planning Policies Development Plan Document Submission Version (April 2012)
  - Flood and Water Management Act 2010
  - Water Framework Directive
  - National Planning Policy Framework, March 2012
  - Technical Guide to the National Planning Policy Framework, March 2012
  - The Environment Agency's River Basin Management Guide to Hydromorphology no.6

## **10. APPENDICES**

- 10.1 Appendix A – a draft copy of the Flood and Water Management Supplementary Planning Document (October 2012)

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# Flood and Water Management Supplementary Planning Document

Version for Scrutiny Committee  
October 2012



**Growing the right way for  
a bigger, better Peterborough**

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# 1 Introduction

## 1.1 Background

- 1.1.1 This supplementary planning document (SPD) focuses on managing flood risk and the water environment in new developments in Peterborough. In order to reduce the likelihood and consequences of flooding, it is necessary that water bodies and a site's drainage network and watercourses are both well designed and managed and that development is located in a safe environment. The city council, a Lead Local Flood Authority under the Flood and Water Management Act (2010), takes these issues very seriously.
- 1.1.2 It is predicted that climate change will bring more frequent short duration, high intensity rainfall and more frequent periods of long-duration rainfall, meaning both river and surface water flooding are likely to be an increasing problem. Firm application of national and local planning policy should mean risks can be managed allowing sustainable development to continue.
- 1.1.3 Under the Water Framework Directive water environments must also be protected and improved with regards to water quality, water habitats and biodiversity.
- 1.1.4 Once adopted, the SPD will form part of the city council's Local Development Framework (LDF), supplementing flood related policies found in the Peterborough Core Strategy and the Peterborough Planning Policies DPD.
- 1.1.5 Developers should initially consider the advice provided in this SPD. Thereafter, the city council offers a pre-application service for which there will be a charge. Further information on this service can be found on the [city council's planning web pages](#)<sup>1</sup>.
- 1.1.6 To ensure that Peterborough has a consistent, locally specific approach to flood risk management, the SPD should be used by:

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<sup>1</sup>[http://www.peterborough.gov.uk/planning\\_and\\_building/making\\_a\\_planning\\_application/step\\_1\\_pre-application\\_advice.aspx](http://www.peterborough.gov.uk/planning_and_building/making_a_planning_application/step_1_pre-application_advice.aspx)



- Developers when selecting new sites for development
- Developers when preparing the brief for their design team to ensure drainage and water management schemes are sustainably designed
- Consultants when carrying out site specific Flood Risk Assessments
- Design teams preparing masterplans, landscape and surface water drainage schemes
- Development management officers when determining delegated planning applications, making recommendations to Committee and drawing up S106 obligations that include contributions for Sustainable Drainage Systems (SuDS)

1.1.7 Applicants and all water management related partners should be able to use this guidance to ensure Peterborough has a consistent, locally specific approach to flood risk management.

## 1.2 How to use this supplementary planning document

1.2.1 This SPD is set within the context of a water and flood risk management hierarchy to help developers and decision makers understand flood and water management and to embed it in decision making at all levels of the planning process.

1.2.2 As part of the site selection process for all new developments, developers must first assess the flood risk potential of a site, examining all sources of flood risk. Next, if the site is appropriate for development in principle, the site layout should be planned in a way that minimises flood risk as much as possible and prevents the deterioration of the water environment. This can be done by making appropriate use of site remediation, sustainable drainage systems, public open space and existing water features, as part of planning land uses and site layouts. Finally, flood risk mitigation measures may be considered. See flow chart in Figure 1-1 below.

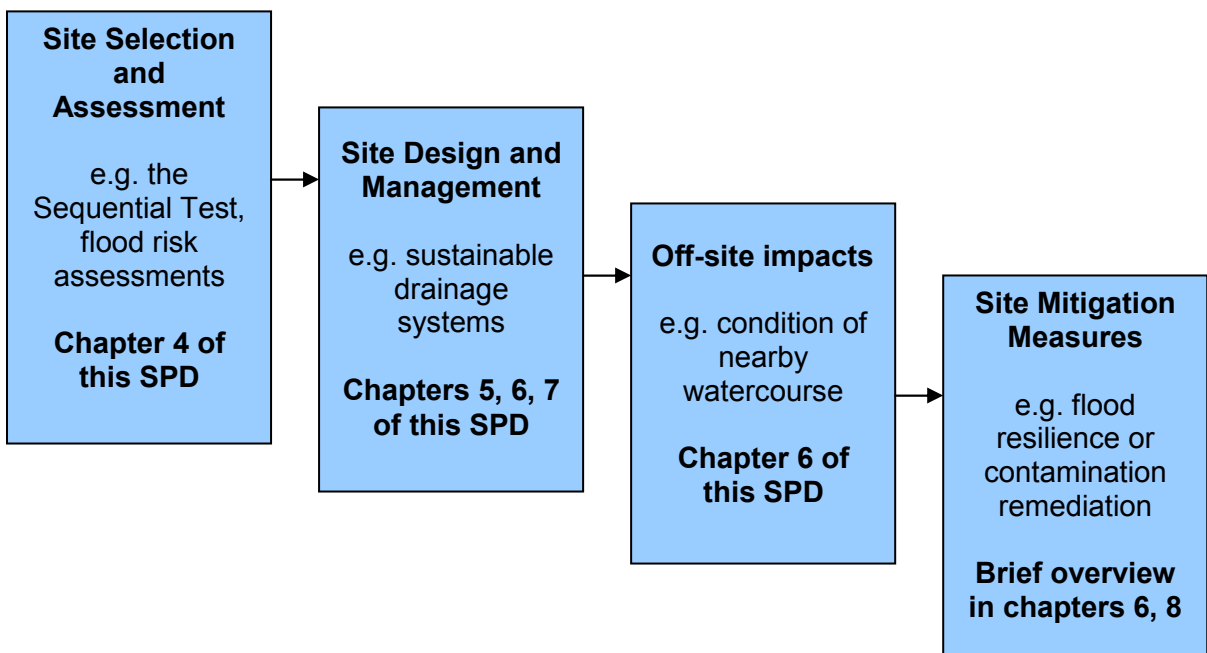


Figure 1-1: Flow chart demonstrating the contents of this Supplementary Planning Document

1.2.3 The design of water features and drainage systems is dependant on other constraints such as site contamination levels. This SPD does not provide detailed information on mitigation topics such as flood resilience or groundwater remediation measures (step four in the above flow chart). However, references are made throughout to assist with consideration of these issues.

## 2 Setting the scene

### 2.1 Legislation, policy and guidance

2.1.1 Flood and water management in Peterborough is influenced by legislation, national and local policy, local technical studies and local information. Figure 2-1 below attempts to capture those key elements, and the rest of this chapter gives some brief commentary on the most important ones.

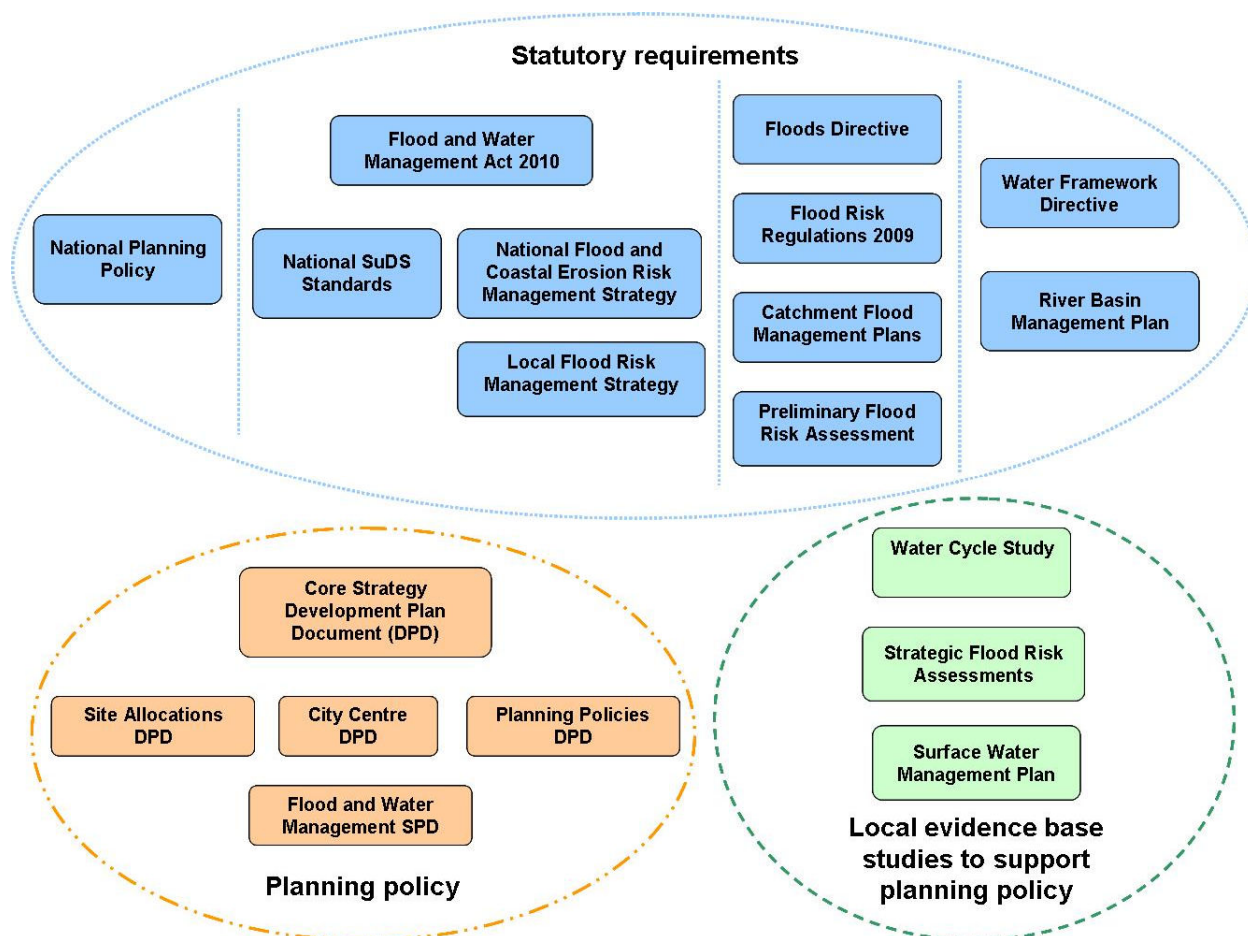


Figure 2-1: Linkages between relevant flood risk management documents and legislation

### 2.2 European context

#### The Floods Directive

2.2.1 The EU Floods Directive (2007/60/EC) came into force due to a need for EU countries to better understand and gather accurate data about the risks from surface water flooding. In the UK the directive came into force via the Flood Risk Regulations (2009) which in turn sets the requirement for Preliminary Flood Risk Assessments (PFRA) to be produced by all unitary and county councils. Peterborough's PFRA is discussed below under the heading on Local Background.

## The Water Framework Directive

2.2.2 The Water Framework Directive – 2000/60/EC (WFD) is a piece of EU legislation that came into force in December 2000 and was enacted into UK law in December 2003. The legislation requires member states to make plans to protect and improve the water environment. It applies to all surface freshwater bodies, including lakes, streams, rivers and canals; transitional bodies such as estuaries; groundwaters; and coastal waters out to one mile from low water. There are four main aims of WFD, these are:

- To improve and protect inland and coastal waters drive wiser
- Sustainable use of water as a natural resource
- Create better habitats for wildlife that lives in and around water
- Create a better quality of life for everyone

2.2.3 The Directive requires Member States to:

- Prevent deterioration in the status of aquatic ecosystems, protect them and improve the ecological condition of waters;
- Aim to achieve at least 'good ecological status' for all water bodies by 2015. Good ecological status is the objective the water body to have biological, chemical and structural characteristics similar to those expected under nearly undisturbed conditions. Where this is not possible to achieve by 2015 and subject to criteria set out in the Directive, aim to achieve good ecological status by 2021 or 2027;
- Meet the requirements of the Water Framework Directive Protected Areas;
- Promote sustainable use of water as a natural resource;
- Conserve habitats and species that depend directly on water;
- Progressively reduce or phase out the release of individual pollutants or groups of pollutants that present a significant threat to the aquatic environment;
- Progressively reduce the pollution of groundwater and prevent or limit the entry of pollutants;
- Contribute to mitigating the effects of floods or droughts.

2.2.4 River Basin Management Plans produced by the Environment Agency detail the pressures facing the water environment and what actions need to be taken in order for the WFD Directive to be met in each area. The [Anglian River Basin Management Plan](#)<sup>2</sup> covers Peterborough.

## 2.3 National context

### Flood and Water Management Act 2010

2.3.1 The Flood and Water Management Act (FWMA) places the responsibility for co-ordinating 'local flood risk' management on the county or unitary authority,

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<sup>2</sup> See Link: <http://www.environment-agency.gov.uk/cy/ymchwil/cynllunio/124725.aspx>

making them a Lead Local Flood Authority (LLFA). In this context, the act uses the term 'local flood risk' to mean flood risk from:

- surface runoff,
- groundwater and
- ordinary watercourses.

2.3.2 Peterborough City Council is a LLFA. The FWMA contains a range of different duties for LLFAs, including the need to prepare a Local Flood Risk Management Strategy and to maintain a register of significant flood prevention assets.

2.3.3 The Act also seeks to encourage the uptake of sustainable drainage systems (SuDS) by agreeing new approaches to the management of drainage systems and providing for LLFAs to adopt SuDS for new developments and redevelopments. In this regard, the city council intends to establish a SuDS Approving Body, which will review, approve and adopt drainage strategies and systems associated with/provided by new developments alongside the current planning approval system.

2.3.4 Schedule 3 of the FWMA, which introduces the need for SuDS Approving Bodies, is expected to be enacted in October 2013<sup>3</sup>. 'National SuDS Standards' prepared by the Department of the Environment, Food and Rural Affairs (Defra) will confirm the national requirements to which a drainage system must be built in order to be suitable for approval and adoption. Local guidance is also being prepared by many councils to supplement these standards.

#### **National planning policy**

2.3.5 Section 10 of the National Planning Policy Framework (NPPF) sets out the government's intention that planning should proactively help mitigation of, and adaptation to, climate change, including management of water and flood risk.

2.3.6 The NPPF states that both Local Plans and planning applications decisions should ensure that flood risk is not increased and that development should only be considered appropriate in flood risk areas where it can be demonstrated that:

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<sup>3</sup> As of the time of writing.

- a site specific flood risk assessment has been undertaken which follows the Sequential Test, and if required, the Exception Test; and
- within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and
- development is appropriately flood resilient and resistant, including safe access and escape routes where required; and
- that any residual risk can be safely managed, including by emergency planning; and
- the site gives priority to the use of sustainable drainage systems

2.3.7 Government has produced *Technical Guidance to the National Planning Policy Framework (March 2012)* which covers flood risk. This guidance provides some of the information that is needed in order to undertake a Sequential Test for development, including:

- Clarification of the aim of the test,
- Explanation of each of the flood zone classifications,
- Explanation of the land use vulnerability classifications, and
- Guidance on how to take climate change into account within a site specific flood risk assessment.

## 2.4 Local context

### The Environment Agency and Catchment Flood Management Plans

2.4.1 The Environment Agency has prepared catchment based guidance to ensure that Main Rivers and their respective flood risk have been considered as part of the wider river system in which they function. Catchment Flood Management Plans (CFMPs) discuss the management of flood risk for up to 100 years in the future by taking into account factors such as climate change, future development and changes in land management. As well as informing councils' planning policy and local flood management practises, the CFMPs will be part of the mechanism for reporting into the EU Floods Directive. The relevant CFMPs for Peterborough are the River Nene, River Welland and River Ouse and these can all be accessed on the Environment Agency's [Catchment Flood Management Plan](#)<sup>4</sup> web pages.

### The role of Peterborough City Council

2.4.2 In addition to becoming a Lead Local Flood Authority, Peterborough City Council also continues its previous role in managing highway drainage. The city council works with a wide range of other water and risk management partners in order to deliver its aims and duties in a co-ordinated way. Developing relevant planning policy and co-ordinating management procedures are important parts of reducing flood risk and ensuring that developments are appropriately drained.

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<sup>4</sup> <http://www.environment-agency.gov.uk/research/planning/33586.aspx>

## Local flood risk sources in Peterborough

2.4.3 Flood risk in Peterborough occurs from a variety of sources. These include:

- Main rivers (18 of the watercourses in Peterborough, of a variety of sizes, have been classified as main river)
- Ordinary watercourses (see glossary)
- Surface runoff
- Groundwater (high water table)
- Reservoirs
- The sewerage network – sewers, rising mains and pumping stations

2.4.4 Landscape and flood risk characteristics vary across Peterborough. Notably the Fens area to the east varies from the rest of Peterborough because it is managed by Internal Drainage Boards (IDBs). In the 17th century the Fens were drained and IDBs now continuously manage the water levels in these areas. Without such management, the Fens would once again flood over.

## Peterborough Water Cycle Study (2010)

2.4.5 The detailed [Water Cycle Study for Peterborough \(2010\)](#)<sup>5</sup> sets out a range of recommendations. Linked to some of those recommendations, guidance in this SPD is provided on:

- Removal of surface water from combined sewers
- Use of SuDS including the incorporation of green roofs, permeable pavements, swales and attenuation schemes
- Rapid surface water discharge from sites adjacent to the River Nene to avoid peak fluvial levels coinciding with peak surface water runoff volumes

2.4.6 The specific sewerage network options highlighted in the Study apply predominantly to the foul sewer system although these may have some impact where combined systems or cross connections are present.

2.4.7 A **developer checklist** sets out related issues and is available online within [Appendix I of the Water Cycle Study](#)<sup>5</sup>. This checklist aims to ensure that planning applications are accompanied by information on relevant water issues.

## Peterborough Strategic Flood Risk Assessment(s)

2.4.8 A Strategic Flood Risk Assessment (SFRA) provides the essential information on flood risk, allowing local planning authorities to understand the risk across the authority area. This allows for the sequential test (see chapter 4) to be properly applied. SFRAs produced for Peterborough are available online on the city council's web library of [water management documents](#)<sup>5</sup>. The SFRAs provide breach and hazard mapping information for Peterborough that may

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<sup>5</sup>[http://www.peterborough.gov.uk/environment/flood\\_and\\_water\\_management/developers\\_landing/water\\_management\\_documents.aspx](http://www.peterborough.gov.uk/environment/flood_and_water_management/developers_landing/water_management_documents.aspx)

be useful to developers in undertaking site specific flood risk assessments (FRAs).

- 2.4.9 The Level 2 SFRA (2010) recommends further exploration into Peterborough's different drainage and flood risk management subcatchments. This is suggested to assist understanding about the downstream and cumulative impacts of flood risk management and surface water drainage systems. Development across the city could be considered holistically by accounting for the variations in local constraints, catchment response, strategic opportunities and wider benefits. This SPD explains how the city council would like to continue developing its understanding about these subcatchments, making information available to developers to assist them with understanding site characteristics.

### **Peterborough City Council Suite of Sustainable Drainage Guides**

- 2.4.10 The city council will have a suite of guides to assist partners and customers with understanding Peterborough's sustainable drainage procedures once the Schedule 3 of the Flood and Water Management Act 2010 has commenced. The guides will help customers by providing information on aspects of SuDS and the SuDS Approval Board (SAB). This will include what SuDS are, what SuDS will work in Peterborough and a guide to the SAB including adoption. The guides will be aimed at a range of audiences from individual homeowners and school children to developers' design consultants and experienced engineers. The guides will be published on the city council's [SuDS web pages](#)<sup>6</sup>.

### **Peterborough Preliminary Flood Risk Assessment (2011)**

- 2.4.11 The Peterborough Preliminary Flood Risk Assessment (PFRA) is a statutory document completed under the European Floods Directive. The PFRA process is aimed at providing a high level overview of flood risk from local flood sources, including surface runoff, groundwater, ordinary watercourses and public sewers. It is not concerned with flooding from main rivers or the sea.
- 2.4.12 The Peterborough PFRA report of June 2011 confirms (based on the evidence collected) that there is no 'Flood Risk Area' of national significance within Peterborough's administrative area. However, the PFRA does not assess whether there are flood risks of local significance.

### **Local Flood Risk Management Strategy**

- 2.4.13 The city council is starting work on developing its Local Flood Risk Management Strategy (which is one of its duties under the FWMA). It will largely be focused on tackling issues related to flood risk in existing areas of Peterborough, rather than addressing risks as part of new developments.

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<sup>6</sup> <http://www.peterborough.gov.uk/suds>



## Local Planning Policy

2.4.14 The city council's local [planning policy](#)<sup>7</sup>, officially known as the Local Development Framework (LDF), includes:

- An adopted *Core Strategy (February 2011)* that sets the type and amount of development that will be accommodated in Peterborough up until 2026.
- An adopted *Site Allocations Development Plan Document (April 2011)* which identifies sites for development to meet the vision of the Core Strategy.
- An adopted *Planning Policies Development Plan Document (December, 2012)* which provides detailed policy to assist in the determination of planning applications.
- The emerging *City Centre Development Plan Document*, which identify sites for development and regeneration specifically within the city centre area.

2.4.15 This SPD provides detailed guidance to help implement policy CS22 of the Core Strategy and policy PP16 of the Planning Policies DPD. The document also supports and cross references policy PP20 due to the important links between site contamination and site drainage. These three policies are as follows:

### Core Strategy policy CS22 - Flood Risk

"The allocation of sites for development and the granting or refusal of planning permission on such sites and any other site will be informed by:

- The Peterborough Level 1 SFRA (2008)\*
- The Peterborough Level 2 SFRA (2009)\*
- The sequential test and if necessary the exception test; and an appropriately detailed site specific flood risk assessment.

(\* Or any equivalent subsequent assessment)

Development in Flood Zones 2 and 3 will only be permitted following the successful completion of a sequential test, exception test if necessary, suitable demonstration of meeting an identified need, and through the submission of a site specific flood risk assessment demonstrating appropriate flood risk management measures and a positive approach to reducing flood risk overall.

No development will be permitted in rapid inundation zones<sup>8</sup>, or areas not defended to an acceptable standard, other than in exceptional circumstances, unless the proposed development is classified as a water compatible use or essential infrastructure (subject to the exception test). In Zone 3a, residential development will only be permitted where the site consists of previously developed land.

<sup>7</sup> [http://www.peterborough.gov.uk/planning\\_and\\_building/planning\\_policy.aspx](http://www.peterborough.gov.uk/planning_and_building/planning_policy.aspx)

<sup>8</sup> See the glossary in chapter eight of this SPD for a definition.

All appropriate development should employ sustainable drainage systems (SuDS) to manage surface water run-off where technically feasible and appropriate to that part of the catchment. SuDS will be expected for all developments where run off or flash floods may threaten the integrity of any international or European site of nature conservation importance. Where such a threat exists and SuDS are not feasible, development will not be permitted. Long-term management and maintenance of SuDS should be agreed early on in the process. Economic constraints will not be accepted as a justification for non-inclusion of SuDS.

Where appropriate, development should help achieve the flood management goals from the River Nene and River Welland Catchment Flood Management Plans (CFMP).”

### **Planning Policies Development Plan Document policy PP16 - The Landscaping and Biodiversity Implications of Development**

For any proposed development with potential landscaping and/or biodiversity implications, the city council will require the submission of a site survey report with the planning application, identifying the landscape and biodiversity features of values on and adjoining the site. The layout and design of the development should be informed by and respond to the results of the survey.

Planning permission for the development will only be granted if the proposal makes provision for:

- (a) the retention and protection of trees and other natural features that make a significant contribution to the landscape or biodiversity values of the local environment, provided that this can be done without unduly compromising the achievement of a good design solution for site; and
- (b) new landscaping for the sites as an integral part of the development, with new tree, shrub and hedgerow planting suitable for the location, including wildlife habitat creation; and
- (c) the protection and management of existing and new landscape, ecological and geological features during and after any construction, including the replacement of any trees or plants introduced as part of the development scheme which die, are removed or become seriously damaged or diseased; and
- (d) the protection and, where necessary and feasible, the enhancement of water quality and habitat of any aquatic environment in or adjoining the site. For riverside development, this includes the need to consider options for riverbank naturalisation (see Flood and Water Management SPD for further guidance).”

The city council will require all major developments which involved building facades incorporating in excess of 60 per cent reflective glass to include measures which reduce the probability of bird strike.

For significant landscaping proposals, the council will require submission of management and maintenance specifications to accompany the landscaping scheme.

## **Planning Policies Development Plan Document policy PP20 – Development on Land Affected by Contamination**

All new development must take into account the potential environmental impacts on people, buildings, land, air and water arising from development itself and any former use of the site, including, in particular, adverse effects arising from pollution.

Where development is proposed on a site which is known or has the potential to be affected by contamination, a preliminary risk assessment should be undertaken by the developer and submitted to the city council as the first stage in assessing the risk.

Planning permission will only be granted for development if the city council is satisfied that the site is suitable for its new use, taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation. If it cannot be established that the site can be safely and viably developed with no significant impacts on future users or ground and surface waters, planning permission will be refused.

### **3 Consultation with water and flood risk partners**

#### **3.1 Partners and areas of interest**

3.1.1 The city council recognises the importance of sharing expertise and information to be able to deliver effective and timely decisions. Flood risk should be factored into the earliest stages of applications and decisions.

3.1.2

Table 3-1 below presents a list of consultees and the relevant water related topics on which either the city council or the developer may need to consult them.

- 3.1.3 The following organisations will be statutory consultees for the SuDS Approving Body decision: Environment Agency, Peterborough's local water and sewerage company (Anglian Water), local Internal Drainage Boards and the Highways Agency. The exact consultation requirements have not been established yet but will be agreed between the partners and published well ahead of the commencement of Schedule 3 of the Flood and Water Management Act 2010. This is anticipated being October 2013.

#### **Drainage authorities in fenland areas**

- 3.1.4 A large proportion of Peterborough is part of the Fen landscape and is specially managed to ensure that the area retains its significant agricultural, leisure and residential functions. The management is generally undertaken by Internal Drainage Boards (IDBs). IDBs are a type of operating authority which is established in areas of special drainage needs in England and Wales with permissive powers to undertake work to manage water levels within drainage districts.
- 3.1.5 There are four fenland drainage authorities within the area of Peterborough City Council: North Level District IDB, Welland and Deeping IDB, Whittlesey and District IDB and the Middle Level Commissioners. The areas of each authority are illustrated in appendix A. Middle Level Commissioners is not technically an Internal Drainage Board but a Statutory Corporate. For ease of reference the Middle Level Commissioners have however agreed that the term IDB may be used loosely throughout this document to refer to all of the relevant drainage authorities.

#### **Environment Agency**

- 3.1.6 The Environment Agency is non departmental public body and has responsibilities for protecting and enhancing the environment as a whole (air, land and water), and contributing to the government's aim of achieving sustainable developing in England and Wales. The Environment Agency manages flood risk from main rivers, but also has a strategic overview role across all types of flooding.
- 3.1.7 The Environment Agency has produced a list which details when the Environment Agency needs to be consulted on specific issues. This [consultation guide](#)<sup>9</sup> is available on their website.
- 3.1.8 A [flood risk consultation matrix](#)<sup>10</sup> has also been specifically created to demonstrate in more detail the scenarios for which the Environment Agency has applicable standing advice. This is aimed at Local Authorities but could be of use to developer teams. For the larger, more complex developments, standing advice is not sufficient and the Environment Agency should be consulted on the development application with an accompanying FRA. For

<sup>9</sup> <http://cdn.environment-agency.gov.uk/geho1211bvvv-e-e.pdf>

<sup>10</sup> [http://www.environment-agency.gov.uk/static/documents/Business/FRSA\\_LPA\\_v\\_3.1.pdf](http://www.environment-agency.gov.uk/static/documents/Business/FRSA_LPA_v_3.1.pdf)

some development types the city council makes its decision without advice from the Agency.

### **Water and sewerage provider**

- 3.1.9 As the water and sewerage company in Peterborough, Anglian Water Services Limited has the responsibility to effectually drain their area and maintain foul, surface and combined public sewers. When flows are proposed to public sewers, Anglian Water need to ensure that the public system has capacity to accept these flows. This is therefore assessed when a developer applies for a sewer connection. The Flood and Water Management Act 2010 will remove a developer's right to connect to the public sewer, with the decision being made instead by the SuDS Approving Body, to which Anglian Water will be an important consultee.

### **3.2 Pre-application advice**

- 3.2.1 Many of Peterborough's water management partners provide a pre-application advice service. There may be a charge for this service.

### **3.3 Contact information**

- 3.3.1 Table 3-1 provides an overview of the principal organisations which may need to be consulted during the development of a planning application. This list is not exhaustive.
- 3.3.2 Contact information and links for partner organisations are included on the city council's [water management web pages](#).

Table 3-1: A simplified table of partner organisations with which it would be useful to consult during preparation of the water related elements of a planning application.

Organisation	Flood risk	Drainage	Water contamination	Water habitat (WFD, biodiversity, water quality)
<b>Environment Agency</b>	The Environment Agency should be consulted on any development on land of one hectare or more and any development requiring Environmental Impact Assessment. They are also consulted on specifically water related issues as detailed below:			
	All major and residential minor development sites within Flood Zones 2 or 3, sites within Flood Zone 1 that have been previously identified as having drainage issues and sites within 20m of a Main River. However please see section 3.1.6 for more details.		Where risk exists that pollution of controlled waters (includes groundwater) may occur or may have occurred in the past.	Where the city council thinks there may be a risk of deterioration in WFD potential of freshwater systems
<b>Fen Drainage Authorities (IDBs)</b>	Development in the Fens or where development may affect or use an IDB managed watercourse – see appendix A			
<b>Anglian Water</b>	Foul and/or surface water flood risk	Connection to surface water sewers or regarding foul discharge		
<b>Peterborough City Council –</b> through the pre-application service or the application process	Surface water risk - Drainage Team  Residual risk - Emergency Planning Team	Site drainage - Drainage Team  Highway drainage – Drainage Team and Highway Control	Risk to human health and property – Strategic Regulatory Services	Biodiversity, wildlife, WFD - Natural Environment Team
<b>English Heritage</b>	Where flood risk, drainage or contamination may affect a listed building, a conservation area or a Scheduled Ancient Monument.			
<b>Natural England</b>	Development is within or affecting a County Wildlife Site, SSSI, RAMSAR, SAC, SPA or protected species			
<b>Wildlife Trust</b>				Within or affecting a County Wildlife site, protected species or urban wildlife.

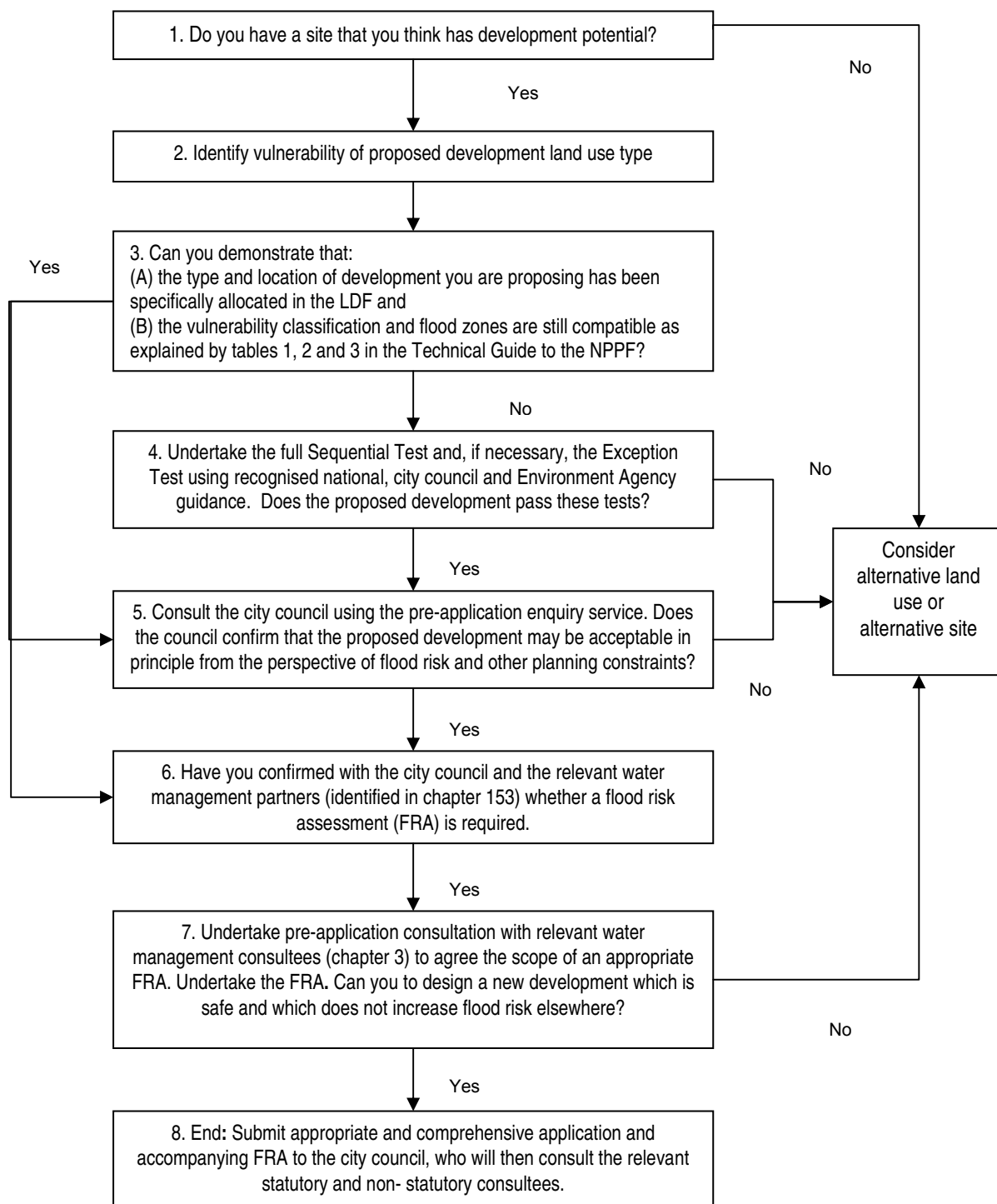
Organisation	Flood risk	Drainage	Water contamination	Water habitat (WFD, biodiversity, water quality)
<b>Cambridge and Peterborough Local Resilience Forum</b> (includes Emergency Services)	Where residual flood risk exists on larger sites or those with vulnerable users			
<b>Other organisations</b>	Other organisations may need to be consulted depending on issues arising on site.			



## 4 Guidance on site selection for sites within flood zones

(to assist implementation of Core Strategy policy CS22)

### 4.1 Introduction



- 4.1.1 The aim of this chapter is to give advice to developers and decision makers on how to address flood risk in the planning process and implement the first three paragraphs of Core Strategy policy CS22. The preceding flow chart sets out **the steps a developer should take**. This chapter applies to all scales of development. Explanatory notes are also provided, where necessary, for each of the steps. Please note, the guidance here should be read in conjunction with national planning policy.
- 4.1.2 The notes in sections 4.2 to 4.8 explain what is meant and/or required by various stages in the flow chart.

## **4.2 Step 2 explanatory notes – site vulnerability**

- 4.2.1 Identify how ‘vulnerable’ the proposed development is using the vulnerability classification in table 2 of the [Technical Guide to the National Planning Policy Framework \(2012\)](#)<sup>11</sup>. This is important because different types of development are acceptable in different flood risk situations. In simple terms, the more vulnerable the development type is, the more important it is to locate it in areas of the lowest possible flood risk.

## **4.3 Step 3 explanatory notes – need for Sequential Test**

- 4.3.1 If the site has been specifically allocated in the city council’s local development plan (i.e. the LDF) for the same land use type that is now being proposed, then an assessment of flood risk, at a strategic level, has already been done. This will have included assessing the site, against other alternative sites, as part of a ‘sequential test’ approach to flood risk.
- 4.3.2 However, despite passing part (A) of step three, there is a small chance that there has been a material change in the flood zoning of the development site since the adoption of the relevant part of the LDF. The site must therefore also pass part (B). For example, the site may have moved, in whole or part, from one Flood Zone category to another. If this has occurred, and the site has moved to a higher risk zone (e.g. from Zone 1 to Zone 2), it will be necessary to demonstrate that the proposed development passes the Sequential Test (see below).
- 4.3.3 The Flood Zones are the starting point for the Sequential Test. To check whether there has been a change in Flood Zones, please contact the Environment Agency. Zones 2 and 3 are shown on the online [Environment Agency Flood Map](#)<sup>12</sup>, with Flood Zone 1 being all the land falling outside Zones 2 and 3. The Flood Zones refer to the probability of sea and river flooding only, ignoring the presence of existing defences. Peterborough’s SFRA sets out which areas of Peterborough are protected by formal flood defences and assesses the hazard associated with the failure of these defences. This information should inform the Sequential Test and if necessary, the Exception Test – see section 2.4.8 for more details on the SFRA.

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<sup>11</sup> <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2115548.pdf>

<sup>12</sup> <http://www.environment-agency.gov.uk/homeandleisure/37837.aspx>

- 4.3.4 If 'yes' can be answered to step three, parts (A) and (B), then move to step five (optional) or six.
- 4.3.5 If it is not possible to answer 'yes' at step three, step four must be completed.

#### 4.4 Step 4 explanatory notes – passing the relevant tests

##### Sequential Test

- 4.4.1 If the site is within Flood Zone 2 or 3 the Sequential Test should be undertaken following the process as discussed in the [NPPF](#)<sup>13</sup> and set out in the agreed [Sequential Test Process note](#)<sup>14</sup>.
- 4.4.2 Using the table below, developers are required to check whether the vulnerability classification of the proposed land use is appropriate to the flood zone in which the site is located. Table 4-1, taken from the [NPPF Technical Guide](#)<sup>15</sup> also shows when an Exception Test will be required.
- 4.4.3 However, this table cannot be taken as the final answer to whether or not a development is appropriate; the Sequential Test (and the Exception Test, where necessary) must be completed in full. For example, if a 'more vulnerable' development is proposed to be located on a site in Zone 2 (and hence receive a ✓ using the table below) it will then be necessary to compare this to other reasonably available similar sites within lower risk areas (i.e. in Zone 1 in this example).

Table 4-1: Flood risk vulnerability and flood zone compatibility  
(source: Technical Guide to the National Planning Policy Framework, March 2012)

Flood risk vulnerability classification	Essential infrastructure*	Water compatible*	Highly vulnerable*	More vulnerable*	Less vulnerable*
Zone 1	✓	✓	✓	✓	✓
Zone 2	✓	✓	Exception Test required	✓	✓
Zone 3a	Exception Test required	✓	x	Exception Test required	✓
Zone 3b 'functional flood plain'	Exception Test required	✓	x	x	x
Key: ✓ = Development may be appropriate    x = Development should not be permitted					

<sup>13</sup> <http://www.communities.gov.uk/publications/planningandbuilding/nppf>

<sup>14</sup> [http://www.environment-agency.gov.uk/static/documents/Business/SequentialTestProcess\\_v3.1.pdf](http://www.environment-agency.gov.uk/static/documents/Business/SequentialTestProcess_v3.1.pdf)

<sup>15</sup> <http://www.communities.gov.uk/publications/planningandbuilding/nppftechnicalguidance>

- 4.4.4 Both the Sequential Test and the sequential approach to the layout of uses within the site boundary must take into account **all sources** of flood risk which exist, as detailed in paragraph 101 of the NPPF.
- 4.4.5 For the comparison of reasonable available sites within the city centre the area of search will be Peterborough's city centre boundary. For regional infrastructure the area of search will be the East of England, Northamptonshire and Lincolnshire. For all other sites the **area of search** is the Peterborough Unitary Authority area.
- 4.4.6 The definition of the **functional floodplain** is land where water has to be stored in times of flood. It includes the land which would flood with an annual probability of 4% (1 in 25) and the associated water conveyance routes and flood storage areas (sometimes referred to as washlands). The annual probability has been formally agreed for Peterborough by Peterborough City Council and the Environment Agency, as recommended by national policy.
- 4.4.7 When designing a site layout, it is important that a **sequential approach** to flood risk is also used **within the site**, i.e. locating development in the areas of lowest flood risk within the site boundary.

#### **Exception Test**

- 4.4.8 As shown in Table 4-1, the **Exception Test** can be applied in a number of instances. Application of the Exception Test ensures that new developments which are needed in medium or high flood risk areas will only occur where flood risk is clearly outweighed by other sustainability factors and the development will be safe for its lifetime, taking climate change into account. For the Exception Test to be passed:
- it must be demonstrated that the development provides wider sustainability benefits to the community<sup>16</sup> that outweigh flood risk, informed by a SFRA where one has been prepared; and
  - a flood risk assessment must demonstrate that the development will be safe, without increasing flood risk elsewhere, and, where possible, will reduce flood risk overall.
- 4.4.9 Peterborough City Council advises the use of the outcomes set within the Greater Peterborough Partnership [Sustainable Community Strategy 2008-21](#) as the framework for demonstrating whether or not **wider sustainability benefits** can outweigh flood risk. There are sixteen outcomes (listed on page 11 and 12 of the Strategy) against which the development should be scored. These outcomes are those that Peterborough wishes to see delivered in order to benefit its communities. The Sustainable Community Strategy has been adopted by the city council and its partners as the overarching and guiding plan for Peterborough.

#### **4.5 Step 5 explanatory notes – consultation**

- 4.5.1 The city council offers a pre-application service that covers planning applications and drainage information (and in future SuDS applications).

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<sup>16</sup> [http://www.gpp-peterborough.org.uk/documents/SustainableCommunityStrategy\\_003.pdf](http://www.gpp-peterborough.org.uk/documents/SustainableCommunityStrategy_003.pdf)

Further information on this service can be found on the city council's [pre-application advice](#) web page<sup>17</sup>.

## 4.6 Step 6 explanatory notes – need for flood risk assessment

- 4.6.1 National planning policy should be the first indicator of whether or not a site requires a FRA. Paragraph 103, footnote 20, of the [National Planning Policy Framework](#)<sup>18</sup> provides detail of this.

A site specific flood risk assessment is required for proposals of 1 hectare or greater in Flood Zone 1, all proposals for new development (including minor development and change of use) in Flood Zones 2 and 3, or in an area within Flood Zone 1 which has critical drainage problems (as notified to local planning authority by the Environment Agency); and where proposed development, or a change of use to a more vulnerable class, may be subject to other sources of flooding.

A flood risk assessment may also be required for some specific situations:

- If the site may be at risk from the breach of a local defence (even the site is actually in flood zone 1). See section 4.6.2 for more information.
- Where the site is intended to drain to the catchment or assets of a drainage authority who requires an FRA
- Where the site's drainage system meets the criteria of the Middle Level Commissioners as listed in section 4.6.3.

- 4.6.2 In areas of Peterborough that are defended the residual risk of breaching of the defence can mean that areas in Flood Zone 1 could actually be at risk of flooding. While the recognised Flood Zones maps show the areas that would be at risk if there were no defences, the failure of such structures can produce different results. The pressure the water may be under at the time of breach and the pathway that it is forced to take may not be same as if it were naturally overtopping the river banks. For this reason a flood risk assessment may sometimes be required for sites proposing people-based uses in defended areas that are actually within Flood Zone 1. If this situation applies **breach modelling** is also likely to be required as part of the planning process since this would enable determination of the actual risk to a site (see section 5.1.5). Please seek advice from the Environment Agency or the city council if further explanation is required on this point.
- 4.6.3 A large part of Peterborough is fenland. Since management practises in this area vary, there are some scenarios not listed by the NPPF, where an **FRA could be required within the Fens**. Development meeting the following criteria is required to submit an FRA to the Middle Level Commissioners:

<sup>17</sup>[http://www.peterborough.gov.uk/planning\\_and\\_building/making\\_a\\_planning\\_application/step\\_1\\_pre-application\\_advice.aspx](http://www.peterborough.gov.uk/planning_and_building/making_a_planning_application/step_1_pre-application_advice.aspx)

<sup>18</sup><http://www.communities.gov.uk/publications/planningandbuilding/nppf>

- Development being either within or adjacent to a drain/watercourse, and/or other flood defence structure within the area of the IDBs overseen by Middle Level Commissioners.
  - Development being within the channel of any ordinary watercourse within the Commissioner's area
  - Where a direct discharge of surface water or treated effluent is proposed into the Middle Level Commissioners catchment.
- For any development affecting more than one watercourse in the Commissioner's area and having possible strategic implications in an area of known flood risk.
  - Development being within the maintenance access strips provided under the Commissioners' Byelaws.
  - Any other application that, in the opinion of the Middle Level Commissioners' Chief Engineer, has material drainage implications.
- 4.6.4 The requirement for FRA should not be confused with the requirement to consult the Environment Agency on certain types of planning application and FRA. Chapter 3 provides more information about when the Environment Agency should be consulted. For clarity, the requirement for site specific FRA where the Agency does not want to be consulted on applications is in practise much simpler, as the FRA need consist only of the basic information listed under step 7 (4.7.3).
- 4.6.5 Flood risk assessments that the Environment Agency will not be consulted upon will be reviewed by the city council. For householder development this could be as simple as ensuring the development is being designed with an understanding of how the floor levels should relate to flood event levels. For most development this is likely to be as part of agreeing an appropriate drainage strategy for the site.
- 4.6.6 Please note that passing the Sequential Test does not remove the need for FRA.

#### **4.7 Steps 7 and 8 explanatory notes – content of flood risk assessment**

- 4.7.1 Flood risk, site design and emergency access and egress can affect the value of land, the cost of developing it and the cost of its future management and use. They should be considered, as part of the FRA, as early as possible in preparing development proposals.

##### **Basic FRA for smaller application sites**

- 4.7.2 A very simple FRA is required for the following types of development:
- Householder development and alterations in Flood Zones 2 and 3
  - Non-residential extensions with a footprint of less than 250 square metres in Flood Zones 2 and 3
  - Development of less than 1 hectare in Flood Zones 2 and 3
  - Any change of use that results in the developments vulnerability class becoming higher risk (e.g. water compatible to less vulnerable or less vulnerable to more vulnerable)
- 4.7.3 The requirement for FRA consists only of the completion of a simple flood risk table which must be completed and submitted along with supporting

evidence, as part of the planning application. The relevant tables can be found in the Environment Agency's [online flood risk assessment guidance](#) by following the links from the relevant development type and Flood Zone.

### Full FRA for other sites

4.7.4 The text box below sets out the requirements of a formal site specific flood risk assessment.

#### Flood risk assessments (FRAs) should:

- a) take a '**whole system**' approach to drainage to ensure site discharge does not cause problems further along in the drainage sub-catchment/can be safely catered for downstream of the site;
- b) **be proportionate** to the risk and appropriate to the scale, nature and location of the development;
- c) consider the risk of **flooding arising from the development** in addition to the risk of flooding to the development. This includes considering how the ability of water to soak into the ground may change after development;
- d) take the impacts of **climate change** into account;
- e) be undertaken **as early as possible** in the particular planning process, by a competent person, to avoid abortive work raising landowner expectations where land is unsuitable for development;
- f) consider both the potential adverse and beneficial **effects of flood risk management infrastructure** including raised defences, flow channels, flood storage areas and other artificial features together with the consequences of their failure;
- g) consider the **vulnerability of occupiers and users** of the development, taking account of the Sequential Test and Exception Tests and the vulnerability classification, including arrangements for safe access;
- h) consider and quantify the **different types of flooding** (whether from natural or human sources and including joint and cumulative effects). The city council will expect links to be made to the management of surface water as described in chapter 6. Information to assist with the identification of risk is available from the city council;
- i) identify relevant **flood risk reduction measures** for all sources of flood risk,
- j) consider the effects of a range of flooding events including the **impacts of extreme events** on people, property, the natural and historic environments and river processes;
- k) include assessment of the '**residual**' (**remaining**) **risk** after risk reduction measures have been taken into account and demonstrate that this risk is acceptable for the particular development or land use. Further guidance on this is given in chapter 5;
- l) be supported by appropriate **evidence data** and information, including historical information on previous events.

- 4.7.5 It should be noted that even if the development passes the Sequential Test and Exception Test (where necessary), there may be other material planning considerations that would render the development inappropriate. Likewise, if it is not possible to design a new development which is safe and which does not increase flood risk elsewhere, then it is unlikely that development will be permitted. Therefore pre-application discussions with the city council and other flood risk consultees are encouraged as soon as possible in the process.

#### **4.8 Step 9 explanatory notes – submission**

- 4.8.1 Once all these issues have been satisfactorily addressed, then a planning application, supported by a FRA where necessary, can be submitted. This will be formally reviewed by the city council and its partners in line with the information supplied in chapter 3. All partner comments are taken into consideration in the final decision.

#### **4.9 Conclusions – responsibilities**

- 4.9.1 **Landowners have the primary responsibility for safeguarding** their land and other property against natural hazards such as flooding. This applies during the construction period as much as it does when properties are sold or rented out. Individual property owners and users are also responsible for managing the drainage of their land in such a way as to prevent, as far as is reasonably practicable, adverse impacts on neighbouring land.
- 4.9.2 Developers proposing development in areas of flood risk have certain responsibilities as set out in the box below.

##### **Those proposing development in areas of flood risk are responsible for:**

- demonstrating that the proposed development is consistent with national and local planning policy (please refer to chapter 2);
- undertaking sufficient consultation with the flood risk consultees (chapter 3);
- providing a FRA, as part of the planning process, which meets the requirements of section 234.7.4;
- drawing up and building site designs that reduce flood risk to the development and elsewhere by incorporating appropriate flood management measures (chapter 5), including the use of sustainable drainage systems (chapter 6).
- ensuring that any necessary flood risk management measures are sufficiently funded to ensure that the site can be developed and occupied safely throughout its proposed lifetime;
- identifying opportunities to reduce flood risk, enhance biodiversity and amenity, protect the historic environment and seek collective solutions to managing flood risk (discussed throughout this document).



## 5 Managing and mitigating risk

### 5.1 Measures to control flood risk

- 5.1.1 This chapter covers ways of controlling and managing risk through site design to ensure that developments will be safe. The information in this chapter is intended for use only after it has been demonstrated that flood risk has been avoided as much as possible and the site and location are appropriate for the chosen type of development. Site specific flood risk assessments and the Exception Test must **detail how a site will be made safe** and this information will assist with this requirement.
- 5.1.2 It should be noted that the city council's overarching planning policy, within the Core Strategy, does not support residential development in Flood Zone 3a unless the site consists of previously development land. The city council believes that without a site providing the benefits that regeneration, for example, of previously developed city centre land can bring, it is very unlikely that residential development could be safe and sustainable in this location throughout its lifetime.
- 5.1.3 When undertaking a flood risk assessment or the Exception Test developers are strongly encouraged to work closely with the Environment Agency, the city council and Peterborough's emergency services partners (see chapter 3). Partners must agree that developments are safe and that flood risk management partners would be able to respond quickly and appropriately to any incidents.

#### Modelling

- 5.1.4 The following flood related factors can influence the design of new developments and should be considered in the site's FRA: flood source and mechanism, predicted flood level, duration, frequency, velocity of flood waters, depth and amount of warning time.
- 5.1.5 Some high level modelling of breaches and overtopping was undertaken for the Lower Nene as part of the [Strategic Flood Risk Assessment Level 2](#) and this may be of use. However, developers may need to undertake more detailed modelling for their sites to be able to accurately demonstrate the timings, velocity and depth of water inundation to their site. This could be particularly important where a defended site is proposed for people-based uses.

#### Climate Change information

- 5.1.6 For guidance on how to take climate change into account in flood risk assessments please refer to paragraphs 11 to 15 of the [Technical Guide to the National Planning Policy Framework](#)<sup>19</sup>. Table 5 provides the recommended sensitivity range for peak river flows, which should be used to plan for the impacts of **climate change** within the design of the development. It is expected by the city council that a sensitivity range of twenty percent

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<sup>19</sup> <http://www.communities.gov.uk/publications/planningandbuilding/nppftechnicalguidance>

(20% will be used for peak river flow in the design of both residential and commercial developments. For surface water management a thirty percent (30%) sensitivity range should be used for rainfall intensity when designing residential developments and twenty percent (20%) can be used for commercial developments.

### **Site layout**

- 5.1.7 The inclusion of good quality **green infrastructure** has the potential to significantly increase the profile and profitability of developments. Low lying ground can be designed to maximise benefits by providing flood conveyance and storage as well as recreation, amenity and environmental purposes. Where public areas are subject to flooding easy access to higher ground should be provided. Structures, such as benches, provided within the low lying areas should be flood resistant in design and firmly attached to the ground.
- 5.1.8 The use of sustainable drainage systems which are designed to cater for **exceedance events** is important in reducing the risk of surface water flooding on site. Chapter 6 provides more information on the design of drainage systems and exceedance events are covered in section 0.
- 5.1.9 Short-term or employment related **car parking** may be appropriate in areas subject to flood risk provided that flood warnings and signs are in place. The ability of people to move their cars within the warning time should be considered (hence the unacceptability of long term and residential car parking where residents may be away from the area for long periods of time). Car parks should ideally not be subject to flood depths in excess of 300mm depth since vehicles can be moved by water of this depth and may cause obstruction and/or injury.

### **Raising floor levels**

- 5.1.10 Where it is not possible to avoid flood risk or minimise it through site layout, raising floor levels above the flood level is a possible option to manage flood risk to new developments. This could include the placing of parking (see section 5.1.11) or other flood compatible uses at ground level with more vulnerable uses at higher levels may be appropriate in certain situations. Ensuring that safe access and escape will always be available to upper floors will be an essential part of design and of the ongoing maintenance and legal agreements for the development.
- 5.1.11 Single storey residential development is generally more vulnerable to flood damage as occupants do not have the opportunity to retreat to higher floor levels. For this reason single storey housing in risk areas must provide safe refuge about the flood level.

### **Modification of ground levels and floodplain compensation**

- 5.1.12 Any proposals to modify ground levels will need to demonstrate in the FRA that there is no increase in flood risk to the development itself or to any existing buildings in any location. Where land on site is raised above the level of the floodplain to protect properties, compensatory land must be returned to the floodplain. This is to ensure that new flood risk is not created elsewhere in an unknown or unplanned for location. For undefended sites floodplain

compensation must be both 'level for level' and 'volume for volume'. This applies, for example, in Peterborough city centre. Direct (onsite or opposite bank) flood compensation is preferable since it is easier and cheaper to ensure it functions correctly. If off-site flood compensation is to be considered developers should liaise with the city council to understand whether storage sites are available that could protect multiple developments and potentially lead to shared costs. For example the reason that the Thorpe Meadows site is safeguarded in the Peterborough Site Allocations DPD is in case the location should require further investigation as a potential compensation site to protect the city centre against the risk of future (long-term) flooding. *CIRIA's report C624 entitled 'Development and Flood Risk - Guidance for the Construction Industry (2004)'* provides detailed advice on floodplain compensation.

- 5.1.13 In defended areas compensation need not normally be provided to the same extent. This applies, for example, to areas to the east of Peterborough in the Fens. Developers should however assess the risks to the area and undertake mitigating action should the raising of land have the potential to create additional flood risk elsewhere (particularly to life). Consultation should be undertaken with flood risk partners to determine what type of compensation land or other mitigating actions would be appropriate.

#### **New defences**

5.1.14 The construction of new flood risk defences to enable development to take place needs to be very carefully considered with the Environment Agency and the city council. New defences create new residual risks that can take significant investment to fully understand and plan for. The Environment Agency is also not obliged to maintain defences and could potentially reprioritise or reduce expenditure in this area. Where defences are required maintenance agreements will need to be reached through section 106 of the Town and Country Planning Act 1990 or section 30 of the Anglian Water Authority Act 1977. The latter can be used by the Environment Agency to adopt flood defences directly.

## 5.2 Managing the residual risk

5.2.1 Residual risks are those remaining after the sequential approach has been applied to the layout of the different site uses and after specific measures have been taken to control the flood risk. At this stage management measures are no longer about reducing the risk, but planning for it. Management of the residual risk must therefore be the very last stage of designing and planning a site where all options for removing and reducing risk have already been addressed.

5.2.2 This document only provides an overview of residual risk related management measures. For more detailed information readers are encouraged to read *C688 - Flood resilience and resistance for critical infrastructure (CIRIA, 2010)* or refer to the [Environment Agency's website](#)<sup>20</sup>.

5.2.3 Where flood defence and drainage infrastructure has been put in place there will be risks associated with both its failure and with the occurrence of flood events more significant than the design level of the defence or system. These are residual risks which can be managed. The costs of managing residual risk may be low compared to the damage avoided.

5.2.4 Different types of **measures to manage residual risk** include:

- Developer contributions towards publically funded flood alleviation scheme
- Designing sustainable drainage systems so that storm events which exceed the design standard are properly planned for and the exceedance routes are known and appropriate (requirement explained in section 0)
- Incorporating flood resistance measures into building design
- Incorporating flood resilience measures into building design
- Flood warning and evacuation plans

5.2.5 **Flood resistance** stops water from entering a building and can be referred to as dry proofing. Measures include doorway flood barriers and airbrick covers. The effectiveness of flood resistance products depends upon the occupier understanding the features, putting them in place correctly when required and carrying out any needed maintenance. Water pressure and carried debris can also damage buildings and result in breaching of barriers. As a result

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<sup>20</sup> <http://www.environment-agency.gov.uk/research/planning/116801.aspx>

these measures should be used with caution and accompanied by resilience measures.

5.2.6 **Flood resilient construction** accepts that water will enter the building but thorough careful design minimises the damage to allow the re-occupancy of the building as soon as possible. Resilient construction can be achieved more consistently than resistance measures and is less likely to encourage occupiers to remain in buildings that could be inundated by rapidly rising water levels. Under this heading, the use of water resistant fixtures and materials for floors and walls may be appropriate along with the siting of sockets, cables and electric appliances at higher than normal levels.

5.2.7 **Flood resilience** also includes information based actions and planning such as:

- The use of **clear signage** within a development to explain residual risks or required responses such as on access doors, in car parks or on riverside walkways
- Ensuring that appropriate **flood insurance** is in place for buildings and contents. Further information and links about flood insurance are available on both the [city council](#)<sup>21</sup> and [Environment Agency](#)<sup>22</sup> websites.
- Businesses developing and maintaining **business continuity plans**. The city council encourages business continuity planning across all risk areas and can be contacted for further advice.
- Preparing and acting on **flood warning and evacuation plans**. These plans are an essential part of managing residual risk and advice should be taken from the [Cambridge and Peterborough Local Resilience Forum](#)<sup>23</sup> during preparation. Particular attention should be given to communicating warnings to and the evacuation of vulnerable people.

5.2.8 **Evacuation plans must include dry access and egress routes** wherever possible. Any variation in this, particularly the consideration of on-site refuge must be agreed by partners from the Local Resilience Forum. In this situation the city council will seek to organise a technical meeting with the Environment Agency's development and flood risk officer and flood risk management officers from Cambridgeshire's Fire and Rescue Service and the Police Force in order to agree whether the development's strategy for access, egress and refuge is appropriate.

5.2.9 The areas of Peterborough covered by the **Environment Agency's flood warning scheme** can be viewed on the Agency's [online map](#). While this scheme provides prompt telephone calls and SMS text messages to registered individuals, it is dependant on residents signing up to the scheme. Developers must also bear in mind that warning areas may not be extended to cover new development areas. The Environment Agency's scheme also only covers flooding from main rivers. Flooding from rainfall, surface runoff and groundwater often occur much more quickly, making warning more difficult. No local or national warning system currently exists for these more

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<sup>21</sup> <http://www.peterborough.gov.uk/water>

<sup>22</sup> <http://www.environment-agency.gov.uk/homeandleisure/floods/31654.aspx>

<sup>23</sup> [http://www.cambridgeshire.gov.uk/policing/cemt/council\\_responsibility/forum/default.htm](http://www.cambridgeshire.gov.uk/policing/cemt/council_responsibility/forum/default.htm)

localised mechanisms and developers will need to consider this in ensuring developments will be safe.

## 6 Guidance on surface water flooding and sustainable drainage systems

(to assist implementation of Core Strategy policy CS22)

### 6.1 Introduction

This chapter applies from the point of adoption of this document. It is intended to:

- raise awareness of issues that may need to be discussed as part of pre-application planning discussions.
- ensure that the consideration given by a planning decision to surface water and drainage is appropriate to prevent developments that have gained planning permission from being unable, at a later stage, to obtain sustainable drainage approval<sup>15</sup>; and
- bridge the medium term gap in policy and guidance before government introduces a need for all developments to have sustainable drainage systems approval
- be applicable to all development using or having the potential for sustainable drainage systems. While the bulk of the chapter is aimed at major development, minor development and minerals and waste management sites, section also specifically applies to householder development. All requirements will be considered by the council in proportion to the scale, nature and location of the site. Further advice on this can be provided by the council as part of the pre-application service.

Section 6.2 below provides further explanation of the role of this planning policy document in the context of the Flood and Water Management Act 2010.

- 6.1.1 Designing site layouts to ensure that drainage systems minimise local flood risk and are sustainable in the long term is an important part of the wider flood risk management strategy for a new development. This chapter therefore sets out what elements of drainage need to be considered to create a ‘sustainable’ system.
- 6.1.2 The expected increase in intense rainstorms (as a predicted result of climate change) and the nature of traditional drainage<sup>24</sup> means that the likelihood of surface water flooding will increase over time in Peterborough, with or without development. Loss of permeable (porous) ground as part of development could increase surface runoff flow rates and potentially increase the risk. Therefore the city council requires the drainage systems for all scales of development to be ‘sustainable’. In this context the city council defines this as minimising flood risk, improving water quality, bringing wider benefits other than just site drainage (improved local environment and biodiversity and safe public amenity) and being maintainable over the long-term.
- 6.1.3 Retrofitting of sustainable drainage systems (SuDS) particularly in the urban area is also something that the city council and its partners are looking to promote where possible.

## **6.2 The overlap between the planning system and the Flood and Water Management Act 2010**

- 6.2.1 The Flood and Water Management Act 2010 creates a significant change in the way that development gets approval prior to construction. When fully commenced (anticipated in 2013), it will put in place a system that allows developers to build SuDS knowing that they can be adopted by the city council in the same way that, for example, roads currently are. The Act sets out a system of approval whereby drainage strategies for sites should be submitted for review to a body known as the SuDS Approving Body (in Peterborough this will be the city council). If the drainage strategy is approved, the city council will then inspect the construction of the SuDS as they are built, with a view to ultimately adopting a safe and fully functioning system. If approval is not given for the drainage strategy then development is not allowed to start on site, regardless of whether or not the site has planning permission.
- 6.2.2 The relevant sections of the Act are expected to be enacted during 2013 following the release by Defra of finalised National Standards. SuDS Approving Bodies must use these standards to determine whether drainage

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<sup>24</sup> Public sewers are not generally designed to cater for more significant rainfall events than those of an annual probability of 3.33% (1 in 30). Larger, less common events are likely to result in surface run-off and sewer surcharging when the rainfall is very intense, as sewers cannot cope with those volumes of water in such a small period of time. It should be noted though that the drainage systems maintained by Internal Drainage Boards have a higher design standard, able to cope with a rain event of around 1.3% to 1% (1 in 75 to 1 in 100) depending on the specific drainage authority.

<sup>25</sup> At the time of adoption of this SPD, Defra have indicated that developers will be able to subject application for sustainable drainage approval at a different time to applications for planning permission. The city council is keen to prevent this from creating a situation where an abortive planning permission is gained because the agreed designs cannot meet the standards required for sustainable drainage approval.



strategies meet requirements and, if they do, such strategies should be approved. The National Standards are expected to leave some design elements open to local interpretation. For further information about the commencement of the SuDS provisions in the Act refer to [Defra's website](#)<sup>26</sup>.

- 6.2.3 Defra may choose to phase the requirement for development to obtain SuDS approval. In this case major development may need this specific approval straight away but minor development may not require it until perhaps 2014 or 2015. This policy document aims to ensure a higher level of consistency across these enactment periods.
- 6.2.4 As confirmed in the NPPF, flood risk is a very important consideration in the determination of planning applications. There are often significant interactions between different sources of flooding and in some locations surface water flooding may also present a much greater risk to the development overall than risk from main rivers. For these reason the consideration of surface water flood risk and hence drainage cannot be removed from the planning process, just because of the requirement for sustainable drainage approval. For planning permission the city council must be content that the development will not increase risk from any sources of flooding and that an appropriate and long lasting drainage system can be designed. The SuDS Approving Body is however looking for more detail about how the system will function, its construction and how it will be maintained.
- 6.2.5 By using this guidance to assist with the designing of sites for planning permission, both the city council and developers can enable a much smoother transition to the new drainage regime and help to prevent conflicting planning and drainage approvals.
- 6.2.6 Note about the use of planning conditions:

If it is decided by the city council during the planning process that any elements drainage will be left to a planning condition the same information will be required to discharge that condition as would have been required as part of the original process. However, elements such as contamination and site permeability must still be explored as part of the application process to ensure that any significant constraints to site development and drainage are known about before potentially undeliverable site layouts are agreed.

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<sup>26</sup> <http://www.defra.gov.uk/environment/flooding/legislation/>

## **6.3 How to use this chapter**

- 6.3.1 The flow chart in Figure 6-1 below shows the route for preparing a sustainable drainage strategy. The information is applicable whether drainage is being considered as part of planning or whether the development site specifically requires SuDS approval and a SAB application is therefore required. The flow chart is principally relevant to major developments, minor developments and minerals and waste management sites.

### **Minerals and waste management sites**

- 6.3.2 Minerals and waste management sites have to consider drainage as an integral part of site design. While site design may be further complicated by contamination-related issues, the principles of, and processes in, this chapter still apply.

### **Information for householder development**

- 6.3.3 A simple drainage statement should accompany a householder planning application explaining where the site's surface water will go. There may, for example, be local options for connecting to an existing SuDS system instead of a piped sewer. If the city council highlights that there may be capacity issues in the area the statement will need to consider simple measures to reduce the quantity and flow rate of water discharged. Advice can be sought from the council's drainage team.

### **The process**

- 6.3.4 This chapter should be referred to as early in the site design process as is possible. The city council recommends the consideration of site drainage begins as soon as a site with development potential has been identified; steps 1-4 of chapter 4 have been carried out; and it can be demonstrated that the Sequential Test, and if required the Exception Test, have been passed. The flowchart in Figure 6-1 starts at this point.

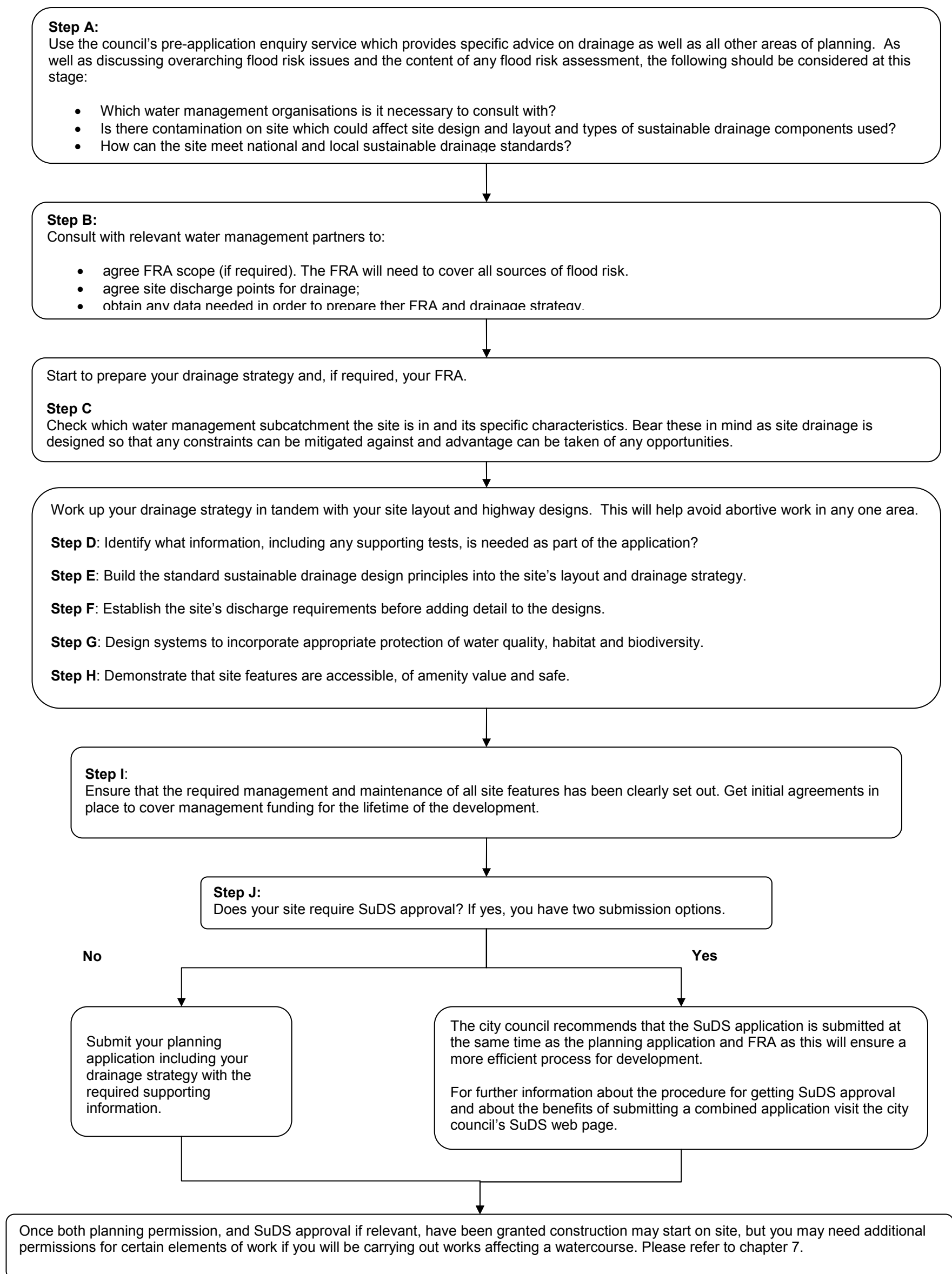


Figure 6-1: Flowchart showing the process of preparing a drainage strategy for a development site

## 6.4 Step A explanatory notes – council pre-application advice

- 6.4.1 The city council has a pre-application enquiry service which based on information supplied by the developer provides advice on obtaining sustainable drainage approval and obtaining planning permission. To find out more about this service please visit the city council's [pre-application advice<sup>27</sup>](#) web page.

## 6.5 Step B explanatory notes – drainage subcatchment

- 6.5.1 When water draining from a site leaves the development, the water may flow through a variety of watercourses or surface water sewers before reaching its destination in the Nene, Welland or Ouse main rivers. The rate and quality of flow can therefore easily affect locations downstream. For this reason a drainage strategy must take a **catchment or subcatchment-based approach** and consider the route and impacts of flows after they leave a development site. Two examples of how this could affect a drainage strategy would be:

- if the post-site flow route takes water into a designated wildlife site and hence the water quality of the discharge might be particularly important
- if the post-site flow route takes water past properties that would be expected to flood if flow rates increased. Detailed consideration may be required to determine appropriate discharge rates in this case.

- 6.5.2 The city council is keen to understand more about the local catchments and make this information available to help those planning drainage schemes. Maps of Peterborough's subcatchments and some of the different characteristics of, and variations between, the subcatchments are therefore available online within the city council's [water management](#) web pages. It is intended that the information will be updated as more information becomes available. Web links are also included to valuable data sets such as the British Geological Society's SuDS Infiltration Maps.

- 6.5.3 **Different subcatchments have very different characteristics** and it will also be useful at any early stage to scope out the types of constraints and opportunities that may exist in the area around the site. Examples could be very permeable soil which would allow site infiltration, or significant numbers of combined sewers and hence limited sewer capacity in the area.

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<sup>27</sup>

[http://www.peterborough.gov.uk/planning\\_and\\_building/making\\_a\\_planning\\_application/step\\_1\\_pre-application\\_advice.aspx](http://www.peterborough.gov.uk/planning_and_building/making_a_planning_application/step_1_pre-application_advice.aspx)

## 6.6 Step C: Consult with partners

- 6.6.1 There are a range of water and risk management organisations operating in Peterborough. They are used to working with developers on planning applications and working with other partners to resolve water management issues that arise. It is in everyone's interest for the design of development sites and their drainage strategies to go as smoothly as possible.

## 6.7 Step D: Submission and evidence requirements

### Submission and evidence requirements

- (a) Developers must submit with their planning application enough information to explain how it is proposed to drain the site without increasing surface water flood risk.
- (b) Site drainage strategies should be undertaken alongside the site's flood risk assessment and submitted as part of the planning application.
- (c) **Ground conditions** must be understood at an early stage and in order to reduce abortive work on the developer's part, preferably before drainage designs are commenced. The presence of land contamination may influence whether infiltration is appropriate and therefore dictate the most appropriate discharge method.
- (d) Subject to contamination results, **soakage tests** to a minimum of BRE365 (BRE [1991] Digest 365 – Soakaway Design Building Research Establishment) will be required to help determine the scope for infiltration on site. In the Fens, some of the drainage authorities have their own standards for such testing. Several soakage tests may be necessary to provide a reasonable understanding of possibilities for infiltration across the whole site. The results of the tests must accompany the planning application.
- (e) In certain areas where there are assets of historical interest, work may be required to ensure that site drainage does not impact negatively on **buried archaeological deposits**.

- 6.7.1 Site drainage is a key part of flood risk management and must be clearly discussed within a site FRA. It is therefore strongly encouraged that site drainage strategies (whether for planning approval or SAB approval) are undertaken **alongside the FRA and the rest of the planning application**. If consultants are being used, it is also likely to be more cost efficient and result in better cross linkages for the same consultants to undertake both the drainage strategy and FRA. If drainage designs are submitted to the city council at the same times as the planning application, the process of receiving planning permission (and sustainable drainage approval when relevant) will be much more efficient. This significantly reduces the risk of abortive work being carried out at the expense of the developer through the site and highway design stages.

- 6.7.2 **Ground conditions** such as instability or contamination can have a significant effect on the design of a site drainage system. For this reason testing should be carried out before the initial planning application submission so that it can be established whether the results will affect flood risk

management, drainage or site design. Increases in or the spread of **contamination** must be avoided. Should contamination be a potential issue, policy 20 in the Planning Policies Development Plan Document must be followed and further advice should also be sought from the Environment Agency.

- 6.7.3 In the Fen areas of Peterborough, some of the drainage authorities have their own standards for **soakage testing**. If the site is within this area and it is proposed to drain into an IDB watercourse please contact the drainage authority for more information.
- 6.7.4 In the vicinity of the Flag Fen Archaeology Park (a Scheduled Monument) the planning application must include information about the impacts of site drainage on the **buried archaeological deposits**. This is likely to involve an assessment of groundwater and consideration through the drainage strategy of whether groundwater recharge would be possible for the benefit of the deposits. If it is proposed to develop within the fenland catchment of the North Level District Internal Drainage Board pre-application consultation is strongly recommended with English Heritage, the city council and the IDB.

## 6.8 Step E: Design principles

### Design principles

- (a) A complete sustainable drainage system should meet all parts of **SuDS treatment train**. This is to ensure that the system functions exactly as it should and achieves the intended benefits.
- (b) The number of **treatment stages** within a drainage system must be appropriate to the uses onsite.
- (c) The **full range of SuDS techniques** must be considered for all sites with the most appropriate technique(s) taken forward.
- (d) All drainage strategies must demonstrate **flow paths and exceedance routes, mimic natural drainage paths**, and include appropriate mitigation measures.
- (e) Allowances for **climate change** must be factored into designs.
- (f) There should be appropriate **storage** incorporated within the drainage system to allow for rain events up to a 1% annual probability (1 in 100) and an allowance for climate change.
- (g) Where applicable, previously **culverted watercourses should be opened up** to create more natural drainage and reduce the likelihood of bottlenecks/blockages that can occur and cause flooding in localised areas
- (h) The **ease of maintenance** is an essential part of the design of sustainable drainage system
- (i) As well as managing water quantity and quality, SuDS can and should enhance the wider environment by providing opportunities for a net gain in biodiversity and delivering public amenity. However it must be remembered that the **primary function** of SuDS is to effectively drain an area.
- (j) The use of **permeable** surfaces, both green and paved depending on the intended land use, is encouraged.

6.8.1 The layout and design of SuDS and other flood risk management measures must be considered at the beginning of the development process using the design principles set out in this document. A key element to successful SuDS is integrating the design into the development master plan/site layout at an early stage, while also considering how SuDS will be maintained. Good SuDS design also requires early and effective consultation with all parties that are involved in the approval process including the city council, the Environment Agency and relevant stakeholders identified in chapter 3.

### What is sustainable drainage?

6.8.2 Sustainable drainage means managing rainwater (including snow and other precipitation) with the aim of<sup>28</sup>:

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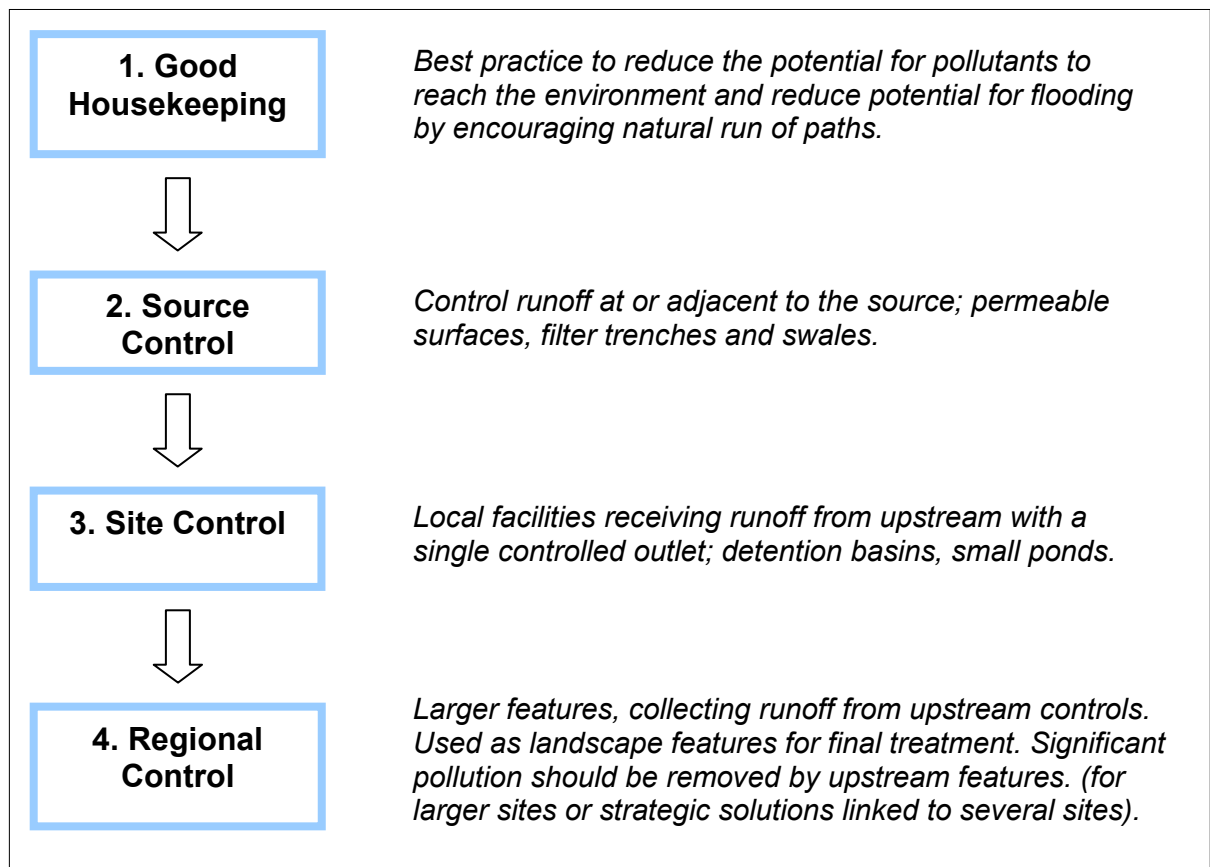
<sup>28</sup> Definition taken from Schedule 3, para 2, Flood and Water Management Act 2010.

- reducing damage from flooding
- improving water quality
- protecting and improving the environment
- protecting health and safety
- ensuring the stability and durability of drainage system

The primary function of SuDS is to provide effective drainage. SuDS replicate as closely as possible the natural drainage of the site before development. This reduces the risk of flooding downstream that could otherwise be caused when surface water with an increased flow rate drains to a sewer of limited capacity; helps to replenish groundwater; and removes pollutants gathered during runoff.

### 6.8.3 Management train and treatment stages

6.8.4 *Figure 6-2* Different types of sustainable drainage components should be used in series throughout a development site in order to most effectively achieve the intended benefits of having SuDS. Figure 6-1 illustrates the hierarchy of use, known as the **SuDS management train** that should be followed when planning the drainage strategy. The benefits discussed in sections **Error! Reference source not found.** and **Error! Reference source not found.** are more likely to be achieved if the management train is followed.



*Figure 6-2: SuDS management train*

6.8.5 There are a **wide range of sustainable drainage components available** each using slightly different techniques to manage water. It is likely therefore



that there will be a technique and component suitable for each site. Bear in mind that it is still possible to include traditional or piped methods within sustainable drainage systems. The overall design just needs to ensure that the different components do work well together to achieve the end aims of sustainable drainage. [Appendix B](#) provides further detail about the SuDS management train, different types of SuDS components which can be used and the characteristics of each component. In addition, detailed information on SuDS components and design can also be found in the CIRIA SuDS manual<sup>29</sup>.

- 6.8.6 Different land uses result in differing qualities of water leaving a site. For water running off a petrol station may be considerably more polluted than water from a residential roof. Each time water runs through a particular SuDS component the flow will be treated in some way to help reduce pollution – this is called a treatment stage. More **treatment stages** are required for more polluting land uses. Table 6-1 below shows how many treatment stages are required for different land uses. Examples of appropriate treatment train combinations can be found in *The SuDS manual*<sup>30</sup>.

Table 6-1: Number of treatment stages required for different land uses

Runoff catchment characteristic	Number of treatment stages required
Roofs only	1
Residential roads, parking areas, commercial zones	2
Refuse collection, industrial areas, loading bays, lorry parks, highways	3

### Designing SuDS features

- 6.8.7 An **exceedance route** is a flow route that water will take over the land when the capacity of the drainage system (sewer or watercourse) is exceeded. In most cases this is a rain event with an annual probability of less than 3.33% (1 in 30). It is crucial to effective flood risk management that exceedance routes are understood so that unexpected residual risks are not created. If flow routes are known they can be directed (through site design) to areas of less vulnerability. The city council and emergency services can also be prepared with appropriate responses. The preferred option is for exceedance routes to flow to open space where surface flooding for short periods of time can be acceptable. Layout and landscaping should route water away from vulnerable property and avoid creating hazards to access and egress routes.
- 6.8.8 A well designed surface water drainage system should ensure that there is **no residual risk of property flooding** during events that are well in excess of the capacity of the medium to which the site is discharging. No flooding of property should occur as a result of a storm of 1% annual probability (1 in

<sup>29</sup> CIRIA, C697 The SuDS manual, 2007

<sup>30</sup> CIRIA, C697 - The SuDS manual, 2007.

100). Much more detailed information can be obtained from *Designing for exceedance in urban drainage*<sup>31</sup>.

- 6.8.9 It is important that sufficient **storage** is incorporated within all drainage systems to allow for rain events up to a 1% annual probability (1 in 100) and an allowance for climate change. Storage provided through water re-use methods like rain water harvesting is not usually counted towards the provision of on-site storage for surface water balancing. This is because there may be times where the water is not re-used as planned (e.g. for watering gardens or flushing toilets) and therefore storage will not be available for each new rain event. Rainwater harvesting is however recognised as very good practice for reducing the use of drinking water. The city council recognises that on new developments where other options for reducing surface water discharge are limited, water re-use is a better option than unattenuated discharge.
- 6.8.10 Table 5 of the Technical Guide to the National Planning Policy Framework provides information on recommended peak rainfall intensities for use when taking **climate change** into account within the design of the development. The city council expects a sensitivity range of thirty percent (30%) to be used for rainfall intensity when designing residential developments. For commercial developments twenty percent (20%) can be used.
- 6.8.11 The **culverting** of watercourses is not generally supported by the city council. Culverting removes floodplain storage from a watercourse and can increase the risk of flooding upstream when bottlenecks or blockages occur. The need for improved green infrastructure corridors and the requirement for water environments to be improved under the Water Framework Directive are two other drivers for ensuring a natural environment around channels, ditches and dykes. Any loss of access to the watercourse can also be a serious problem for the city council and riparian owners who need to maintain the watercourse.
- 6.8.12 The **ease of maintenance** is an essential part of the design of sustainable drainage system. As well as allowing for access, drainage designers should consider what kind of equipment would be required, e.g. to mow or remove sediment from a drainage system, and how often a certain types of SuDS component might need maintaining.
- 6.8.13 The city council is very keen to ensure that SuDS help to create a beneficial site environment. Sections 6.10 and 6.11 therefore provide information on biodiversity and health and safety expectations. The first SuDS-related aim of the city council as planning body, or in the future as the SuDS Approving Body, must however be to ensure that the end drainage system does provide **effective site drainage**.

#### **Special design rules for permeable paving**

- 6.8.14 It is recognised that some parts of Peterborough have clay-based soils and so infiltration may be not be possible to the same degree as in other areas of the country. However, there is variation in soil type across Peterborough meaning

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<sup>31</sup> CIRIA, C635 Designing for exceedance in urban drainage, 2006

that in some areas the soil may be more permeable. Soakage tests will help to confirm the situation onsite. Regardless of whether the ground can be a significant discharge point for the site, some water can usually be taken up by green areas and the presence of grass and larger vegetation will aid this. For this reason and the general importance of green infrastructure the use of **permeable** surfaces, both green and paved, is encouraged.

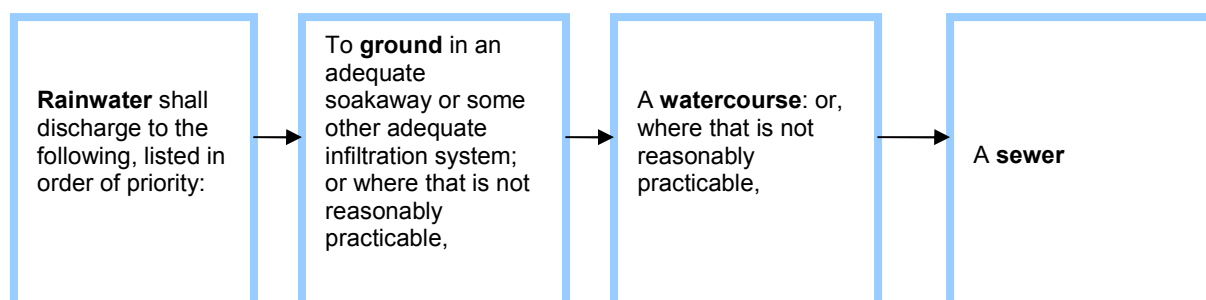
- 6.8.15 A **permeable area** allows rain water to drain into the ground rather than run over a surface. There are certain rules relating to the provision of permeable areas. If an area of proposed hard standing at the front of a dwelling house exceeds five square metres, it is required to be permeable (made of porous materials) or provision made to direct runoff water from the hard surface to a permeable or porous area or surface within the curtilage of the dwelling (part F of the General Permitted Development Order.  
[http://www.legislation.gov.uk/uksi/2008/2362/pdfs/uksi\\_20082362\\_en.pdf](http://www.legislation.gov.uk/uksi/2008/2362/pdfs/uksi_20082362_en.pdf))
- 6.8.16 Under Parts 8, 32, 41 and 42 of the 2010 amendments to the General Permitted Development Order, it is possible for Warehouses/Industrial, Schools, Offices and Shops/Retail to implement certain floor areas of hard standing without planning permission. Please refer to the 2010 amendments:  
<http://www.legislation.gov.uk/uksi/2010/654/contents/made>.

## 6.9 Step F: Discharge requirements

### Discharge requirements

- (a) Drainage strategies must demonstrate adequate consideration of each stage of the Building Regulations **rainwater drainage hierarchy** before moving to the next discharge option.
- (b) New surface water connections to the **combined or foul systems** will not be permitted;
- (c) If the site is brownfield, options for use of SuDS must still be demonstrated ahead of discharge to **existing surface water sewer connections**
- (d) If the site is **brownfield and in an area of combined sewers**, the council and partners will seek betterment. It is expected through regeneration that surface water will be removed from the combined system and will be managed in line with the rainwater drainage hierarchy (see Figure 6-3). Alongside source control measures, sites will be expected to consider the full range of SuDS techniques. Since unattenuated discharge to sewers will not normally be permitted, sites finding little potential for many of the SuDS measures, will be expected to also consider on-site water re-use and recycling measures before final discharge; and
- (e) If the site is greenfield, the design of SuDS must take into account **original greenfield drainage** patterns and the rate of runoff must be no greater than the greenfield rate unless the adopting body is prepared to accept a different flow rates.
- (f) If an application site is **adjoining a watercourse**, once infiltration opportunities have been maximised it will be expected that any remaining flows from the development will drain to this watercourse;
- (g) Where a development will be discharging into an **Internal Drainage Board watercourse** or into the River Nene there are some specific circumstances where the council may allow a reduced level of attenuation prior to discharge to the watercourse. Source control and treatment of the 'first flush' of surface water will however still be required.

6.9.1 The [Buildings Regulations 2010 Part H3](#) (2002 edition incorporating 2010 amendments)<sup>32</sup> provides a **rainwater discharge hierarchy**, shown below, that must be followed. As this demonstrates, discharge of surface water from new developments to a sewer should only be considered as a last resort:



<sup>32</sup> <http://www.planningportal.gov.uk/buildingregulations/approveddocuments/parth/approved>

Figure 6-3: Rainwater drainage hierarchy

- 6.9.2 There will be **no new surface water connections to the combined or foul systems**. Where sewers take rainwater as well as foul, this puts significant pressure on the network in the event of heavy downpours. In an environment where urbanisation has increased the amount of surface runoff entering the sewers, the risk of both foul and surface water flooding is increased as capacity in the system is reduced.
- 6.9.3 The city council aims, where possible and appropriate, to reverse existing situations where surface water enters **combined sewers**. This measure applies to brownfield redevelopment sites where surface water has historically drained into combined and foul sewers. A map of the location of combined sewers in Peterborough can be found on the city council's [water management](#)<sup>33</sup> web pages. The city council and the local water company is seeking, through regeneration, to remove surface water discharging to combined sewers, leaving these to transport just foul water from existing and future developments. This work would be part of a partner project, ensuring suitable alternatives are explored.
- 6.9.4 **Discharge with reduced attenuation** of surface water may be appropriate to the River Nene from riverside sites, although source control for pollution management is still required. It is recognised that for riverside sites slowing down the discharge of water to the River Nene through the normally required attenuation measures might not be the preferred approach for wider flood risk management. In the event of large river flows coming down the River Nene from storms in Northampton, it might be better if Peterborough's surface water is removed from the system before these higher flows arrive. The city council is willing to consider this as an option for riverside sites subject to the developer undertaking modelling to justify that flood risk from the River Nene will not be increased under certain rainfall conditions if rapid discharge is allowed. If developers wish to pursue this route they should jointly contact the city council's Flood and Water Management Officer and the Environment Agency to discuss what modelling work is required. This could be considered if an application site is within an area managed by an Internal Drainage Board and the IDB is in favour of this proposal.

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[http://www.peterborough.gov.uk/environment/flood\\_and\\_water\\_management/developers\\_\\_landowners/water\\_management\\_documents.aspx](http://www.peterborough.gov.uk/environment/flood_and_water_management/developers__landowners/water_management_documents.aspx)

## 6.10 Step G: Water quality, biodiversity and habitat requirements

### Water quality, biodiversity and habitat requirements

- (a) Opportunities to protect **wildlife habitat** or increase biodiversity on site should be taken ensuring that the wildlife requirements are fully compatible with the flood risk and drainage needs of the site.
- (b) All schemes **must prevent deterioration** of, or preferably enhance, water quality by reducing the risk of diffuse pollution in compliance with chapter 8. Where the ecological status of the affected water body is below 'good' or where biodiversity is particularly susceptible to change, a larger number of treatment stages might be required.
- (c) In designing infiltration systems, the depth of the water table must be appropriate for local peak groundwater levels, ensuring that **no direct discharge to groundwater** occurs from the SuDS.

- 6.10.1 The city council recognises that not all types of SuDS provide ecological benefits. However, the applicant is required to show that where practicable, the SuDS scheme will **benefit water habitats and biodiversity**. The city council therefore expects features such as ponds and wetlands to be planted to enhance biodiversity.
- 6.10.2 The planting of **native species** appropriate to the local conditions will be favoured and where appropriate the mix of planted species should aim to create habitats that contribute to the local Biodiversity Action Plan. Information about the Cambridgeshire and Peterborough Biodiversity Action Plan is available from the website of the [Cambridge and Peterborough Biodiversity Partnership](#).
- 6.10.3 Some common landscape and ecological design requirements may have to be adapted slightly to ensure that the SuDS can function effectively. The city council's drainage and natural environment teams can agree these amendments. It will also be important that the types of planting proposed are considered in line with the design of the SuDS features. For example, the soil moisture profile may be very different at the top of a swale's bank to the bottom and this will need to be taken into consideration to ensure the success of both the plants and the operation of the drainage feature.
- 6.10.4 Consideration should be given as to whether SuDS within the development site can be designed appropriately to form part of **dual amenity open space**. Can this be achieved without compromising the requirements of each in its own right? SuDS features can provide opportunities for informal, quiet recreation and can also provide improved linkages between existing habitats. Peterborough's Green Grid Strategy, referred to in section 6.11.6, highlights the importance of green infrastructure in linking green spaces for the benefit of both people and wildlife.
- 6.10.5 As part of its role as the SuDS Approving Body, the city council is producing guidance to cover a range of different elements of the SuDS processes. The **specially designed guides** will cover information about the selection and/or encouragement of appropriate native planting and wildlife. These guides will

be available on the city council's [water management web pages](#). High level biodiversity information is also available in the document *Integrating Biodiversity and Development; guidance notes for developers*. This document covers a variety of ways to incorporate biodiversity into development and is available from the planning pages of the [city council's website](#).

- 6.10.6 Chapter 8 provides more detailed guidance on the importance of **protecting and enhancing water environments** to meet the Water Framework Directive.
- 6.10.7 The **maximum acceptable depth** for infiltration SuDS is 2.0 m below ground level, with a minimum of 1.2 metres clearance between the base of infiltration SuDS and peak seasonal groundwater levels. Deep bore and other deep soakaways present risks where aquifer yield may support or already supports abstraction. Deep soakaways increase the risk of groundwater pollution and direct discharge is not supported by WFD. If the surface of an infiltration system is too close to the water table, a rise in water levels during particularly wet periods could cause groundwater to enter the infiltration system, reducing the amount of storage available. Groundwater entering the infiltration system would also result in direct discharge from that infiltration system into groundwater, which may contravene permitting requirements and environmental legislation.

## 6.11 Step H: Health and safety, access and amenity requirements

### Health and safety, access and amenity requirements

- (a) All SuDS schemes must be designed to ensure that the health and safety of people and animals is not put at risk. The environment created by SuDS must be a safe one. One of the council's SuDS objectives is to move away from the use of barriers by schemes being designed to be inherently safe. A **health and safety statement/risk assessment** must be submitted with all schemes to demonstrate that this principal has been applied;
- (b) If an application site adjoins a watercourse, development must be **set back** from it by a distance that allows appropriate access for maintenance or where relevant by the distance dictated in the byelaws of the responsible water management partner.
- (c) Schemes should consider how the site and incorporated **green infrastructure** can connect to the Peterborough Green Grid; and
- (d) All drainage schemes should have a **positive impact on the landscape**, create good quality spaces and where possible provide amenity value for residents

- 6.11.1 The Royal Society for the prevention of accidents (RoPSA) provides more detail guidance about **safety around inland water sites**. Their guidance is due to be updated during 2013 to include more relevant references to sustainable drainage designs. Visit their [website](#) for further information and to read *Safety at inland water sites, 2010*.
- 6.11.2 An example of **design that improves safety** without the need for barriers is ensuring that the sides of SuDS features such as ponds and swales have

very gently sloping sides. If a young children or elderly person can walk in they should be able to walk straight out again. **Visibility** of and around the feature is also important, not only so that visitors are aware of the features, but also for the purposes of passive or active surveillance.

- 6.11.3 **Signage** can be an important accompaniment to larger SuDS features, but must not be used as a replacement for appropriate design. Those potentially at risk may not be able to understand the signs. There is also benefit in signage covering a range of information issues relating to the drainage system so that residents can understand what they are seeing, know what functions and benefits the SuDS are delivering and recognise safety precautions.
- 6.11.4 There must be appropriate space between the edge of a watercourse and development to allow for **access and the use of equipment** to maintain a water body. Even if maintenance of certain types is not envisaged initially consideration must be given to the long term situation. The required distance will vary according to the specific watercourse characteristics and any prescribed information contained within the byelaws of Peterborough's water management partners, see chapter 7. Wherever possible, SuDS features such as ponds and wetlands should be designed so that special machinery is not required to undertake maintenance.
- 6.11.5 Section 8.7.3 explains why **set back is also important for wildlife**, creating increased room for water based habitats and allowing wildlife access between fragmented habitats. Well linked habitat networks allow species to be more resistant to a changing environment and climate.
- 6.11.6 The inclusion of **green infrastructure** and considered planting in developments is also of significant benefit in improving on-site drainage due to the increased interception and infiltration of water.
- 6.11.7 Further information about green infrastructure and *Peterborough's Green Grid Strategy, 2006* is available from the '[Environment](#)' page of the city council's website. The aim of the Strategy was to draw up a framework for green space provision throughout Peterborough and its surrounding areas to ensure that the city's growth goes hand in hand with the protection and provision of quality green infrastructure. Residents, visitors and wildlife should have access to a complete network of open space for leisure, access and habitat.
- 6.11.8 One of Peterborough City Council's aims is to sustainably maintain, improve and expand the quality of the existing **tree and woodland cover**. Site design should start with the assumption that existing native trees should be retained and the city council's natural environment team can provide advice on tree management. The [Peterborough Trees and Woodlands Strategy \(2012\)](#)<sup>34</sup> sets out the council's intentions in this area.

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<sup>34</sup>[http://www.peterborough.gov.uk/environment/trees\\_and\\_hedges/trees\\_and\\_woodlands\\_strategy.aspx](http://www.peterborough.gov.uk/environment/trees_and_hedges/trees_and_woodlands_strategy.aspx)



## 6.12 Step I: Adoption and maintenance

### Adoption and management

- (a) All sites must have made provision for the **properly funded** management and maintenance of the sustainable drainage systems for the lifetime of the development

6.12.1 Until Schedule 3 of the Flood and Water Management Act is enacted, the responsibility for the **future maintenance** of drainage systems lies with the developer and hence it is possible that management companies will need to be established. The city council is however keen to support developers in finding alternative adoption arrangements. Where site discharge would naturally flow into the catchment of an Internal Drainage Board, discussions about adoption by the IDB would also be supported by the city council. The water and sewerage provider in Peterborough will also consider adoption of certain systems and developers may wish to enter discussions on this matter. Finally the city council also has the power to voluntarily adopt sustainable systems, with a commuted sum for maintenance, and hence developers may also wish to hold discussions with the Drainage Team about this option.

6.12.2 Once Schedule 3 is commenced the city council will become the approval and principal adoption body for surface water drainage systems. This should provide an increased level of certainty to developers about the intended procedures and pathways for their site drainage once construction has completed. It is expected that Defra will also confirm how the maintenance of on-site drainage systems should be funded in future. For further information and the latest updates please visit the [Defra website](http://www.defra.gov.uk/environment/flooding/legislation/)<sup>35</sup>.

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<sup>35</sup> <http://www.defra.gov.uk/environment/flooding/legislation/>

## 7 Specific consents

### 7.1 When is consent required for works affecting watercourses?

- 7.1.1 If it is proposed to undertake **construction within the locality of, including over, under and within, a watercourse** a specific consent is needed from one of Peterborough's water management partners. This consent is not included within planning permission but may be sought at the same time.
- 7.1.2 The type of consent required and the distance from the watercourse for which it is needed depends on what area of Peterborough the site is in and the classification of the watercourse.
- 7.1.3 Consenting requirements may lead to **changes in design** or layout and hence developers are advised to contact the relevant partners (illustrated in section 3 and below) early in the design process to ensure a smooth path through the planning process.
- 7.1.4 Works that are in, over, under or within 9 metres of the top of the bank of a **main river** require Flood Defence Consent from the Environment Agency. Where the channel is embanked, consent is required for works 9 metres from the landward toe of the raised embankment.
- 7.1.5 **Ordinary watercourse consent** is required for works affecting the flow of an ordinary watercourse, i.e. any ditch, dyke or channel carrying water which is not designated as a main river. This consent will be required from Peterborough City Council unless the site is in an area managed by an Internal Drainage Board, in which case the IDB will manage the consent application.
- 7.1.6 To support the many provisions of the Land Drainage Act 1991, organisations managing ordinary watercourses are able to have **land drainage byelaws** setting out clearly the required practises in their area of management. The distance from a watercourse, for which permission needs to be sought for works, varies between organisations. Table 7-1 below sets out these distances for each organisation and indicates where copies of the byelaws are available online.
- 7.1.7 In general land drainage byelaws will cover issues such as those listed below. However, for a full list of the situations covered by byelaws or advice on how to gain approval please refer to the relevant organisation.
- Control of introduction of water into watercourses
  - Control of sluices
  - Diversion or stopping up of watercourses
  - Obstructions within a certain distance of the watercourse
  - Fishing
  - Repairs
  - Dredging
  - Mooring of vessels
  - Navigation of vessels

Table 7-1: The different types of consents required and when they are applicable

Watercourse type	Consent required	Byelaw distance from watercourse	Organisation	Related legislation	Where to access the byelaws or relevant information
Main river	Flood defence	Within 9 metres	Environment Agency	Water Resources Act 1991	Contact the local Environment Agency office.
Ordinary watercourse	Land drainage byelaw	Within 20 metres	Middle Level Commissioners	Land Drainage Act 1991	<a href="http://www.middlelevel.gov.uk/docs/Byelaws/mlc.pdf">http://www.middlelevel.gov.uk/docs/Byelaws/mlc.pdf</a>
		Within 9 metres	North Level District IDB		<a href="http://www.northlevelidb.org/administration/byelaws">http://www.northlevelidb.org/administration/byelaws</a>
		Within 7 metres	Peterborough City Council		<a href="http://www.peterborough.gov.uk/pdf/PCCLandDrainageByelaws.pdf">http://www.peterborough.gov.uk/pdf/PCCLandDrainageByelaws.pdf</a>
		Within 9 metres	Welland and Deeping IDB		<a href="http://www.wellandidb.org.uk/byelaws">http://www.wellandidb.org.uk/byelaws</a>
		With metres	Whittlesey and District		Contact <a href="http://www.wcidb.org.uk/">http://www.wcidb.org.uk/</a>
	Land drainage ordinary watercourse	Within channel or affecting flow	Depends on site location	Land Drainage Act 1991 and Flood and Water Management 2010	<a href="http://www.peterborough.gov.uk/water">http://www.peterborough.gov.uk/water</a>

## 8 Guidance on water quality and aquatic environments

(to assist implementation of Planning Policies DPD policy PP16 and support Core Strategy DPD policy 12)

### 8.1 Context

8.1.1 This chapter provides guidance to assist implementation of point (d) of policy PP16 -The Landscaping and Biodiversity Implications of Development (see section 2.4.14 for the policy text). Part (d) has been driven by the Water Framework Directive – 2000/60/EC (WFD). Chapter 2 introduces the aims and requirements of this Directive.

### 8.2 Requirements of the Water Framework Directive

8.2.1 An important element of the WFD is the requirement for member states to aim to achieve 'good ecological status' in all surface freshwater bodies by 2015. This objective relates to the water body having biological, chemical and structural characteristics similar to those expected in nearly undisturbed conditions.

8.2.2 The Directive also sets out the need for there to be '**no deterioration**' in the ecological potential of the water environment. Development proposals affecting the water environment may impact the biological, hydromorphological, physicochemical and/or chemical quality elements. Impacts leading either to deterioration in the status of a water body or to the water body being unable to achieve its WFD objectives are unlikely to be permitted. New activities and schemes **must be assessed** to identify if they will:

- cause deterioration, or
- lead to failures to achieve ecological objectives.

8.2.3 For surface waters, 'good ecological status' is a statement of overall status, made up of ecological and chemical components. This is illustrated in Figure 8-1 below. A range of elements are measured in each water body, such as priority substances (e.g. lead) and physical structure (hydromorphology). Classification is produced based on a 'one out, all out' principle, so that the poorest individual element result sets the overall status. For groundwater good status has a qualitative component and a chemical component.

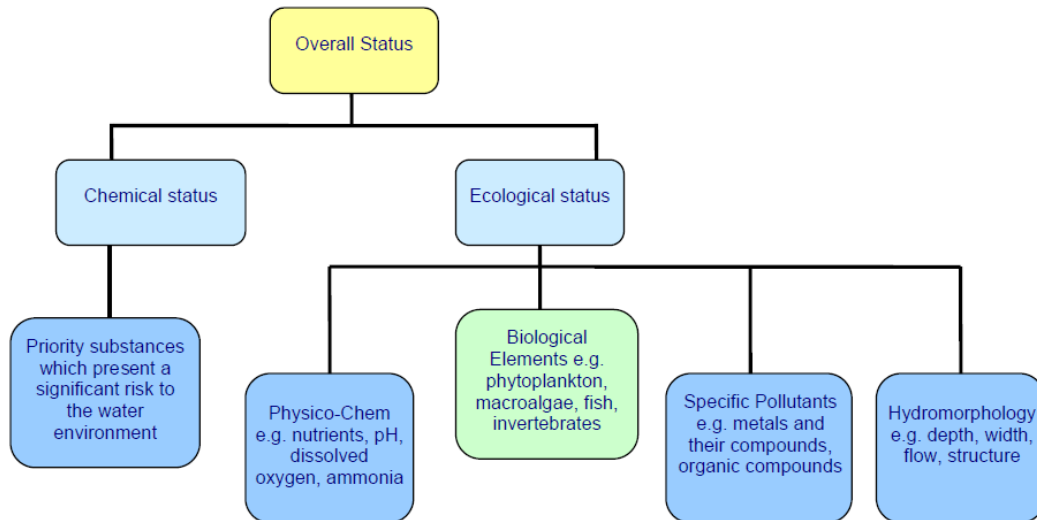


Figure 8-1: Elements making up the WFD status of a water body

- 8.2.4 The **Anglian River Basin Management Plan**, produced by the Environment Agency details pressures facing the water environment and actions that need to be taken by all partners in order to meet the requirements of the directive in the Anglian region.
- 8.2.5 The Water Framework Directive **applies to all waters** including inland surface waters, groundwater and transitional and coastal waters independent of size and characteristics.
- 8.2.6 Every river has a defined catchment area within which changes can affect the watercourse. However the reporting mechanism used in River Basin Management Plans is based upon a single river line within each catchment. The river line is an over simplified representation purely for larger scale reporting and provides an average for the catchment. This means that the potential or status of an individual watercourse could in fact be better or worse than indicated by the related water body status. Developers proposing large or industrial developments are strongly encouraged to liaise with the Environment Agency at any early stage in the planning process to gain further local information.
- 8.2.7 Information about locally reported water bodies is provided in Table 8-1 below.
- 8.2.8 Natural rivers with, for example, meandering courses and native vegetation tend to create good habitats for wildlife and may have a higher ecological status than a modified or artificial watercourse. The majority of watercourses in Peterborough are, however, not in their natural state. Modifications such as channel straightening or dredging have taken place over centuries for reasons such as transport, urbanisation, land drainage and flood defence. In most cases in Peterborough the rivers still serve these important purposes and hence channels cannot just be returned to a more natural state. Such watercourses have been designated as **heavily modified or artificial water bodies** by the WFD and are given the alternative objective of **'good ecological potential'**. This is the best ecology possible without compromising the use of the water body for which it has been designated. There are actions

that can be taken to help increase the ecological potential of these heavily modified or artificial watercourses, as discussed in section 8.7.6.

8.2.9 Table 8-1 illustrates the status of the locally reported watercourses. In the event that measures to improve a heavily modified or an artificial watercourse cannot easily be taken without affecting the important role that the watercourse plays, the legislation recognises this and water bodies may not require further assessment on a specific topic.

*Table 8-1: A summary of the classification of the locally reported water bodies within Peterborough. This should be taken only as an indicator. Further consultation with the Environment Agency is encouraged.*

Water body (or group of)	Water body reporting ID	Hydromorphology designation	2009 Ecological Potential	2009 Chemical Status	2015 Predicted Ecological Status / Potential	2015 Predicted Chemical Status	Priority
<b>Welland (western boundary of Peterborough)</b>	GB105031 050580	Heavily modified	Poor	Good	Poor	Good	High
<b>Welland (north west boundary of Peterborough)</b>	GB105031 050600	Heavily modified	Moderate	Good	Moderate	Good	Medium
<b>Welland (north and east of Peterborough)</b>	GB105031 050680	Artificial	Moderate	Good	Moderate	Good	High
<b>Maxey Cut (WFD reference is Welland near Peakirk)</b>	GB105031 050590	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
<b>Folly River</b>	GB105031 050560	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
<b>Werrington Brook and Marholm Brook</b>	GB105031 050540	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
<b>Brook Drain</b>	GB105031 050570	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
<b>Southorpe Brook</b>	GB105032 050370	Not designated as heavily modified or artificial	Moderate	Assessment not required	Moderate	Assessment not required	Medium

Water body (or group of)	Water body reporting ID	Hydromorphology designation	2009 Ecological Potential	2009 Chemical Status	2015 Predicted Ecological Status / Potential	2015 Predicted Chemical Status	Priority
Wittering Brook	GB105032050360	Not designated as heavily modified or artificial	Good	Assessment not required	Good	Assessment not required	Medium
River Nene (through Peterborough)	GB105032050381	Heavily modified	Moderate	Fail	Moderate	Fail	Medium
Morton's Leam and the Counter Drain	GB105032050382	Artificial	Moderate	Fail	Moderate	Good	High
Kings Dyke (WFD ref: Old River Nene)	GB70510037	Heavily modified	Good	Assessment not required	Good	Assessment not required	Medium
River Nene Old Course (WFD Ref: Middle Level Navigations)	GB70510035	Artificial	Good	Assessment not required	Good	Assessment not required	Medium
Stanground Lode	GB105032050340	Heavily modified	Moderate	Good	Moderate	Good	Medium

8.2.10 Most development near a river or watercourse will have the potential to impact on the water quality and, in turn, on the biodiversity of the water body.

8.2.11 There are other benefits to Peterborough of improved water quality, other than ecological ones. These include reducing the damage caused to people and property by flood waters and reducing the impacts of pollution on waterlogged archaeology. The latter is a potentially relevant issue in Fen areas.

### 8.3 Assessment of the impacts

8.3.1 The Environment Agency and the city council have a duty to ensure that WFD requirements are met by new development. They will therefore screen the development, during the planning process, based on three issues in this order of importance:

- **Causing harm** - Does the development have the potential to cause deterioration in the WFD status of a water body?
- **Preventing restoration** - Does the development prevent future improvement to the water body and therefore prevent it from reaching good ecological status/potential?
- **Taking positive action** – Are there opportunities for development to assist with improving the ecological status of water bodies and meeting WFD objectives.

8.3.2 Development which may require a WFD assessment includes, but is not limited to:

- Development within 20 metres of a watercourse where changes are proposed to the channel or bank form or where the long term management of the watercourse would be affected
- Development requiring EIA for reasons linked to the water environment.
- New water infrastructure
- Developments on contaminated land

8.3.3 In the event that a development in Peterborough requires a Water Framework Directive assessment, guidance is provided in Appendix C as to what would be expected. The Environment Agency may be able to provide additional guidance. Should future formal national guidance be released in this area then it will supersede the information in Appendix C. No WFD assessments have been required or undertaken in Peterborough as of 2012.

## 8.4 How do people and development influence the WFD status of rivers?

8.4.1 The following development-related factors can influence the WFD status of rivers:

- a) **Water supply, demand and abstraction**
- b) **Wastewater discharge**
- c) **Site drainage**
- d) **Location of development or works, in relation to water bodies**
- e) **Land contamination**
- f) **Highway provision**
- g) **Minerals and waste planning**
- h) **Tourism, recreation and navigation**
- i) **Community engagement**

8.4.2 The city council is keen that local policy supports the implementation of the European Directive and that development in Peterborough does not compromise, but rather aids, achievement of WFD requirements. The following section gives further explanation of how development affects the WFD status of watercourses so that this can be borne in mind by developers and planners in both planning decisions and future policy.

## 8.5 Water supply, demand, abstraction and wastewater discharge

8.5.1 If the water supply or wastewater discharge needs of any future development are likely to cause deterioration in WFD status, the city council and



developers will need to take this into consideration and **manage or determine impacts** accordingly. In some cases the city council and its partners may require an appraisal to be carried out to indicate how the works as a whole will affect the WFD status of the watercourse. When the control and monitoring of such water related issues need to be addressed in the planning process the city council takes advice from the Environment Agency, local Internal Drainage Boards and the local water and sewerage provider.

- 8.5.2 The supply of drinking water to Peterborough involves abstraction from the Nene. When water is removed from a river it can reduce water quality due to reduced dilution of pollutants. Regulations/ Standards are in place between the Environment Agency and the water company to ensure that most of the time water levels within the river are maintained at an appropriate level for fish and other wildlife. However, in drought periods or with increasing demand water companies may need to apply for a permit to increase abstraction, and hence reduce river levels.
- 8.5.3 New development also leads to an increase in demand for sewerage services and hence increased discharge flows from sewage treatment works (STW). Sewage effluent is collected and directed to the closest STW. For urban Peterborough this is at the Flag Fen and hence the impact of additional flows is likely to be some distance from the development site. It is important therefore that these are not forgotten as wastewater impacts can still be significant. Further information is provided in the Water Cycle Study and the Wastewater addendum.
- 8.5.4 If the local water and sewerage company reaches a point where it needs to apply for a permit for increased discharge flows from a STW, it is likely that the water quality limits will be tightened. This will be intended to aid achievement of the water quality objectives of the receiving water body under the WFD. The Counter Drain, into which the treated effluent from Flag Fen STW is discharged, currently has a chemical status of 'poor' and hence is far from reaching 'good' by 2015. Where consent limits are not achievable in terms of sustainability or scope for extending the treatment works, planning issues may arise and strategies for foul drainage and treatment should be investigated. Core Strategy policy CS12 (Infrastructure) requires that there is **sufficient infrastructure capacity to support new development**. This may require the phasing of development in line with infrastructure provision, in order to avoid environmental damage / WFD non-compliance.

## 8.6 Site drainage

- 8.6.1 Decisions made about how to drain a site need to consider the impacts on the **downstream water environment**, both in terms of flood risk and water quality. The Water Framework Directive does not allow for any deterioration in the downstream environment as well as in water bodies that are adjacent to or part of the site. An example of when deterioration could occur is if surface runoff, e.g. from construction, resulted in an increase in sediment being carried into the watercourse and then downstream within the catchment.
- 8.6.2 Where sewers are combined, taking both surface water and foul, heavy rainstorms leading to increases in the surface water flows can result in foul flooding. To reduce the likelihood of this causing damage, combined sewer overflows (CSOs) exist in certain locations. When the capacity of the sewer is reached, spills will result from the CSO into watercourses to reduce the

pressure in the system. The connection of surface water and highway drainage to combined sewers therefore increases the risk of flooding and pollution from CSOs and STW storm discharges. The transfer and treatment of this surface water is not normally sustainable. **Increases in flows should therefore normally be avoided upstream of CSOs.** Where this is not possible, if development will lead to an increase in population of more than ten percent in the wastewater catchment upstream of a CSO, the impact of growth should be assessed using Urban Pollution Manual (UPM) techniques to determine the mitigation required. Developers will be advised by Anglian Water and/or the council if there are CSO(s) near their site. Where the impact on the CSO is expected to be an issue, this should be included in the site's EIA or WFD assessment.

- 8.6.3 In order to reduce the frequency and duration of spills from CSOs, it is important to ensure that opportunities to **divert surface water and highway drainage from combined sewers** are fully explored.
- 8.6.4 As water runs over land it picks up pollutants and transports them ultimately into watercourses. Runoff from roads can contain heavy metals and hydrocarbons and run-off from farmland is more likely to contain nitrates and sediment. The impacts of this diffuse pollution can have serious implications for water quality and the WFD. Improving the quality of discharge from sites is one of the key aims of sustainable drainage systems, as discussed in section 6.10. By filtering runoff and slowing down flows **SuDS can significantly reduce the impacts of pollution** through mechanisms such as infiltration, filtration and evapotranspiration. SuDS can also create habitat for wildlife, which may help to improve the ecological potential of nearby waterbodies.
- 8.6.5 Management of **surface water flows during construction** is very important in order to prevent construction debris entering nearby watercourses.
- 8.6.6 In the long term, drainage related issues for many sites will be dealt with by the SuDs Approving Body (SAB) as part of Defra's intended SuDS approval process that will run alongside the planning process. The water quality of site drainage will therefore also become a potential SAB issue as well as a planning consideration.

## 8.7 Development location

- 8.7.1 Since the Water Framework Directive applies to all water bodies the location of development within Peterborough is not specifically relevant. However, the development's position within a catchment or its proximity to a watercourse can be relevant.
- 8.7.2 Location within a catchment will affect how many different watercourses the site drainage could impact on and whether or not the development could be a driver for improvement opportunities for a specific watercourse.
- 8.7.3 Proximity to a watercourse is relevant where, for example, development or engineering works could affect the ability of a water management partner to access, maintain or improve the water body, or where it could affect the flow in a watercourse. **Riverside development must therefore be set back a reasonable distance from the waters edge**, allowing a corridor between the two environments. While this corridor is crucial for access for maintenance, it is also the most effective means of ensuring there is potential for habitat and

ecological benefits. Appropriate form and landscaping of the riverbanks can then be fulfilled through good design. The distance of 'set back' may vary depending on the size of the watercourse, the type of maintenance that is required and the organisation responsible for maintenance. The distance will therefore be determined on a case by case basis with developers bearing in mind the need for access and green infrastructure.

- 8.7.4 Special consent is required from Peterborough's water management partners for development that takes place inside or within a certain distance of a watercourse. Chapter 7 explains what consents are needed, under what legislation and from which organisation. As well as the development or engineering works having the potential to affect flood risk, works (such as river straightening, dredging, putting in physical structures and impoundments and hard engineering) also all have the potential to cause deterioration and prevent WFD objectives being met. These works therefore require a level of WFD assessment.
- 8.7.5 Riverside development is likely to want to make the most of the river to enhance the aesthetics of the location. When landscaping measures are carried out these should be co-ordinated with the Environment Agency and other relevant partners in case methods would also provide ecological benefits or to help facilitate a locally desired partner project. **Naturalisation and improvement of river banks** and the surrounds of water environments has the most direct and measurable impact on water bodies and their status. Where hard surfaces or bank edges currently exist softening and planting the banks can make a significant contribution to biodiversity; creating and improving habitats for native species. It is recognised that there is significant scope in Peterborough for such improvements to be made and hence part (d) of policy PP14 in the Planning Policies DPD specifically addresses this issue.
- 8.7.6 Where a watercourse must still serve a function for which it has been modified or was originally created, naturalisation and habitat measures may need to be more subtle since they must not, for example, increase flood risk. This could be the case in Peterborough with some of the **watercourses in fenland areas** which are managed by an Internal Drainage Board. Smaller changes such as the installation of fish passes alongside pumping stations or bank-side planting can be particularly valuable to improve the habitat for native species.
- 8.7.7 The Environment Agency's [online mitigation manual](http://evidence.environment-agency.gov.uk/FCERM/en/SC060065.aspx)<sup>36</sup> provides examples of methods currently used (where appropriate to individual sites) to bring about river naturalisation and improve the ecological potential of Main Rivers.

## 8.8 Highways

- 8.8.1 There are several ways in which highways can interact negatively with water bodies. Construction waste and discharge points for highway drainage are important as discussed in section 8.6. Three other examples are also given here:

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<sup>36</sup> <http://evidence.environment-agency.gov.uk/FCERM/en/SC060065.aspx>

- Where a bridge crosses a watercourse or a road runs down towards a river surface water exceedance flows may lead water to run off these surfaces directly into a water body, taking heavy metals and hydrocarbons with it.
- The design of new bridges may require river edges to be strengthened and hardened on both sides potentially cutting off a wildlife corridor.
- Culverting of a watercourse under a carriageway causes a loss of morphological diversity and habitat continuity which may interrupt the migration routes of animals. The newt tunnels installed at Hampton in Peterborough are a very good example of how action has been taken to mitigate such an impact.

## 8.9 Land Contamination

- 8.9.1 Groundwater beneath development sites can provide base flow to surface waters. **Ground conditions on brownfield land potentially affected by contamination** should therefore be investigated prior to decisions being made about site layout and design of drainage systems.
- 8.9.2 If there is potential for land contamination on site then this can have effects on more areas than just drainage and water environments. Policy PP20 in the Planning Policies Development Plan Document therefore requires that on sites with the potential to be affected by contamination a **preliminary assessment** should be carried out prior to a planning decision being made. This will identify if additional measures and investigations need be carried out before development should commence. Pre-application advice can be sought from the city council and the Environment Agency to ensure a smoother planning application process.
- 8.9.3 Planning conditions can usually control pollution during construction, but this are not appropriate for land contamination, which should be addressed in principle **prior to development decisions**. This is discussed in policy PP20 of the Planning Policies DPD.
- 8.9.4 Soakaways and other infiltration based sustainable drainage systems (SuDS) should not be constructed within contaminated ground. **Non-infiltration based SuDs** should be considered as an alternative. Section 6.10.7 provides further information on appropriate infiltration depths to prevent groundwater contamination.
- 8.9.5 Developers seeking further guidance about land contamination should visit <http://www.environment-agency.gov.uk/research/planning/33706.aspx> and refer to any guidance produced by government or by nationally recognised planning and/or contamination based organisations. The following Environment Agency documents may be of use:

- Risk management framework provided in CLR11 ‘model procedures for management of land contamination’; and
- EA’s ‘Guiding Principles for Land Contamination’ for the type of information required in order to assess risks to controlled waters from the site.

## **8.10 Minerals and waste planning**

8.10.1 Developers should address site restoration options for minerals and waste sites at an early stage. The options for restoration can be an important factor in both the viability and suitability of a site for mineral extraction.

8.10.2 The restoration of minerals and waste sites to water habitats can:

- Offer opportunities to assist with creating areas for flood storage or with meeting water supply objectives. These must be incorporated within restoration schemes where there is a demonstrated need for them.
- Provide opportunities for biodiversity improvements
- Reduce the risks of pollution and enable natural groundwater flows to be maintained
- Offer local amenity benefits

8.10.3 Landfill sites have to have stringent controls in place to ensure contaminants are contained, controlled and treated. Leachate from a landfill site will be controlled separately from surface water to ensure no contamination occurs. Other types of waste sites where there is the potential for surface water contamination need to be controlled through ensuring appropriate sealed drainage systems are in place. Without these measures or in the case of spills significant pollution could result causing a deterioration of water quality and the ecological potential of the watercourse.

## **8.11 Tourism, recreation and navigation**

8.11.1 The use of water bodies for leisure can bring both positive and negative impacts. Through enjoyment visitors can become more aware of how pleasant water environments can be and often watercourses and lakes, for example, might be improved aesthetically to encourage increased visitor interest. Where aesthetics favour natural presentation, measures may increase ecological potential. Conversely, trampling, litter and polluting emissions from boats may cause deterioration in the quality of an aquatic environment. Development wishing to make use of water bodies for leisure and recreation will need to consider the impacts of the specific uses. There is a risk that the insertion of structures and physical modifications to the watercourse, for example to facilitate boating, could potentially cause deterioration and therefore be non-compliant with the WFD.

## **8.12 Community engagement**

8.12.1 Waterside development that encourages communities and companies to interact positively with their environment will be encouraged and commended. Informed and interested communities can do a lot to protect water resources that are important to them. This is demonstrated locally by the Peterborough RiverCare groups which have been established locally with help from Anglian Water. Such groups may carry out very beneficial works on a voluntary basis

such as undertaking wildlife surveys or removing litter or non-native invasive species from watercourses. Local people may also be able to help implement some WFD mitigation measures.

## **9 Implementation and monitoring**

### **9.1 Delivery partners**

9.1.1 Those that will help to deliver this SPD and put flood risk and water management policies into action are:

- Peterborough City Council
- Applicants and their agents
- The Environment Agency
- Anglian Water
- North Level District Internal Drainage Board
- Middle Level Commissioners
- Welland and Deeping Internal Drainage Board
- Whittlesey and District Internal Drainage Board

9.1.2 Appropriate indicators and targets have been identified to monitor the effectiveness of Core Strategy policy CS22 and Planning Policies policy PP14, which are set out in Table 9-1 below. An additional indicator has been developed on surface water flows into sewers. The results of annual monitoring will identify which policies are succeeding, and which need revising or replacing because they are not achieving the intended effect.

Table 9-1: Indicators and targets for this supplementary planning document

Indicator	Target
Number of brownfield developments reducing surface water flows into sewers.	All developments should minimise surface water discharge to the public sewer.
Number of planning permissions granted contrary to advice from the Environment Agency on WFD and water quality grounds and which adversely affect a waterbody's potential to achieve statutory WFD targets.	WFD assessments undertaken where detriment is possible and no planning permissions granted contrary to the advice of the Environment Agency.
Number of planning permissions granted contrary to advice from the Environment Agency on flood risk grounds	No planning permissions granted contrary to the advice of the Environment Agency.
Number of planning permissions granted contrary to the advice of any of Peterborough's water management partners	No planning permissions granted contrary to the advice of Peterborough's water management partner organisations
Number of new dwellings in flood zones 3b.	No dwellings in 3b.
The number of new dwellings on Greenfield sites in flood risk zones 3a and 3b.	None in 3a and 3b.
Number of permissions that are contrary to the SuDS guidance contained in this SPD.	None contrary to the SuDS guidance.



## 10 Glossary and acronyms

### 10.1 Glossary

**Abstraction of water** – the process of taking water from any source. Most abstracted water is treated to produce drinking water or used for irrigation.

**Amenity** - a general term used to describe the tangible and intangible benefits or features associated with a property or location that contribute to its character, comfort, convenience or attractiveness.

**Annual flood Probability** - The estimated probability of a flood of given magnitude occurring or being exceeded in any year. Expressed as, for example, 1-in-100 chance or 1 per cent.

**Attenuation / detention of water** – the process of slowing down the rate of flow usually to reduce peak flow downstream.

**Biodiversity** – all species of life on earth including plants and animals and the ecosystem of which they are all part.

**Breach mapping** – Mapping undertaken to show the extent of flooding resulting from a breach in defences. The likelihood of breaching is not considered. There are two types of breach modelling normally undertaken to assist with the preparation of site emergency plans. The first shows the maximum extent of one or more breaches. This information is required by the Environment Agency and is included in Peterborough's Strategic Flood Risk Assessment FRA Level 2. The second type of modelling involves modelling the spread of flood water from a breach over time so that the gradual impact on a development site can be assessed. This type of mapping does not exist centrally for Peterborough and developers in defended areas may need to undertake this modelling as carrying out the Flood Risk Assessment. The parameters, location and boundary condition of breach modelling should always be agreed with the Environment Agency before work begins.

**Catchment** – an area that serves a river with rainwater, this is every part of the land where the rainfall drains to a single watercourse is in the same catchment

**Combined sewers** – A sewer which carries foul sewage and surface runoff in the same pipe

**Conveyance** – movement of water from one location to another

**Cross connections** – any possible connection between a public surface water sewer and a foul sewer that could cause contamination

**Defra** – Department for Environment, Food and Rural Affairs

**Discharge** – Rate of flow of water.

**Ecology** – The study of environmental systems, particularly the relations of organisms to one another and to their physical surroundings.

**Exceedance flow** – Excess flow that emerges on the surface once the conveyance/carrying capacity of a drainage system is exceeded.

**Exceedance routes** – The route that exceedance flows take across the land

**First flush** – The initial runoff from a site/catchment following the start of a rainfall event. As runoff travels over a catchment it will collect pollutants and the "first flush" portion of the flow may be the most contaminated as a result. This is especially the case for intense storms and in small or more uniform catchments. In larger or more complex catchments pollution wash-off may contaminate runoff throughout a rainfall event.

**Flood and Water Management Unit** – an area of Peterborough identified as having similar flood risk and drainage characteristics

**Floodplain** - Area of land that borders a watercourse, an estuary or the sea, over which water flows in time of flood, or would flow but for the presence of flood defences where they exist.

**Flood storage** - The temporary storage of excess runoff or river flow in ponds, basins, reservoirs or on the floodplain during a flood event.

**Flood zones** – The national flood zones as mapped by the Environment Agency cover all watercourses with a catchment greater than 3 km<sup>2</sup> i.e. they cover some ordinary watercourses as well as all main rivers.

**Functional floodplain** – Land where water has to be stored in times of flood. This includes the land which would flood with an annual probability of 4% (1 in 25), as agreed between Peterborough City Council and the Environment Agency, and water conveyance routes and flood storage areas (sometimes referred to as washlands).

**Greenfield land** – land which has not been developed before, other than for agriculture or forestry buildings or buildings associated with parks, recreation grounds and allotments.

**Green Infrastructure** – a network of protected sites, nature reserves, green spaces, waterways and greenway linkages (including parks, sports grounds, cemeteries, school grounds, allotments, commons, historic parks and gardens and woodland). It offers opportunities to provide for a number of functions, including recreation and wildlife as well as landscape enhancement.

**Green roof** – a roof purposely covered in vegetation to retain, attenuate and treat water run-off and to contribute to local biodiversity

**Hazard modelling** – Modelling undertaken to demonstrate the hazard rating and 'hazard to people' classification of the failure and/or overtopping of defences. The velocity and depth of flooding is calculated and from this the hazard rating determined. Flood hazard ratings can be interpreted to provide 'hazard to people' classifications. Advice on this and modelling parameter should be sought from the Environment Agency.

**Infiltration** – the soaking of water into the ground.

**Internal Drainage Board** – a type of operating authority which is established in areas of special drainage needs in England and Wales with permissive powers to undertake work to manage water levels within drainage districts. Middle Level Commissioners is not technically an Internal Drainage Board although it undertakes many of the same roles.

**Local Development Framework** - the collective term for the whole package of planning documents which are produced by a local planning authority to provide the planning framework for its area.

**Local Resilience Forum** – a multi-agency partnership made up of representatives from local public services, including the blue-light emergency services, local authorities, the NHS, the Environment Agency and other partners.

**Main rivers** - watercourses designated as such on statutory main river maps held by the Environment Agency and Defra and can include any structure or appliance for controlling or regulating the flow of water in or out of a channel. The EA has permissive powers to carry out maintenance and improvement works on these rivers.

**Ordinary watercourse** - An Ordinary Watercourse is defined as any watercourse not identified as a main river on maps held by the Environment Agency and Defra.

**Padholme Catchment** – a catchment of Peterborough which drains to Padholme Drain, a main river.

**Peak fluvial flow** – the maximum flow rate of water in a river during a particular period

**Permeable surface** - A surface that is formed of material that is itself water resistance but, by virtue of voids formed through the surface, allows infiltration of water to the sub-base – for example, concrete block paving.

**Rapid Inundation Zone** – In Peterborough the eastern part of the unitary authority is currently protected by defences along the River Nene. A rapid inundation zone is an area which is at risk of rapid flooding should a flood defence structure be breached or overtopped. The zones at highest risk of rapid inundation are typically located close behind the defences. N.B the EA no longer use this term widely but the Core Strategy and PPS25 make use of this term. Hazard and breach mapping are now used to better define the residual risk of a site. The SFRA Level 2 contains hazard mapping for the Nene.

**Residual risk** – the risk that remains after all risk avoidance, reduction and mitigation measures have been implemented

**Runoff** - Water flow over the ground surface to the drainage system. This occurs if the ground is impermeable or saturated, or if rainfall is particularly intense.

**Sustainable drainage systems** – a sequence of management practises and control structures often referred to as SuDS, designed to drain water in a more sustainable manner than some convention techniques. Typically these are used to attenuate runoff from sites.

## 10.2 Acronyms

**DEFRA** – Department for Environment, Food and Rural Affairs

**FRA** – Flood Risk Assessment

**FWMA** – Flood and Water Management Act (2010)

**IDB** – Internal Drainage Board

**LDF** – Local Development Framework

**LLFA** – Lead Local Flood Authority

**NPPF** – National Planning Policy Framework

**PFRA** – Preliminary Flood Risk Assessment

**PPS** – Planning Policy Statement

**SAB** – Sustainable Drainage Systems Approving Body

**SFRA** – Strategic Flood Risk Assessment

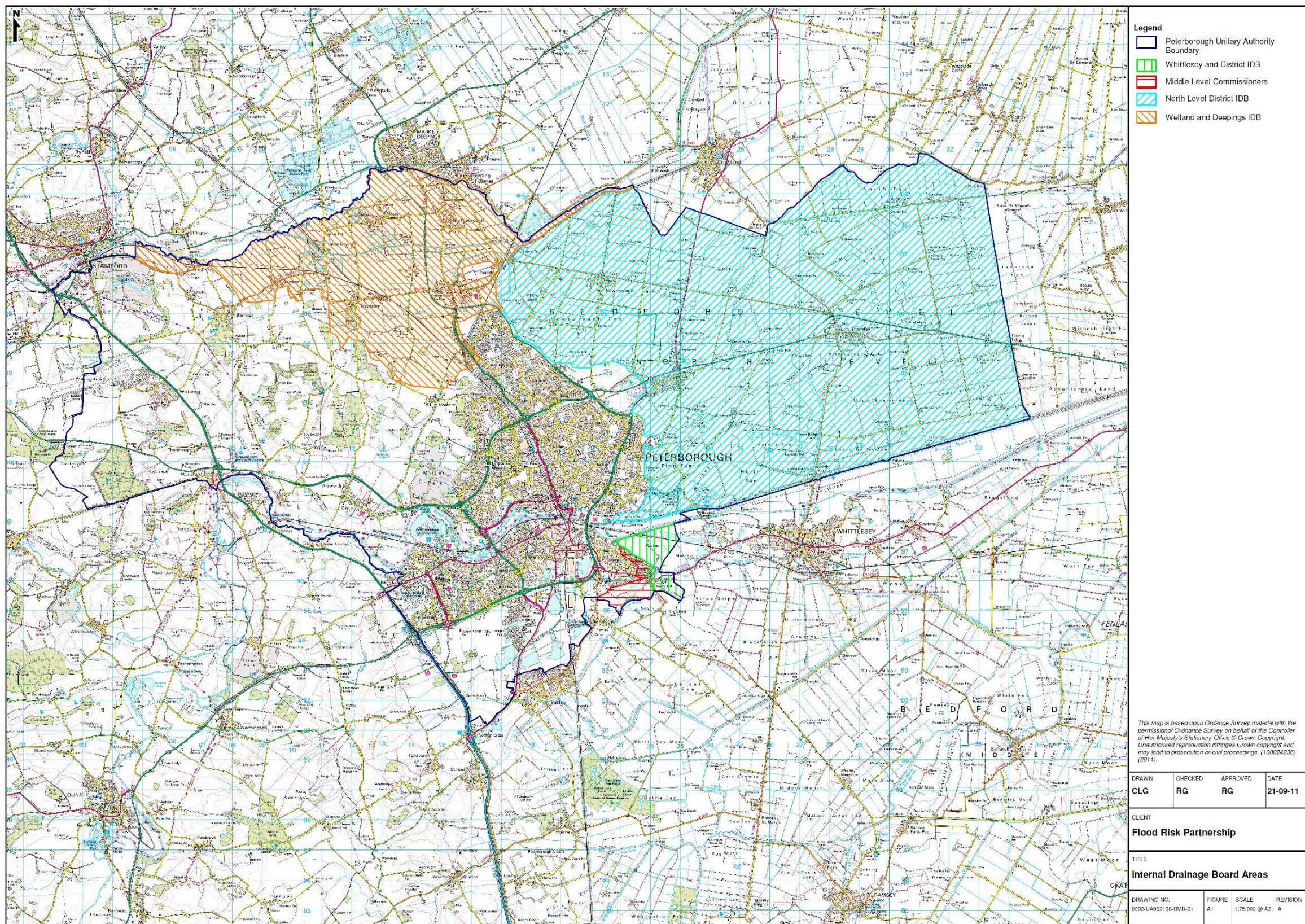
**SPD** – Supplementary Planning Document

**SuDS** – Sustainable Drainage Systems

**SWMP** – Surface Water Management Plan

**WFD** – Water Framework Directive

# Appendix A - Internal Drainage Board areas





## Appendix B - Using Sustainable Drainage Systems

### Sustainable Drainage Systems (SuDS)

A range of different SuDS approaches exist and these can and should be used in combination to suit the circumstances of different development sites. The **SuDS management train** is discussed in section 6.8.4 of the Flood and Water Management SPD and further information is provided below.

*Table B.1: Broad categories for how SuDS are used across a development. Source: National SuDS Working Group (2004) Interim Code of Practice for Sustainable Drainage Systems.*

SuDS approach (stage in management train)	Description
<b>Prevention</b>	This involves the prevention of significant run-off or pollution through the sensitive design and management of development sites. Preventative measures include limiting the extent of hard surfaces, rainwater harvesting and sweeping roads and car parks to remove pollutants.
<b>Source Control</b>	The control of run-off at or close to its source, through the use of SuDS including permeable paving or green roofs, can limit negative impacts associated with run-off. Source control can be for quantity (flow control) and quality purposes.
<b>Site Control</b>	SuDS approaches used within or local to a site, for example within an industrial estate. Run off from upstream within the site is directed into SuDS components that encourage infiltration, attenuation, storage and passive treatment of polluted run-off.
<b>Regional Control</b>	Run-off from several sites, for example an industrial estate, retail park and housing development, can be directed into a pond or wetland site where it can filter into the ground which also enables its pollution load to be lessened. (NB the term 'regional' should not be confused with administrative regions, which are much larger).

### Drainage control functions of SuDS

SuDS components perform one or more of control functions which help to address the flood risk, water quality and water resource challenges associated with conventional drainage.

**Infiltration** components allow water to drain into the soil in order that the quantity of surface run- and the quantity of water reaching watercourses can be reduced; polluted run-off can be treated as part of the infiltration process; and groundwater sources can be recharged (as long as there is no chance of contamination).

**Detention and attenuation components** lessen the speed at which the water is conveyed and usually reduce the quantity of run-off downstream. By providing passive treatment, these SuDS components can also improve water quality.

**Treatment components** improve water quality through sedimentation; filtration; biodegradation; adsorption; volatilisation; precipitation, nitrification and/or the absorption of pollutants by plants.

## SuDS components

Table B.2 provides information about a range of different SuDS components. Often the components may perform several of the four SuDS functions described earlier.

*Table B.2: Overview of different types of SuDS components*

<b>Drainage component</b>	<b>Description</b>
Basins, ponds and wetlands	These devices, which are a key technique for site and regional control, receive and store surface run-off from other SuDS schemes within the surrounding area. They offer the benefits of attenuating the flow of surface water, providing a storage function, and improving water quality through filtration, sedimentation and biodegradation (for example, through the use of reed beds). Ponds and wetland, which usually retain water (in contrast to basins which are usually dry), can act as a wildlife habitat (for pollution tolerant species) and a focus for recreation activities.
Filter drains	Often linear drains filled with permeable material, these are a form of source control that can be used to improve the quality of water directed into them. They can also help to attenuate flow of run-off before it reaches a sewer or watercourse.
Filter strips	These are generally sloping areas of land, planted with grass and /or shrubs, and usually lie between a hard surface and a water body such as a stream or lake. Surface run-off is directed through the filter strip, thereby attenuating the flow, allowing for infiltration and the removal of pollutants. Filter strips and drains can be used in individual developments or as an element of a SuDS approach covering a larger site.
Green roofs	Roofs covered by turf can intercept rainwater at source, thus reducing run-off rates. They can also provide a treatment function by absorbing pollutants. Moreover, green roofs can encourage biodiversity.
Infiltration trenches and soakaways	Where ground conditions are suitable, infiltration devices such as trenches or soakaways in urban parks can be used to facilitate the absorption of run-off generated across a development site. In doing so, they also improve water quality via filtration and by encouraging the breakdown of organic matter.
Permeable surfaces	Permeable surfaces act as a form of source control and can be used in urban areas for car parks and pavements. They are made from materials that allow infiltration, and also help to filter out pollutants and aid the biodegradation of organic matter.
Rainwater harvesting	Rainwater harvesting, such as collecting run-off from roofs in water butts, can provide water for non-potable uses such as flushing toilets and watering vegetated areas. It is a preventative measure as run-off volumes are directly reduced.

Drainage component	Description
Swales	Swales are a form of source control. They consist of grass verges or channels designed to convey rainwater run-off allowing for infiltration, attenuation of flow and a reduction in sediment load and pollution levels.

## Overview of the characteristics of different SuDS components

Table B.3 below can be used to help identify which SuDS components might be useful as part of a site's overall drainage system. The table sets out:

- different types of SuDS components
- where the components can fit in the SuDS management train
- how the components store and remove water
- whether the components can improve water quality
- the environmental benefits including aesthetics, amenity and ecology

Table B. 3 SuDS components and their characteristics  
(adapted from the CIRIA SuDS Manual table 1.7)

SuDS component	Management train suitability						Water quantity				Water quality	Environmental benefits		
	Prevention	Conveyance	Pre-treatment	Source control	Site control	Regional control	Conveyance	Detention	Infiltration	Water harvesting	Water quality improvements processes	Aesthetics	Amenity	Ecology
Water butts, site layout & management	✓	◇		✓			◇	◇	✓	◇	◇	◇	◇	◇
Permeable pavements	✓			✓	◇			✓	✓	◇	✓	◇	◇	◇
Filter drain		✓		✓	◇		✓	✓			✓			
Filter strips			✓	✓			◇	◇	◇		✓	◇	◇	◇
Swales		✓		✓	✓		✓	✓	◇		✓	◇	◇	◇
Ponds					✓	✓		✓	◇	✓	✓	✓	✓	✓
Wetlands		◇			✓	✓	◇	✓		✓	✓	✓	✓	✓



SuDS component	Management train suitability						Water quantity				Water quality	Environmental benefits		
	Prevention	Conveyance	Pre-treatment	Source control	Site control	Regional control	Conveyance	Detention	Infiltration	Water harvesting	Water quality improvements processes	Aesthetics	Amenity	Ecology
Detention basin					✓	✓		✓			✓	◇	◇	◇
Soakaways				✓					✓		✓			
Infiltration trenches		◇		✓	✓		◇	✓	✓		✓			
Infiltration basins					✓	✓		✓	✓		✓	◇	◇	◇
Green roofs	✓		✓	✓				✓			✓	✓	◇	✓
Bioretention areas				✓	✓			✓	✓		✓	✓	✓	✓
Sand filters			✓		✓	◇		✓	◇		✓			
Silt removal devices			✓								✓			
Pipes, subsurface storage		✓			✓		✓	✓			◇			

✓ = High/primary process ◇ = Some opportunities subject to design

For more details on water quality and pollutant removal mechanisms in SuDS please refer to the [CIRIA SUDS manual](#)<sup>37</sup>, section 1.3.4 and table 1.7.

<sup>37</sup> <http://www.ciria.org/SERVICE/Home/core/orders/product.aspx?catid=2&prodid=155>

# Appendix C - Water Framework Directive Assessment Guidance

## Introduction

At pre-application stage the city council will make applicants aware of the need to consider impacts on water bodies from the construction of structures in or near channel or from proposed changes to water quality, habitat and/or biodiversity.

If a development site requires Environmental Impact Assessment (EIA), applicants should include the impacts in this assessment, using information obtained from the Anglian River Basin Management Plan or directly from the Agency about the status of potentially affected water bodies.

If a development does not require EIA but has the potential to impact on water bodies then applicants should refer to the Environment Agency. A separate assessment might be required.

## Overview of process for assessing impacts on water bodies

If a separate WFD assessment is required the process below for assessing impacts on water bodies, should be followed. The process is derived from European Commission guidance and includes:

- **Preliminary assessment** – including data gathering (water body and proposed development) and identification of impacts on water bodies;
- **Detailed assessment** – including options to avoid impacts on water bodies, mitigation to reduce impacts and opportunities to contribute to betterment.
- **Justification** is required where new modifications led to deterioration of a water body or failure to meet WFD objectives (WFD Article 4.7).

## Preliminary assessment

The preliminary assessment of potential impacts on water bodies should follow these stages:

- **development impacts** – how development would impact on water quality elements and thresholds that trigger detailed assessment;
- **cumulative impacts** – how the proposed development together with existing physical modifications might lead to deterioration;
- **sensitive water habitat** – how development would affect water habitat including protected areas;

Where the water body already has a status less than 'good' the assessment needs to include information on:

- **the risk of preventing improvement** – whether the proposed development would prevent implementation of any measures in the RBMP;
- **improving water bodies** – other practical opportunities to improve the water body as part of the proposed development.

## Detailed assessment

A detailed assessment should have the following stages:

1. **Deterioration assessment** – should consider impacts from development, including physical modifications, on:
  - a. water quantity and flow, river continuity and groundwater connectivity;
  - b. biological elements (flora and fauna);
  - c. recognize where permits, licences or consents that we issue will deal with other impacts including the risk of water pollution.
2. **Ability to achieve good status** – should consider whether the proposed development will prevent implementation of measures in the first RBMPs to achieve good status or good potential as appropriate.
3. **Impacts on other water bodies** – should consider whether or not proposed development would permanently prevent a different water body from the one in which it is located from achieving good status or good potential as appropriate. Consider opportunities to improve status.
4. **Other EC legislation** – the outcome of Detailed Assessment must give the same level of protection as any other EC legislation that applies, to that water body through the designation of protected areas. These include Natura 2000 sites, Bathing Waters, Shellfish Waters, Freshwater Fish Directive reaches and Drinking Water Protected Areas.

## Justification

Where the detailed assessment shows that physical modification would lead to unavoidable deterioration then it will only be acceptable if a justification under WFD Article 4.7 can be provided. Such circumstances should be discussed with PCC and the Environment Agency given the limited scope to achieve this under WFD legislation.

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<b>SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 8</b>
<b>8 NOVEMBER 2012</b>	<b>Public Report</b>

## **Report of the Executive Director of Strategic Resources**

**Contact Officer(s) – John Harrison**

**Contact Details – tel. 452398**

### **COUNCIL TAX SUPPORT SCHEME**

#### **1. PURPOSE**

- 1.1 Further to the Cabinet report dated 24<sup>th</sup> September 2012 this report seeks comments from Scrutiny on the proposed Council Tax Support Scheme that will replace Council Tax Benefit from 1<sup>st</sup> April 2013.

#### **2. RECOMMENDATIONS**

- 2.1 It is recommended that Scrutiny provides any comments to Cabinet before they consider the final options and make a recommendation for Full Council to consider by 31<sup>st</sup> January 2013.

#### **3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY**

- 3.1 The Council's budget and Medium Term Financial Strategy (MTFS) is aligned with the Sustainable Community Strategy. The MTFS approved by Council in February 2012 included a requirement that the new council tax support scheme must be cost neutral i.e. any reduction in grant should be covered by a reduction in the costs of the scheme.

#### **4. BACKGROUND**

- 4.1 The Cabinet Report from 24<sup>th</sup> September 2012 is attached. This includes full details of the Governments proposals, and the options being considered by the Council.
- 4.2 Cabinet recommended that consultation was undertaken on a scheme that would see a 35% reduction for all working age claimants. Full details of the public consultation approach, and feedback to date, is outlined below.

#### **5. CONSULTATION - APPROACH**

- 5.1 There has been an intensive period of consultation on these proposals from 25<sup>th</sup> September 2012 to 5<sup>th</sup> November 2012.
- 5.2 The homepage of the Council's website homepage has included a link to the new 'council tax support' page which also includes details of the scheme, a frequently asked questions sheet and the questionnaire.
- 5.2 The following groups identified through the Equalities Impact Assessment have been engaged with directly:
- CAB Peterborough
  - Registered Social Landlords & Private Landlords who attend our forums
  - DIAL (services to people with disabilities)
  - Age UK Peterborough
  - Tackling Poverty group
  - Welfare Reform Action Group

- Children & Families Commissioning Partnership
- Tackling Worklessness in Peterborough
- PCVS – Peterborough Council for Voluntary Service

5.3 Consultation has also taken place with the Community Cohesion Manager, although the Equalities Impact Assessment did not identify that black or minority ethnic groups would be adversely affected by these changes.

5.4 We have also engaged with Job Centre Plus where their relationship manager has informed front line staff of the proposed changes and consultation.

5.5 We have held ‘drop-in sessions’ at each of the 10 libraries where residents could ask questions and were encouraged to complete the survey. Details are outlined below:

- Central Library – Monday 1 October (12:00 to 14:00)
- Hampton Library – Tuesday 2 October (09:30 to 11:30)
- Stanground Library – Tuesday 2 October (12:00 to 14:00)
- Werrington Library – Monday 8 October (11:00 to 13:00)
- Bretton Library – Monday 8 October (14:00 to 16:00)
- Dogsthorpe Library – Tuesday 9 October (10:00 to 12:00)
- Eye Library – Wednesday 17 October (13:00 to 15:00)
- Thorney Library – Wednesday 17 October (16:00 to 18:00)
- Woodston Library – Thursday 18 October (09:30 to 11:30)
- Orton Library – Thursday 18 October (12:00 to 14:00)

5.6 The benefit notification letters have also been amended during the period of consultation to include an additional sheet advising customers of the changes and how they can have their say; as at 23 October 2012 4,432 separate notifications have been issued to benefit customers.

## 6. CONSULTATION - FEEDBACK

### 6.1 Groups:

Feedback from the consultation with the various groups has consistently featured the following themes:

- 35% is too high, is there no other way of funding this?
- The impact is the ‘tip of the iceberg’ given the wider Welfare Reform and introduction of Universal Credit/Benefit Cap later in 2013

### 6.2 Library drop-in sessions:

The sessions at the Libraries proved useful with around 50 people turning up to understand more. Of this 25 people completed the survey, with others taking the form away.

Feedback has differed from the public with whom we have engaged with directly:

- Some have said that too many people get benefits and there should be cuts
- Some have questioned how the Council can take money from those who need it most

### 6.3 Survey Results:

Residents have been encouraged to ‘have their say’ by completing an on-line survey, copies of which were made available in hard format from The Town Hall, Bayard Place and the Libraries.

The results of the surveys as at 25<sup>th</sup> October 2012 in both formats together with comments can be found in the appendix and are summarised below: (An update once the consultation period has ended will be tabled at the meeting)

#### 1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?

Yes – 80.0% (48)

No – 20.0% (12)

(1 did not answer)

**2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**

Yes – 47.5% (29)

No – 52.5% (32)

**3. Do you think certain classes of persons should be protected from the reduction outlined and should include claimants where:**

Yes, Severe Disability premium – 23.6% (29)

Yes, Enhanced Disability premium – 16.3% (20)

Yes, Disabled Child premium – 19.5% (24)

Yes, Disability premium – 18.7% (23)

No – 22.0% (27)

**4. Do you think that the maximum amount of council tax support should be limited to £23.15 per week (Band C):**

Yes – 45.0% (27)

No – 55.0% (33)

(1 did not answer)

**5. Do you think that the minimum amount of council tax support should be limited to £2.00 per week:**

Yes – 51.7% (30)

No – 48.3% (28)

(3 did not answer)

**6. Do you think that the capital limit for claiming council tax support should be reduced from £16,000 to £6,000:**

Yes – 65.6% (40)

No – 34.4% (21)

**7. Do you think second adult rebate should still be part of council tax support:**

Yes – 40.4% (23)

No – 59.6% (34)

(4 did not answer)

**8. Do you have any comments about the new council tax support scheme:**

Yes – 43.1% (25)

No – 56.9% (33)

(3 did not answer)

**9. Are you are any partner a pensioner:**

Yes – 23.0% (14)

No – 72.1% (44)

N/a – 4.9% (3)

**10. Do you currently claim council tax benefit:**

Yes – 27.1% (16)

No – 67.8% (40)

N/a – 5.1% (3)

(2 did not answer)

6.4 The proportion of responses from pensioners (23.0%) is generally representative of Peterborough as a whole.

6.5 The number and nature of the comments suggest that the figure of 27.1% responding who said they currently claim benefit may be understated. (People not wanting to say that they claim benefit)

- 6.6 The only conclusive (70%+) response was to question 1; 80% think that Peterborough City Council should continue to support people on low income by reducing their council tax bill.
- 6.7 The responses to the other questions are inconclusive and there is no clear indication of any preference either way.

## **7. OTHER EMERGING ISSUES**

- 7.1 On 18<sup>th</sup> October 2012 the Government announced that there will be a transitional grant scheme with an additional £100m of funding made available to Councils. The criteria for applying for this additional funding is:
- (i) The overall reduction for those claimants currently receiving 100% council tax benefit must not exceed 8.5% of their net council tax liability
  - (ii) The benefit taper used for calculating entitlement must not exceed 25%
  - (iii) There is no sharp reduction in support for those entering work
- 7.2 Over 70% of Peterborough's claimants receive 100% council tax benefit, accounting for 92% of the overall expenditure.
- 7.3 To limit the reduction for these claimants to 8.5% would cost the City Council £1,962,924. Peterborough's allocation of the transitional grant scheme is just £247,083, leaving a shortfall in funding of £1,715,841. It is clear that the grant does not meet the costs of lowering the reduction from 35% to 8.5%
- 7.4 This additional funding has only been made available for year 1 which means there would be £1.7m to find in 2013/14 and £2m ongoing.
- 7.5 This may require cuts in other areas of our service and must be considered alongside the existing budget challenges and Central Government's desire for a council tax freeze which would cost a further £3m.
- 7.6 Cabinet will need to consider this proposal alongside all other feedback and issues.

## **8. IMPLICATIONS**

- 8.1 As outlined in the Cabinet report

## **9. NEXT STEPS**

- 9.1 Further to this Scrutiny meeting, then all feedback will be presented to Cabinet for them to make a recommendation to Full Council. Full Council must approve a scheme by 31<sup>st</sup> January 2013.

## **10. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

- 10.1 Cabinet report dated 24<sup>th</sup> September 2012  
On line and hard copy survey results and comments

## **11. APPENDICES**

- 11.1 Cabinet report dated 24<sup>th</sup> September 2012  
On line and hard copy survey results and comments



<b>CABINET</b>	AGENDA ITEM No.
<b>24 September 2012</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Cllr David Seaton	
Contact Officer(s):	John Harrison, Executive Director Strategic Resources	Tel. 452398

**Localised Council Tax Support Scheme (replacing Council Tax Benefit)**

<b>RECOMMENDATIONS</b>	
<b>FROM</b> : Executive Director Strategic Resources	<b>Deadline date</b> : 24 September 2012
<p>That Cabinet:</p> <ol style="list-style-type: none"> <li>1. Approve the draft scheme as a basis for consultation and the approach to consultation outlined in this report.</li> <li>2. Approve further work on mitigating the impacts of these changes, as outlined in section 6 of this report, and for the outcomes to be reported back to Cabinet following consultation.</li> </ol>	

**1. ORIGIN OF REPORT**

1.1 This report is submitted to Cabinet following approval by the Corporate Management Team.

**2. PURPOSE AND REASON FOR REPORT**

2.1 The purpose of this report is to:

- update Cabinet on the requirement of the council to develop a new local Council Tax Support scheme
- To propose a draft scheme as the basis for undertaking public consultation
- to outline the approach and the required public consultation
- to outline the timescales for implementation

2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 which states to take collective responsibility for the delivery of all strategic executive functions within the council's major policy and budget framework and lead the council's overall improvement programme to deliver excellent services.

**3. TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	Yes	If Yes, date for relevant Cabinet Meeting	24 September 2012
Deadline for relevant Council Meeting	31 January 2013	Date when these changes will apply from	1 April 2013

## **4. CURRENT POSITION AND LEGISLATIVE CHANGES**

### **Executive Summary**

In its 2010 Spending Review the Government announced that it would localise support for Council Tax from April 2013, and at the same time reduce expenditure by 10%. This means that there will no longer be a nationally governed Council Tax Benefit (CTB) scheme and each Council will set their own schemes. This is part of the Government's wider policy of localisation, giving Council's increased financial autonomy and a greater stake in the economic future of their local area. However, Pensioners will be protected under these new arrangements and CTB for this group will continue to be subject to national controls, meaning pensioners will not have their CTB reduced by these legislative changes.

The Council's Medium Term Financial Strategy (MTFS) approved by Council in February was based on a local scheme being adopted and resulting in no additional pressure on the council's budget. As the CTB scheme is protected for pensioners the saving identified from this change in legislation, £2.8m, means that the impact will be to working age claimants and will be much higher than the headline 10% saving, and will instead be 35%.

The Council needs to devise, consult on and implement a local CTB scheme. This report advises Cabinet of the implication for the Council and recommends a way forward to meet these requirements.

### **Background**

- 4.1 Council Tax Benefit (CTB) is the means tested way of reducing the Council Tax Bill for those on low incomes.
- 4.2 CTB expenditure has increased nationally from £2bn in 1997/98 to £4.3bn in 2010/11. The Government announced in the Spending Review 2010 that it would localise support for council tax making Councils responsible for local schemes and reducing the grant by 10%, saving £410m nationally in England. Councils would be responsible for determining, through their local scheme, how these savings are made. If councils do not make savings through the scheme, they will need to meet the cost of this elsewhere in their budgets.
- 4.3 Council Tax Benefit (CTB) becomes Council Tax Support (CTS) from April 2013.
- 4.4 Draft regulations were released in July 2012 and updated as recently 7 September 2012. Council Tax Support schemes are currently being designed across the country. Schemes must fully protect pensioners and so the impact is met by 'working age' claimants. Schemes should provide support to vulnerable claimants and those trying to return to work.
- 4.5 As the Council collects council tax on behalf of the Cambridgeshire Police Authority and the Cambridgeshire and Peterborough Fire Authority, any proposals could also impact upon these two organisations. Currently the precepting authorities' share of the council tax is 17p in every £1 collected.

### **Financial Impact for Peterborough**

- 4.6 In Peterborough there are almost 18,000 Council Tax Benefit claimants (24% of households) which cost around £12m in 2010/11.

- 4.7 The Medium Term Financial Strategy (MTFS) approved by Council in February was based on a local scheme being adopted and therefore no additional pressure on the council's budget.
- 4.8 It was originally expected that the 10% reduction in grant would mean a funding gap of around £1.2m (10% of the £12m bill). However, recent Government consultation documents on the proposals have outlined that the 10% reduction is based on the 2013/14 forecast position which includes a reduction in the number of benefit claimants.
- 4.9 The Government claims that the reduction in funding should be around 10% of the benefit bill. However this assumes that the number of people claiming this benefit, and hence the cost of it, reduces by next year. In many parts of the country, including Peterborough, are seeing costs of benefit increasing. The Council estimate that the grant reduction will see a shortfall of nearer 20%. The gap between grant and the benefit bill for 2013/14 is currently estimated at £2.8m.
- 4.10 Failure to devise and implement a local scheme by 31 January 2013 would result in the Department for Communities and Local Government (DCLG) 'default scheme' being used by the Council. This scheme mirrors the current CTB scheme. If this were to happen Council would need to find the £2.8m of savings from elsewhere in the Council budget.
- 4.11 It must be stressed that the figures remain estimates at this stage. The Government will not confirm the final grant allocations that will be made available to Councils until the local government finance settlement in December. The timeline for making decisions on the scheme (see 7.5) will enable the Council to revise proposals if those figures change.
- 4.12 In Peterborough 40% of claimants and 38% of the CTB bill relates to pensioners. As Government legislation protects this group, the 20% loss in CTB funding has to be met by the remaining 60% of claimants.

## **5. OPTIONS AVAILABLE TO THE COUNCIL**

- 5.1 The options available to the council are:

### **1. Do nothing**

If the Council does not agree a local scheme, legislation means that a 'default scheme' apply to any council that does not formally adopt a Council Tax Support scheme by 31 January 2013. For Peterborough this would result in an additional pressure of £2.8m and savings to be made from elsewhere in its budget. This could also affect the services provided by our Fire and Police Authorities as over 17% of the council tax that is collected is distributed to these preceptors.

If the Council were to absorb the deficit, it would then have to find savings elsewhere in the budget due to the limited amount of resources available to run all Council services. The Council is already striving to provide the same level of services on a reduced budget and therefore is less able to absorb the cut in funding which results from this change in legislation.

## **2. Design a local scheme to deliver £2.8m savings**

To reduce all CTB equally - as the Government has made clear that pensioners must be protected, the whole of this shortfall would need to be met by working age claimants. As a result, the reduction of 35% is necessary to meet the £2.8m funding shortfall.

To consider targeted arrangements - see section 9 which details the areas where the Council could potentially make savings based on targeted elements of the current CTB scheme.

## **3. Somewhere in between**

As with the option to 'Do Nothing', absorbing any deficit from a shortfall in funding will impact on the services that the Council currently delivers, but would mean a lesser impact on benefit recipients.

- 5.3 Having considered the alternative options outlined in part 9 of this report, which collectively only deliver around 2% towards the required savings, the fairest and least complicated option would be to apply a 35% reduction across all working age claimants.
- 5.4 As well as the protection for pensioners, the council could consider further protection for particular groups, for example certain classes of disabled claimants. It is likely that the cost of such additional protection would need to be met by the other working age claimants, increasing the benefit reduction for this group. For example to protect all people in receipt of a disability premium it would cost £576k per year, which equates to a further 9% reduction across all working age claimants to a total of 44%.
- 5.5 It is suggested that this option is included in the consultation.

## **6. IMPACT OF THE PROPOSED NEW SCHEME & MITIGATING ACTIONS**

### **Impact of the proposed new scheme**

- 6.1 Detailed analysis of our existing council tax benefit records shows that under the new council tax support scheme there will be a significant impact:
- 8,437 households who previously received 100% council tax benefit will now have something to pay
  - 2,226 households will be paying more council tax than before
  - of which 232 households who previously received some council tax benefit will no longer receive any support and will now have 100% to pay

### **Mitigating Actions**

- 6.2 Although Pensioners will not be affected, the Council recognises the significant impact the changes will have on working age claimants of CTB in Peterborough.
- 6.3 The Council currently works in a number of areas to support people in Peterborough, covering two main areas:
- Helping people get back into work and off benefit

- Helping alleviate the impacts of poverty on individuals and households

The majority of these activities are led by the Neighbourhoods service within Operations.

6.4 The following list details some of these groups and activities:

**Tackling Worklessness in Peterborough group (TWIP)** - this group pulls together a wide range of partners, including DWP, to address worklessness and benefits dependency.

**Financial and debt advice** – the Council continues to provide funding to a number of voluntary sector, accredited information and advice agencies who focus on debt and financial advice to people who are in need. The main provider for this service is Citizens Advice Peterborough, but DIAL (for services to people with disabilities) and Age UK are also funded to provide similar services. The Council's proposal is to focus all of our investment in the voluntary sector from 2013/14 into organisations that can directly support individuals and families affected by the welfare reform.

**Tackling Homelessness** – the Council's entire Strategic Housing team is structured around preventing homelessness. In the main, the work of the team supports people who are already housed but who, for one reason or another, are finding it difficult or are unable to maintain that position. For example, the Supporting People programme provides housing related support for people with mental health issues, elderly or disabled people, young people leaving care and many more with the aim of ensuring they can remain living independently. The Care and Repair Service provides direct support to adapt properties to ensure vulnerable people can remain living at home. Our Housing Needs service manages the housing register on behalf of the city's social landlords, and allocates housing to those who need it most. In all cases, the client groups of people who are being supported by the Housing teams will be affected most by some of the reforms, and our preventative and proactive model of service delivery will mitigate against further decline.

**Fuel Poverty** – part of the Strategic Housing team's focus is to tackle fuel poverty. It is a basic human right to have access to warm affordable and secure housing yet some people aren't able to keep their homes warm leading to illness and other problems. Every increase in energy costs pushes more people into fuel poverty, and our team manages a range of initiatives, with partners, to address this problem locally (including home energy grants, insulation schemes, home adaptations, external cladding programmes etc).

**Tackling Poverty** – Neighbourhoods and Children's Services jointly lead on the council's new Tackling Poverty strategy and action plan. This is aimed at identifying those who are in poverty or are at risk of being pushed into poverty, and implementing a range of different, practical short and long term measures to support them. Seven distinct but linked strands form the action plan, ranging from short term solutions such as Food Banks and Credit Unions through to longer term goals such as apprenticeships and digital inclusion.

**Cohesion** – risks associated with reform include the rising tension amongst communities and the potential increase in social issues such as shoplifting. The Council has developed a comprehensive community cohesion action plan that supports groups of people who might be vulnerable to reform, such as young NEET people. This approach builds on the 'After the Riots' report from the unrest experienced elsewhere last year.

**Welfare Reform Action Group** – this new, cross-departmental and multi-agency action group has been formed to identify and lead on addressing the impacts of reform. The group is currently sharing data across agencies to fully understand who might be affected so that proactive contact can be made and appropriate, rapid solutions implemented.

**Children and Families Commissioning Partnership** – this new, collaborative commissioning Board brings together all of the officers and agencies who support vulnerable children and families, with the aim of making joined up and evidence based commissioning decisions with the end user as the core focus.

**Mortgage Scheme** - this scheme is designed to help first time buyers who have often stated that raising enough money for a deposit is the biggest challenge they face when looking to take their first steps onto the property ladder. Lloyds TSB and the Council joined forces to help first-time buyers purchase a home with a deposit of just five per cent. First time buyers will put down five per cent of the property price, and the Council will provide a cash backed indemnity of up to 20 per cent as additional security. The local authority then earns interest on this amount. The first time buyer owns the property in its entirety, and will have access to a range of products at a lower rate of interest than would normally be available for this level of deposit.

- 6.5 During and following the consultation period, the project team and the Neighbourhoods service will continue to work with these organisations to see what else can be done to minimise the impact of the CTB changes and support those people affected the most by these changes. These findings will be fed back to Cabinet alongside the consultation feedback.

## **7. CONSULTATION APPROACH**

- 7.1 Following approval by Cabinet, due to the extent and the impact of the changes will have, there will be public and stakeholder consultations. It is proposed that this runs for six weeks from 25 September to 5 November 2012.
- 7.2 Consultation with the general public will be available through an online questionnaire available on the website to ensure everyone in the city has the opportunity to respond and have their say on the proposed changes. The questionnaire will be supported by further information on the proposed changes, including a 'Questions & Answers (Q&A)'. Copies of material will also be made available at council offices and libraries.
- 7.3 There will also be a targeted engagement with stakeholders and will include (but is not limited to):
- Drop-in sessions so the changes can be explained in person
  - CAB Peterborough
  - Registered Social Landlords & Private Landlords who attend our forums
  - DIAL (services to people with disabilities)
  - AGE UK
  - Tackling Poverty group
  - Welfare Reform Action Group
  - Children & Families Commissioning Partnership
  - Tackling Worklessness in Peterborough
  - Any other groups identified by the updating of the Equalities Impact Assessment

Dates and venues for the drop-in sessions will be publicised at the launch of the consultation.

There have also been initial discussions about these changes with officer representatives from the Councils' major precepting authorities. These organisations will continue to be included in the consultation process.

- 7.4 Following the consultation exercise, there will remain a need to communicate effectively and directly with all affected households ahead of the implementation from 1 April 2013.
- 7.5 The scheme requires approval by Full Council by the end of January 2013. Key dates leading up to that are as follows:

<b>Key dates:</b>	<b>Events:</b>
25 September to 5 November 2012:	Public Consultation & updating Equalities Impact Assessment following engagement with affected groups
12 November 2012:	Scrutiny
December 2012	Cabinet approval
31 January 2013:	Deadline for Full Council to approve a new scheme and avoid the default scheme
February & March 2013:	Staff and public awareness campaigns, issue of council tax bills showing 'Council Tax Support' as a discount. Direct engagement with all affected households
1 April 2013:	Council Tax Support goes live

The exact timescale is being worked through, and may necessitate changes to the current meetings schedule.

## **8. REASONS FOR RECOMMENDATIONS**

- 8.1 The Constitution requires Cabinet to approve the consultation on the new Council Tax Support scheme.

## **9. ALTERNATIVE OPTIONS CONSIDERED**

- 9.1 Over recent months the Council has undertaken detailed analysis and produced many different models looking at options for targeting savings towards particular aspects of the benefit scheme. These are listed with an outline of the possible savings below:

- **Maximum amount of Support** - Limit to £23.15 per week (Band C) saves £33,000 per year
- **Minimum amount of Support** - Limit to £2.00 per week saves £10,000 per year
- **Capital limit** - Reduce from £16,000 to £6,000 saves £33,000 per year

- **Adjust the figures used in the benefit calculation** – the Council considered this but discounted changing these amounts as they are set by the Government as the minimum requirements for a person to live off and determine how much benefit someone may be entitled to. They also provide support for vulnerable claimants and those trying to return to work
- **Alternative Maximum Council Tax Benefit (Second Adult Rebate)** - this rebate of up to 25% considers the income of any second adult in the property whose occupation has removed the single person discount. There are currently only 55 second adult claims in Peterborough and removing this rebate from our Council Tax Support scheme will save £18,000 per year

9.2 Overall, accepting all of these proposals would only reduce the overall reduction in benefit from 35% to 33%. As a result, it is not considered that these targeted savings, which impact directly on a limited number of claimants, should be part of the proposed scheme. The consultation will seek views in this area.

## 10. IMPLICATIONS

### 10.1 Elected Members

Further to this Cabinet meeting and the intended period of consultation, this proposal will then be presented to Scrutiny on 12 November 2012 before Full Council and all Elected Members will be asked to approve the draft scheme before 31 January 2013.

Members must have regard to the advice of the Section 151 Officer. The Council may take decisions which are at variance with this advice, providing there are reasonable grounds to do so.

### 10.2 Financial

Government funding for the localisation of Council Tax Support schemes will be cut by 10%. This will be based on 90% of forecast CTB expenditure for 2012/13. The funding will be an up front allocation for all billing and major precepting authorities and will not be ring fenced. The Council will not receive confirmation of the grant until late November/early December 2012 as part of the 2013/14 Formula Grant consultation.

No account of unforeseen increased demand for support will be taken into account when allocating the grant. The proposed fixed grant to local authorities represents a significant financial risk as it will not include any provision to manage increased take up.

The Council will also receive funding for the increased administration cost of the new council tax support scheme, although it is not yet clear whether this will be fully funded. The Council has received an initial implementation grant but has not been given the details of the administration grant.

The new Council Tax Support scheme must achieve a balance between delivering the required expenditure reductions and managing any adverse financial implications such as the effect on council tax collection rates and the cost of collection.



### 10.3 Legal Implications

The introduction of the localised Council Tax Support Scheme is as a result of the Local Government Finance Bill 2012, and a local scheme must be implemented by 31 January 2013.

### 10.3 Human Resource Implications

It is anticipated that the introduction of Council Tax Support will lead to an increase in the number of customers who contact the council. These contacts will be managed by Serco who have been involved in the discussions thus far.

Shared Transactional Services staff at Manor Drive and Customer Services staff at Bayard Place will require training ahead of the 1 April 2013 implementation of the new scheme.

### 10.4 Risk Management

The change from Council Tax Benefit to Council Tax Support presents a risk for the council and the precepting authorities (Fire & Police), as in future they will have to meet the financial impact of any increased demand and lower council tax collection rate.

The council and its precepting partners will need to closely monitor local social and economic changes, and factor the impact into the financial planning. This may include a need to revisit the scheme after year one.

### 10.5 Equality and Diversity

The impact of the new scheme will need careful consideration throughout the consultation and implementation stages. A thorough consultation and engagement process is being designed to support this.

An initial and full Equalities Impact Assessment (EIA) together with an action plan has been developed, will be updated over the coming weeks and published on the website as with all other EIA's.

## 11. BACKGROUND DOCUMENTS

### 11.1 Link to supporting documents

**Council Tax Benefit Regulations:**

<http://www.legislation.gov.uk/uksi/2006/215/contents/made>

**DCLG – Localising Council Tax Support:**

**DCLG – Localising Council Tax Support - Equality Impact Assessment:**

<http://www.communities.gov.uk/localgovernment/localgovernmentfinance/counciltax/counciltaxsupport/>

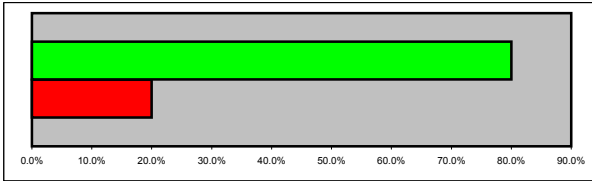
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# Council Tax Support Consultation (Q's 1-3)

**COMBINED**

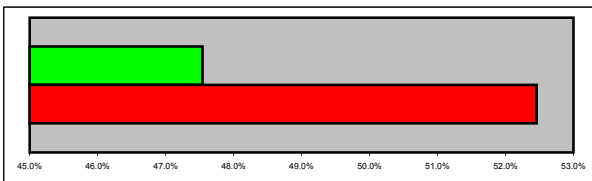
(as at 25Oct12)

**1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?**



	Response Percent	Response Count
Yes	80.0%	48
No	20.0%	12
Any comments:		9
Answered question:		60
Skipped question:		1

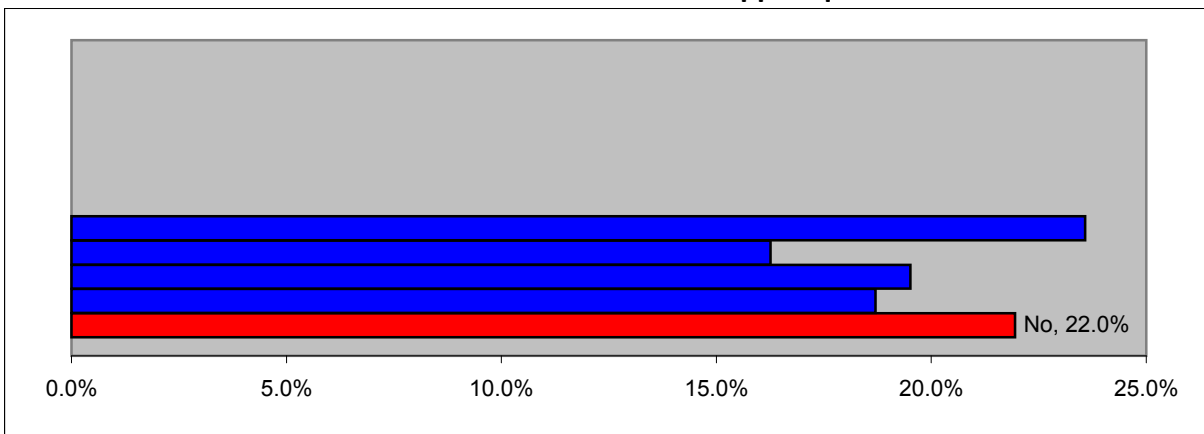
**2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**



	Response Percent	Response Count
Yes	47.5%	29
No	52.5%	32
If no, please state why:		25
Answered question:		61
Skipped question:		0

**3. Do you think that certain classes of persons should be protected from the reduction outlined and should include claimants where: (please select all that apply)**

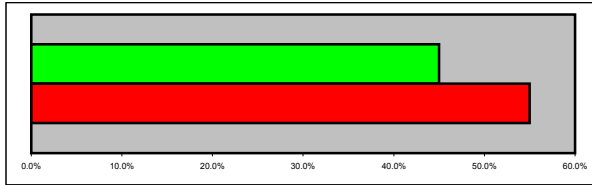
	Response Percent	Response Count
Severe Disability Premium	23.6%	29
Enhanced Disability Premium	16.3%	20
Disabled Child Premium	19.5%	24
Disability Premium	18.7%	23
No	22.0%	27
Any comments:		12
Answered question:		57
Skipped question:		4
Responses:	<b>123</b>	



## Council Tax Support Consultation (Q's 4-7)

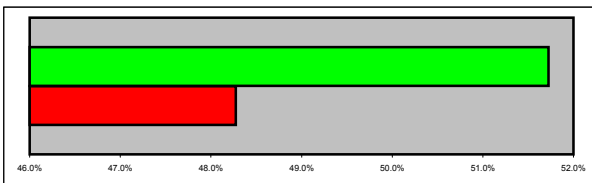
COMBINED

**4. Do you think that the maximum amount of Council Tax Support should be limited to £23.15 per week?**



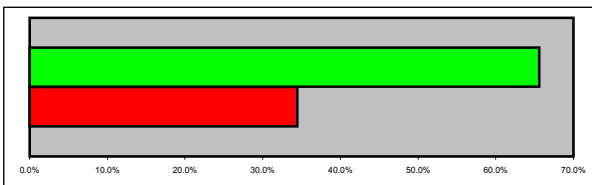
	Response Percent	Response Count
Yes	45.0%	27
No	55.0%	33
Any comments:		2
Answered question:		60
Skipped question:		1

**5. Do you think that the minimum amount of Council Tax Support should be limited to £2.00 per week?**



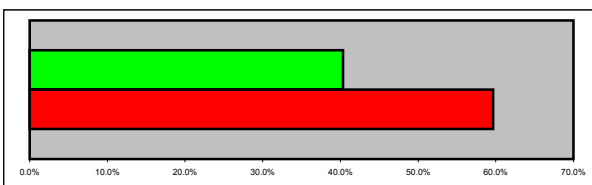
	Response Percent	Response Count
Yes	51.7%	30
No	48.3%	28
Any comments:		13
Answered question:		58
Skipped question:		3

**6. Do you think that the capital limit (the amount of savings in the bank or building society) for claiming Council Tax Support should be reduced from £16,000 to £6,000?**



	Response Percent	Response Count
Yes	65.6%	40
No	34.4%	21
Any comments:		18
Answered question:		61
Skipped question:		0

**7. Do you think that Alternative Maximum Council Tax Benefit (Second Adult Rebate) should still be part of Council Tax Support?**

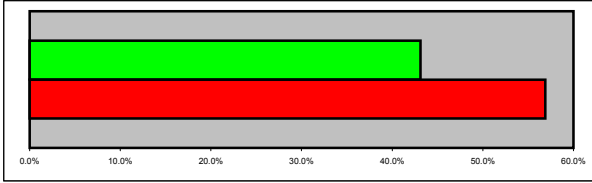


	Response Percent	Response Count
Yes	40.4%	23
No	59.6%	34
Any comments:		10
Answered question:		57
Skipped question:		4

# Council Tax Support Consultation (Q's 8-10)

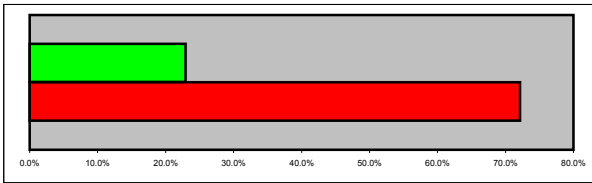
COMBINED

## 8. Do you have any other comments about the new Council Tax Support scheme?



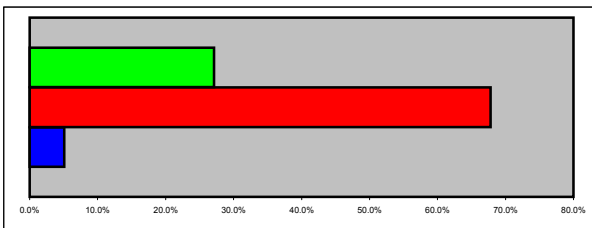
	Response Percent	Response Count
Yes	43.1%	25
No	56.9%	33
Any comments:		25
Answered question:		58
Skipped question:		3

## 9. Are you or any partner a pensioner?



	Response Percent	Response Count
Yes	23.0%	14
No	72.1%	44
n/a	4.9%	3
Any comments:		1
Answered question:		61
Skipped question:		0



## 10. Do you currently claim Council Tax Benefit?





	Response Percent	Response Count
Yes	27.1%	16
No	67.8%	40
n/a	5.1%	3
Any comments:		0
Answered question:		59
Skipped question:		2

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**1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?**

		Response Percent	Response Count
Yes		76.5%	26
No		23.5%	8
Any comments:			7
answered question			34
skipped question			0

**2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**



		Response Percent	Response Count
Yes		38.2%	13
No		61.8%	21
If no, please state why:			17
answered question			34
skipped question			0

**3. Do you think that certain classes of persons should be protected from the reduction outlined and should include claimants where: (please select all that apply)**


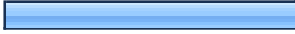
		Response Percent	Response Count
Yes - The Severe Disability premium is awarded? (Currently 511 claims; will cost £127,000 per year or a further 1.5% reduction)		45.5%	15
Yes - The Enhanced Disability premium is awarded? (Currently 570 claims; will cost £165,000 per year or a further 2.0% reduction)		33.3%	11
Yes - The Disabled Child Premium is awarded? (Currently 355 claims; will cost £103,000 per year or a further 1.0% reduction)		36.4%	12
Yes - The Disability Premium is awarded? (Currently 1,542 claims; will cost £418,000 per year or a further 6.0% reduction)		36.4%	12
<b>No - (This is no additional cost to and keeps the overall reduction as 35%)</b>		<b>54.5%</b>	<b>18</b>
	Any comments:		8
	<b>answered question</b>		<b>33</b>
	<b>skipped question</b>		<b>1</b>





**4. Do you think that the maximum amount of Council Tax Support should be limited to £23.15 per week?**

		Response Percent	Response Count
Yes		32.4%	11
No		67.6%	23
Any comments			15
answered question			34
skipped question			0



**5. Do you think that the minimum amount of Council Tax Support should be limited to £2.00 per week? (Anyone entitled to less than this would get nothing and would save £10,000 per year)**

		Response Percent	Response Count
Yes		53.1%	17
No		46.9%	15
Any comments:			11
answered question			32
skipped question			2



**6. Do you think that the capital limit (the amount of savings in the bank or building society) for claiming Council Tax Support should be reduced from £16,000 to £6,000? (This means anyone with more than £6,000 would get nothing, saving £33,000 per year)**

		Response Percent	Response Count
Yes		76.5%	26
No		23.5%	8
Any comments:			14
answered question			34
skipped question			0




**7. Do you think that Alternative Maximum Council Tax Benefit (Second Adult Rebate) should still be part of Council Tax Support? (This rebate of up to 25% considers the income of any second adult in the property whose occupation has removed the single person discount. There are currently 55 second adult claims in Peterborough and removing it would save £18,000 per year)**

		Response Percent	Response Count
Yes		43.8%	14
No		56.3%	18
Any comments:			8
answered question			32
skipped question			2




### 8. Do you have any other comments about the new Council Tax Support scheme?

		Response Percent	Response Count
Yes		56.3%	18
No		43.8%	14
Any comments:			18
answered question			32
skipped question			2

### 9. About you: Are you or any partner a pensioner?

		Response Percent	Response Count
Yes		2.9%	1
No		94.1%	32
Prefer not to say		2.9%	1
answered question			34
skipped question			0

### 10. About you: Do you currently claim Council Tax Benefit?

		Response Percent	Response Count
Yes		20.6%	7
No		73.5%	25
Prefer not to say		5.9%	2
answered question			34
skipped question			0

**Q1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?**

1	they can't afford to pay it they are on a MUCH lower income. Council tax is WAY to high anyway and you'd be taking a HUGE chunk of their benefits.	Oct 22, 2012 12:18 AM
2	If the benefit system is not supplementing lower earners. However maybe we need to look at a sliding scale.. a single occupant may earn a lot of money more than a couple with small children both on low incomes and paying after school and holiday clubs.	Oct 19, 2012 3:16 PM
3	Low income families will NOT be able to afford any additional payments. This will affect the poorest hardest.	Oct 17, 2012 7:50 PM
4	But outgoings should be considered as well	Oct 4, 2012 2:04 PM
5	More publicity to low income families should happen! QUICKLY and no decision should be made UNTIL ALL LOW INCOME FAMILIES HAVE BEEN CONSULTED OR IT IS NOT CONSTITUTIONAL !!!!	Oct 2, 2012 7:56 PM
6	Families and disabled people with lower incomes will be critically affected by any proposals to increase / introduce further reductions in their already smaller income.	Oct 2, 2012 4:28 PM
7	A yes or no is too simple. However, I do think that all household should pay something towards receiving the service. There should be no discrimination in help based on age or gender.	Sep 30, 2012 11:21 PM



**Q2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**

1	YES only if those on benefits still do not have to pay for council tax.	Oct 22, 2012 12:18 AM
2	you will take a money from low income people but not from reach	Oct 21, 2012 9:58 AM
3	1. I don't understand what a "reduction in the new council tax support scheme" means because you haven't explained it and 2. I suspect you waste a lot of money and that buying in services has been proved a lot cheaper in other councils. Look at Bolton Metropolitan Council.	Oct 20, 2012 3:35 PM
4	No I think it does need to look at combined incomes and benefit top ups etc and work out how much in brackets that people can afford to pay this will enable people to aspire to better but won't penalise them for working we need to get people off benefits long term but help them while they are developing skills and earning potential.	Oct 19, 2012 3:16 PM
5	this should be thought thru in a more specific manner - applying 35% across the board assumes all are in the same position	Oct 17, 2012 9:57 PM
6	As above - It is grossly unfair to affect the poorest in society by increasing ANY payments	Oct 17, 2012 7:50 PM
7	This would disproportionately hit those on the lowest incomes and leave small amounts to be collected from those least able to pay. This recovery process would be expensive and time consuming compared to the amount of money likely to be successfully recovered. The extra cost of doing this would be better spent on providing services that people need. Havign a paper debt of £x doesn't equate to money that can be spent.	Oct 17, 2012 12:30 PM
8	Paying 35% of council tax would prove prohibitively expensive for many and increase poverty in our city.	Oct 13, 2012 12:32 AM
9	I think it should be a 50% reduction	Oct 12, 2012 8:18 PM
10	I am already penalised for being under 35 by only being given a fraction of the Local Housing Allowance rate. After paying my rent I had £40 to live on each week. This put me in debt and the only reason I'm not on the street is because I was only unemployed for a few months and I'm back at work now. If Council Tax benefit had been 35% lower as well, I would have ended up homeless and the council would have to pay out even more to house me.	Oct 6, 2012 3:22 PM
11	Arbitarily deciding people can pay more will not make them able to do so.	Oct 6, 2012 2:16 PM
12	Some people should lose 100%	Oct 3, 2012 9:40 PM
13	Whilst no cut is preferrable it is inpractical - a across the board reduction is most equitable, fair and incorporates the government requirement that all people bear this change.	Oct 3, 2012 8:07 PM
14	It will affect those on low incomes dreadfully. There are enough changes going on to confuse people. If those on benefits have to contribute how will this help reduce the debit the country is in? The Government says people have so much to live on.... if a contribution to council tax is made this will place people BELOW what the LAW says they have to live on so will those affected get more benefit OR be expected to live below what the law says is enough to live on?	Oct 2, 2012 7:56 PM
15	I don't believe this would be cost effective as lower income Vs specific	Oct 2, 2012 4:28 PM

**Q2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**

	disability income may widely differ. All true low income or severely disabled income families would not oppose a 'means test' approval.	
16	Instead of lowering the amount increase the amount for big houses 6+ beds	Sep 26, 2012 4:22 PM
17	we cant afford to pay a 35% increase from Nil at the moment.	Sep 26, 2012 3:58 PM

**Q3. Do you think that certain classes of persons should be protected from the reduction outlined and should include claimants where: (please select all that apply)**

1	Most people's objections are to healthy, workshy people claiming benefit - the above claimants are necessarily genuine and should be fully supported.	Oct 20, 2012 3:35 PM
2	Again I think we need to look at households income that may include the benefits awarded for people within the household who have a disability. When combined with other benefits and premiums they may well have less outgoings than lower earning couples with small children. I think we need to look at the whole household rather than excluding or reducing a households bill because of one of the family members.	Oct 19, 2012 3:16 PM
3	Perhaps the better of such as our wonderful council leader could pay more instead. Or even take less from the city in 'Allowances' to contribute.	Oct 17, 2012 7:50 PM
4	Although disabled peopel appear to have a higher income than someone who is unemployed, these amounts are intended to help with the additional expenses involved in their day to day living, and cannot be seen as higher disposable income.	Oct 17, 2012 12:30 PM
5	Equality must be equal - the cost should be usage based.	Oct 3, 2012 8:07 PM
6	the very fact that these payments are made compensates already and supports the ability to make the payments - so i can see no need for a further reduction.	Oct 3, 2012 12:13 PM
7	All on benefits should be excluded and the more wealthy should pay more.	Oct 2, 2012 7:56 PM
8	single parents should be helped or excluded	Sep 29, 2012 6:37 PM





**Q4. Do you think that the maximum amount of Council Tax Support should be limited to £23.15 per week?**

1	no, i think thats far too high	Oct 21, 2012 8:53 PM
2	can be more	Oct 21, 2012 9:58 AM
3	It should continue to be means tested and applied fairly. Your procedures are quite rigorous and fair as they stand.	Oct 20, 2012 3:35 PM
4	Again it would depend on circumstance, people living in social housing or a small property (where you would expect to find the most need and potential for poverty) this may be enough. Though again this may impact on the younger people who are just starting trying out independence and have scraped together a deposit and mortgage but may be in a higher banding. I think we need to find a way that looks at need vs income and outgoings.	Oct 19, 2012 3:16 PM
5	No, No, No!	Oct 17, 2012 7:50 PM
6	There needs to be a consideration of those who are asset rich but cash poor; at first it may seem that someone in a higher banded property could move but this may not be possible for several reasons. The current scheme already includes a restriction at band E which would be preferable.	Oct 17, 2012 12:30 PM
7	I think it should be lower	Oct 12, 2012 8:18 PM
8	See above.	Oct 6, 2012 2:16 PM
9	It should be partially based on household income and disposable income. A family who has all their rent paid and lives on benefits can actually be better off than a low income working family who has to keep up mortgage or rent payments and get no support.	Oct 4, 2012 2:04 PM
10	Everyone should pay these are services for all and so should be paid by all.	Oct 3, 2012 8:07 PM
11	Anyone on benefits should have the help they need.	Oct 2, 2012 7:56 PM
12	Ridiculous proposal - each support level should depend on the level of household income	Oct 2, 2012 4:28 PM
13	There needs to be a graded implementation for those hardest hit and there may be cases for short term (e.g. up to 3 months) greater help,	Sep 30, 2012 11:21 PM
14	You make the bands you can alter them to suit.	Sep 26, 2012 4:22 PM
15	Disabled ppl have to live in bigger houses because of mobility needs, would be discriminatory.	Sep 26, 2012 3:58 PM

**Q5. Do you think that the minimum amount of Council Tax Support should be limited to £2.00 per week?  
(Anyone entitled to less than this would get nothing and would save £10,000 per year)**

1	cost of arrange will be more then 2 pounds	Oct 21, 2012 9:58 AM
2	Actually £2 a week is neither here nor there to most families. However, I would imagine that £10K is neither here nor there to a unitary council.	Oct 20, 2012 3:35 PM
3	This equates to less than 30p a day.	Oct 19, 2012 3:16 PM
4	too broad brush in its approach	Oct 17, 2012 9:57 PM
5	Do not understand this question fully, but it is grossly unfair to take money away from those who can least afford it.	Oct 17, 2012 7:50 PM
6	Again this would leave small sums (£104 per year) to be collected form those least able to pay. Again disproportionately expense and time consuming to collect and altogether impractical. The saving would be wiped out by the extra recovery staff needed to chase the debt.	Oct 17, 2012 12:30 PM
7	Providing people really need the support then they should get it. However is this £10,000 saving made up of the £2 per week or does it include admin time of staff and paperwork?	Oct 4, 2012 2:04 PM
8	What is the additional cost to impose this limit?	Oct 3, 2012 8:07 PM
9	Don't understand this proposal	Oct 2, 2012 4:28 PM
10	The costs versus benefit of awarding this speak for itself and can not be justified.	Sep 30, 2012 11:21 PM
11	saving not worth the extra clerical work involved.	Sep 26, 2012 3:58 PM

**Q6. Do you think that the capital limit (the amount of savings in the bank or building society) for claiming Council Tax Support should be reduced from £16,000 to £6,000? (This means anyone with more than £6,000 would get nothing, saving £33,000 per year)**

1	Other benefits have lowered the threshold of savings. Ordinary hardworking families can't necessarily afford to save. I agree with this one.	Oct 20, 2012 3:35 PM
2	While we don't want to discourage saving the most needy do live hand to mouth. If you have £16,000 in the bank maybe you can afford to pay £100 a month to stay living in your property.	Oct 19, 2012 3:16 PM
3	sorry but if you have savings you SHOULD be paying your way, lots of employed people on no benefits have less savings than this and have to cope	Oct 17, 2012 9:57 PM
4	This could be fair if it was £6,000 for EACH person. We do have to pay for funerals, they are not free and £6,000 for each would be fair	Oct 17, 2012 7:50 PM
5	amount of savings should be totally disregarded whether above or below £16K because tax has already been paid at source	Oct 16, 2012 2:43 PM
6	Yes, but this depends upon the nature of the savings, if they are not accessible, they should not be taken into account until they are.	Oct 13, 2012 12:32 AM
7	If you've got £6,000 in savings, you have money to support yourself. I used up all of my savings and reached my overdraft limit before I even applied for JSA & Housing Benefit.	Oct 6, 2012 3:22 PM
8	This amount already applies to numerous benefits.	Oct 6, 2012 2:16 PM
9	Generally the people who own their own properties will have also managed to save a bit of money for emergencies. They should not be penalised for being prudent.	Oct 4, 2012 2:04 PM
10	The capital limit at 16000 is the consistent assessment level ie for social care as well	Oct 3, 2012 8:07 PM
11	most people who will not get any support will not have savings of anything like £6,000 in savings, especially working parents with families to support.	Oct 3, 2012 12:13 PM
12	Suggest £10,000	Oct 2, 2012 6:13 PM
13	I do think yes but appropriate systems need to be put in place to monitor whether households are swerving this change by money movement.	Sep 30, 2012 11:21 PM
14	discourages people from saving.	Sep 26, 2012 3:58 PM

**Q7. Do you think that Alternative Maximum Council Tax Benefit (Second Adult Rebate) should still be part of Council Tax Support? (This rebate of up to 25% considers the income of any second adult in the property whose occupation has removed the single person discount. There are currently 55 second ad...**

1	If we want people working then we need to support those who cannot perhaps work full time or get better paid posts. I think this is a fair benefit.	Oct 20, 2012 3:35 PM
2	It is a small saving but both parties would be paying full or 75% of their council tax so they would save overall. These are difficult times.	Oct 19, 2012 3:16 PM
3	See above	Oct 17, 2012 7:50 PM
4	There are two adults in my house as a married couple and we have to pay the full rate even when I was staying at home to raise a family with no second income. Why should someone who decides to co-habit with someone who perhaps has a good income get better treatment. I also wonder how many people currently didn't know of this option but now could try to claim it when hearing about this review!!	Oct 4, 2012 2:04 PM
5	If a partner is working and not eligible for other council tax support - then as they use 2 people's services this should be paid.	Oct 3, 2012 8:07 PM
6	2 people use the services of 2 people with resulting income	Oct 3, 2012 12:13 PM
7	Not if on benefits.	Oct 2, 2012 7:56 PM
8	Council tax should be based on total household income not value of house	Oct 2, 2012 4:28 PM



**Q8. Do you have any other comments about the new Council Tax Support scheme?**

1	Penny pinching again from those who can least afford it	Oct 18, 2012 7:38 PM
2	Perhaps those with larger incomes could pay more to subsidize those who are poorest eh Marco mate.	Oct 17, 2012 7:50 PM
3	Definitiosn of 'vulnerable' etc need to be bullet proof as they are an obvious area for legal challenges of the scheme. This is an opportunity to correct DWP's woefully lax draughting of the old CTB scheme and avoid people having to go through appeals unnecessarily.	Oct 17, 2012 12:30 PM
4	The pain should be shared by all except the OAPs as we are all in this together.	Oct 16, 2012 2:43 PM
5	Any alteration offering a reduction of the current benefit will be extremely unfair to those with limited income.	Oct 15, 2012 2:05 PM
6	While I feel reform is necessary, it should be held as a fundamental that this scheme should be for the benefit of those who require it, not those who believe they deserve it.	Oct 13, 2012 12:32 AM
7	I think there should be a 50% reduction. People should pay for the services provided by the Council regardless of income.	Oct 12, 2012 8:18 PM
8	If the council needs to find extra money, they could start by renegotiating with Serco as they are clearly incompetent if it takes 6-8 weeks to process a Housing Benefit application. Why pay them such a huge amount if they cannot even complete their job in a timely fashion? Their contract should contain a Service Level Agreement that says applications should be processed within one month and there should be stiff financial penalties if they exceed that time. You could also save some money by reducing the salaries of the council's executives. What's a small reduction to them is a huge amount of money to the average working Council Tax payer like myself.	Oct 6, 2012 3:22 PM
9	Same as most things from the ConDem Alliance, it stinks!	Oct 6, 2012 2:16 PM
10	Many people living on benefits can end up with more disposable income than a working person. Peoples outgoings should be looked at when making decisions, A household that has to pay a mortgage gets no help with these payments even if on a low income yet a person renting can get their rent paid. Disposable income after valid household expenses , including transport arrangements for people in rural communities with poor public transport,should be looked into.	Oct 4, 2012 2:04 PM
11	Working people paying full council tax mustn't be asked to pay more in the long run because the council is scared of pad PR.	Oct 3, 2012 9:40 PM
12	Equality is paramount!	Oct 3, 2012 8:07 PM
13	Any scheme has to be affordable by all Peterborough residents and as such ther wider picture needs to be taken into account when deciding on supporting people on low incomes/benefits. In addtion, i feel like others we all should have to make some contribution rather than the current scheme that automaticaly exempts people from any payment.	Oct 3, 2012 12:13 PM
14	Another complicated taxation on the poor. Try taxing the wealthy - but that will not happen as we have to put up with a Conservative controlled council. Should you wish to be re-elected I suggest a bigger re-think.	Oct 2, 2012 7:56 PM

**Q8. Do you have any other comments about the new Council Tax Support scheme?**

15	The way this is presented and explained is confusing, particularly to the elderly and those that may be most affected. A postage paid leaflet asking simpler questions should be sent to EVERY household in Peterborough as many low income and disabled families will be less likely to respond to this survey.	Oct 2, 2012 4:28 PM
16	The principle of fairness should mean that everybody pays something towards council services and people are informed appropriately of what the money is used for and how much things cost. However, this change is likely to lead to lots of non payments and some of the cost savings should be earmarked for gaining payment but also making it as easy as possible for people to pay and be advised sufficiently. Graded changes are likely to allow people to adapt to the changes more effectively.	Sep 30, 2012 11:21 PM
17	What would happen to people on benefits or that are unable to pay or increase the amount they pay already?	Sep 26, 2012 4:22 PM
18	please don't target the poorest & vulnerable in society.	Sep 26, 2012 3:58 PM

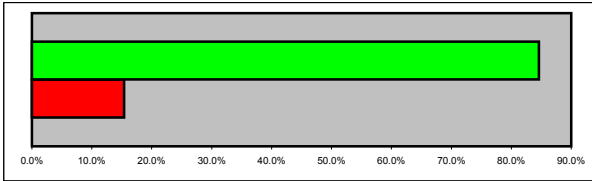
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# Council Tax Support Consultation (Q's 1-3)

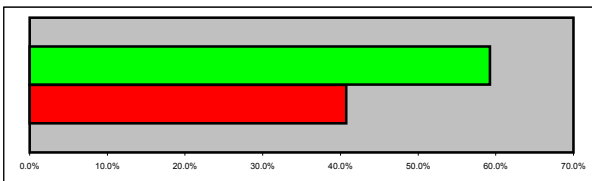
# Hard Copies

**1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?**



	Response Percent	Response Count
Yes	84.6%	22
No	15.4%	4
Any comments:		2
Answered question:		26
Skipped question:		1

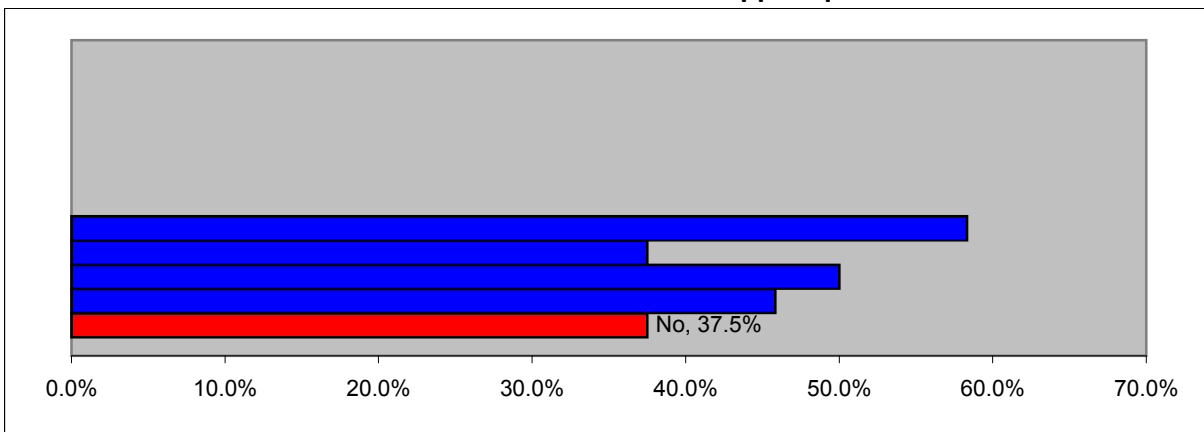
**2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?**



	Response Percent	Response Count
Yes	59.3%	16
No	40.7%	11
If no, please state why:		8
Answered question:		27
Skipped question:		0

**3. Do you think that certain classes of persons should be protected from the reduction outlined and should include claimants where: (please select all that apply)**

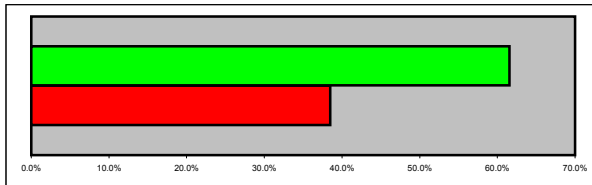
	Response Percent	Response Count
Severe Disability Premium	58.3%	14
Enhanced Disability Premium	37.5%	9
Disabled Child Premium	50.0%	12
Disability Premium	45.8%	11
No	37.5%	9
Any comments:		4
Answered question:		24
Skipped question:		3



## Council Tax Support Consultation (Q's 4-7)

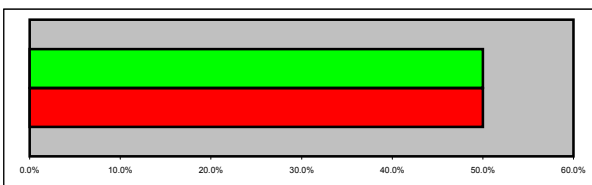
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**4. Do you think that the maximum amount of Council Tax Support should be limited to £23.15 per week?**



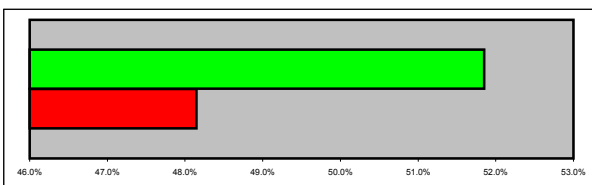
	Response Percent	Response Count
Yes	61.5%	16
No	38.5%	10
Any comments:		2
Answered question:		26
Skipped question:		1

**5. Do you think that the minimum amount of Council Tax Support should be limited to £2.00 per week?**



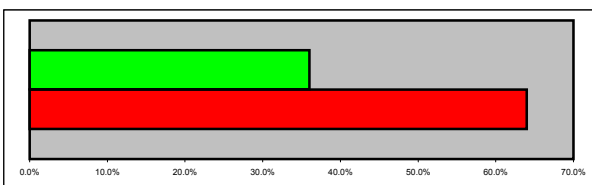
	Response Percent	Response Count
Yes	50.0%	13
No	50.0%	13
Any comments:		2
Answered question:		26
Skipped question:		1

**6. Do you think that the capital limit (the amount of savings in the bank or building society) for claiming Council Tax Support should be reduced from £16,000 to £6,000?**



	Response Percent	Response Count
Yes	51.9%	14
No	48.1%	13
Any comments:		4
Answered question:		27
Skipped question:		0

**7. Do you think that Alternative Maximum Council Tax Benefit (Second Adult Rebate) should still be part of Council Tax Support?**

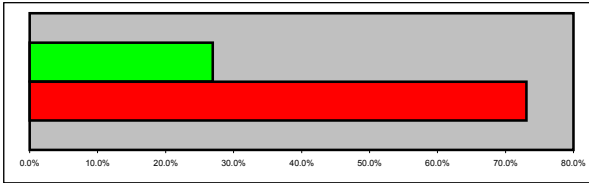


	Response Percent	Response Count
Yes	36.0%	9
No	64.0%	16
Any comments:		2
Answered question:		25
Skipped question:		2

## Council Tax Support Consultation (Q's 8-10)

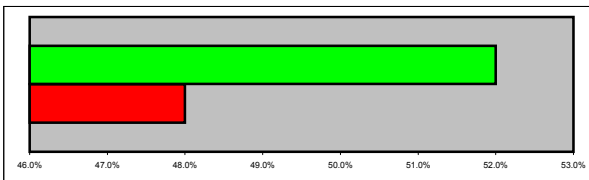
Hard Copies

### 8. Do you have any other comments about the new Council Tax Support scheme?



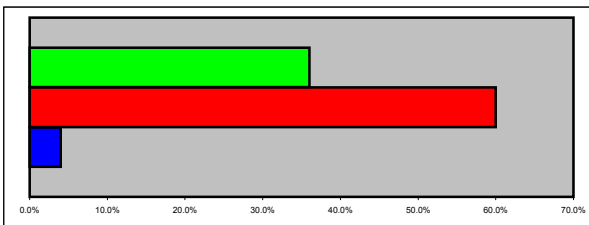
	Response Percent	Response Count
Yes	26.9%	7
No	73.1%	19
Any comments:		7
Answered question:		26
Skipped question:		1

### 9. Are you or any partner a pensioner?



	Response Percent	Response Count
Yes	52.0%	13
No	48.0%	12
n/a	14.3%	2
Any comments:		1
Answered question:		27
Skipped question:		0

### 10. Do you currently claim Council Tax Benefit?



	Response Percent	Response Count
Yes	36.0%	9
No	60.0%	15
n/a	4.0%	1
Any comments:		0
Answered question:		25
Skipped question:		2

## Council Tax Support Consultation (Comments)

## Hard Copies

### 1. Do you think that Peterborough City Council should continue to help people on low income by reducing their council tax bill?

It is your duty to help the poor! Otherwise the poor help themselves, to your money + property! Wouldn't that put up the Police part of the rates!? It's keeping crime down! Look at the crime figures for the 19th + 20th centuries! How would it be if those figures were 100 to 1000 times worse?? (ref016)

But depends on what is considered low income (ref023)

People on low income unable to pay would only result in county court judgement and still no payment (ref025)

### 2. Do you think that the fairest way to achieve the savings required is an across the board 35% reduction in the new council tax support scheme?

Hitting lower income families the hardest (ref 001)

Protect vulnerable people with disability or live alone (ref 015)

The Conservatives think the unemployed can afford telephone + broadband etc to apply for jobs. Which planet do they live on! Can they survive on benefits? The poor can't afford to pay it!! You live on the pittance that benefit pays out + see if you can make ends meet! Prices continue to rise, benefits don't, + nor have they ever done so, not even in line with inflation! We can't afford the heating, electricity, water + food prices, let alone the fact that we're expected to apply for jobs out of the pittance we get! That includes travel to + from interviews, etc! (ref016)

Disincentive to find low-income work (ref018)

Those who are better off should have more of a reduction, while those who have less should have a smaller reduction, instead of the same for everyone (ref022)

People in expensive houses should not get a rebate (ref023)

35% will not be enough for those on low income (ref024)

People on low income unable to pay would only result in county court judgement and still no payment (ref025)

### 3. Do you think that certain classes of persons should be protected from the reduction outlined and should include claimants where: (please select all that apply)

NB: selected all 4 'yes' options AND 'no' (ref 006)

Re: "some people receive more than one disability premium" (limit this to one benefit, whichever is highest!). It's also time to stop giving it to those who come into the country scrounging!! No citizen, no entitlement to benefits!! Make them pay taxes, etc, for 50 years, then they're entitled to benefits + pensions! No pay(e), no claim(e)! The system can't afford to keep none British citizens any more! Neither can the world! Stop giving them our money! (ref016)

Anyone on the minimum income should get council tax benefit. A large number on these above are getting far more than the minimum, many getting as much as 20 to £30,000 per year! Make it fair! Make them pay! (ref016)

Too many people get benefits (ref023)

The cost should be met by the Council by reducing waste (eg Orton Academy School pulled down) (ref026)

Anyone who can't work due to a disability needs to be protected as do those where the Council Tax is a large % of their outgoings (ref028)

**4. Do you think that the maximum amount of Council Tax Support should be limited to £23.15 per week?**

The unemployed should get the full amount they're entitled to!! (ref016)  
I don't think this would make a vast difference (ref019)  
A negligible saving (ref028)

**5. Do you think that the minimum amount of Council Tax Support should be limited to £2.00 per week**

It's hardly worth collecting this amount (ref016)  
Entitlement is often a key in the door to other benefits (ref026)  
£10k a drop in the ocean overall (ref028)

**6. Do you think that the capital limit (the amount of savings in the bank or building society) for claiming Council Tax Support should be reduced from £16,000 to £6,000?**

Over £16,000, yes! (ref016)  
If resident pays rent their savings should be allowed at least one years rent (ref018)  
Savers are penalised enough (ref023)  
Sufficient to cover burial costs (ref025)  
This will hit the poorest households for which £6,000 may be a life times savings (ref028)

**7. Do you think that Alternative Maximum Council Tax Benefit (Second Adult Rebate) should still be part of Council Tax Support?**

No preference (ref020)  
Not really important (ref023)

**8. Do you have any other comments about the new Council Tax Support scheme?**

What you give in benefits with one hand you take back with the other! Any monies you take for extra council tax is taken from that the unemployed need to apply for vacancies , food, heating, etc! You're robbing the poor of essentials needed for winter! I hope somebody does the same to you when you're vulnerable thought that'll be too late for the poor buggers you're robbing now! I've noticed over the years that there's always a deficit that gets squandered like the supposed £6m that was supposed to be spent on the Cathedral Square, that turned into £20m! You're heartless wasters! Robbing the poor to pay to pay (for) the rich! I hope your consciences trouble you to the end of your days!! (ref016)  
Letter received requesting that we protect those with the carers premium (ref017)  
35% seems rather high (ref018)  
More support/transition for those going into work (ref020)  
Keep it simple to understand (ref021)  
Council should fund by reducing wastage & challenge the Government to increase funding (ref026)  
Reduce overheads of Council eg Mayor, mileage rates, expenses etc (ref027)

**9. Are you or any partner a pensioner?**

Pay tax on pension anyway (ref023)

**Additional comments (all ref016):**

Re: "we have decided against targeting groups of claimants by imposing a minimum or maximum level of support"

That's funny, I thought you were targeting the unemployed!! Making them pay 35% more (35% of their total council tax bill, which amounts to 35% more in my book!!)

Re: "as well as looking to incentivise people back to work our scheme also"

You're taking away monies used to apply for jobs, so how is it 'incentivising' the poorly paid + unemployed?? Most can barely afford to live on what they get now, all you're incentivising' is the call to commit more crime!! Police cuts? You're going to need to spend more on them!!

Re: "of at least 33%"

How does the 10% above equate to 33% here??

Re: "exemptions such as for empty properties"

Get rid of this!!

Other:

Put all the rates up by 10% to cover the shortfall! That's what you always do!!

And stop wasting our money!! Cathedral Square was/is a farce!!

<b>SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE</b>	<b>Agenda Item No. 9</b>
<b>8 NOVEMBER 2012</b>	<b>Public Report</b>

## **Report of the Solicitor to the Council**

**Report Author** – Paulina Ford, Senior Governance Officer, Scrutiny

**Contact Details** – 01733 452508 or email paulina.ford@peterborough.gov.uk

### **NOTICE OF INTENTION TO TAKE KEY DECISIONS**

#### **1. PURPOSE**

- 1.1 This is a regular report to the Sustainable Growth and Environment Capital Scrutiny Committee outlining the content of the Notice of Intention to Take Key Decisions.

#### **2. RECOMMENDATIONS**

- 2.1 That the Committee identifies any relevant items for inclusion within their work programme.

#### **3. BACKGROUND**

- 3.1 The latest version of the Notice of Intention to Take Key Decisions is attached at Appendix 1. The Notice contains those key decisions, which the Leader of the Council believes that the Cabinet or individual Cabinet Member(s) can make after 13 November 2012.

- 3.2 The information in the Notice of Intention to Take Key Decisions provides the Committee with the opportunity of considering whether it wishes to seek to influence any of these key decisions, or to request further information.

- 3.3 If the Committee wished to examine any of the key decisions, consideration would need to be given as to how this could be accommodated within the work programme.

- 3.4 As the Notice is published fortnightly any version of the Notice published after dispatch of this agenda will be tabled at the meeting.

#### **4. CONSULTATION**

- 4.1 Details of any consultation on individual decisions are contained within the Notice of Intention to Take Key Decisions.

#### **5. BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985

None

#### **6. APPENDICES**

Appendix 1 – Notice of Intention to Take Key Decisions

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# **PETERBOROUGH CITY COUNCIL'S NOTICE OF INTENTIONS TO TAKE KEY DECISIONS**

## NOTICE OF INTENTION TO TAKE KEY DECISIONS

In the period commencing 28 days after the date of publication of this notice, Peterborough City Council's Executive intends to take 'key decisions' on the issues set out below. Key decisions relate to those executive decisions which are likely to result in the Council spending or saving money in excess of £500,000 and/or have a significant impact on two or more wards in Peterborough.

If the decision is to be taken by an individual cabinet member, the name of the cabinet member is shown against the decision, in addition to details of the councillor's portfolio. If the decision is to be taken by the Cabinet, it's members are as listed below:  
Cllr Cereste (Leader); Cllr Lee (Deputy leader); Cllr Scott; Cllr Holdich; Cllr Hiller; Cllr Seaton; Cllr Dalton; Cllr Walsh.

This Notice should be seen as an outline of the proposed decisions for the forthcoming month and it will be updated on a fortnightly basis. Each new notice supersedes the previous notice and items may be carried over into forthcoming notices. Any questions on specific issues included on the Notice should be included on the form which appears at the back of the Notice and submitted to Alex Daynes, Senior Governance Officer, Chief Executive's Department, Town Hall, Bridge Street, PE1 1HG (fax 01733 452483). Alternatively, you can submit your views via e-mail to [alexander.daynes@peterborough.gov.uk](mailto:alexander.daynes@peterborough.gov.uk) or by telephone on 01733 452447.

Whilst the majority of the Executive's business at the meetings listed in this Notice will be open to the public and media organisations to attend, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. In these circumstances the meeting may be held in private, and on the rare occasion this applies this is indicated in the list below. A formal notice of the intention to hold the meeting, or part of it, in private, will be given 28 clear days in advance of any private meeting in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

The Council invites members of the public to attend any of the meetings at which these decisions will be discussed (unless a notice of intention to hold the meeting in private has been given).

You are entitled to view any documents listed on the notice, or obtain extracts from any documents listed or subsequently submitted to the decision maker prior to the decision being made, subject to any restrictions on disclosure. There is no charge for viewing the documents, although charges may be made for photocopying or postage. Documents listed on the notice and relevant documents subsequently being submitted can be requested from Alex Daynes, Senior Governance Officer, Chief Executive's Department, Town Hall, Bridge Street, PE1 1HG (fax 01733 452483), e-mail to [alexander.daynes@peterborough.gov.uk](mailto:alexander.daynes@peterborough.gov.uk) or by telephone on 01733 452447. For each decision a public report will be available from the Governance Team one week before the decision is taken.

All decisions will be posted on the Council's website: [www.peterborough.gov.uk/executivedecisions](http://www.peterborough.gov.uk/executivedecisions). If you wish to make comments or representations regarding the 'key decisions' outlined in this Notice, please submit them to the Governance Support Officer using the form attached. For your information, the contact details for the Council's various service departments are incorporated within this notice.

**NEW ITEMS THIS MONTH:**

**Flood and Water Management Supplementary Planning Document - KEY/13NOV12/01**

**Council Tax Base 2013/14 - KEY/13NOV12/02**

**Budget and Medium Term Financial Strategy - KEY/13NOV12/03**

**Peterborough City Centre Development Plan Document - Consultation Draft - KEY/13NOV12/04**

**Clare Lodge Service Review Outcome - KEY/13NOV12/06**

**Family Support Framework - KEY/13NOV12/07**

**Children's Play Services Review - KEY/13NOV12/09**

**Superfast Broadband - KEY/13NOV12/10**

## KEY DECISIONS FROM 13 NOVEMBER 2012

KEY DECISION REQUIRED	DECISION MAKER	MEETING OPEN TO PUBLIC	RELEVANT SCRUTINY COMMITTEE	CONSULTATION	CONTACT DETAILS / REPORT AUTHORS	DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER (IF ANY OTHER THAN PUBLIC REPORT)
<b>Moy's End Stand Demolition and Reconstruction - KEY/03APR/12</b> Award of Contract for the Demolition of the Moy's End Stand and Reconstruction	<b>Councillor David Seaton Cabinet Member for Resources</b>	N/A	Sustainable Growth and Environment Capital	Internal and External Stakeholders as appropriate.	Richard Hodgson Head of Strategic Projects Tel: 01733 384535 richard.hodgson@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Delivery of the Council's Capital Receipt Programme through the Sale of Dickens Street Car Park - KEY/03JUL/11</b> To authorise the Chief Executive, in consultation with the Solicitor to the Council, Executive Director – Strategic Resources, the Corporate Property Officer and the Cabinet Member Resources, to negotiate and conclude the sale of Dickens Street Car Park.	<b>Councillor David Seaton Cabinet Member for Resources</b>	N/A	Sustainable Growth and Environment Capital	Consultation will take place with the Cabinet Member, Ward councillors, relevant internal departments & external stakeholders as appropriate.	Richard Hodgson Head of Strategic Projects Tel: 01733 384535 richard.hodgson@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Rolling Select List - Independent Fostering Agencies - KEY/01JUL/12</b> To approve the list for independent fostering agencies.	<b>Councillor Sheila Scott OBE Cabinet Member for Children's Services</b>	N/A	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders as appropriate.	Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 863910 oliver.hayward@peterborough.gov.uk	It is not anticipated that there will be any further documents.

<b>Write off approval for debts over £10,000 in relation to Non Domestic Rates - KEY/31OCT12/01</b> Authorise the write off of debt shown as outstanding in respect of non domestic rate accounts.	<b>Councillor David Seaton</b> Cabinet Member for Resources	N/A	Sustainable Growth and Environment Capital	Internal and External Stakeholders as appropriate.	Richard Godfrey ICT and Transactional Services Partnership Manager Tel: 01733 317989 richard.godfrey@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Expansion and Refurbishment of Queens Drive Infants School - KEY/31OCT12/02</b> To award the contract for the expansion and refurbishment of Queens Drive Infants School.	<b>Councillor John Holdich OBE</b> Cabinet Member for Education, Skills and University	N/A	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders including ward councillors as appropriate.	Brian Howard Programme Manager - Secondary Schools Development Tel: 01733 863976 brian.howard@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Expansion and Refurbishment of Old Fletton Primary School - KEY/31OCT12/03</b> Award of contract for the expansion and refurbishment of Old Fletton Primary School.	<b>Councillor John Holdich OBE</b> Cabinet Member for Education, Skills and University	N/A	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders including ward councillors as appropriate.	Brian Howard Programme Manager - Secondary Schools Development Tel: 01733 863976 brian.howard@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Expansion and Refurbishment of Hampton Vale Primary School - KEY/31OCT12/04</b> Award of Contract for the expansion and refurbishment of Hampton Vale Primary School.	<b>Councillor John Holdich OBE</b> Cabinet Member for Education, Skills and University	N/A	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders including ward councillors as appropriate.	Brian Howard Programme Manager - Secondary Schools Development Tel: 01733 863976 brian.howard@peterborough.gov.uk	It is not anticipated that there will be any further documents.

<p><b>New Build of the Thomas Deacon Junior Academy - KEY/31OCT12/05</b> Award of Contract for the new build of the Thomas Deacon Junior Academy</p>	<p><b>Councillor John Holdich OBE</b> <b>Cabinet Member for Education, Skills and University</b></p>	<p>N/A</p>	<p>Creating Opportunities and Tackling Inequalities</p>	<p>Internal and external stakeholders including ward councillors as appropriate.</p>	<p>Brian Howard Programme Manager - Secondary Schools Development Tel: 01733 863976 brian.howard@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any further documents.</p>
<p><b>Flood and Water Management Supplementary Planning Document - KEY/13NOV12/01</b> To adopt the supplementary planning document guiding developers on water related legislation and planning.</p>	<p><b>Councillor Peter Hiller</b> <b>Cabinet</b></p>	<p>Yes</p>	<p>Sustainable Growth and Environment Capital</p>	<p>Internal and external stakeholders as appropriate.</p>	<p>Julia Chatterton Sustainable Infrastructure Officer Tel: 01733 452620 julia.chatterton@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any further documents.</p>
<p><b>Council Tax Base 2013/14 - KEY/13NOV12/02</b> To agree the calculation of the council tax base for 2013/14.</p>	<p><b>Councillor David Seaton</b> <b>Cabinet</b></p>	<p>Yes</p>	<p>Sustainable Growth and Environment Capital</p>	<p>Internal and external stakeholders as appropriate.</p>	<p>Steven Pilsworth Head of Strategic Finance Tel: 01733 384564 Steven.Pilsworth@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any further documents.</p>
<p><b>Budget and Medium Term Financial Strategy - KEY/13NOV12/03</b> Draft budget for 2013/14 and Medium Term Financial Strategy to 2023/24 to be agreed as a basis for consultation. This will include the Council's Capital Strategy, Asset Management Plan and Draft Annual Accountability Agreement between Peterborough City Council and Peterborough Primary Care Trust.</p>	<p><b>Councillor David Seaton</b> <b>Cabinet</b></p>	<p>Yes</p>	<p>Sustainable Growth and Environment Capital</p>	<p>Internal and external stakeholders as appropriate.</p>	<p>Steven Pilsworth Head of Strategic Finance Tel: 01733 384564 Steven.Pilsworth@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any further documents.</p>

<b>Peterborough City Centre Development Plan Document - Consultation Draft - KEY/13NOV12/04</b> To approve the Consultation Draft version of the Peterborough City Centre DPD for public consultation.	<b>Councillor Gr. Uff. Marco Cereste Cabinet</b>	<b>Yes</b>	Sustainable Growth and Environment Capital	Internal and external stakeholders as appropriate.	Richard Kay, Peter Heath-Brown Policy and Strategy Manager, Planning Policy Manager  richard.kay@peterborough.gov.uk, peter.heath-brown@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Mental Health Services at Clare Lodge - KEY/13NOV12/05</b> Undertake a tender to secure Mental Health Services for Clare Lodge Secure Unit.	<b>Councillor Sheila Scott OBE Cabinet Member for Children's Services</b>	<b>N/A</b>	Creating Opportunities and Tackling Inequalities	Internal and External Stakeholders as appropriate.	Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 8639 10 oliver.hayward@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Clare Lodge Service Review Outcome - KEY/13NOV12/06</b> To approve the outcome of the service review of Clare Lodge Secure Unit.	<b>Councillor Sheila Scott OBE Cabinet Member for Children's Services</b>	<b>N/A</b>	Creating Opportunities and Tackling Inequalities	Internal and External Stakeholders as appropriate.	Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 8639 10 oliver.hayward@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Family Support Framework - KEY/13NOV12/07</b> Create a framework for Family Support services.	<b>Councillor Sheila Scott OBE Cabinet Member for Children's Services</b>	<b>N/A</b>	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders as appropriate.	Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 8639 10 oliver.hayward@peterborough.gov.uk	It is not anticipated that there will be any further documents.
<b>Residential Approved Provider List - KEY/13NOV12/08</b> Create a compliant Approved Provider List for Residential units for children and young people.	<b>Councillor Sheila Scott OBE Cabinet Member for Children's Services</b>	<b>N/A</b>	Creating Opportunities and Tackling Inequalities	Internal and external stakeholders as appropriate.	Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 8639 10 oliver.hayward@peterborough.gov.uk	It is not anticipated that there will be any further documents.

<p><b>Children's Play Services Review - KEY/13NOV12/09</b> To undertake a review of the Play Services in the city</p>	<p><b>Councillor Sheila Scott OBE</b> <b>Cabinet Member for Children's Services</b></p>	<p>N/A</p>	<p>Creating Opportunities and Tackling Inequalities.</p>	<p>To be undertaken with key stakeholders.</p>	<p>Oliver Hayward Commissioning Officer - Aiming High Tel: 01733 863910 oliver.hayward@peterborough.gov.uk</p>	<p>It is not anticipated that any further documents will be used.</p>
<p><b>Superfast Broadband - KEY/13NOV12/10</b> To authorise the award of the contract for the provision of Superfast Broadband in Peterborough and Cambridgeshire</p>	<p><b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b></p>	<p>N/A</p>	<p>Sustainable Growth and Environment Capital</p>	<p>Relevant internal departments.</p>	<p>Richard Godfrey ICT and Transactional Services Partnership Manager Tel: 01733 317989 richard.godfrey@peterborough.gov.uk</p>	<p>It is not anticipated that any further documents will be used.</p>



**CHIEF EXECUTIVE'S DEPARTMENT** Town Hall, Bridge Street, Peterborough, PE1 1HG

Communications  
Strategic Growth and Development Services  
Legal and Governance Services  
Policy and Research  
Economic and Community Regeneration  
HR Business Relations, Training & Development, Occupational Health & Reward & Policy

**STRATEGIC RESOURCES DEPARTMENT** Director's Office at Town Hall, Bridge Street, Peterborough, PE1 1HG

Finance  
Internal Audit  
Information Communications Technology (ICT)  
Business Transformation  
Strategic Improvement  
Strategic Property  
Waste  
Customer Services  
Business Support  
Shared Transactional Services  
Cultural Trust Client

**CHILDREN'S SERVICES DEPARTMENT** Bayard Place, Broadway, PE1 1FB

Safeguarding, Family & Communities  
Education & Resources  
Strategic Commissioning & Prevention

**OPERATIONS DEPARTMENT** Director's Office at Town Hall, Bridge Street, Peterborough, PE1 1HG

Planning Transport & Engineering (Development Management, Construction & Compliance, Infrastructure Planning & Delivery, Network Management, Passenger Transport)  
Commercial Operations (Strategic Parking and Commercial CCTV, City Centre, Markets & Commercial Trading, Tourism)  
Neighbourhoods (Strategic Regulatory Services, Safer Peterborough, Strategic Housing, Cohesion, Social Inclusion, Neighbourhood Management)  
Operations Business Support (Finance)

**ADULT SOCIAL CARE** Director's Office at Town Hall, Bridge Street, Peterborough, PE1 1HG

Care Services Delivery (Assessment & Care Management; Integrated Learning Disability Services and HIV/AIDS; Regulated Services)  
Strategic Commissioning (Mental Health & Integrated Learning Disability; Older People, Physical Disability & Sensory Impairment; Contracts, Procurement & Compliance)  
Quality, Information and Performance (Performance & Information; Strategic Safeguarding; Business Support & Governance; Business Systems Improvement; Quality and Workforce Development)

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**SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE  
WORK PROGRAMME 2012/13**

<b>Meeting Date</b>	<b>Item</b>	<b>Progress</b>
<b>13 June 2012</b> <i>Draft Report 24 May</i> <i>Final Report 31 May</i>	<p><b>Energy from Waste and Associated Works and Services</b></p> <p>To note the actions taken, and to be taken, in connection with the procurement, of the Energy from Waste Facility.</p> <p><b>Contact Officer: Margaret Welton</b></p>	
	<p><b>Overview of Environment Capital Programmes/Projects</b></p> <p>To receive an update on the Environment Capital Programmes and Projects currently in place.</p> <p><b>Contact Officer: Teresa Wood</b></p>	Items from this report to be programmed into the work programme.
	<p><b>Sustainable Growth: Introduction, Overview and Work Programme</b></p> <p>To receive and comment on a report on the operational overview of the growth and planning service areas.</p>	Items from this report to be programmed into the work programme.
	<p><b>Contact Officer: Andrew Edwards/Simon Machen/Neil Darwin</b></p> <p><b>Review of 2011/12 and Future Work Programme</b></p> <p>To review the work undertaken during 2011/12 and to consider the future work programme of the Committee.</p>	Items from this report to be programmed into the work programme.
	<b>Contact Officer: Paulina Ford</b>	
<b>12 July 2012</b> <i>Draft Report 26 June</i> <i>Final Report 3 July</i>	<p><b>Peterborough – Serco Strategic Partnership Quarterly Performance Report</b></p> <p>To scrutinise the Serco Strategic Partnership Quarterly Performance and make any recommendations.</p> <p><b>Contact Officer: John Harrison/Margaret Welton</b></p>	Further report requested on an Annual basis

Meeting Date	Item	Progress
	<p><b>Enterprise Peterborough Partnership Quarterly Performance Report</b> To scrutinise the Enterprise Partnership Contract Quarterly Performance and make any recommendations. <b>Contact Officer: John Harrison/Margaret Welton</b></p> <p><b>Environment Capital Progress Report</b> To scrutinise the progress of the Environment Capital and make any recommendations. <b>Contact Officer: Richard Kay</b></p> <p><b>Delivery Strategy For South Bank And Surrounding Areas</b> To scrutinise the Strategy for South Bank and Surrounding Areas and make any recommendations. <b>Contact Officer: Andrew Edwards</b></p>	<p>Further report requested in 6 months time.</p> <p>Report noted.</p> <p>Report noted.</p>
<p><b>6 September 2012</b> <i>Draft Report 21 Aug</i> <i>Final Report 28 Aug</i></p>	<p><b>Progress Report on the Carbon Reduction Commitment Energy Efficiency Scheme and Carbon Management Action Plan</b> To receive an annual report on our progress under the Carbon Reduction Commitment Energy Efficiency Scheme and Carbon Management Action Plan. <b>Contact Officer: Charlotte Palmer</b></p> <p><b>Community Infrastructure Levy (CIL): Preliminary Draft Charging Schedule (PDCS)</b> To scrutinise the Community Infrastructure Levy and how the council proposes to implement it and make recommendations. <b>Contact Officer: Simon Pickstone</b></p>	

Meeting Date	Item	Progress
<p><b>8 November 2012</b>  <i>Draft Report 23 Oct</i>  <i>Final Report 30 Oct</i></p>	<p><b>Progress Report from the Cabinet Member for Growth, Strategic Planning, Economic Development, Business Engagement and Environment Capital</b></p> <p><b>City Centre Development Plan Document</b>            To Scrutinise the City Centre Development Plan Document and make any recommendations.  <b>Contact Officer: Richard Kay</b></p> <p><b>Flood and Water Management Supplementary Planning Document</b>            To scrutinise the final draft of the Flood and Water Management Supplementary Planning Document, comment and make any recommendations.  <b>Contact Officer: Julia Chatterton</b></p>	<p>Deferred from July Meeting</p>
	<p><b>Local council tax support scheme consultation</b>            To comment and make any recommendations on the proposed Council Tax Support Scheme that will replace Council Tax Benefit from 1<sup>st</sup> April 2013 prior to presentation to Cabinet.  <b>Contact Officer: Steven Pilsworth</b></p>	
<p><b>28 January 2013</b>  <i>Draft Report 10 Jan</i>  <i>Final Report 17 Jan</i></p>	<p><b>Annual Human Resources Monitoring Report</b>            To scrutinise the Annual HR Monitoring Report.  <b>Contact Officer: Mike Kealey</b></p> <p><b>One Planet Living (OPL) framework</b>  <b>Contact Officer: Rachel Huxley, PECT/Charlotte Palmer</b></p>	

Meeting Date	Item	Progress
	<p><b>Enterprise Peterborough Partnership Performance Report</b> To scrutinize the Enterprise Partnership Contract and make any recommendations. <b>Contact Officer: John Harrison</b></p> <p><b>Corporate Complaints Annual Monitoring Report 2011/12</b> To scrutinise the complaints monitoring report 2011/12 and identify any areas of concern. <b>Contact Officer: Mark Sandhu/Belinda Evans</b></p>	<p>Deferred from November meeting.</p>
<p><b>9 or 21 January 2013</b> <b>(Joint Meeting of the Scrutiny Committees and Commissions)</b></p>	<p><b>Budget 2012/13 and Medium Term Financial Plan</b> To scrutinise the Executive's proposals for the Budget 2012/13 and Medium Term Financial Plan. <b>Contact Officer: John Harrison/Steven Pilsworth</b></p>	
<p><b>18 March 2013</b> <i>Draft Report 28 Feb</i> <i>Final Report 7 March</i></p>		
<b>TO BE PROGRAMMED</b>		
<b>Item</b>		<b>Comments</b>
<b>Serco – Annual Report</b>		As requested at July meeting. Anniversary of contract 28 November.
<b>ESCO – Update &amp; Progress Report - John Harrison</b>		When appropriate