

## **CABINET**

**MONDAY 26 MARCH 2018**  
**10.00 AM**

**Bourges/Viersen Room - Town Hall**  
Contact – philippa.turvey@peterborough.gov.uk, 01733 452460

## **AGENDA**

	<b>Page No</b>
<b>1 Apologies for Absence</b>	
<b>2 Declarations of Interest</b>	
<b>3 Minutes of Cabinet Meetings held on 9 February 2018</b>	<b>3 - 8</b>
<b>4 Petitions Presented to Cabinet</b>	
<b>STRATEGIC DECISIONS</b>	
<b>5 Report of the Task and Finish Group to Assist the Development of a New Homelessness Strategy</b>	<b>9 - 50</b>
<b>6 Minerals and Waste Local Plan - Preliminary Draft for Consultation</b>	<b>51 - 122</b>
<b>7 20mph Speed Limits in Werrington - Working Group</b>	<b>123 - 128</b>
<b>8 January Budget Monitoring Report</b>	<b>129 - 152</b>
<b>MONITORING ITEMS</b>	
<b>9 Outcome of Petitions</b>	<b>153 - 156</b>

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**MINUTES OF THE CABINET MEETING  
HELD AT 10:00AM, ON  
FRIDAY, 9 FEBRUARY 2018  
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

**Cabinet Members Present:** Councillor Holdich (Chair), Councillor Ayres Councillor Elsey, Councillor Fitzgerald, Councillor Hiller, Councillor Lamb, Councillor Seaton, Councillor Smith, and Councillor Walsh

**Cabinet Advisors Present:** Councillor Allen and Councillor Stokes

**60. APOLOGIES FOR ABSENCE**

No apologies for absence were received.

**61. DECLARATIONS OF INTEREST**

No declarations of interest were received.

**62. MINUTES OF THE CABINET MEETINGS HELD ON 15 JANUARY 2018**

The minutes of the meeting held on 15 January 2018 were agreed as a true and accurate record.

**63. PETITIONS PRESENTED TO CABINET**

There were no petitions presented to Cabinet.

**STRATEGIC DECISIONS**

**64. MEDIUM TERM FINANCIAL STRATEGY 2018/2019 TO 2020/2021**

The Cabinet received a report that formed part of the Council's formal Budget and Policy Framework. This required Cabinet to initiate and put forward budget proposals to set a balanced and sustainable budget for the financial years 2018/19 to 2020/21. There was a legal requirement to set a balanced budget for 2018/19.

The purpose of this report was to recommend that Cabinet approve the second phase of budget proposals for consultation, outline the financial challenges facing the Council, outline the approach the Council are taking to close the budget gap and outline the required statement of the robustness of the budget estimates and the adequacy of the financial reserves.

The Cabinet Member for Resources introduced the report and explained that the report provided detail on how the Council proposed to set a sustainable budget. Additional pressures had been identified in relation to office accommodation costs and a full report on these would be provided to the next meeting of Cabinet. Proposals included a 1% increase in council tax and items such as shared services, a reduction in homelessness costs due to prevention and reduction in spend on ICT. The overall deficit had been

reduced to £4 million. The Council was still continuing to expand its commercial income and external funding opportunities. A robustness statement had been provided from the Chief Finance Officer that determined that the estimates made within the budget were robust and adequate.

Cabinet debated the report and in summary, key points raised and responses to questions included:

- There was work currently being undertaken to improve sustain the current financial budget.
- The strategy covered a three year period and would remove £40 million of reductions. £12 million was left for next year and £6 million for the year after that.
- While funding had been outlined for two years, the Council had made provision for one year's worth only to ensure that the figures provided were sustainable.
- The level of funding to be received from central government for 2018/19 was £496,000.
- The two upcoming years presented the biggest risk to the Council in terms of providing a sustainable budget. The second risk was ensuring they are implemented with care the savings identified were realised.
- There was a drop in capital programme levels from previous years. This was based on the actual amounts delivered from previous capital programmes.
- There was no current impact on the budget from the Cambridgeshire and Peterborough Combined Authority. However, once the local transport authority responsibility was transferred it was like that the Council would receive some form of levy. The Council had also received support from the Combined Authority in relation to housing support.
- Queries were raised as to the sale of Bayard Plan. It was advised that the figure provided correction previous assumptions around loss of income.
- In relation to the provision of four additional Homelessness Prevention Officers it was anticipated that each officer would prevent one homelessness presentation each week, which would reduce Council overspend. This also aligned with the spirit of new homelessness prevention legislation.
- Proposals in relation to Bretton Water Park were discussed and it was noted that the park was used by many more people than just those in Bretton. Suggestion was made that Cabinet investigate how funding for the park could be continued, involving Bretton Parish Council in such discussions.
- It was advised that all responses to the consultation would be considered.

Cabinet considered the report and **RESOLVED** (unanimous) to:

1. Note the statutory advice of the Chief Finance Officer outlined in section 6, The Robustness Statement. This was required to highlight the robustness of budget estimates and the adequacy of the reserves.
2. Note all the grant figures which are provisional, pending the Final Settlement in late February 2018.
3. Approve the Phase Two budget proposals, outlined in Appendix H, as the basis for public consultation. This included a 5.99 per cent council tax increase, assumed in the 2017/18 Medium Term Financial Strategy and a change in service delivery for the 0-25 Provider service.
4. Approve the Medium Term Financial Strategy 2018/19-2020/21 as the basis for consultation, as set out in the body of the report and the following appendices:

- Appendix A – Budget Context highlighted in Phase One, MTFS for 2018/19-2020/21
- Appendix B – 2018/19 MTFS detailed position
- Appendix C – 2018/19 MTFS by department
- Appendix D – 2018/19 MTFS by Service
- Appendix E – Capital Schemes
- Appendix F – Council Grants
- Appendix G – Fees and Charges
- Appendix H – Budget Proposals (consultation document)
- Appendix I – Equality Impact Assessments

### **REASONS FOR THE DECISION**

The Council must set a lawful and balanced budget. The approach outlined in the report worked towards this requirement.

### **ALTERNATIVE OPTIONS CONSIDERED**

No alternative option was considered as the Cabinet was responsible under the constitution for initiating budget proposals and the Council was statutorily obliged to set a lawful and balanced budget by 11 March annually.

#### **65. ERNST AND YOUNG LLP ANNUAL AUDIT LETTER FOR THE YEAR ENDED 31 MARCH 2017**

The Cabinet received a report in relation to the Annual Audit letter of Ernst Young LLP.

The purpose of the report was to consider the Auditor's letter in accordance with the National Audit Office's 2015 Code of Audit Practice.

The Service Director Financial Services introduced the report and explained that the Annual Audit letter had already been considered by the Audit Committee, where the Council's external auditors were questioned. An unqualified opinion had been provided on the financial statements and the Council had put in place arrangements to secure value for money. There were no matters to report in the public interest. The Council had recognised that pressures on them and fundamental change required to address the future, as covered in the Medium Term Financial Strategy proposals.

Cabinet considered the report and **RESOLVED** (unanimous) note the Annual Audit Letter.

### **REASONS FOR THE DECISION**

The Cabinet must consider the Auditor's letter in accordance with the Audit Code of Practice and take action on any key findings. The Cabinet could also raise any issues they wish to discuss with the Auditors.

### **ALTERNATIVE OPTIONS CONSIDERED**

There were no alternative options considered.

#### **66. SAFER PETERBOROUGH PARTNERSHIP PLAN 2017 - 2020**

The Cabinet received a report in relation to the production of a Community Safety Plan. This was a statutory requirement for upper tier councils, and as such Peterborough

City Council was required to produce a plan for approval by Full Council.

The purpose of the report was to obtain the Cabinet's views on a proposed additional priority to the Safer Peterborough Plan 2017 - 2020.

The Cabinet Member for Communities introduced the report and explained that the Safer Peterborough Partnership Plan had been considered by Cabinet last year and recommended to Council for approval. Prior to Council approval, however, the process was paused to take into account changes occurring with the police. The pressure on the police was high and therefore they were prioritising high harm issues that would have an impact on communities. The Safer Peterborough Partnership felt that anti-social behaviour and environmental crime were still of importance and therefore had been included in the plan as a new priority for the Partnership.

Cabinet debated the report and in summary, key points raised and responses to questions included:

- The reorganisation of the police has led to a more evidence based allocation of resources. As such, the greater demand in Peterborough should be addressed.
- Residents were passionate about changes which were occurring to the police and had queried whether Prevention and Enforcement Services (PES) officers or Public Space Protection Orders (PSPOs) could be expanded across the city.
- It was noted that the visibility of police and PES officers was important and that PES officers were being trained in multidisciplinary areas, to provide greater capacity.
- PSPO's had been introduced in two areas of Peterborough. Proposals were due to come forward to expand these PSPOs to other areas of the city to provide additional powers to non-police staff and to work more closely with communities.
- An integration strategy was soon to be introduced in Peterborough as a pilot scheme with the Ministry of Housing and Local Communities.
- Although the perception may be the crime is increasing, total crime in Peterborough had reduced.
- The distinction between high harm and low harm could be misleading.
- A bespoke rural community's action team was currently in place, led by police. This did, however, need to do more and it was anticipated that the introduction of online resource 'Instant Atlas' on the Council website would help to establish peaks and troughs in rural issues.

Cabinet considered the report and **RESOLVED** (unanimous) to recommend the new priority added to the Safer Peterborough Partnership Plan 2017 – 2020 to Full Council for approval.

## **REASONS FOR THE DECISION**

The Community Safety Plan ensured that the Partnership continued to meet its statutory obligations under the Crime and Disorder Act 1998.

## **ALTERNATIVE OPTIONS CONSIDERED**

No alternative options were considered as the completion of a community safety plan was required by every Community Safety Partnership by statute.

**67. BUDGET CONTROL REPORT DECEMBER 2017**

The Cabinet received a budget control report as part of the Council's agreed process within the Budget and Policy framework that required Cabinet to initiate and consider financial strategy and budget proposals in order to set a balanced budget for the forthcoming financial year.

The purpose of the report was to provide Cabinet with an update of the December 2017 budgetary control position.

Cabinet considered the report and **RESOLVED** (unanimous) to note the financial pressures in the current financial year and the continuing work by CMT to deliver a balanced budget.

**REASONS FOR THE DECISION**

The report updated Cabinet on the December 2017 budgetary control position.

**ALTERNATIVE OPTIONS CONSIDERED**

There were no alternative options considered.

Chairman  
10:00am – 10:48am  
9 February 2018

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<b>CABINET</b>	<b>AGENDA ITEM No. 5</b>
<b>26 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Sarah Ferguson, Assistant Director, Housing, Communities and Youth Sean Evans, Housing Needs Manager	Tel. 01733 864083
Cabinet Member(s) responsible:	Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development	

## **REPORT OF THE TASK AND FINISH GROUP TO ASSIST THE DEVELOPMENT OF A NEW HOMELESSNESS STRATEGY**

<b>RECOMMENDATIONS</b>	
<b>FROM:</b> Task And Finish Group To Assist The Development Of A New Homelessness Reduction Strategy	<b>Deadline date:</b> N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> <li>1. Consider and comment on the Task and Finish Group Report attached at Appendix 1, and</li> <li>2. Recommend that Council approve the report and recommendations contained within.</li> </ol>	

### **1. ORIGIN OF REPORT**

- 1.1 This report is submitted to Cabinet following the development of a new Homelessness Strategy by a cross party Scrutiny Task and Finish Group.

### **2. PURPOSE AND REASON FOR REPORT**

- 2.1 At its meeting on 12 September 2017 the Adults and Communities Scrutiny Committee recommended that a cross-party Task and Finish Group be established to work alongside officers to develop a new draft Homelessness Strategy. The strategy would then be presented back to the Committee for endorsement before being presented to Cabinet for endorsement prior to approval at Full Council.
- 2.2 This report is for the Adults and Communities Scrutiny Committee to consider under its Terms of Reference No.2.1, Functions determined by Council,
1. Housing need (including homelessness, housing options and selective licensing);
- 2.3 This report links to the following corporate priorities:
- Keeping our communities safe, cohesive and healthy
  - Safeguarding children and vulnerable adults

### 3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If yes, date for Cabinet meeting	<b>26/03/2018</b>
Date for relevant Council meeting	<b>18/04/2018</b>	Date for submission to Government Dept.	<b>N/A</b>

### 4. **BACKGROUND AND KEY ISSUES**

- 4.1 The attached report of the task and finish group details the background, findings and objectives which have informed the final proposed strategy.

#### **The Proposed Strategy**

- 4.1 The Council's previous Homelessness Strategy had 4 strategic aims. These will remain of value throughout the lifetime of this strategy with all success and learning acquired being maintained for its duration. These aims are:

Strategic Aim 1 – Preventing and relieving homelessness through a robust partnership approach

Strategic Aim 2 - Increasing access to accommodation

Strategic Aim 3 – Reduce and prevent rough sleeping

Strategic Aim 4 – Promoting settled lifestyles and sustainable communities

- 4.3 Homelessness can be complex and not every case is the same. The situation is affected by national and local circumstances that are always changing, but this does not prevent the Council from aiming to achieve the best for its citizens. It must strive to prevent homelessness and break the cycle.

- 4.4 The actions the Council and its partner agencies will take to help deliver these aims are set out in these ten key objectives:

Objective 1: Eliminating the use of Travelodge type accommodation and reducing / eliminating the use of B&B type accommodation for temporary accommodation

Objective 2: Ensuring the effective implementation of the Homelessness Reduction Act and embracing the culture change this will bring

Objective 3: Creating a suite of prevention tools which will give the Housing Needs team improved chances of success in preventing homelessness

Objective 4: Support landlords and tenants to support them to overcome landlord/tenant issues which may lead to eviction action

Objective 5: Bringing together services to work holistically in ensuring financial inclusion, income maximisation and debt advice are accessible and prioritised in order to support preventative work

Objective 6: Increase the supply of self-contained temporary accommodation options in order to support the reduction of B&B use

Objective 7: Explore the potential of a Social Lettings Agency/Guaranteed Rent Scheme for private landlords

Objective 8: Ensure that information and advice on housing and homelessness prevention is widely available and that our customers are seen at the earliest possible opportunity

Objective 9: Maintain services and create an effective supported accommodation pathway for single homeless and rough sleepers

Objective 10: Increase the focus on performance supported by clearer data

## **5. CONSULTATION**

5.1 The strategy has been developed through the cross party task & finish group. The group has had input and gathered evidence from a number of key partners and witnesses. A representative from Cross Keys Homes has been a co-opted member of the group and have fed in the views of the partner housing associations who form the Peterborough Homes Partnership.

## **6. ANTICIPATED OUTCOMES OR IMPACT**

6.1 It is recommended that the Draft Homelessness Strategy be approved to be taken to Council for adoption.

## **7. REASON FOR THE RECOMMENDATION**

7.1 The statutory requirement to conduct a review of homelessness and have a current homelessness strategy in readiness for the introduction of the Homelessness Reduction Act 2017

## **8. ALTERNATIVE OPTIONS CONSIDERED**

8.1 No Alternative options were considered

## **9. IMPLICATIONS**

### **Financial Implications**

9.1 It is not expected that there will be any additional financial implications, which have not already been accounted and budgeted for.

### **Legal Implications**

9.2 There are no legal implications arising from this report.

### **Equalities Implications**

9.3 There are no equalities implications arising from this report.

## **10. BACKGROUND DOCUMENTS**

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

10.1 Housing Act 1996 (as amended by Homelessness Act 2002)  
Homelessness Code of Guidance for Local Authorities  
Homelessness Reduction Act 2017

## **11. APPENDICES**

11.1 *Appendix 1 - Task and Finish Group Report*  
*Appendix 2 - Draft Homeless Reduction Strategy*

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# **ADULTS AND COMMUNITIES SCRUTINY COMMITTEE**

## **TASK AND FINISH GROUP**

### **DEVELOPMENT OF A NEW HOMELESSNESS REDUCTION STRATEGY**

**13 MARCH 2018**

## **Report of the Task and Finish Group**

### **CONTENTS**

	<b>Page No.</b>
1. Introduction	3
2. Summary of Recommendations	5
3. Terms of Reference	6
4. Process and Methodology used for the investigation	7
5. Background	8
6. Findings and Conclusions	11
7. Recommendations	13
8. Financial Implications	14
9. Legal Implications	14
10. List of background papers and research sources used during the investigation	14

## 1. INTRODUCTION

At its meeting on 12 September 2017, the Adults and Communities Scrutiny Committee recommended that a cross-party Task and Finish Group be established to assist in the development of a new Homelessness Reduction Strategy. The final report with recommendations to be presented back to the Committee on completion of a draft Homelessness Reduction Strategy.

The Committee agreed the terms of reference at the meeting and the Senior Democratic Services Officer sought possible nominations to the Task and Finish Group to be confirmed following the meeting through the Group Secretaries.

The cross party Task and Finish group comprised the following members:



Chairman  
Cllr Stephen Lane  
Independent  
Werrington Ward



Cllr Asif Shaheed  
Liberal Democrat  
Paston & Walton Ward



Cllr June Bull  
Conservative  
Orton Longueville Ward



Cllr Stuart Martin  
Labour  
Bretton Ward



Cllr John Whitby  
UKIP  
Fletton and Stanground Ward

Co-opted Members:



Ali Manji, Neighbourhood project manager - Cross Key Homes

Officers supporting the Task and Finish Group were:

- Adrian Chapman: Service Director: Community & Safety
- Sarah Ferguson: Assistant Director: Housing, Communities & Youth
- Sean Evans: Housing Needs Manager
- Paulina Ford, Senior Democratic Services Officer
- Joanna Morley, Democratic Services Officer

## 2. SUMMARY OF RECOMMENDATIONS

**Recommendation 1** - That the Adults and Communities Scrutiny Committee endorses the Homelessness Strategy 2018 - 2020 to be taken to Cabinet for approval and adoption.

**Recommendation 2** - That the Cabinet member for Growth, Planning, Housing and Economic Development contacts (i) the Secretary of State for Housing, Communities and Local Government, (ii) the Secretary of State for Work and Pensions, and (iii) the Local Government Association, seeking their support to amend legislation so that:

(a) the Housing Benefit element of welfare benefit payments are paid direct to landlords rather than to tenants, in an attempt to encourage more landlords to offer their properties for homeless households or those at risk of becoming homeless; and,

(b) Section 21 of the Housing Act 1988 (*Recovery of Possession on Expiry or Termination of Assured Shorthold Tenancy*) is reviewed with a view to ending its widespread use, and in its place introduce legislation that provides for greater tenancy security in the private rented sector.

### 3. TERMS OF REFERENCE

#### **Purpose**

To work alongside officers to develop a new draft Homelessness Reduction Strategy for presentation back to the Adults and Communities Scrutiny Committee. The strategy will build on the Council's existing Homelessness Prevention Strategy and position us well to manage the full impacts of Homelessness and prepare for the broader responsibilities the Council will assume when the Homelessness Reduction Act becomes live in April 2018.

#### **Scope**

1. To consider the existing and previous Homelessness Prevention strategies to determine what impacts actions have had, and what learning exists to influence the new strategy.
2. To consider similar strategies developed by other similar councils to identify good practice that may be transferable to Peterborough.
3. To consider similar strategies developed by the district councils across Cambridgeshire to identify if there are any benefits in collaborating on all or some actions.
4. To take into account national research and models of good practice promoted by relevant agencies, e.g. Shelter.
5. To take into consideration the Homelessness Reduction Act to determine the impacts it will have on delivery of homelessness prevention and reduction activity in Peterborough.
6. To identify and meet with expert witnesses to help inform discussions and recommendations
7. To give particular consideration to the medium and long term solutions to homelessness and to take into account if there is a link between homelessness and the lack of affordable housing

*(as agreed at the Adults and Communities Scrutiny Committee meeting 12/09/17)*

#### **Reporting**

The Task and Finish group will report to the Adults and Communities Scrutiny Committee.

*Approved on 12/09/17 – Adults and Communities Scrutiny Committee*

## 4. PROCESS AND METHODOLOGY USED FOR THE INVESTIGATION

### 4.1 Methodology

- Questioning of Key Witnesses
- Local knowledge from members of the Task and Finish Group and Officers
- Current Legislation
- Desktop research national and Local – the following items were provided:
  - Briefing paper – Homelessness Reduction Act 2017
  - Cambridge City Interim Housing Strategy Statement 2017
  - Universal Credit presentation
  - Draft headings for Homelessness Strategy
  - East Cambridgeshire District Council Homelessness Strategy 2015 – 2018
  - National Audit Office Report on Homelessness – 8 September 2017
  - Luton Homelessness Prevention Strategy: 2016 – 2021
  - Milton Keynes Homelessness (Statutory Need) Strategy – Cabinet report – 11 July 2016
  - Milton Keynes Draft Strategy for meeting Statutory Housing Need

### 4.2 Process

The timetable of the events leading to the production of this report are set out below:

Meeting Date	Items Discussed / Guests Attending
16 October 2017	Scope the Review e.g. timeframe, how the review will be undertaken i.e. research, walkabout, stakeholder engagement, key witnesses etc.
7 November 2017	Review and discussion on information requested at previous meeting, discuss outline headings for strategy, format for questioning key witnesses
21 November 2017	Evidence gathering from key witnesses
20 December 2017	Evidence gathering from key witnesses
31 January 2018	Officers to present draft strategy for comment and review. Discussion regarding conclusions and recommendations
15 February 2018	Final review of strategy and confirmation of conclusions and recommendations to be included in the Task and Finish Group

	report.
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#### 4.3 Key Witnesses / Expert Advisers interviewed:

- Damien Fogg MRICS | Local Representative, National Landlords Association
- Keith Jones Chief Executive, Citizens Advice Bureau
- Simon Machen, Corporate Director for Growth and Regeneration
- Cllr Peter Hiller, Cabinet Member for Growth, Planning, Housing & Economic Development
- Jeff Austin, Peterborough Direct Manager
- Peter Carpenter, Service Director, Financial Services

## 5. BACKGROUND

### Statutory Duties

In 2002, the Government amended the Homelessness Act 2002 to ensure a more strategic approach to tackling and preventing homelessness, in particular by requiring Local Authorities to produce a Homelessness Strategy.

The Council is required to review homelessness within the area and update its Homelessness Strategy every five years.

The cross party task and finish group developed this strategy at a time of increasing rates of homelessness, both locally and nationally, as well as the introduction of the Homelessness Reduction Act due in April 2018. The strategy details our aims over the next 2 years and will be reviewed in 2020.

The Council recognises the devastating effect that homelessness can have on households and that good quality housing providing a stable and secure home environment contributes to the health and wellbeing of our residents. The strategy will address the causes of homelessness in the area; introduce initiatives to prevent homelessness wherever possible; provide sufficient suitable temporary accommodation for those households that are or may become homeless; ensure that a good supply of suitable permanent accommodation is available and appropriate support for people who have previously experienced homelessness in order to prevent it happening again.

A positive action plan has been created which sets out the goals for the future and shows that the Council is dedicated to providing the best service for its clients.

## **Methodology**

In developing the strategy the Task & Finish group has gathered evidence in order to inform the required actions and strategic aims. This information was gathered by sourcing local knowledge from the task and finish group and officers, questioning of key witnesses, reviewing current and new legislation and reviewing the strategies of similar authorities.

## **Demand for Services**

In the period April 2016 - March 2017 the Council saw increasing levels of households applying to the Council for assistance. 1586 households were presented to the Council because they may be homeless or threatened with homelessness within the next 28 days. This represented an increase of 43% when compared to the previous year when 1109 presentations were made. The same three quarters of 2017 - 18 has similar levels of presentations to those of 2016 - 17.

## **Rental affordability issue increasing**

The Council has previously been successful in utilising the private sector in preventing homelessness and discharging its homelessness duties; however recent increases in rental costs of private sector accommodation while local housing allowance rates have been frozen, has meant that the majority of properties available in the private sector are no longer affordable for those households that are reliant on benefits to cover or assist with rents.

In addition there appears to be an increasing reluctance from some landlords to accept households who will be in receipt of any support with Housing Benefits and Universal Credit. This is mainly as these benefits are paid in arrears and if any issues arise meaning benefits are suspended or reduced, landlords are already out of pocket making it more difficult to manage.

## **Supply of Accommodation**

Generally, those households to whom the Council accepts a full housing duty will be allocated accommodation with a social landlord.

Unfortunately while the demand from households requiring assistance has been increasing the availability of permanent accommodation options has at the same time been decreasing.

## **Rising levels of rough-sleeping**

Increases in homelessness and increases in rough sleeping generally go hand in hand and Peterborough is no different. Peterborough's last rough sleeper count/estimate, which was a

snapshot of one typical night, identified that 31 rough sleepers were sleeping out in the city. This is an increase of 48% in the last 12 months.

**Temporary Accommodation**

Increases in demand for services and a shrinking supply of permanent accommodation options has meant a bottle neck has been forming in temporary accommodation with more households going into temporary accommodation than have been leaving. This has proved both costly to the council and damaging to the households approaching us for assistance.

**Future Challenges**  
**The Full Rollout of Universal Credit (UC)**

In November 2017 Universal Credit was rolled out to include all new benefit claimants and those currently in receipt of benefits who have a change in circumstances.

**The Homelessness Reduction Act**

The main thrust of the Homelessness Reduction Act is to refocus English local authorities on efforts to prevent homelessness.

The Act will have an impact on the delivery of services and will have a resource impact. Councils currently offer advice and assistance to all households who are homeless or threatened with homelessness, for those who are not in priority need our duty currently ends after we have given advice on how the applicant can secure accommodation themselves.

The Act would legally oblige local authorities to assess and provide more meaningful assistance to all people who are eligible and homeless or threatened with homelessness, irrespective of their priority need status.

The changes require us to formulate and work through an action plan with each applicant. This action plan would be owned by the advisor and the applicant and if followed effectively should result in the applicant not becoming homeless or being assisted in securing alternative accommodation before they have to leave their current home.

**Funding for short stay supported housing**

The government intends to give councils funding responsibility for short-term supported housing schemes, such as women’s refuges and homelessness accommodation, through ring-fenced

grants and is currently consulting on its plans. Providers of these schemes have expressed concerns that the grants do not provide the same protections and rights for short-term supported housing residents as those living in long-term supported housing. It moves away from a model where service users enjoy the rights as tenants, with housing costs backed by an entitlement-based benefit system to a system of relatively short-term, scheme-based funding. This is viewed by providers as a backward-looking step and a return to an institutionalised model.

## **6. FINDINGS AND CONCLUSIONS**

### **Findings and Conclusions**

The current housing situation is complex and multifaceted, with many of the drivers for the Homelessness situation outside of the direct control of the City Council.

The city's rapid population growth over recent years, both unplanned and unexpected, has put huge pressure on housing, giving rise to higher rent. Other changes through Government legislation, such as Housing Benefits payments and the change to PIP and Universal Credit, create additional pressures, especially to those in need of social housing. This 'Perfect Storm' of issues has driven the current crisis

The Task and Finish group acknowledges that there is an increasingly complex background to the provision of housing and that with the introduction of the new Homelessness Reduction Act in April 2018 a new approach to dealing with homelessness in all its guises is required.

The development and subsequent implementation of a new homelessness reduction strategy would therefore not only build on the existing strategy to ensure that the Council met its legal obligations under the new act, but would also recommend the need for more collaborative working and preventative measures to prevent homelessness in the first instance. A more preventative approach would run alongside increasing the provision of housing to tackle immediate demands and bottlenecks in the system.

During the course of its investigations, the Task and Finish group concluded that:

- Information flows between housing providers and council teams needed to be improved so that interventions could be made before any legal recourse was taken.
- Once implemented, the Council would need to increase awareness of the strategy and the help that was available to those who were facing homelessness so that the action plans required by the new act could be put in place.

- The strategy would need to tackle the reluctance of private landlords to take on housing benefit recipients as tenants, by reducing the level of default payments that they experienced.
- With the decline in social housing supply, the lack of secure tenancy was one of the biggest problems facing tenants as most private sector rentals were on a short term basis.
- The increasing shortage of affordable homes was one of the primary causes of Peterborough's growing homelessness problem. The lack of social housing means many on low incomes rent privately with the help of benefits. As welfare reform has reduced the rents that such tenants can afford, more landlords have chosen not to renew their tenancies, instead letting to higher income households, who tend to be adult sharers rather than families.
- Without a consistent housing supply for rental accommodation, blockages would build up in the Hostel, and Bed & Breakfast accommodation provision.
- Rough sleepers are still an issue for the Council and some type of basic covered accommodation may need to be provided.
- Much of the increase in homelessness in recent years has been due to a steep rise in the numbers of non-UK nationals and single UK nationals for whom accommodation options are severely limited, as most are not entitled to the welfare benefits that could be used to cover rent.
- Rough sleepers often have complex support needs, so funding for mental health and other services is vital to supporting them off the streets and adapting to a settled lifestyle. Additionally, opportunities to access training, education, employment and enterprise initiatives need to be created.
- The Task and Finish Group noted that there had been an increase in capacity of the Housing Needs Team and hoped that this would ensure 24/7 availability of the Outreach team.
- Scrutiny and governance of the strategy needed to be put in place with regular reports being presented to cabinet and scrutiny committees to ensure that it continued to be fit for purpose and that any case-law challenges after the Act comes into force, were monitored.
- Government has stated its intention to cover the costs of additional legislative burdens, caused

by the introduction of the new act but the level of resources that will be made available to councils is yet to be confirmed. As the implementation of the act comes at a time when councils face acute financial pressures, PCC should carefully monitor the Government to ensure it fulfils its commitments to cover all resulting costs

- An IT solution needs to be found that is capable of discharging the requirements of the Homelessness Reduction Act and which would provide an enhanced housing register and choice based lettings service that was fit for purpose.
- There needed to be more of a focus on the performance in reducing homelessness and this should be supported with clearer data and its analysis.

## 7. RECOMMENDATIONS

The task and finish group makes the following recommendations:

**Recommendation 1** - That the Council endorses the Homelessness Strategy 2018 - 2020

**Recommendation 2** - That the Cabinet member for Growth, Planning, Housing and Economic Development contacts (i) the Secretary of State for Housing, Communities and Local Government, (ii) the Secretary of State for Work and Pensions, and (iii) the Local Government Association, seeking their support to amend legislation so that:

(a) the Housing Benefit element of welfare benefit payments are paid direct to landlords rather than to tenants, in an attempt to encourage more landlords to offer their properties for homeless households or those at risk of becoming homeless; and,

(b) Section 21 of the Housing Act 1988 (*Recovery of Possession on Expiry or Termination of Assured Shorthold Tenancy*) is reviewed with a view to ending its widespread use, and in its place introduce legislation that provides for greater tenancy security in the private rented sector.

## 8. FINANCIAL IMPLICATIONS

- 8.1 It is not expected that there will be any additional financial implications, which have not already been accounted and budgeted for.

## 9. LEGAL IMPLICATIONS

- 9.1 It is not expected that there will be any legal implications in implementing the strategy.

**10. LIST OF BACKGROUND PAPERS AND RESEARCH SOURCES USED DURING THE REVIEW**

- Housing Act 1996 (as amended by Homelessness Act 2002)
- Homelessness Code of Guidance for Local Authorities
- Homelessness Reduction Act 2017

Further information on this review is available from:

Democratic Services Team  
Governance Directorate  
Town Hall  
Bridge Street  
Peterborough  
PE1 1HG

Telephone – (01733) 747474

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# Homelessness Strategy 2018





## Foreword

by Councillor Peter Hiller

Welcome to our new Homelessness Reduction Strategy.

This is a vitally important Strategy for this council, which sets out our ambitious but realistic plans to manage and reduce homelessness in Peterborough.

The homelessness problem in our City and across the country has increased significantly over the past two years. In Peterborough we have seen a 43% year-on-year increase in households approaching the council for help and advice because they are at risk of becoming homeless, and this has resulted in a sharp increase in the need for the council to accommodate households in temporary accommodation. Often, this accommodation is not appropriate for long term use - for example, bed and breakfast-style accommodation - and can be disruptive and unsettling for households. This Strategy sets out our plans to reduce the reliance we have on this kind of temporary accommodation and builds on the principle that it is far better to prevent a household from becoming homeless rather than dealing with the consequences once they have to leave their own home.

In response to the national homelessness challenge, the Government has introduced the Homelessness Reduction Act. I warmly welcome its introduction, shifting as it does the focus of councils and our partners more firmly towards *prevention*, and reducing the need to provide temporary, and often inappropriate, accommodation. This Strategy embraces all aspects of the new Act and builds on the already effective relationships we have with our partners.

This council, in recognition of the sharp increase in households approaching us for support because they are at risk of becoming homeless, has already introduced a number of key policy changes:

- We have secured the use of additional temporary accommodation through lease arrangements with private sector landlords
- We have bought a significant number of empty homes back into use, securing them for homeless households
- We have agreed to spend up to £35m to increase the availability of homes for households who are homeless or are at risk of becoming homeless
- We have made some key changes to our housing allocations policy to ensure that people with the greatest need are given as much opportunity as possible to secure housing
- We have increased investment in our Housing Needs service, who are on the front line of managing homelessness and supporting homeless households, so that they can refocus around the requirements contained within the Act

It's unlikely we'll eradicate completely the need for temporary accommodation, but our Strategy will endeavour to limit its use to those circumstances where it is completely unavoidable and also for the shortest time possible. To support this the Strategy does aim to

eradicate the need for the council to use bed and breakfast-style accommodation. We recognise it is important for households to have their own front door, even if their accommodation is temporary, and to have access to the household facilities that you and I most probably take for granted.

In recognition of the rapidly changing homelessness policy landscape, and to ensure we are responsive to the investments and policy changes we have already made ourselves in Peterborough, this methodology will be reviewed after two years. I firmly believe it needs to remain current and adapt proactively to whatever demands for service the council is faced with.

Finally, I would like to thank everybody involved in supporting the development of this Strategy, and in supporting our hard-working and professional council officers to manage the increased demands of homelessness in recent years.

I am excited about the ambition and the passion we have to help make a difference to those finding themselves in very difficult and challenging circumstances. I truly believe we must strive to restore dignity and hope and I look forward to our Strategy's rapid and effective delivery. This council will be at the forefront of homelessness prevention and will be well placed to support households and communities to succeed and thrive in our City.

## 1. Introduction

The Council continually strives to make Peterborough the best possible place to live, work and visit. This ambition is embedded in both the Council's Corporate Objectives and the Corporate Plan. All residents should have access to a home that is of a good standard which they can afford and are able to sustain and maintain.

The current population of Peterborough is expected to rise from 199,000 to 227,890 in 2036, and with this increase in population comes a range of opportunities and challenges for housing provision. Although around 20% of stock in Peterborough is affordable housing, the number of households accepted as 'statutory homeless' resulting in a duty for the Council to offer them temporary accommodation and assistance with re-housing, is higher than the average for England, despite the national picture also showing increases. Although we work extensively with households to try and prevent homelessness by providing advice and assistance on their housing situation and alternative housing options, the number of households accepted as statutory homeless continues to grow.

The Council is required to review homelessness within the area and update its Homelessness Strategy every five years. This strategy comes at a time of increasing rates of homelessness, both locally and nationally, as well as the introduction of the Homelessness Reduction Act due in April 2018. With this in mind this strategy will detail our aims over the next 2 years and will be reviewed in 2020.

The Council recognises the devastating effect that homelessness can have on households and that good quality housing providing a stable and secure home environment contributes to the health and wellbeing of our residents. Through this strategy the Council will address the causes of homelessness in the area; introduce initiatives to prevent homelessness wherever possible; provide sufficient suitable temporary accommodation for those households that are or may become homeless; ensure that a good supply of suitable permanent accommodation is available and appropriate support for people who have previously experienced homelessness in order to prevent it happening again.

A positive action plan has been created (explained fully in Appendix 1) which sets out the goals for the future and shows that the Council is dedicated to providing the best service for its clients.

## 2. Background

Sections 1-3 of the Homelessness Act 2002 requires all Councils to produce a Homelessness Strategy every five years. The purpose of the Strategy is to:

- Address the causes of homelessness in the Council's area
- Introduce initiatives to prevent homelessness wherever possible
- Ensure measures are in place to secure sufficient temporary accommodation for those households that are or may become homeless; and
- Ensure that appropriate support is available for people who have previously experienced homelessness in order to prevent it happening again.

The Council has a legal duty to ensure that there is a free advice and information service about homelessness and the prevention of homelessness in the district. The Council also has a duty to take reasonable steps to make sure that accommodation continues to be available for someone who is threatened with homelessness and is likely to have a priority need under the terms of the homelessness legislation. The Code Of Guidance that accompanies the homelessness legislation goes further in that it states that Councils should offer a broad range of advice and assistance and not wait until homelessness is a likelihood or imminent before taking action.

## The Homelessness Reduction Act 2017

The Homelessness Reduction Act 2017 commenced on 3rd April 2018.

The main thrust of the Act is to refocus English local authorities on efforts to prevent homelessness. While many authorities already do this, it would become a duty to prevent as opposed to the current duty to assist when homeless. The Act amends Part 7 of the *Housing Act 1996*.

The Act will have an impact on the delivery of services and will have a resource impact.

### What is homelessness?

People can be homeless if they have nowhere to stay and are living on the streets, they can also be considered homeless even if they have a roof over their head. Homelessness can include households who are:

- staying with friends or family
- staying in a hostel, night shelter or bed & breakfast accommodation
- squatting
- at risk of violence or abuse in their home
- living in poor conditions that affects their health
- living apart from their family because they don't have a place to live together

The Council also works with households who are threatened with homelessness in order to prevent them from becoming homeless in the first place.

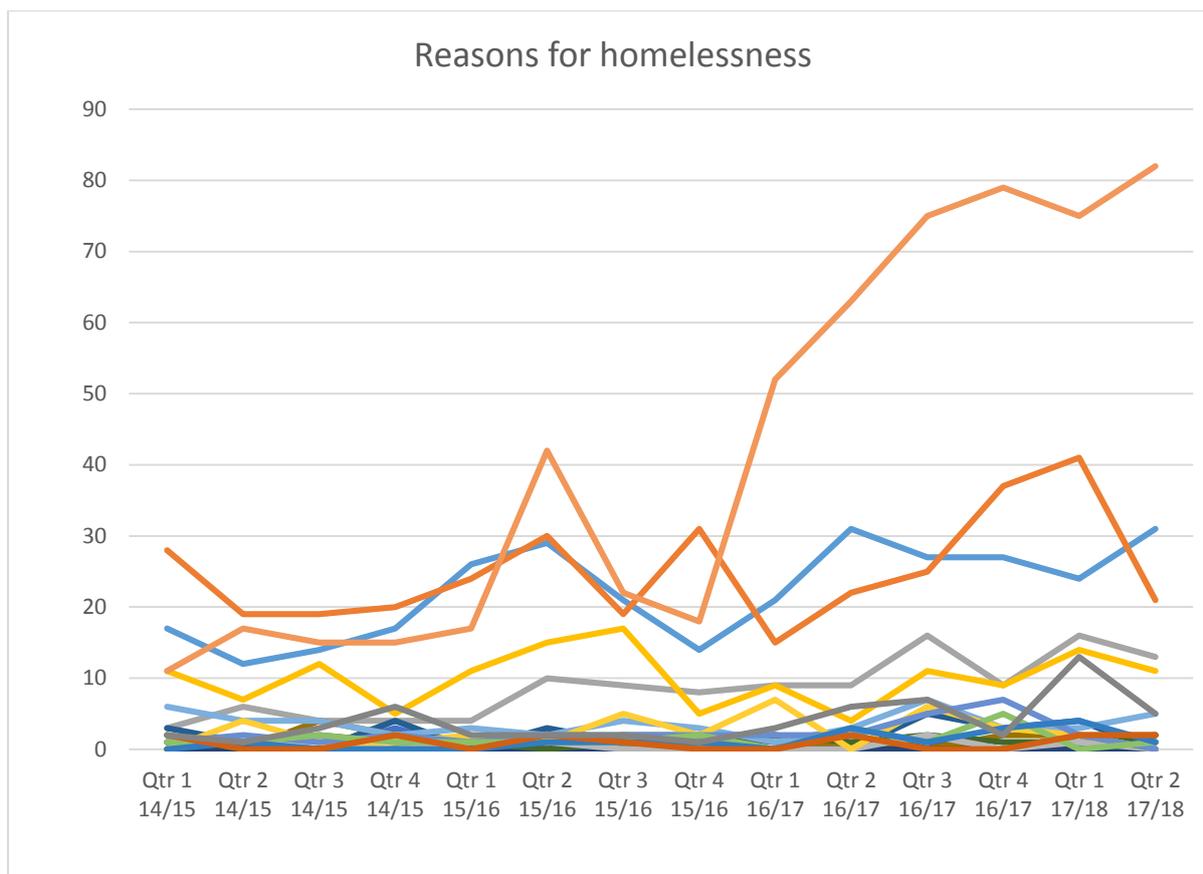
Some people consider homelessness, begging and rough sleeping to be the same; this is not the case. People who are involved in street begging are not always homeless, and people who rough sleep are not always involved in street begging, and as the above definition shows homelessness is much wider than just rough sleeping.

Traditionally the main reason for households becoming homeless has been due to relationship breakdown and parents or friends and family no longer willing to accommodate households whilst they secure a suitable permanent home through the housing register/choice based lettings scheme or the private sector.

A reduction in the availability and accessibility of the private sector has resulted in there being a significant shift in the main reason for homelessness.

The number one reason for homelessness in Peterborough mirrors the national picture, in that private sector assured shorthold tenancies being ended is now the main reason for households becoming homeless. The graph below shows the main reasons for homelessness since 2014:

	Apr 14 - Mar 15				Apr 15 - Mar 16				Apr 16 - Mar 17				Apr 17 - Mar 18	
	Qtr 1 14/15	Qtr 2 14/15	Qtr 3 14/15	Qtr 4 14/15	Qtr 1 15/16	Qtr 2 15/16	Qtr 3 15/16	Qtr 4 15/16	Qtr 1 16/17	Qtr 2 16/17	Qtr 3 16/17	Qtr 4 16/17	Qtr 1 17/18	Qtr 2 17/18
Parent no longer willing to accom	17	12	14	17	26	29	21	14	21	31	27	27	24	31
Friends / relative cannot accommodate	28	19	19	20	24	30	19	31	15	22	25	37	41	21
Non-violent relationship breakdown (partner)	3	6	4	4	4	10	9	8	9	9	16	9	16	13
Violent relationship breakdown (partner)	11	7	12	5	11	15	17	5	9	4	11	9	14	11
Violent relationship breakdown (other)	0	1	0	3	0	0	1	0	0	2	0	0	2	1
Racially motivated violence	0	0	0	0	0	1	1	0	0	0	0	0	0	0
Other forms of violence	3	1	0	4	0	3	1	2	2	0	5	3	4	0
Racially motivated harassment	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other harassment	1	1	2	1	1	1	2	2	1	0	1	0	0	1
Mortgage arrears	1	0	4	2	0	2	0	0	0	1	0	2	2	2
Rent Arrears (LA)	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rent Arrears (RSL)	2	0	0	0	1	0	1	1	2	1	2	1	1	2
Rent Arrears (Private sector)	6	4	4	2	3	2	4	3	1	3	7	3	3	5
Termination of AST (Private)	11	17	15	15	17	42	22	18	52	63	75	79	75	82
Loss of private rented/tied accom (other)	1	1	1	0	1	1	0	0	0	0	2	0	1	0
End of NASS supported accom	0	4	1	1	2	1	5	2	7	0	6	3	2	0
Prison leaver	1	2	1	2	1	2	2	2	2	2	5	7	2	0
Hospital discharge	1	1	2	1	1	1	1	2	0	3	1	5	0	1
Leaving LA Care	0	1	0	0	0	1	1	1	0	3	1	3	4	1
Left HM Forces	2	0	0	2	0	2	1	0	0	2	0	0	2	2
Other reason	2	1	3	6	2	2	2	1	3	6	7	2	13	5
Total Acceptances	90	78	82	85	94	145	110	92	124	152	191	190	206	178



### 3. The Previous Strategy

The Council's previous Homelessness Strategy 2013-18 had 4 strategic aims. These will remain of value throughout the lifetime of this strategy with all success and learning acquired being maintained for its duration. These aims are:

**Strategic Aim 1** – Preventing and relieving homelessness through a robust partnership approach

We are aware that in order to provide cost-effective and responsive services we cannot work in isolation. We will deliver our services in partnership with our voluntary and statutory sector partners to provide the best possible solutions.

**Strategic Aim 2** - Increasing access to accommodation

We will continue to maximise the opportunities for a range of accommodation choices for homeless persons and person threatened with homelessness and continuing to increase the accommodation choices available persons in housing need.

We will continue to develop and deliver a suitable private rented sector offer for all client groups that includes support for both clients and landlords. We need to ensure that those most affected by the welfare reforms are able to access a range of accommodation solutions and we will make best use of the private rented sector.

**Strategic Aim 3** – Reduce and prevent rough sleeping

Rough sleeping is the most visible form of homelessness and where people are the most vulnerable. We will continue to build on our partnership approach to reducing and relieving rough sleeping. This work will include projects that will enable the city to deliver the No Second Night Out principles.

### Strategic Aim 4 – Promoting settled lifestyles and sustainable communities

Ensuring that homeless households are given the support to resettle within the community and thrive through purpose and encouragement.

#### 4. Where are we now?

The detail below gives the context and challenges that face the city at the roll-out of this strategy. Key objectives and an action plan (Appendix 1) will focus on preventing homelessness and breaking a cycle of despair for many.

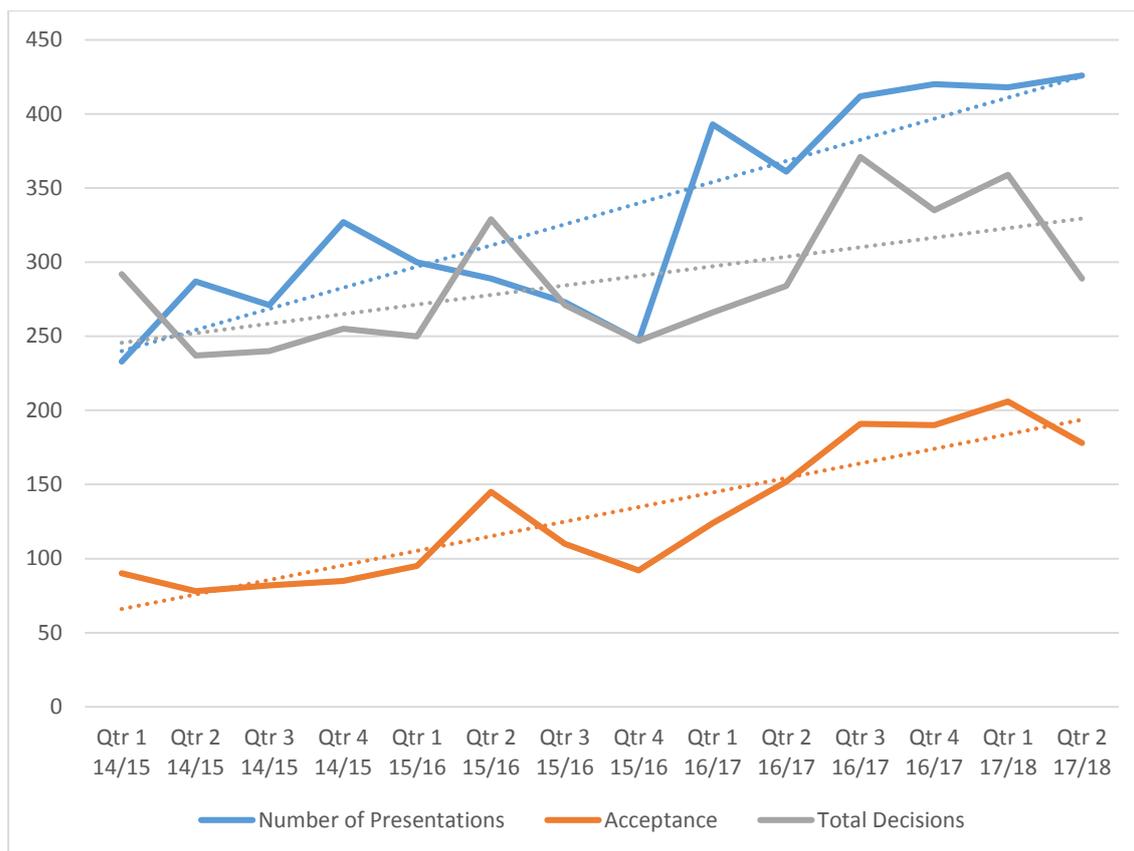
#### Increasing numbers of households seeking assistance

The last year has been particularly challenging for the Housing Needs Team. In the period April 2016 - March 2017 the Council saw increasing levels of households presenting to the Council for assistance as they were homeless or threatened with homelessness. 1586 households presented to the Council as it was confirmed that they may be homeless or threatened with homelessness within the next 28 days. This represented an increase of 43% when compared to the previous year when 1109 presentations were made. In the first three quarters of 2017/18 the level of presentations has been at a similar level to 2016/17.

Where a homelessness presentation is made to the Council and we are satisfied that the household may be homeless and eligible to make an application for assistance this triggers a duty upon the Council to investigate whether the household is owed a full housing duty and is “Accepted as Homeless”. This further investigation confirms the household is homeless or threatened with homelessness, takes into account any vulnerabilities of members of the household, the reasons for them becoming homeless and determines whether they have a connection with the City.

The graph below shows the number of homelessness presentations, decisions made and numbers of households accepted as homeless each quarter since 2014:

	Apr 14 - Mar 15				Apr 15 - Mar 16				Apr 16 - Mar 17				Apr 17 - Mar 18	
	Qtr 1 14/15	Qtr 2 14/15	Qtr 3 14/15	Qtr 4 14/15	Qtr 1 15/16	Qtr 2 15/16	Qtr 3 15/16	Qtr 4 15/16	Qtr 1 16/17	Qtr 2 16/17	Qtr 3 16/17	Qtr 4 16/17	Qtr 1 17/18	Qtr 2 17/18
Number of Presentation	233	287	271	327	300	289	273	247	393	361	412	420	418	426
Acceptance	90	78	82	85	95	145	110	92	124	152	191	190	206	178
Total Decisions	292	237	240	255	250	329	271	247	266	284	371	335	359	289



### Rental affordability issue increasing

The Council has previously been successful in utilising the private sector in preventing homelessness and discharging its homelessness duties; however recent increases in rental costs of private sector accommodation while local housing allowance rates have been frozen, has meant that the majority of properties available in the private sector are no longer affordable for those households that are reliant on benefits to cover or assist with rents.

In addition there appears to be an increasing reluctance from some landlords to accept households who will be in receipt of any support with Housing Benefits and Universal Credit. This is mainly as these benefits are paid in arrears and if any issues arise meaning benefits are suspended or reduced, landlords are already out of pocket making it more difficult to manage.

Changes to taxation rules, which mean that landlords are now unable to deduct mortgage interest costs from their profits before paying tax, has meant that some landlords with smaller portfolios no longer see this as profitable and are selling their properties. The opportunity for us to discharge homelessness duties or to utilise the private sector to prevent households' homelessness is now few and far between.

The increase in use of temporary accommodation, while partly down to the increase in the number of households approaching us for assistance, is being exacerbated by the supply of accommodation reducing at the same time effectively producing a bottleneck in temporary accommodation.

### Rising levels of rough-sleeping

Increases in homelessness and increases in rough sleeping generally go hand in hand and Peterborough is no different. Peterborough's last rough sleeper count/estimate, which was a

snapshot of one usual night, identified that 31 rough sleepers were sleeping out in the city. The table below shows how this has changed over the last 8 years:

Year	2010	2011	2012	2013	2014	2015	2016	2017
No of Rough Sleepers	21	17	12	11	17	15	21	31
Percentage Change	n/a	-19%	-29%	-8%	55%	-11%	40%	48%
Percentage Change since 2010	n/a	-19%	-43%	-48%	-19%	-28%	0%	48%

Nationally numbers of rough sleepers have increased year on year over the same period and a percentage increase of 169% over the 8 years. The table below shows the changes nationally over the same period.

Year	2010	2011	2012	2013	2014	2015	2016	2017
No of Rough Sleepers	1768	2181	2309	2414	2744	3569	4134	4751
Percentage Change	n/a	23%	6%	5%	14%	30%	16%	15%
Percentage Change since 2010	n/a	23%	31%	37%	55%	102%	134%	169%

### Temporary Accommodation

Traditionally the Council used hostel accommodation to house homeless households while investigations were ongoing and until suitable permanent accommodation was secured. Where hostel accommodation was fully occupied B&B type accommodation was used as a short term emergency placement until a hostel vacancy could be secured.

B&B type accommodation is only meant as a short term option, but as the numbers of households presenting to the council has been increasing use of this type of accommodation has increased as no alternative accommodation options were available.

As well as being unsuitable accommodation for households over a prolonged period B&B accommodation is a costly option for the Council. The level of subsidy that the Council can recover from Housing Benefit to cover these costs leaves a significant shortfall.

In recognition of the increases in demand the Council has taken steps to reduce the use of B&B type accommodation by securing use of alternative self-contained temporary accommodation options this increased the contracted provision to 216 units.

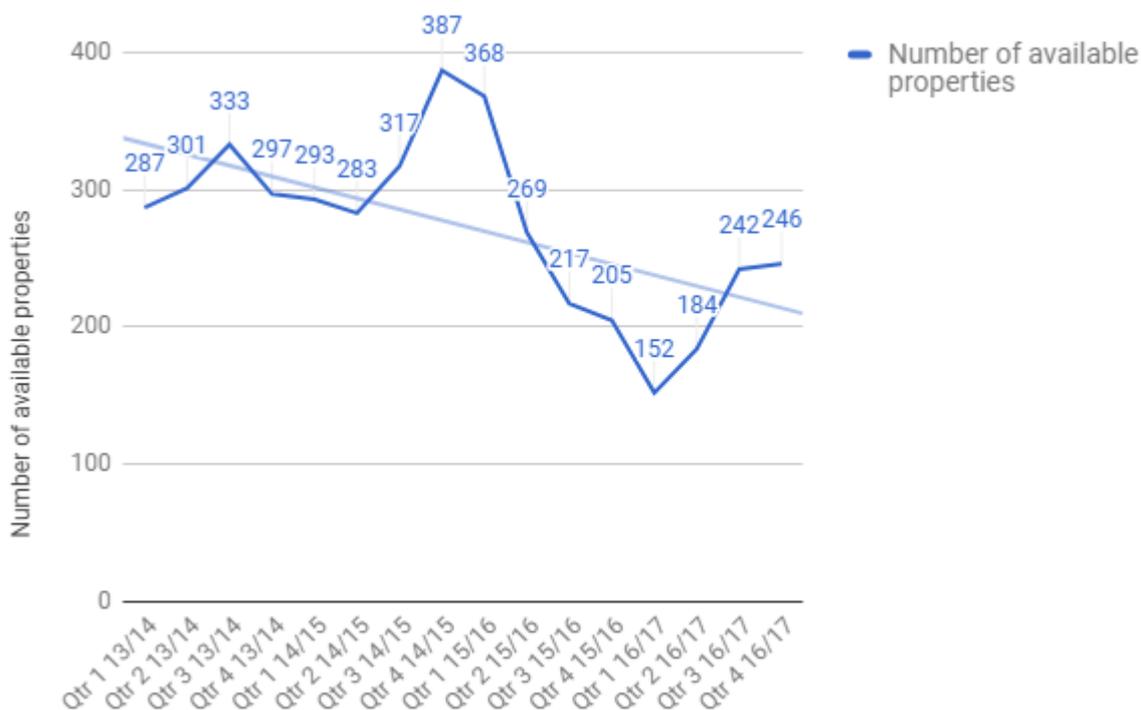
The Council has agreed to invest in Medesham Homes, the Council's joint venture with Cross Keys Homes, which will increase this provision further by c.250 properties over the medium to long term. These options may include the buying property off plan, conversion of office space to residential or buying property off of the open market. While this has and will continue to go some way to supporting the increased level of need this has not removed the need for use of B&B type accommodation at this time.

### Supply of Accommodation

Generally, those households to whom the Council accepts a full housing duty will be allocated accommodation with a social landlord. The Council has arrangements with ten housing associations in the city to allocate its vacant properties through the Peterborough Homes Choice based lettings scheme. The common allocations policy was developed to ensure that households who are accepted as homeless and therefore owed a full housing duty are given high priority in order to assist them with a prompt move into suitable permanent accommodation.

In addition to the Housing Register the Localism Act 2011 gave local authorities the power to discharge the full housing duty by securing suitable accommodation in the private sector. Previously the combination of these two options has been more than sufficient in meeting both the demand from households who have presented to the Council as homeless and those living in unsuitable housing allocated through the Housing Register.

Unfortunately while the demand from households requiring assistance has been increasing the availability of permanent accommodation options has been decreasing. The graph below shows the number of properties, which have been made available for allocation from our partner housing associations through the choice based lettings scheme:



The Homelessness Strategy is an annex of the Housing Strategy. The Housing Strategy 2016-21 identifies the need to increase the supply of homes which people can afford. It is essential that we increase the numbers of affordable rented homes in order to reverse the current trend if we are going to be successful in our ambitions to prevent homelessness or to reduce the time spent in temporary accommodation for homeless households.

## 5. What are the challenges ahead?

### The Full Rollout of Universal Credit (UC)

In November 2017 Universal Credit was rolled out to include all new benefit claimants and those currently in receipt of benefits who have a change in circumstances.

The main changes for households include:

- Integration of six core benefits and tax credits into a single payment. The claims processes for different benefits will be integrated and households will receive just one payment.
- A shift away from a mix of weekly, fortnightly, four-weekly and monthly payments to a standard monthly payment.
- A new 'fixed' monthly assessment system that will replace the annual 'flexible' assessment period for tax credits, with payment monthly in arrears.
- Payment of Housing Benefit to social tenants rather than direct to the social landlord.
- Introduction of a single recipient model where the award is paid into one bank account.

### The Homelessness Reduction Act

The main thrust of the Homelessness Reduction Act is to refocus English local authorities on efforts to prevent homelessness. While many authorities already do this, it would become a duty to prevent as opposed to the current duty to assist when homeless. The Act amends Part 7 of the *Housing Act 1996*. Its measures include:

- An extension of the period during which an authority should treat someone as threatened with homelessness from 28 to 56 days.
- Clarification of the action an authority should take when someone applies for assistance having been served with a section 8 or section 21 notice of intention to seek possession from an assured shorthold tenancy.
- A new duty to prevent homelessness for all eligible applicants threatened with homelessness.
- A new duty to relieve homelessness for all eligible homeless applicants.
- A new duty on public services to notify a local authority if they come into contact with someone they think may be homeless or at risk of becoming homeless.

The Act will have an impact on the delivery of services and will have a resource impact. Councils currently offer advice and assistance to all households who are homeless or threatened with homelessness, for those who are not in priority need our duty currently ends after we have given advice on how the applicant can secure accommodation themselves.

The changes require us to formulate and work through an action plan with each applicant. This action plan would be owned by the advisor and the applicant and if followed effectively should result in the applicant not becoming homeless or being assisted in securing alternative accommodation before they have to leave their current home.

Where successful this would prevent the need for costly emergency accommodation and would have significant benefits in reducing upheaval for families who are faced with homelessness. However, as detailed in this report the significant shortage of available accommodation both in the social and private sector will mean for certain households the chances of us securing alternative accommodation prior to a household becoming homeless is reduced.

In addition to the additional resource implications required to meet these additional burdens, there is likelihood that in order to be successful in preventing homelessness, we would need to have the ability to offer financial assistance to households in order to reduce arrears. While we offer this currently this would be extended to non priority groups.

### **The future of Supported Housing**

In October 2017, the Government announced details of how short stay supported housing will be funded in the future. The key elements of the new proposal are:

- Housing costs will continue to be paid through the benefit system up to LHA level
- A local authority top-up, with ring-fenced funds, will be transferred across from the Department for Work and Pensions and allocated by the Department for Communities and Local Government.

There are significant concerns about the long term security of a local ring fenced grant. The impact of the removal of the Supporting People ring-fence funding in 2009 is still being felt in the sector and there is nothing in the current proposals that provides confidence in the long term sustainability of funding. This may impact on the availability of short stay homeless provision that can be sourced from providers.

It is important that the Council ensures that services for homeless people continue to be supported. There is uncertainty that the Government will ensure that local authorities get the right amount of money and it is unlikely that this funding can grow in line with future need.

It is also essential that that existing tenants are protected in the transition from one system to another.

## **6. Objectives**

This strategy will continue to focus on all four strategic aims mentioned earlier. Homelessness can be complex and not every case is the same. The situation is affected by national and local circumstances that are always changing, but this does not prevent the Council from aiming to achieve the best for its citizens. It must strive to prevent homelessness and break the cycle.

The actions the Council and its partner agencies will take to help deliver these aims are set out in these ten key objectives:

**Objective 1:** Eliminating the use of Travelodge type accommodation and reducing / eliminating the use of B&B type accommodation for temporary accommodation

**Objective 2:** Ensuring the effective implementation of the Homelessness Reduction Act and embracing the culture change this will bring

**Objective 3:** Creating a suite of prevention tools which will give the Housing Needs team improved chances of success in preventing homelessness

**Objective 4:** Support landlords and tenants to support them to overcome landlord/tenant issues which may lead to eviction action

**Objective 5:** Bringing together services to work holistically in ensuring financial inclusion, income maximisation and debt advice are accessible and prioritised in order to support preventative work

**Objective 6:** Increase the supply of self-contained temporary accommodation options in order to support the reduction of B&B use

**Objective 7:** Explore the potential of a Social Lettings Agency/Guaranteed Rent Scheme for private landlords

**Objective 8:** Ensure that information and advice on housing and homelessness prevention is widely available and that our customers are seen at the earliest possible opportunity

**Objective 9:** Maintain services and create an effective supported accommodation pathway for single homeless and rough sleepers

**Objective 10:** Increase the focus on performance supported by clearer data

## 7. Annual Review

The 2018 - 2020 Homelessness Reduction Strategy, along with its Action Plan, will be monitored and reviewed annually, and reported to the Adults and Communities Scrutiny Committee.

Key indicator progress to be monitored will be:

- 1) The total number of households approaching the Housing Needs Service for assistance who at the point of presentation are:
  - a) Homeless
  - b) Threatened with homelessness within 56 days
  - c) Have received a valid section 21 notice from their landlord
- 2) The number of households who were homeless, but had their homelessness relieved
- 3) The number of households who were threatened with homelessness who had their homelessness:
  - a) Prevented
  - b) Relieved
- 4) The number of households accommodated in temporary accommodation
- 5) The number of children accommodated in temporary accommodation
- 6) The number of households accommodated in B&B type accommodation
- 7) The number of households accommodated in B&B type accommodation in excess of 6 weeks
- 8) The number of 16 & 17 year olds accommodated in B&B accommodation
- 9) The number of rough sleepers known to be sleeping out
- 10) The number of known rough sleepers who have left the streets
- 11) The number of new rough sleepers

## Appendix 1 – Homelessness Strategy Action Plan

Objective	Action	Target	Partners	Officer(s)	Target Date
1 Eliminating the use of Travelodge type accommodation and reducing / eliminating the use of B&B type accommodation for temporary accommodation	Investigate with current providers who have B&B type/shared accommodation within Peterborough the possibility of expansion of their portfolio to support our ambition to keep households in the city.	To increase the provision of provision in area by up to 50 units to meet current demand	B&B providers / Private Developers / Landlords	Head of Housing Needs / Temporary Accommodation Lead Officer	Aug 2018
	Research other providers capacity/willingness to work with the council in providing accommodation in the Peterborough area for homeless households.	To increase the provision of provision in area by up to 50 units to meet current demand	B&B providers / Private Developers / Landlords	Head of Housing Needs / Temporary Accommodation Lead Officer	Aug 2018
	Investigate with registered providers potential opportunities for increasing hostel type provision for temporary accommodation	To identify whether any potential sites exist and assess costs for development/operation	Registered Providers	Head of Housing Needs / Temporary Accommodation Lead Officer	Nov 2018
	Ensure no 16 or 17 year olds are placed into unsuitable B&B type temporary accommodation	A partnership approach adopted to ensure no unsuitable placements	Children's Services / Youth Services / Supported Accommodation Providers	Housing Needs Operations Manager / Team Manager – Family Safeguarding	May 2018
	Utilise preventative tools to keep households in their current accommodation	Support those at risk of eviction to remain in their own home by assisting with arrears / affordability issues / mediation	Private Landlords / Householders / County Court	Housing Solutions Officers / Visiting Officers / STS Client Team	June 2018

		Utilise preventative tools to secure alternative suitable accommodation prior to having to leave the current accommodation	Support those who cannot be kept in their current home to move to alternative suitable permanent accommodation	Private Landlords / Registered Providers / Revs & Bens	Housing Solutions Officers / CBL Officers / Placements Officers / STS Client Team	June 2018	
		Where homelessness cannot be prevented utilise preventative tools to keep households in their current accommodation for as long as possible in order to identify more suitable temporary accommodation	Early identification of potential T/A need to enable suitable accommodation to be found	Private Landlords / Householders / County Court	Housing Solutions Officers / Temporary Accommodation Officer / Placement Officers	July 2018	
42	2	Increase the supply of self-contained temporary accommodation options in order to support the reduction of B&B use	Work with private developers / landlords to procure additional units of self contained temporary accommodation to be used as an alternative to B&B type	Identify supply of c.100 units of self contained accommodation to be leased	Private Developers / Landlords	Head of Housing Needs / Temporary Accommodation Officer	April 2019
			Work with Medesham Homes to identify / deliver a pipeline of suitable self-contained accommodation to be used as temporary accommodation while demand exists and permanent supply going forward.	Identify / deliver c. 250 units of self contained units of accommodation. Use to be determined at handover.	Medesham Homes	Head of Housing Needs	March 2020
			Review the current lease with Stef & Philips for St Michael's Gate prior to agreed break to confirm need and make decision relating to entering final year.	To make an informed decision relating to the future need to enter into the 3 <sup>rd</sup> year and whether talks should be entered to discuss a lease beyond the current one	Stef & Philips / Commissioning Team / Legal Services	Head of Housing Needs	Nov 2018

		Review the current lease with Cross Keys Homes for Elizabeth Court prior to ending to determine whether continued need and possible extension.	To make an informed decision relating to the future need and whether talks should be entered to discuss a lease beyond the current one	Cross Keys Homes / Commissioning Team / Legal Services	Head of Housing Needs	June 2020
3	Ensuring the effective implementation of the Homelessness Reduction Act and embracing the culture change this will bring	To review the current structure of the Housing Needs team and restructure the service to meet the requirements of the new legislation	To have a structure that is fit for purpose in effectively delivering on the requirements of the Homelessness Reduction Act	Human Resources	Assistant Director for Housing , Communities & Youth / Head of Housing Needs	April 2018
Develop and implement a comprehensive training matrix for the Housing Needs Team to equip officers to meet the requirements of the act.		Housing Needs Officers have a full understanding of the duties under the act and feel well equipped to support clients effectively	Training & Development Team	Housing Needs Operations Managers	August 2018	
To upgrade/replace current Northgate Housing System to ensure an effective Housing Register and CBL solution is in place while ensuring officers are supported with the management of caseloads and to support clients in maintaining personalised housing plans.		To have a supported IT solution, which meets the needs of the service and its reporting requirements	Serco ICT	Head of Housing Needs	April 2018	
To review the current customer journey and adapt, embracing the opportunity for officers to work agile following the physical office move to Sandmartin House		Ensuring officers have suitable Communications/IT equipment to support Agile Working and customers are able to effectively access the service via a number of differing routes	Serco ICT / Property Services	Housing Needs Operations Managers	July 2018	
Ensure systems capture the required information and data		To be in a position to report the IT data required from the	Serco ICT	Head of Housing Needs / Housing	July 2018	

to meet the DCLG's H-CLIC reporting requirements	launch of the Homelessness Reduction Act		Systems & Performance Officer	
Develop the Housing Pages on the councils website to ensure that information provided is accurate, current, supports applicants to make informed choices, gives realistic information not raising expectations and enables customers to self-help or electronically refer themselves into the service.	Pages to be fully updated and reviewed regularly so remaining current to reduce unnecessary contact with the service. Facility for clients to self-refer via web form.	Media - Comms Team	Head of Housing / Housing Needs Operations Manager	Oct 2018
Develop a Landlord forum for both private and social landlords are in attendance to discuss and remedy issues faced by landlords and the council in order to prevent the need for eviction action to take place.	Forum set up giving landlords and the Council networking opportunities in an informal setting	Private & Social Landlords	Head of Housing / Housing Needs Operations Manager	Dec 2018
Develop a Homelessness Forum with Statutory, Voluntary and Faith Sector partners to provide governance of the strategy moving forward.	Set up regular forum to review and progress the homelessness strategy	Registered Providers, Voluntary Sector Partners, Faith Sector Partners	Service Director for Communities & Safety	July 2018
Investigate & commission independent mystery shopper and stake holder surveys to constantly review and improve customer journey		Shelter/Crisis	Head of Housing / Housing Needs Operations Manager	April 2019
Develop an effective communications plan around homelessness and rough sleeping which provides		Media - Comms Team	Head of Housing / Housing Needs Operations Manager	Oct 2018

		information on key changes, successes and case studies year round.				
4	Creating a suite of prevention tools which will give the Housing Needs team improved chances of success in preventing homelessness	Change the use of the Rent Deposit Loan Scheme and expand to cover rent in advance & deposit where a potential property is affordable and suitable. Extending repayments period to 5 years	Increased opportunity to prevent and relieve homelessness by providing interest free loans		Housing Needs Operations Manager / Housing Solutions Officers	April 2018
		Review the current Discretionary Housing Payments Fund (DHP) to allow payments to clear rent arrears in order to keep households in their home.	Increased opportunity to prevent and relieve homelessness by clearing housing related debt	Serco Revs & Bens / STS client team	Senior Policy Manager / Housing Needs Operations Manager / Housing Solutions Officers	Aug 2018
		Utilise the Homelessness Prevention Fund to allow those not eligible for a DHP to be assisted in the same way.	Increased opportunity to prevent and relieve homelessness by clearing housing related debt		Housing Needs Operations Manager / Housing Solutions Officers	June 2018
		Create a landlord assurance scheme to support landlords concerned about the impact of Universal Credit and lower Local Housing Allowances rates to cover rent shortfalls where a tenant is in receipt of benefits	Increased opportunity to prevent and relieve homelessness by supporting potential rent arrears accrual		Housing Needs Operations Manager / Housing Solutions Officers	Aug 2018
		Investigate the setting up of a local mortgage rescue scheme based on the Government's Mortgage Rescue Scheme, which ended in 2015.	Prevention of homelessness by supporting a household to remain in their home and increasing available	Registered Providers	Head of Housing Needs	Dec 2018

			social/affordable housing stock			
5	Support landlords and tenants to support them to overcome landlord / tenant issues which may lead to eviction action	Set up referral processes so landlords are able to refer "at risk" cases into the service in order to receive support from a dedicated officer to overcome issues.	Online referral routes created and referrals received	Private Landlords / Registered Providers	Housing Needs Operations Managers / Housing Solutions Officers	November 2018
		Use prevention tools such as DHP and homelessness prevention fund to assist with rent shortfalls / payment shocks / rent arrears in order to prevent possession action	Clients supported to remain in their homes	Private Landlords / Registered Providers / Serco Revs & Bens / STS client team	Housing Needs Operations Managers / Housing Solutions Officers	September 2018
		To act as mediator between landlord and tenant where poor communication could lead to landlords seeking to obtain possession of their property.	Clients supported to remain in their homes	Private Landlords / Registered Providers	Housing Needs Operations Managers / Housing Solutions Officers	August 2018
		To support landlords faced with issues of anti-social behaviour from their tenant or associated persons where eviction action is being considered.	Clients supported to remain in their homes	Private Landlords / Registered Providers / Prevention & Enforcement Service	Housing Needs Operations Managers / Housing Solutions Officers / Senior Prevention & Enforcement Officer	August 2018
		Investigate scheme to support landlords left with no option but to sell their property due to financial difficulties or constraints related to repair obligations.	Clients supported to remain in their homes / increase the supply of affordable housing	Private Landlords /	Head of Housing Needs / Empty Homes	March 2019

		Support tenants to challenge possession action where landlords are not complying with the requirements of the Deregulation Act 2015	Clients supported to remain in their homes / Possession delayed for non compliance	CAB	Housing Needs Operations Managers / Housing Solutions Officers	August 2018	
		Create and host a pre-tenancy training course for clients and encourage mandatory completion to prepare clients for the responsibilities they will have when they are offered a property.	Setting clients up to reduce the chances of repeat homelessness	Serco ICT / Training & Development / Registered Providers	Housing Needs Operations Manager	July 2018	
47	6	Bringing together services to work holistically in ensuring financial inclusion, income maximisation and debt advice are accessible and prioritised in order to support preventative work	Investigate the co-location of Housing Needs, CAB advice, Benefits/Welfare Advice and set up effective referral processes to enable priority access to those who may be at risk of homelessness	Co-located prevention hub, one stop shop around homelessness prevention	CAB / Serco ICT / Property Services	Assistant Director for Housing , Communities & Youth / Head of Housing Needs / Senior Policy Manager	September 2018
			Review current admin and decision making in relation to the DHP fund and consider locating within the Housing Needs team.	Decisions for DHP made based on prevention of homelessness	STS Client Team / Serco Revs & Bens	Head of Housing Needs / Senior Policy Manager	July 2018
			Investigate the benefits of the creation of a homelessness prevention hub drawing in a number of other service partners from the faith and voluntary sector to ensure a holistic approach to prevention	Co-located prevention hub, one stop shop around homelessness prevention	CAB / Serco Revs & Bens / Commissioning Team	Assistant Director for Housing , Communities & Youth / Head of Housing Needs / Senior Policy Manager	March 2019

		Develop effective referral pathways ensuring that identified vulnerable groups are able to access services at the earliest opportunity and personalised action plans effectively support prevention and move on.	Individual pathways set up	Prisons / Armed Forces / NHS Hospitals / Leaving Care Teams / Housing Association Partners	Head of Housing Needs / Housing Needs Operations Managers / Senior Policy Manager	October 2018
7	Explore the potential of a Social Lettings Agency/Guaranteed Rent Scheme for private landlords	Investigate the benefits of the creation of a social letting agency, offering services to landlords in the private sector enabling the increase of supply of accommodation for households in housing need.	Increase the supply of accommodation for households in housing need	Private Landlords / Commissioning Team	Head of Housing Needs / Director of Commissioning / Empty Homes	September 2018
		Assuming viability create a business model demonstrating benefits and identifying resource requirements and seek approvals for creation	Increase the supply of accommodation for households in housing need	Private Landlords / Commissioning Team	Head of Housing Needs / Director of Commissioning / Empty Homes	October 2018
		Formulate a package offer for landlords giving a suite of options, which best fits their individual needs, but ensure access to accommodation in the private sector who might currently struggle.	Increase the supply of accommodation for households in housing need	Private Landlords / Commissioning Team	Head of Housing Needs / Director of Commissioning / Empty Homes	November 2018
		Set up scheme and roll out	Increase the supply of accommodation for households in housing need	Private Landlords / Commissioning Team	Head of Housing Needs / Director of Commissioning / Empty Homes	April 2019

8	Ensure that information and advice on housing and homelessness prevention is widely available and that our customers are seen at the earliest possible opportunity	In reviewing the customer journey ensure that customers are able to access preventative support at the earliest opportunity	Early intervention opportunities maximised	Media - Comms Team / Serco – Front Door	Head of Housing / Housing Needs Operations Manager	October 2018
		Review current web based information and ensure comprehensive information is available around all aspects of the service to enable clients to self-help where needed, but being careful not to discourage contact where essential	Pages to be fully updated and reviewed regularly so remaining current to reduce unnecessary contact with the service. Facility for clients to self-refer via web form.	Media - Comms Team	Head of Housing / Housing Needs Operations Manager	October 2018
		Ensure that other Council departments/ Partners and Members are briefed on the warning signs of homeless and encouraged to refer clients into the service where a risk of homelessness is evident.	Early intervention opportunities maximised	All relevant Council Departments / Members Services / Partners	Head of Housing Needs / Housing Needs Operations Manager	December 2018
9	Maintain services and create an effective supported accommodation pathway for single homeless and rough sleepers	Continue to review the work of the council and its partners as part of the rough sleeping strategic group to achieve the recommendations of the cross party task and finish group around rough sleeping	Ensuring rough sleepers are supported with an offer to leave the streets	Rough Sleeper Strategic Group	Head of Housing Needs	April 2018
		Maintain current resource levels around rough sleeping to support our ambitions to reduce rough sleeping	Ensuring rough sleepers are supported with an offer to leave the streets		Assistant Director for Housing , Communities & Youth / Head of Housing Needs	Ongoing

		Create and take the lead role in a supported accommodation pathway for single homeless persons, ensuring effective management of supported accommodation resource.	Ensuring effective use of supported accommodation provision and move on	Supported Accommodation Providers / Housing Programmes	Housing Needs Operations Manager	January 2019	
		Work with the Councils Prevention & Enforcement service to ensure that effective enforcement action is being taken to tackle street based activity, often confused with rough sleeping.	Address the prevalent issue of begging & street drinking, which is not always associated with rough sleeping	Prevention & Enforcement Service	Head of Housing Needs	October 2018	
50	10	Increase the focus on performance supported by clearer data	Measure the performance of officers on outcomes in relation to homelessness prevention rather than timescales to process to ensure high quality of casework	Officers have clear direction		Head of Housing Needs / Housing Needs Operations Manager / Housing Systems & Performance Officer	August 2018
			Create monitoring systems which can provide live feedback on cases to reduce delays in processing due to information hunting	Supporting efficient processing of applications / allocations	Serco ICT	Head of Housing Needs / Housing Needs Operations Manager / Housing Systems & Performance Officer	January 2019
			Produce an effective relevant list of key performance indicators (KPI) in relation to homelessness and homelessness prevention	Effective relevant reporting		Head of Housing Needs / Housing Needs Operations Manager / Housing Systems & Performance Officer	April 2018

<b>CABINET</b>	AGENDA ITEM No. 6
<b>26 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Report of:	Simon Machen, Corporate Director of Growth and Resources	
Cabinet Member(s) responsible:	Cllr Peter Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Richard Kay - Head of Sustainable Growth Strategy Chris Stanek - Planning Officer	Tel. 01733 863795

## **MINERALS AND WASTE LOCAL PLAN - PRELIMINARY DRAFT FOR CONSULTATION**

R E C O M M E N D A T I O N S	
<b>FROM:</b> Simon Machen, Corporate Director of Growth and Regeneration	<b>Deadline date:</b> N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> <li>1. Approve the attached Cambridgeshire-Peterborough Minerals and Waste Local Plan - Preliminary Draft, for the purpose of subsequent public consultation commencing in May 2018, subject to the insertion of an additional paragraph in the Introduction of the Plan as recommended by Planning and Environmental Protection Committee (see paragraph 4.10 of the agenda report below).</li> <li>2. Delegate to officers authority to make any minor non-consequential amendments to the Plan as attached, prior to consultation, in order to: correct any typographical errors or factual matters; improve presentation; or address any minor amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.</li> <li>3. Delegate to the Cabinet Member for Growth, Planning, Housing and Economic Development authority to make more substantive changes to the Plan as attached, prior to consultation, provided he should see fit to do so, if it would help to address any more substantive suggested amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.</li> </ol>	

### **1. ORIGIN OF REPORT**

- 1.1 The report originates from the Cabinet decision on 10 July 2017 to proceed with a new Minerals and Waste Local Plan, and for that Plan to be prepared jointly with Cambridgeshire County Council (CCC).

### **2. PURPOSE AND REASON FOR REPORT**

- 2.1 To meet the Cabinet decision to prepare a new Minerals and Waste Local Plan, a 'preliminary draft' version of that plan needs to be approved by this council prior to a formal round of consultation. A number of future stages will also take place, before the plan is finalised and adopted.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, '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 programmes to deliver excellent services.'

2.3 This Reports links in particular to the council's corporate objectives of 'driving growth, regeneration and economic development' as well, to a degree, the 'implement the environment capital agenda' corporate objective.

### 3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If yes, date for Cabinet meeting	<b>26 March 2018, and other future dates.</b>
Date for relevant Council meeting	<b>To be confirmed - likely in 2019 (final consultation version) and again in 2020 (adoption)</b>	Date for submission to Government Dept. <i>(Please specify which Government Dept.)</i>	<b>Post first Full Council decision</b>

### 4. **BACKGROUND AND KEY ISSUES**

4.1 On 10 July 2017 Cabinet agreed to proceed with the preparation of a new (joint with CCC) Minerals and Waste Local Plan ('the Plan'), and agreed a timetable (in the form of what is known as a Local Development Scheme (LDS)) for doing so. That LDS timetable was slightly updated on 29 August 2017.

4.2 The agreed timetable, therefore, for preparing the Plan is, in short:

- May 2018 - first round of consultation on the emerging Plan
- March 2019 - second round of consultation
- November 2019 - third and final round of consultation
- March 2020 - 'submission' of Local Plan, in order to commence its independent examination
- November 2020 - adoption

4.3 This report sets out the draft version of the Plan which, subject to Cabinet approval will meet our commitment to consult in May 2018.

4.4 The council already has a set of joint Minerals and Waste Plans with CCC, all agreed around 2012. Rather than update all those individual documents, it is proposed to bring most, if not all, into a single Minerals and Waste Plan. Again, this has been agreed to be done jointly with CCC (rather than each authority preparing its own Plan).

4.5 At this first stage of Plan consultation, it could perhaps best be described as an issues and options stage. The Plan as attached sets out the proposed approach to the Plan, identifying those elements of the present suite of plans it is intended to be carried forward (and updated as necessary). The Plan does not at this stage set out any draft sites for new Minerals extraction, waste management or any other site allocations - these will all be proposed (and consulted upon) as part of the latter two rounds of consultation. Suggested new sites are, however, sought from operators as part of this first round of consultation.

4.6 In drafting the emerging Plan, some key principles have been in mind:

- Merge existing Minerals and Waste Plans into a single document: this is cheaper to produce and maintain, and more user friendly.
- Minimise content to only that which is necessary: again, making production cheaper and quicker, and making the end product more user friendly.

- Bring all policies up to date and in line with latest national policy and best practice.
- Structure the Plan in a more coherent way than present Plans, so applicants and decision makers can quickly and easily navigate to the important policies relevant to a specific application.

4.7 At this stage the Plan is likely to be relatively non-controversial, and probably only of real interest to those organisations and companies active in the Minerals and Waste markets. This opinion is reached because the Plan, at this stage, is not suggesting any new sites.

4.8 However, future Plan stages (or indeed any sites suggested during the upcoming first consultation stage) may well become of considerable public interest, especially so in the broad vicinity of where the site is proposed to be located.

4.9 As a snapshot of what is contained in the attached Plan, it contains policies covering matters such as:

- Draft Scale and strategic approach to locating minerals and waste development.
- Draft policies on dealing with proposals on non-allocated sites.
- Draft Policies dealing with important matters such as highway impacts and effects on biodiversity.
- Draft Policies which help protect important minerals and waste operations, or protect future reserves.

Fundamentally, the approach of the Plan is largely to roll forward the principles of the existing adopted Plan, subject to the 'principles' highlighted in para 4.6.

4.10 The emerging Plan has recently been considered by Growth, Environment and Resources Scrutiny Committee (5 March) and by Planning and Environmental Protection Committee (13 March). In summary, those two Committees recommended as follows:

**Scrutiny Committee** - no recommended changes to the plan itself, but a recommendation that the plan be referred back through the democratic process if substantial changes are made by Cambridgeshire County Council, rather than simply delegating the decision to the Cabinet Member.

Officer Response - officers are not anticipating any such substantial changes to be made by the County Council, but if they do so at this preliminary plan stage, the recommendations at the start of this report are considered a sound and pragmatic way forward for progressing the plan in a timely manner. At the later stages of preparing the plan, such delegation would not be appropriate, as only Full Council will be able to endorse a Local Plan for submission/adoption. However, at this early preliminary consultation stage, delegation to the Cabinet Member to make adjustments to the plan is considered appropriate. As set out at 5.3 below, if the County Council seeks major changes to the Plan at this stage, then the Cabinet Member could decide not to exercise the delegation, and instead refer the Plan back to Cabinet for reconsideration.

**P&EP Committee** - one recommended change to the plan, so as to ensure no confusion with who is responsible for preparing the plan, and how the combined authority fits in the process.

Officer response - the recommendation is supported, and as such it is recommended that Cabinet agree the following paragraph be inserted at the end of the 'Introduction' within the Plan:

*'For the avoidance of doubt, whilst the geographic area of the Plan matches the area of the Cambridgeshire Peterborough Combined Authority, the Plan is the responsibility of, and being prepared by, Cambridgeshire County Council and Peterborough City Council. The Combined Authority will, however, be an important consultee in the process.'*

## 5. CONSULTATION

5.1 The purpose of the report to Cabinet is to receive approval to undertake public consultation. This consultation will be for 6 weeks, commencing in May 2018. Two further rounds of consultation will follow (both due in 2019). Cabinet will receive further reports on the Plan as it emerges, including being asked to approve the next two consultation stages.

5.2 To date, the only consultation taken place has been:

- internal consultation with officers (including CCC officers)
- focussed technical consultation with certain statutory bodies took place in January-February in relation to the emerging framework for the sustainability appraisal of the Plan (this consultation was a legal requirement)
- Member consultation via the two Committee's referred in paragraph 4.10

5.3 It should be noted that the Plan, it being a joint one with CCC, also needs to be approved by CCC's due democratic process before consultation can commence. Should any major issues arise from one or other party during the respective democratic consideration of the Plan, then (whilst unlikely) it may be necessary for the Plan to be referred back to Cabinet prior to consultation. However, more minor to moderate amendments arising via CCC's consideration of the Plan can adequately be addressed by the recommendations being put to Cabinet.

## **6. ANTICIPATED OUTCOMES OR IMPACT**

6.1 That Cabinet will approve the attached for the purpose of public consultation.

## **7. REASON FOR THE RECOMMENDATION**

7.1 Two main reasons for the recommendation:

- As a 'top tier' authority, the council has a statutory duty to maintain a Minerals and Waste Local Plan.
- The council has previously agreed (2017) to proceed with preparation of an updated Plan.

This report ensures the council is meeting its obligations and commitments.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

- 8.1
1. To not prepare a plan. This option was rejected by Cabinet in July 2017.
  2. Any options relating to not undertaking consultation or not complying with national policy were immediately rejected, as it would be unlawful to do so.
  3. Alternative options for Plan content will be considered (and appraised under the legally required sustainability appraisal framework) as this Plan progresses.

## **9. IMPLICATIONS**

### **Financial Implications**

9.1 Nil arising from this report. Preparation of the Plan can be funded from existing budgets.

### **Legal Implications**

9.2 The Council must follow due legislation in preparing the Plan. Eventually, once the final document is adopted in 2020, the council has a legal duty to determine planning applications in accordance with the Plan.

### **Equalities Implications**

9.3 No anticipated implications

### **Rural Implications**

9.4 No anticipated implications at this stage. However, future versions of the Plan are likely to include new allocations for minerals extraction, and by their very nature such sites will be in rural locations. This will be a matter to consider at future stages of Plan preparation.

**10. BACKGROUND DOCUMENTS**

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

10.1 Peterborough LDS - August 2017

10.2 Peterborough City Council Cabinet Minutes 10 July 2017

**11. APPENDICES**

11.1 Appendix 1 - Cambridgeshire - Peterborough Minerals and Waste Local Plan: Preliminary Draft

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## Introduction to the Cambridgeshire and Peterborough Minerals and Waste Local Plan

The Planning and Compulsory Purchase Act 2004 (the 2004 Act) set the requirement for Minerals and Waste Planning Authorities to prepare Minerals and Waste Development Plan Documents (DPDs) for their administrative areas. These DPDs help form the 'Development Plan' for the area<sup>(1)</sup>. The term 'Local Plan' has in recent years been favoured over the term 'DPD'.

Local Plans can be produced jointly by two or more planning authorities. The two Planning Authorities of Cambridgeshire and Peterborough have previously produced the following joint Local Plans:

- Cambridgeshire and Peterborough Minerals and Waste Development Plan Core Strategy DPD (adopted July 2011); and
- Cambridgeshire and Peterborough Minerals and Waste Development Plan Site Specific Proposals DPD (adopted February 2012)

Those two DPDs remain in force until a new Local Plan replaces them. That is what the two planning authorities intend to do - replace the above two documents with a single new Local Plan, to be known as 'The Cambridgeshire and Peterborough Minerals and Waste Local Plan'.

It is necessary to replace the above two documents because without doing so, they will steadily become out of date. Up to date Local Plans are important, so that all parties (landowners, operators, members of the public etc.) are clear what policies will apply in which locations and for what types of proposals.

Starting in 2017 (and from 6 April 2018, it has become a legal requirement to do so), the two planning authorities carried out a review of the current adopted DPDs and supporting documents, to see which policies were in need of review and which were still relevant, and to determine if a partial or full review of them would be required.

It was decided that, whilst the two DPDs as a whole were still generally sound, some policies (and potentially allocations) were in need of a review. In light of this and changes made to the national planning system since the current plans were adopted, it was agreed that they should be reviewed in full.

Building on the success of previous joint working, both Cambridgeshire County Council and Peterborough City Council agreed to commence preparation of a new joint Minerals and Waste Local Plan. Preparing a joint Local Plan is possible under section 28 of the Planning and Compulsory Purchase Act. The Local Plan will, upon adoption, replace both of the adopted DPDs referred to above. Other supporting documents, such as linked Supplementary Planning Documents (SPDs) are also being reviewed to determine whether they should be retained, amended or revoked alongside this new Local Plan.

For the rest of this document, the phrase Local Plan will be used, rather than DPD, due to its more common usage.

### How to make comments

This is the first opportunity for you to make comments on the emerging Local Plan and we encourage you to take this opportunity to let us know your views.

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1 The Development Plan for Cambridgeshire and Peterborough includes the Minerals and Waste Local Plan, the Local Plans of the Cambridgeshire Districts and Peterborough City Council, and any adopted Neighbourhood Plans or Neighbourhood Development Orders across the plan area

## Introduction

Peterborough City Council is hosting the consultation exercise, and comments are welcome from anyone, for any area across Cambridgeshire and Peterborough.

The Preliminary Plan can also be viewed at [peterborough.gov.uk/MWLP](http://peterborough.gov.uk/MWLP) where comments can also be made online using the [consultation portal](#).

A Comments Form (Form A) is also available to collect in paper format from the following locations:

Peterborough City Council's customer service centre at:

Bayard Place  
Broadway  
Peterborough  
PE1 1F

Opening hours: 9am to 5pm, Monday to Friday

Cambridgeshire County Council's Office at:

Shire Hall  
Castle Hill  
Cambridge  
CB3 0AP

Opening hours: 9am to 5pm, Monday to Thursday, 9am to 4.30pm Friday

or a form can be downloaded from the above link and returned by e-mail or post to:

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

Minerals and Waste Local Plan Consultation  
Sustainable Growth Strategy  
Peterborough City Council  
Town Hall, Bridge Street  
Peterborough  
PE1 1HF

Please clearly let us know exactly which part of the document you are commenting on or what issue it is you wish to raise, by quoting the relevant paragraph number or policy number.

The closing date for all comments is **midnight on xx June 2018**. Please note that all comments will be uploaded to our online consultation portal and will not be confidential (however personal email addresses, telephone numbers and signatures will not be shown). All comments received will be taken into consideration and will help inform the Further Draft Local Plan, due to be published for public consultation in 2019.

### Approach of this Preliminary Plan

We are at a very early stage in preparing this new Local Plan. The approach we have taken in this document is to 'kick start' a discussion on it. Overall, our approach is intended to be one which rolls forward, refreshes and consolidates the existing Minerals and Waste Local Plans, rather than a fundamental review of everything from scratch. We are still at the early stages of gathering evidence (and this consultation is part of that process), and we would also like to start the process of gathering suggested new minerals and/or waste management sites from you so that, if we need to allocate more sites, we have a got platform to start from (see Part Six).

## Introduction

This Preliminary Plan consists mainly of proposed non-site specific policies. These are, with a few exceptions, written in detail to a degree which could form the final version of those policies, subject to your views. These are, as it explains in each case, primarily derived from existing adopted policies. We welcome your views on what we have done, and we are very open minded to further adjustments (or, potentially, retaining some of the adopted policies rather than amending them as proposed in this document).

### Key questions for you to respond to

At this first consultation stage, we would welcome a wide range of comments to be submitted to us, not necessarily just focussed on what is presented in this document. As such, to assist you, here are some questions that may help you to formulate a response to the consultation:

- a. Do you have any views on the overarching approach to preparing this Plan? For example, are you content it is a joint Plan? What about the emerging Objectives, and their link to the Sustainability Appraisal process?
- b. For each draft policy in this emerging Plan, do you agree with the policy wording and supporting text? If not, why not? Are you able to offer any precise wording changes you would like to see?
- c. Is there a theme or policy area not properly covered? If so, what is it? Do you have any suggestions what that additional theme or policy should cover?
- d. Are there any designations or allocations in the currently adopted Minerals and Waste Local Plans, that you wouldn't want to see carried over into this new Plan? If so, please be precise what you would like to see changed. This could be an allocation, or the boundary of a site, or the extent of any consultation or safeguarding area. Or perhaps you have a suggestion for a new allocation or designation?
- e. If you are promoting a site for development, please ensure you complete the site suggestion form (see Part Six).
- f. Broadly speaking, the two councils are proposing to roll forward the strategy and approach of the current adopted Minerals and Waste Plans (and complementary supporting policies), albeit consolidating the policy and guidance, updating it where appropriate, and making new provision for various matters should the evidence determine we need to. Similarly, as the Plan evolves, evidence may indicate that some elements are not appropriate to be rolled forward (including, potentially, some allocations).

### Status of Preliminary Plan May 2018 for Decision Makers

When reading this Preliminary Plan please note the following information about its status. It has been produced in accordance with the National Planning Policy Framework (NPPF) and other relevant national policy.

The NPPF was issued by Government in March 2012, followed by the 'live' National Planning Practice Guidance (NPPG) from March 2014, and the National Planning Policy for Waste (NPPW) in October 2014. This Preliminary Plan has been written to complement the NPPF and NPPW and to comply with the guidance in the NPPG. Should the NPPF, NPPW, or NPPG be revised in the future, then any references to them in this document should be checked against the latest versions in force at that point in time. This Local Plan does not repeat policies in the NPPF or NPPW; it builds on them when necessary and ensures locally specific issues are covered.

The NPPF clarifies the position on the status of emerging plans. It states:

*Paragraph 216: From the day of publication, decision-takers may also give weight to relevant policies in emerging plans according to:*

- *the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that can be given);*

## Introduction

- *the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
- *the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to policies in this framework the greater the weight that may be given).*

In accordance with NPPF paragraph 216, the policies contained within this emerging plan will be used (alongside the Development Plan and other material considerations) in determining planning applications, especially where it contains 'new' policy not currently found elsewhere in either the Development Plan or the NPPF and NPPW. In helping determine proposals, the amount of weight to be given to the content of this emerging plan in comparison with the amount of weight given to other plans, strategies and material considerations, will be a matter for the decision taker to decide and will vary depending on the specific elements of the proposal. However, at this draft stage of plan preparation, the weight is likely to be very limited.

### Policies Map

Any reference to the term Policies Map in the Preliminary Plan relates to the adopted Policies Map (previously referred to as Proposals Map) of the relevant individual District Councils or Peterborough City Council (whom are responsible for identifying Minerals and Waste designations that apply in their administrative area).

At this stage no changes are proposed to the Policies Map. Any proposed changes will be included in the next version of the Local Plan due to be published for consultation in 2019.

### OS Map - Copyright Note

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## Contents

<b>1 Part One: Policy Framework and Context</b> .....	<b>1</b>
<b>2 Part Two: The Core Policies</b> .....	<b>7</b>
<b>3 Part Three: Minerals Development Specific Policy</b> .....	<b>21</b>
<b>4 Part Four: Waste Management Specific Policies</b> .....	<b>27</b>
<b>5 Part Five: Policies for Minerals and Waste Management Proposals</b> .....	<b>33</b>
<b>6 Part Six: Site Allocations and Call for Sites</b> .....	<b>47</b>
<b>A Appendix 1 - Call for Minerals Sites</b> .....	<b>51</b>
<b>B Appendix 2 - Call for Waste Management Sites</b> .....	<b>55</b>
<b>C List of Acronyms</b> .....	<b>59</b>

## Table of Policies

Policy 1: Sustainable Development .....	7
Policy 2: The Spatial Strategy for Minerals .....	9
Policy 3: Providing for Mineral Extraction .....	11
Policy 4: The Spatial Strategy for Waste .....	14
Policy 5: Providing for Waste Management .....	17
Policy 6: Waste Management Facilities on Non-Allocated Sites .....	19
Policy 7: Mineral Allocation Areas, Mineral Allocation Consultation Areas and Mineral Safeguarding Areas .....	23
Policy 8: Borrowpits .....	24
Policy 9: Recycled and Secondary Aggregates .....	25
Policy 10: Reservoirs and Other Incidental Mineral Extraction .....	26
Policy 11: Waste Allocation Areas and Waste Allocation Consultation Areas .....	27
Policy 12: Water Recycling Allocation Areas and Water Recycling Consultation Areas .....	29
Policy 13: Landfill and Land Raising .....	30
Policy 14: Radioactive and Nuclear Waste .....	31
Policy 15: Landfill Mining and Reclamation .....	31
Policy 16: Waste Management Needs arising from Residential and Commercial Development .....	32
Policy 17: Transport Infrastructure Allocation Areas (TIAAs) and Transport Infrastructure Consultation Areas (TICAs) .....	33
Policy 18: Design .....	35
Policy 19: Amenity Considerations .....	36
Policy 20: Restoration and Aftercare .....	37
Policy 21: Mitigation measures .....	38
Policy 22: Biodiversity and Geodiversity .....	39
Policy 23: Heritage Assets .....	41
Policy 24: Water Resources .....	42
Policy 25: Traffic, Highways and Rights of Way .....	43
Policy 26: Sustainable Use of Soils .....	44
Policy 27: Aerodrome Safeguarding .....	44
Policy 28: Other Developments Requiring Importation of Materials .....	45

# Contents

## Part One: Policy Framework and Context

### Timetable for preparing this new Local Plan (the Local Development Scheme)

**1.1** In preparing a Local Plan, planning authorities must set out a timetable for the production of that Plan. This is called a Local Development Scheme (LDS). In August 2017 the planning authorities adopted their respective Development Schemes:

- Cambridgeshire Minerals and Waste Development Scheme (August 2017)
- Peterborough Local Development Scheme (August 2017)

**1.2** It should be noted that Cambridgeshire's LDS provides a timetable solely for the production of the joint Minerals and Waste Local Plan, whereas Peterborough's LDS also includes the timetable for the production of the separate Peterborough Local Plan. The LDS timetable in both cases is repeated below:

2017					2018					2019					2020																																														
Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec																																	
				1						2																																																			

Plan Stages	
1	Consultation on Sustainability Appraisal Scoping Report
2	Issues and Options Consultation (Regulation 18)
3	Preferred Options Consultation (Regulation 18)
4	Proposed Submission (Regulation 19)
5	Plan Submitted (Regulation 22)
6	Independent Examination (Hearing)
7	Inspector's Report
8	Adoption of Plan

### Statement of Community Involvement

**1.3** As part of their plan making duties, planning authorities must also produce a Statement of Community Involvement (SCI). This document outlines how and at what stages the Council will engage with the community, and how the community can get involved in plan preparation. We will use the two SCIs to inform our approach to consultation on this new Local Plan.

- Cambridgeshire Statement of Community Involvement (March 2014)
- Peterborough Statement of Community Involvement (December 2015)

**1.4** If you respond to this consultation or send us your contact details, we will retain your information and inform you of future consultations associated with this plan (unless you ask us not to).

### Further information about this consultation

**1.5** This Preliminary Plan is a formal consultation under Regulation 18 of the The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). It seeks the views of land owners, their agents, members of the community, parish councils, neighbouring authorities and any other interested party. A further 'Regulation 18' consultation is due to be held in 2019 (the 'Further Draft' stage).

## Part One: Policy Framework and Context

- 1.6** As well as consulting on the content of this Preliminary Plan, the authorities are also seeking land owners and / or their agents to submit their land for future minerals and waste management development. This includes existing allocated sites which do not yet have the benefit of planning permission. For more information on what is required to support your submission, and for a site submission form, please see Part Six.

### Vision

- 1.7** At this Preliminary Plan stage, the following sets out our high level vision for minerals and waste management development. It will evolve over the preparation of the plan, especially when we have established more details on needs and proposed allocations. The vision will therefore become more 'locally specific' as the plan evolves:
- 1.8** *Over the plan period to 2036 Cambridgeshire and Peterborough will ensure a steady and sustainable supply of minerals to meet current and projected future need. There will be an increased commitment to the use of secondary and recycled aggregate over land won material, with restoration and aftercare placed at the forefront of planning decisions.*
- 1.9** *As existing communities grow and new communities are formed, a network of waste management facilities will provide for the sustainable management of all wastes to the achievement of net self-sufficiency.*
- 1.10** *A balance will be struck between meeting present and future needs, and maintaining and enhancing the social, environmental and economic vibrancy of the plan area.*

### Aims and Objectives

- 1.11** To ensure that the overall vision of the Plan is achieved, that national and European policy is met and that local needs are addressed, a set of aims and objectives have been formed. The Plan has a total of 12 objectives under 8 themes. Each objective has examples as to how the objective could be met. The objectives are the same as in the Sustainability Appraisal framework and are shown in the table below:
- 1.12** *[Note for this version of the Plan going through CCC / PCC democratic processes: the objectives listed below reflect the objectives as set out in the published 'Draft Sustainability Appraisal Scoping Report - January 2018'. That Report, as is legally required, has been consulted upon with statutory bodies during January and February 2018. The comments received are presently being considered. After an initial review of such comments it is likely that a small number of minor changes to the objectives listed below will be necessary, prior to the Preliminary Plan being published for consultation in May 2018. The changes will not fundamentally amend the Objectives. This Note will be removed in the version of the Plan to be consulted upon]*

Headline Objective	Criteria to help determine whether objective is/could be met
<b>Sustainable mineral development</b>	
1. Ensure a steady and adequate supply of minerals to support growth whilst ensuring the best use of materials, and protection of land	<p>A. determine applications for minerals development without delay</p> <p>B. prevent needless sterilisation of minerals resources through the use of mineral safeguarding areas</p> <p>C. safeguard existing minerals development</p> <p>D. make adequate provision in order to ensure continuity of supply of mineral for the plan area</p>

## Part One: Policy Framework and Context

Headline Objective	Criteria to help determine whether objective is/could be met
<b>Sustainable waste management</b>	
<p>2. Contribute positively to the sustainable management of waste</p>	<p>A. manage the waste arising in the plan area over the plan period, with appropriately located and distributed waste management facilities of a high quality in operation and in design</p> <p>B. move treatment of waste up the waste hierarchy</p> <p>C. achieve net waste self-sufficiency</p> <p>D. safeguard existing waste management facilities and infrastructure, including from incompatible development that may prejudice waste use</p> <p>E. promote / allow scope for new technology and innovation in waste management</p> <p>F. ensure that all major new developments undertake sustainable waste management practices (including, where appropriate, the provision of temporary waste management facilities throughout construction)</p>
<b>Resilience and restoration</b>	
<p>3. Support climate change mitigation and adaptation, and seek to build in resilience to the potential effects of climate change</p>	<p>A. minimise greenhouse gas emissions</p> <p>B. reduce the demand for energy and maximise the use of energy from renewable sources</p> <p>C. minimise the use of virgin mineral by encouraging the efficient use of materials (including the recycling and re-use of waste and the minimisation of construction waste)</p> <p>D. encourage operational practices and restoration proposals which minimise or help to address climate change</p>
<p>4. Protect water resources, mitigate for flood risk from all sources and seek to achieve a reduction in overall flood risk</p>	<p>A. ensure waste development and associated infrastructure are not at risk of flooding</p> <p>B. ensure infrastructure associated with minerals is not at risk of flooding</p> <p>C. ensure minerals and waste development will not affect water resource quantity and quality</p>
<p>5. Safeguard productive land</p>	<p>A. avoid the loss of the best and most versatile agricultural land for waste development and prioritise the location of</p>

## Part One: Policy Framework and Context

Headline Objective	Criteria to help determine whether objective is/could be met
	<p>waste development on previously developed sites over greenfield land</p> <p>B. minimise soil contamination and safeguard soil quality and quantity</p>
<b>Employment and economy</b>	
<p>6. Support sustainable economic growth and the delivery of employment opportunities</p>	<p>A. support the development and growth of sustainable communities and provision of infrastructure within the plan area</p> <p>B. provide training and employment opportunities</p> <p>C. maximise the sustainable economic benefits of minerals operations and waste management in the plan area</p> <p>D. ensure mineral supply for construction</p> <p>E. ensure effective and adequate waste infrastructure for existing and future development</p>
<b>Infrastructure</b>	
<p>7. Reduce road traffic, congestion and pollution; promote sustainable modes of movement and efficient movement patterns; and provide and maintain movement infrastructure</p>	<p>A. reduce the reliance on road freight movements of minerals and waste and seek to increase the efficient use of other modes of movement</p> <p>B. where road transportation is necessary, minimise the total vehicle kilometres travelled and encourage the use of low emission vehicles</p> <p>C. safeguard current and future infrastructure for minerals, waste, concrete batching, coated materials manufacturing, other concrete products and the handling, processing and distribution of aggregate material</p>
<b>Natural environment</b>	
<p>8. Conserve and enhance the quality and distinctiveness of the landscape</p>	<p>A. minimise adverse impacts to local amenity and overall landscape character</p> <p>B. protect designated assets such as designated nature sites, open spaces, parks, gardens, historic landscapes</p>
<p>9. Protect and encourage biodiversity and geodiversity</p>	<p>A. protect and enhance habitats of international, national or local importance</p>

## Part One: Policy Framework and Context

Headline Objective	Criteria to help determine whether objective is/could be met
	<ul style="list-style-type: none"> <li>B. maintain wildlife corridors and minimise fragmentation of green spaces</li> <li>C. utilise opportunities to enhance biodiversity and geodiversity and achieve net gains</li> </ul>
<b>Built and historic environment</b>	
10. Protect and where possible enhance the character, quality and distinctiveness of the built and historic environment	<ul style="list-style-type: none"> <li>A. retain and enhance the character, distinctiveness and accessibility of townscapes</li> <li>B. ensure minerals and waste development conserves, protects and enhances designated and undesignated heritage assets and their settings</li> </ul>
<b>Health and wellbeing</b>	
11. Protect and enhance the health and wellbeing of communities	<ul style="list-style-type: none"> <li>A. avoid adverse effects on human health and safety or minimise to acceptable levels</li> <li>B. safeguard the residential amenity of new and existing communities</li> <li>C. provide opportunities to improve health and amenity through the restoration and management of former minerals and waste sites</li> <li>D. encourage opportunities for education about minerals and waste</li> </ul>
12. Minimise noise, light and air pollution	<ul style="list-style-type: none"> <li>A. minimise noise and light pollution arising from activities associated with waste development, waste management, mineral extraction and mineral movement</li> <li>B. minimise air pollution</li> </ul>

# Part One: Policy Framework and Context

## Part Two: The Core Policies

### Sustainable Development

- 2.1 The National Planning Policy Framework (NPPF) was introduced in 2012 and is based around five guiding principles of sustainable development, the presumption in favour of which should be seen as a golden thread running through plan making<sup>(2)</sup>. The first half of this proposed Policy 1: Sustainable Development is a standard policy found in most Local Plans produced post 2012. It is not presently included in the adopted Minerals and Waste Local Plans. The second half is predominantly a carry-over of adopted policy CS22 Climate Change.

#### Policy 1: Sustainable Development

When considering Minerals and Waste development proposals, the councils 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, where relevant, with policies in other Local Plans and Neighbourhood Plans) will be approved without delay, unless material considerations indicate otherwise.

Minerals and waste management development proposals, including operational practices and restoration proposals, must take account of climate change for the lifetime of the development. This will be through measures to minimise greenhouse gas emissions, and measures to ensure adaptation to future climate changes.

Proposals should, to the degree proportionate with the scale and nature of the scheme, set out how this will be achieved, such as:

- a. broadly quantifying the reduction in carbon dioxide and other relevant greenhouse gases e.g. methane, that should be achieved as part of the proposal, and how this will be monitored and addressed in future;
- b. demonstrating how the location, design, and transportation related to the development will limit greenhouse gas emissions; and take into account any significant impacts on human health and air quality;
- c. where relevant, setting out how the proposal will make use of renewable energy including opportunities for generating energy from waste for use beyond the boundaries of the site itself, and the use of decentralised and renewable or low carbon energy.

Proposals should consider adopting emissions reduction measures based on the principles of the energy hierarchy. Proposals should also set out how they will be resilient to the changing climate, and may therefore include:

- d. incorporation of sustainable drainage schemes to minimise flood impacts;
- e. measures to manage water resources efficiently; and

2 NPPF, March 2012, p4

## Part Two: The Core Policies

- f. measures to adapt to the potential impacts of excess heat and drought.

### The Spatial Strategy for Minerals

- 2.2** Minerals are essential to support sustainable economic growth and our quality of life.
- 2.3** The new Local Plan needs to set out an overarching mineral spatial strategy. This is important in order to guide allocations to be made in the plan, and it would also help should proposals on non-allocated sites subsequently come forward as planning applications.
- 2.4** In developing a mineral spatial strategy, we think the following are key issues to consider:
- a. whether new extraction should be focussed at existing sites (i.e. make extensions at these sites);
  - b. whether the plan should set out 'Areas of Search' within which there could be specific allocations but also to contain a policy steer to indicate that proposals on non-allocated sites should first look to within those identified Areas of Search;
  - c. to what degree should Heavy Commercial Vehicle (HCV) impacts be taken into consideration, and more generally, the degree to which existing infrastructure capacity is used to steer the spatial strategy;
  - d. to what degree, like the adopted Local Plans, should the potential for biodiversity enhancement steer the spatial strategy;
  - e. how the lack of a mineral (e.g. limestone) being available should steer the strategy;
  - f. the level of support, or not, for temporary workings / borrowpits.
- 2.5** To explain the above in more detail, the current adopted minerals and waste plans make allocations of a site specific nature, and these were generally extensions to existing sites. This approach provides more certainty for local communities. Extensions to existing sites normally also minimise the impact of new mineral working. However, extensions to existing quarries can result in amenity and environmental impacts, which can be cumulative in nature. Whilst the allocations that will be made will be influenced by the nature and number of sites which come forward for consideration through the plan making process, there is a need to consider if preference should be given to certain types (e.g. extensions) of allocations.
- 2.6** An additional or alternative approach could be to not be so site specific in terms of allocations, but include slightly broader areas of search where the principle of some mineral extraction is agreed, subject to the wider policy framework. This is a more flexible approach, but provides less certainty to both communities and the minerals industry.
- 2.7** In terms of HCVs, obviously minerals can only be worked where they occur, and as a result there is often a need to transport them by road. The transport of mineral can give rise to amenity issues if HCVs pass through local communities. The Councils have identified HCV routes and consideration could be given as to whether preference should be given to sites (and/or Areas of Search) which either avoid the use of road travel (e.g. are rail or conveyor based) or are well related to the HCV routes, in order to minimise impact on communities arising from the transport of mineral.

## Part Two: The Core Policies

- 2.8** Historically sand and gravel extraction has been located in the Nene and Ouse River Valleys but the existing adopted Local Plans sought to move away from these areas as they are now the focus of other national planning policies which seek to protect and enhance their biodiversity. Sand and gravel extraction has therefore shifted to fen edge deposits where there are significant reserves and which give rise to the opportunity to enhance biodiversity through restoration on a landscape or a local scale. An example of this is Needingworth Quarry where a nationally significant reedbed is being created. Also, the allocation in the adopted Local Plan at Block Fen / Langwood Fen seeks to enhance the internationally important Ouse Washes through the creation of new lowland wet grassland. The question becomes, therefore, whether the spatial strategy should continue to focus extraction at fen edge deposits, and to give preference to potential sites where restoration could contribute to international and national biodiversity objectives.
- 2.9** Where the mineral is located in certain geographical areas the spatial options are more constrained. Some mineral is extracted on a larger industrial scale, such as the brickpits near Whittlesey, and others on a smaller scale such as the high quality industrial chalk at Steeple Morden. National policy requires mineral planning authorities to make provision for industrial and local mineral needs, although this could be achieved through allocations, a criteria based policy or a mixture of the two.
- 2.10** In the case of oolitic limestone, this is located in a small geographical area to the north west of Peterborough and is a diminishing resource. It was not possible to allocate any limestone sites through the current adopted Local Plan, and no sites have come forward through its criteria based policy since. It might therefore be necessary for the minerals spatial strategy to spell out clearly the limited scope for allocations for (or even the anticipated supply of) oolitic limestone.
- 2.11** Mineral (sand and gravel, and engineering clay) for infrastructure projects such as major road improvements could come from existing or allocated mineral workings; or it could come from dedicated mineral workings close to and specific to that project, and which would be temporary in nature. Such 'borrowpits' may reduce the impact of mineral working for those local communities on the routes from existing mineral sites and have a lower carbon impact (due to less mineral miles travelled); but there could also be an impact on communities, the landscape or other matters from borrowpits.
- 2.12** There may also be other issues / options which you think are relevant. Your views on the form of the spatial strategy for mineral development are invited.

### **Policy 2: The Spatial Strategy for Minerals**

*This policy will be developed for the Further Draft Local Plan consultation stage, taking account of views made at this Preliminary Plan stage on the issues discussed in the supporting paragraphs above.*

### **Providing for Mineral Extraction**

- 2.13** This policy intends to set out the overall scale of mineral extraction in the plan area. It is generally an amalgamation of the following adopted policies:
- CS4 The Scale and Location of Future Sand and Gravel Extraction
  - CS6 The Scale and Location of Future Limestone Extraction

## Part Two: The Core Policies

- CS8 The Scale and Location of Future Brickclay Extraction
- CS9 The Scale and Location of Future Chalk Marl Extraction
- CS10 The Scale and Location of Future Mineral Extraction for Specialist Uses

**2.14** We presently intend to make provision for minerals plan wide, though if you have views as to whether the plan should provide a mechanism whereby mineral supply (or the lack of) in one Minerals Planning Authority Area does not prejudice planning decisions in the other, then please let us know. For example, if the supply of a particular mineral is not meeting the policy requirements in one administrative area, but is in the other, should the policy introduce a mechanism to deal with this, or should the plan be simply plan wide?

**2.15** More detail regarding the principal minerals occurring in the plan area is as follows.

### Sand and Gravel, and Limestone

**2.16** Subject to consultation, the Councils intend to follow national planning policy in planning for a steady supply of sand and gravel and limestone i.e. the aggregates which occur in the plan area. This includes taking the advice of the East of England Aggregates Working Party which, in November 2017, agreed that, in the absence of updated national guidelines on aggregate provision, the methodology contained in the NPPF and Planning Practice Guidance (PPG) would be used for determining aggregate provision for Local Plans.

**2.17** Therefore the key elements that we think should inform the level of provision for aggregates, and which are indicators of the security of supply and the additional provision that may need to be made, are:

- a. the rolling average of the past 10 years of aggregate sales data;
- b. the landbanks and other information contained in the Cambridgeshire and Peterborough Local Aggregates Assessment;
- c. as assessment of other supply options i.e. the supply of secondary and recycled aggregates and marine dredged material;
- d. matters relating to mineral supply raised through the duty to cooperate with other mineral planning authorities; and
- e. local factors e.g. major potential infrastructure projects (such as the Oxford to Cambridge Rail Line); the geological extent of mineral; and any other relevant factors.

**2.18** Your views are welcomed on the above and any other factors you think should be taken into account, particularly any additional local factors which you think are relevant.

**2.19** National planning guidance requires a stock of sand and gravel reserves equivalent to at least 7 years supply. For sand and gravel the Local Aggregates Assessment (LAA) records that Cambridgeshire and Peterborough, at the end of 2016, had permitted reserves of just under 44 million tonnes. The 10 year rolling average of sales was 2.91 tonnes per annum which, when applied to the reserves, would give a 'landbank' of approximately 15 years. Future supply in allocations made in the adopted plan could provide an estimated further 26 million tonnes. However, whether these allocations can and should be carried forward is a matter on which your views are sought through Part Six of this consultation document.

## Part Two: The Core Policies

- 2.20** National planning guidance requires a stock of limestone reserves equivalent to at least 10 years supply. The LAA records only two limestone quarries which are currently active. However, only one of these provides material for aggregate use, but the other has been included to enable the release of some statistics. Bearing this in mind, the permitted reserves for both these quarries at the end of 2016 is 2.83 million tonnes; with the 10 year rolling average of sales being 0.29million tones; giving a stock of permitted reserves which results in a land bank of 9.7 years i.e. less than required.
- 2.21** Limestone in the plan area is limited to a small geographical area to the north west of Peterborough and is a diminishing resource. It was not possible to allocate any limestone sites through the currently adopted Local Plan, and no sites have come forward through its criteria based policy since. Given this, the question is raised as to whether it will be possible to maintain a supply of limestone, in line with national policy, through the plan period. Your views are invited; and we will also take into account any response made to the call for sites in Part Six of this document.

### Brick Clay

- 2.22** National planning policy requires that a landbank of brick clay is maintain, in the order of 25 years of supply. There are extensive reserves of brick clay in the plan area, which are close to the Whittlesey brickworks complex. There is a current allocation to ensure the continuity of supply, located in the King's Delph area, which straddles the Peterborough - Cambridgeshire border. It is estimated that this could supply around 500,000 cubic metres of brick clay to the Kings Dyke brickworks for around 20 years, in addition to existing permitted reserves. You views on how to ensure the supply of brick clay are invited.

### Other Minerals

- 2.23** Other minerals which occur in the plan area do so to a lesser extent. For example, there are local deposits of high quality chalk used for industrial processes and clay for making handmade tiles i.e. for building restoration. The suggested approach to these minerals is set out in the draft policy below.

### Policy 3: Providing for Mineral Extraction

#### Sand and Gravel, Limestone and Brick Clay

The Mineral Planning Authorities will facilitate a steady and adequate supply of the following minerals over the plan period (2016-2036) (figures to be included at the next consultation stage in early 2019):

	Plan Period 2016-36 (million tonnes)	Annual Average (million tonnes per annum)	Landbank, in years, intended to be maintained at all times
<b>Sand and Gravel</b>	Note: At this Preliminary Plan stage, we are not in a position to publish specific figures. As an indication however, and based on the current ten year rolling averages, it is estimated that 55.29mt of sand and gravel will be required (current permitted reserves are 43.92mt leaving a requirement of 11.37mt) and 5.51mt of limestone (current permitted reserves are 2.83mt leaving a requirement of 2.68mt). How this requirement is met (through existing allocations and/or new sites) will be consulted upon at the Further Draft stage. Further information on brick clay will also be consulted upon at the next stage.		
<b>Limestone</b>			
<b>Brick Clay</b>			

## Part Two: The Core Policies

In principle, permissions will be granted so as to ensure the above provision can be secured.

Mineral Allocation sites to contribute to meeting the above provision are set out on the Policies Map, and site specific policy requirements are set out in Part Six of this Local Plan (Note: such allocations/policies are not included at this Preliminary Plan stage).

Permission for Sand and Gravel, Limestone and Brick Clay will only be granted on:

- a. Mineral Allocation sites as identified on the Policies Map for that purpose, or
- b. non-allocated sites (which includes extensions to existing or allocated sites) if the proposal meets all of the following:
  - i. it does not conflict with the spatial strategy for mineral extraction; and
  - ii. it is required to maintain a steady and adequate supply of minerals in accordance with the above provision rates and / or the maintenance of a landbank; and
  - iii. it is required to meet a proven need for materials with particular specifications that cannot reasonably or would not otherwise be met from committed or allocated reserves; and
  - iv. it will maximise the recovery of the particular reserve whilst minimising waste through operational techniques employed; and
  - v. it promotes the most appropriate end-use of materials.

### Other Minerals for Specialist Uses

For other types of minerals not covered by the above, no allocations are made. Any proposals to extract such other minerals will be determined on their merits, including consideration of evidence of a proven need for materials with particular specifications that cannot reasonably or would not otherwise be met from nearby committed or allocated reserves (with 'nearby' potentially including beyond the plan area).

## The Spatial Strategy for Waste

**2.24** The new Local Plan needs to set out an overarching waste spatial strategy. This is important in order to guide potential allocations to be made in the plan, and it would also help should proposals on non-allocated sites subsequently come forward as planning applications.

**2.25** In developing a waste spatial strategy, we think the following are key issues to consider:

- a. the degree of specificity in terms of a spatial strategy, such as focussing facilities only in described and limited geographical areas, or a more spreading of such facilities across the plan area;
- b. the degree to which the plan should make specific allocations for waste management facilities, or broad locations for such facilities, or simply have criteria based (non-site specific) policies. Or perhaps a blend of all three approaches;
- c. if allocations are made, the degree to which flexibility is given in terms of the type of waste management facility which will be permitted on each site;

## Part Two: The Core Policies

- d. the degree to which co-location of facilities is encouraged or insisted upon;
- e. the degree to which facilities are directed to the urban area, or the rural area, or a mix of both;
- f. whether 'employment allocations' (B-Class) as allocated in district Local Plans and/or other land currently under employment use should be generally acceptable for waste management facilities, or not, as a matter of principle. Or should only named employment allocations/existing employment sites be deemed suitable;
- g. the degree to which any new settlements should/must incorporate permanent waste management facilities; and
- h. the degree to which HCV impacts be taken into consideration, and more generally, the degree to which existing infrastructure capacity is used to steer the spatial strategy.

- 2.26** To explain some of the above points in more detail, the current adopted minerals and waste plans seek to establish a network of waste management facilities across the Plan area, and in doing so it includes a large number of allocations, though that strategy is not a particularly 'spatial' one. The current plan is also flexible about the nature of waste management development which could be brought forward on allocated sites. National planning guidance encourages such a flexible approach thereby avoiding a strategy which is too prescriptive and which could stifle waste management development.
- 2.27** The adopted plan provides a mix of allocations but encourages the co-location of facilities, including the establishment of waste management 'eco-parks' in order to capitalise on the synergies between different types of waste management technologies; and to provide an exemplar for such activities.
- 2.28** The adopted plan made sufficient allocations (large and small) in order to meet the level of provision that was identified at that time. However, for example, of the 34 non-landfill allocations only 10 have subsequently come forward and been permitted, whilst proposals have been approved on non-allocated sites. This raises the question of whether the plan should take the same approach again; or whether it should only allocate a few sites (likely strategic sites which are essential to achieving the strategic aims of the plan) and provide a criteria based policy for the consideration of other sites; or allocate no sites at all, and treat each proposal on its merits, using criteria-based policies.
- 2.29** The potential location of any future waste management allocations needs to be considered. Should such development be focused in urban areas (existing and planned); and should waste management development also take place in rural areas? This may be appropriate, for example, where there are synergies with agricultural operations, mineral operations or landfill operations.
- 2.30** Also would it be appropriate to identify existing and allocated general employment land as a suitable location for future waste management development, recognising that waste management development is now often located in buildings and can be indistinguishable from other industrial uses which operate alongside it. If so, this may have to be restricted to only certain types of employment land (eg B2 or B8 locations), or perhaps even to named sites which have been checked as broadly suitable.
- 2.31** Even if this approach is adopted in some form, there is no guarantee waste management facilities will come forward on employment land because of viability or other locational specific reasons, or simply a lack of available land. For example, such a policy is less likely to work in the Cambridge / South Cambridgeshire area, due to the lack of available land at viable prices. Here, specific allocations are likely necessary or a more flexible approach for bringing facilities

## Part Two: The Core Policies

forward on other forms of land, otherwise waste management facilities for the whole plan area may cluster in the lower land value areas of the north and west of the plan area, resulting in insufficient facilities close to the locations where waste is generated (e.g. Cambridge).

- 2.32** The adopted plan also seeks to embed waste management facilities in new settlements. However, there has been only limited success in this area with temporary demolition and construction recycling being present through construction phases, but few permanent waste management facilities being located within new communities. This new plan could be an opportunity to enforce this current strategy more strongly.
- 2.33** The movement of waste can also give rise to amenity issues if HCVs pass through local communities. The Councils have identified HCV routes and consideration could be given as to whether preference should be given to sites which are well related to the HCV routes, in order to minimise impact arising from the transport of waste.
- 2.34** There may also be other issues / options which you think are relevant. Your views on the form of the spatial strategy for waste management development are invited.

### Policy 4: The Spatial Strategy for Waste

*This policy will be developed for the Further Draft Local Plan consultation stage, taking account of views made at this Preliminary Plan stage on the issues discussed in the supporting paragraphs above, as well as the findings of the Waste Needs Assessment.*

### Providing for Waste Management

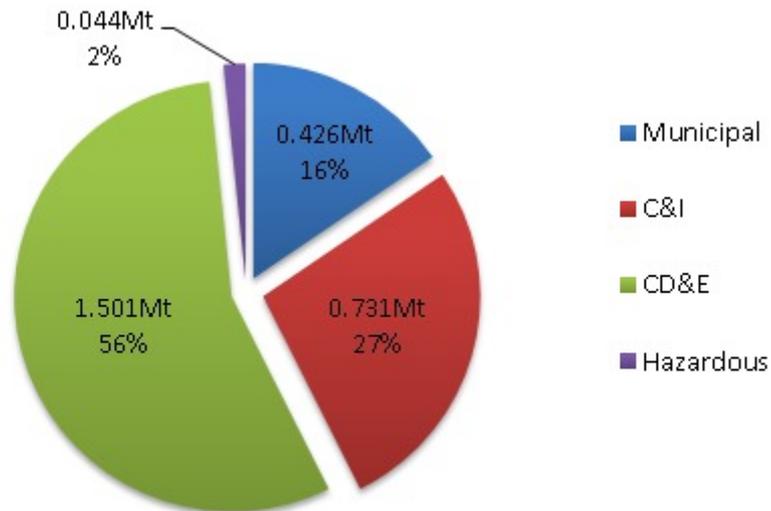
- 2.35** Most forms of development and activities create waste. In planning for sustainable communities it is important to ensure that these wastes are managed appropriately in order to avoid harm to human health and the environment and maximise resource recovery.

### Waste Arising in Cambridgeshire and Peterborough

- 2.36** It is estimated that in 2016, waste arisings within the Plan area totalled around 2.702 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see figure below). The majority of this waste was recycled or otherwise recovered with disposal to landfill (non-hazardous and inert) accounting for around a third.
- 2.37** Of the total arisings, around half a million tonnes was exported to other authorities for management with less than a tenth disposed of to landfill (non-hazardous and inert). Waste forecasts indicate that waste arisings from within the Plan area could increase to 3.133Mtpa by the end of the plan period (2036). Low-level radioactive waste (LLW) from the nuclear industry is not produced from within the Plan area however a very small amount of LLW is produced from the non-nuclear industry.

## Part Two: The Core Policies

Figure 1: Waste arisings for the Plan area (Cambridgeshire and Peterborough) 2016



- 2.38** Waste is also imported into the Plan area from other authority areas. In 2016 imports significantly outweighed exports (almost fourfold), with over half of waste imported from other authorities disposed of in landfill (non-hazardous and inert). This indicates that overall the Plan area is a net importer of waste. It also demonstrates that landfill void space within the Plan area serves a wider area and is therefore subject to external pressures.
- 2.39** Waste movements occur as a result of commercial, contractual and operational arrangements as well as geographical convenience. There is a national policy direction for WPAs to increase their waste management capacity to the extent of meeting the needs of their area (i.e. moving towards net self-sufficiency). As such cross-border movements should reduce in the future although some movements will still occur. This is because it is not possible for all waste to be managed within the boundary of the WPA from which it arises due to economies of scale and operational requirements.
- 2.40** In providing for waste management facilities the intention is to set out the identified needs of the Plan area in relation to waste management capacity in order to achieve net self-sufficiency whilst driving waste up the waste hierarchy. The present intent is for such need to be identified for the whole Plan area (i.e. not include a Cambridgeshire-Peterborough split). If the MWLP did drill-down to this level there may be a need to include some mechanism to address how waste management capacity is distributed across the Plan area.

#### Duty to Co-operate and Waste Management (DtC)

- 2.41** Under the Localism Act 2011 and national planning policy, the Council's have a DtC. This duty requires cooperation between local planning authorities and other public bodies to maximise the effectiveness of policies for strategic matters in local plans, including waste management. When the local plan is examined by an independent inspector their role will be to assess whether the plan has been prepared in accordance with the DtC, legal and procedural requirements, and whether it is sound.
- 2.42** National policy requires the Plan to consider the need for additional waste management capacity of more than local significance. The adopted London Plan identifies household and commercial & industrial waste to be exported, and the East of England is specifically listed as the main destination for this waste partly owing to its proximity. Whilst some of London's waste is received at waste treatment facilities within the Plan area, at present the majority is disposed

## Part Two: The Core Policies

to non-hazardous landfill which is the matter with which the Plan is most concerned given the limited void space and pressures on such capacity.

- 2.43** The adopted London Plan sees household and commercial & industrial waste exports to the East of England reducing from 1.95 million tonnes in 2016, to 1.19 million tonnes by 2021, and ceasing completely in 2026. However, whilst London is moving towards net self-sufficiency in this respect, if the provisions of the adopted London Plan are not taken into account then the DtC would not have been met; and this local plan will most likely be found to be unsound. Thus it is being suggested that some provision for the landfill of some of London's household and commercial & industrial waste be made in the early plan period; albeit that in practice this may be waste which is displaced from other counties in the East of England which are closer to London and which may be the actual destination for London's residual waste.
- 2.44** Whether the Plan should make provision for the management of other areas wastes, in addition to London's waste and by accepting that waste movements will continue to occur in line with contractual and operational arrangements, is a key matter for consideration at this stage and your views are welcome on these points.

### Waste Management Capacity

- 2.45** The Plan area benefits from an existing network of waste management facilities with this management capacity significantly contributing towards the identified need. The difference between the existing capacity and identified need is referred to as the capacity gap, or future need. Overall, the Plan area is quite well placed in terms of moving towards achieving net self-sufficiency. At the mid-point of the plan period there is a need for additional non-hazardous recovery (treatment) capacity. There is also a potential need at the mid-point of the plan period for hazardous waste management capacity (see the Waste Needs Assessment May 2018), however these wastes tend to be generated in lower quantities and are managed at a wider scale to account for economies of scale and operational requirements. We are continuing to investigate this matter, with our neighbouring authorities, with a view to providing greater clarity on approach to hazardous waste by the Further Draft stage. However, your views on hazardous waste needs and capacity would be welcome.
- 2.46** The existing non-hazardous landfill void space is sufficient to accommodate the Plan areas disposal needs over the plan period with a (very small) surplus potentially to accommodate some of London's non-apportioned household and commercial & industrial waste. Although disposal is the least desirable option there is likely to be an ongoing need for such facilities (e.g. disposal of residues from treatment processes that cannot otherwise be recovered) and so it is one that must be provided for, either within the Plan area or at a wider scale. Close monitoring of this situation will be key in determining timing and quantum of future need.
- 2.47** There is sufficient inert landfill and recovery void space to accommodate most of the Plan area's needs over the plan period. In addition, some committed and allocated mineral extraction sites are likely to require inert fill to achieve restoration outcomes and so this will create more inert landfill/recovery void space. As such it does not appear that any additional inert landfill or recovery void space is needed over the plan period (not associated with restoration of permitted mineral extraction sites).
- 2.48** Another key matter for consideration at this stage is how the future need, which can not be accommodated by existing capacity, is addressed through the plan. This could be through identifying site-specific allocations, areas of search and/or criteria based policies. Given that the future need within the whole Plan area is comparatively low and not immediate it may be prudent to take a more flexible approach to allow for emerging technologies to come forward and for changes in industry investment options/market drivers. This may mean identifying broad areas of focus or industrial area and other suitable locations (rather than specific sites) in order to allow for a wider scope of options over the plan period.

## Part Two: The Core Policies

- 2.49** It is also important for the Plan to drive the development of a network of facilities with the aim of communities and businesses being more engaged with, and taking more responsibility for, their own waste. Government policy focuses the proximity principle more towards the disposal of waste and recovery of mixed municipal waste. For these, and other waste types, the intention is for the Plan to include the preference for waste development to support sustainable waste management principles, including the proximity principle. This also links through to supporting sustainable transport movements.
- 2.50** The Waste Needs Assessment (WNA) (February 2018) details the current estimated waste arisings, waste forecasts, existing capacity and other information from which the indicative capacity needs over the plan period were determined. The WNA is being consulted on alongside this Preliminary Plan, we welcome your views on the methodology applied.
- 2.51** The proposed policy is broadly an amalgamation of elements of the following adopted policies:
- CS14 The Scale of Waste Management Provision
  - CS15 The Location of Future Waste Management Facilities
  - CS16 Household Recycling Centres (if necessary)
  - CS18 Waste Management Proposals Outside Allocated Areas
  - CS19 The Location of Hazardous Waste Facilities – Resource Recovery and Landfill
  - CS20 Inert Landfill
  - CS21 Non-hazardous Landfill
  - CS29 The Need for Waste Management Development and the Movement of Waste

### **Policy 5: Providing for Waste Management**

The Waste Planning Authorities will seek to achieve net self-sufficiency in relation to the management of wastes arising from within the whole of the Plan area. In addition support will also be given to the provision of additional waste management capacity of more than local significance, specifically regarding London's non-apportioned household and commercial & industrial waste for export as identified in the MWLP, in line with the London Plan.

Proposals for waste development that facilitate delivery of the indicative capacity needs, as set out below, over the plan period will be supported where in compliance with relevant MWLP policies.

## Part Two: The Core Policies

			Indicative total waste management capacity needs				
			2016	2021	2026	2031	2036
<b>Non-hazardous waste management – Recovery (million tonnes per annum)</b>							
Preparing for re-use and recycling	Materials recycling (Mixed - Municipal, C&I)	Forecast arisings	0.582	0.634	0.685	0.732	0.776
		Existing capacity	0.832	0.939	0.939	0.939	0.939
		Capacity gap	+0.250	+0.305	+0.254	+0.207	+0.163
	Composting (Mixed - Municipal, C&I)	Forecast arisings	0.171	0.181	0.199	0.213	0.223
		Existing capacity	0.332	0.407	0.407	0.407	0.407
		Capacity gap	+0.161	+0.226	+0.208	+0.194	+0.184
	Inert recycling (CD&E)	Forecast arisings	0.106	0.108	0.110	0.110	0.110
		Existing capacity	0.885	1.096	1.061	1.061	1.061
		Capacity gap	+0.779	+0.988	+0.951	+0.951	+0.951
Other recovery	Treatment and energy recovery processes (Mixed - Municipal, C&I)	Forecast arisings	0.204	0.285	0.377	0.460	0.489
		Existing capacity	0.262	0.355	0.362	0.362	0.362
		Capacity gap	+0.058	+0.070	-0.015	-0.098	-0.127
	Soil treatment (CD&E)	Forecast arisings	0.071	0.073	0.074	0.075	0.075
		Existing capacity	0.103	0.204	0.204	0.204	0.204
		Capacity gap	+0.032	+0.131	+0.130	+0.130	+0.130

## Part Two: The Core Policies

		Indicative total waste management annual capacity needs					Total need (2016 - 2036)	Remaining void space (at 2016)	Balance
		2016	2021	2026	2031	2036			
<b>Non-hazardous waste management - Deposit to land and disposal</b> (million tonnes)									
Other recovery	Inert recovery (fill)* (CD&E)	0.725	0.735	0.740	0.742	0.747	15.499	0.657	<b>-14.842</b>
Disposal	Inert landfill* (CD&E)	0.207	0.209	0.209	0.209	0.211	4.388	15.401	<b>11.013</b>
	Non-hazardous landfill (Mixed - Municipal, C&I)	0.592	0.543	0.485	0.430	0.439	10.350	11.246	<b>0.896</b>

\*Inert recovery and landfill have a total indicative need of 19.887Mt over the plan period, with estimated remaining void space of 16.057Mt (around 80% of which is associated with restoration of mineral extraction sites), leaving a deficit of 3.830Mt. This deficit is able to be accommodated however through void space created from mineral extraction operations currently permitted over the plan period.

Where an indicative total waste management capacity need is identified, it will be delivered through existing commitments, then extensions to existing commitments and/or new facilities in line with the spatial strategy for waste development and other relevant MWLP policies.

The development of any new facilities should be focussed at existing commitments or sites/locations allocated/designated for such use, as set out in Part Six of this Local Plan and identified on the Policies Map.

## Waste Management Facilities on Non-Allocated Sites

- 2.52** In addition to the allocated sites, planning applications for waste development may come forward on sites that have not been identified in this Plan. Where this occurs, applicants should demonstrate that their proposals will neither undermine the waste planning strategy nor prejudice movement up the waste hierarchy.
- 2.53** This proposed policy is influenced by Policy CS18 in the adopted plan.

### Policy 6: Waste Management Facilities on Non-Allocated Sites

Proposals for waste management facilities on land not specifically allocated for such purposes will be supported, in principle, where it is consistent with the principles established in Policies 1, 4 and 5 and meets (a), (b) and (c) below:

- a. The Proposal will demonstrably contribute towards sustainable waste management, by moving waste up the waste hierarchy.

## Part Two: The Core Policies

- b. The proposal meets at least one of the following:
  - i. It is ancillary to and compatible with both the main use of the site and its surrounding neighbourhood; or
  - ii. If it is not ancillary development, the proposal must demonstrate the quantitative and market need/demand for the development.
  
- c. The proposal meets at least one of the following:
  - i. it is in a suitable location within the urban footprint of a settlement (defined by a 'settlement boundary' or similar, should it exist in the development plan for that location); or
  - ii. it is located on a farm holding, and the proposal is to facilitate agricultural waste recycling or recovery generated by that farm holding; or
  - iii. it is located on a medical or research site, and the proposal is to facilitate the suitable management of waste generated by that site; or
  - iv. it is located on a site allocated for, or in current use as, industrial land (B2 or B8 uses); or
  - v. it is located on a site which generates waste, and such waste is able to be managed on-site; or
  - vi. is co-located with an existing complementary activity, such as an existing waste management site.

## Part Three: Minerals Development Specific Policy

### Introduction to Allocations, Safeguarding and Consultation Areas

- 3.1** The adopted Minerals and Waste Local Plan has a number of consultation and safeguarding areas identified, as well as 'Transport Zones'. For example, Mineral Consultation Areas (MCAs) have been defined as a buffer (typically 250 metres) around the edge of all existing sites and associated permitted reserves, unimplemented permitted reserves and site specific allocations. Similarly, Waste Consultation Areas (WCAs) currently normally cover and extend for 250 metres beyond each key waste management site, and Transport Safeguarding Areas (TSA) are defined to cover and extend 250 metres beyond an designated Transport Zone boundary. Waste Water Treatment Works<sup>(3)</sup> (WWTW) Safeguarding Areas are currently slightly bigger, extending to around 400m beyond the WWTW boundary. Mineral Safeguarding Areas (MSAs) are slightly different again, and are not necessarily linked to a specific allocation or operational site, but are areas with minerals resources of local and national importance.
- 3.2** In all of these cases, the broad purpose is to ensure new development in, or near to, an important site (existing or proposed) or reserve does not prejudice the ongoing or potential operation of that site, sterilize a reserve and/or does not result in amenity issues for occupiers of the new development.
- 3.3** Whilst, in principle, it is proposed that the various Consultation / Safeguarding Areas are retained in the new Minerals and Waste Local Plan (MWLP), we are proposing (subject to your views) the following slightly different approach:
- a. introducing a single policy for each applicable matter, namely, one each for Minerals, Waste, Water Recycling and Transport.
  - b. within that single policy it will refer to 'Allocation Areas' and 'Consultation Areas'. The meaning of 'Allocation Area' will cover existing operations, sites with planning permission and new allocations i.e. even existing operations will be 'allocated' for that use. The 'Consultation Area' is then around the 'Allocation Area' in each case.
  - c. the term 'Safeguarding Area' will be dropped, except for MSAs. The term is currently used on a confusing and inconsistent basis in the current adopted Plan, sometimes referring to a specific facility, sometimes land around a facility, and different again when relating to minerals.
  - d. MSAs will continue as per the current adopted Plan, which is in line with national understanding of what a Mineral Safeguarding Area is, i.e. known locations of specific mineral resources of local and/or national importance, but not necessarily connected in any way to an allocation, nor to any expectation the mineral will be worked from such areas.
  - e. MCAs, as identified in the adopted Plan, relate to existing operations, sites with planning permission and allocated sites ('Allocation Areas'). The NPPF however refers to MCAs in the context of MSAs only. For the purposes of this Plan therefore, MCAs (as per the NPPF) will be deemed to be coterminous with MSAs and will not relate to 'Allocation Areas'. In respect of minerals, the corresponding 'Consultation Areas' will be called 'Mineral Allocation Consultation Areas' (MACAs).
  - f. The term 'Transport Zone' will be dropped, to be replaced by the above terminology (i.e. Transport Infrastructure Allocation Area and Transport Infrastructure Consultation Area).

3 The term Waste Water Treatment Works (used in the current adopted Plan) has been superseded by the term Water Recycling Centre (WRC)

## Part Three: Minerals Development Specific Policy

- g. We will likely retain the same standard 250m/400m extent of buffer Consultation Areas around the (now termed) Allocation Areas, unless you have views as to why those distances are no longer suitable.
- h. As at present, only facilities or reserves which make a significant contribution to minerals or waste management in the plan area will have an Allocation or Consultation Area ascribed.
- i. As well as renaming them, we will review, on a proportionate and evidence led basis, all presently identified boundaries of safeguarding / consultation / transport zone areas to determine whether any should be amended or deleted, or whether new Allocation/Consultation Areas should be identified. However, the presumption will be to retain all Areas unless evidence presents itself to the contrary.

**3.4** Your views on the above principles, and on the boundaries of any specific existing Safeguarding/Consultation Areas would be most welcome.

**3.5** The Minerals related policy is below, whilst similar policies for Waste, Waste Water and Transport Infrastructure can be found later in the plan.

### **Mineral Allocation Areas (MAAs), Mineral Allocation Consultation Areas (MACAs) and Mineral Safeguarding Areas (MSAs)**

**3.6** Mineral Allocation Areas (MAAs) are specific sites identified on the Policies Map. They include existing operational sites, consented sites and land not yet consented but allocated in this plan for future extraction of minerals.

**3.7** They also will include for the first time existing, planned and potential sites for:

- a. concrete batching, the manufacture of other coated materials, other concrete products; and
- b. the handling, processing and distribution of substitute, recycled and secondary aggregate material.

**3.8** If you have any sites (both existing sites which you think you should be safeguarded and candidate new sites) which currently or will make a significant contribution to either category, and which you therefore think should be allocated on the policies map, please let us know.

**3.9** Policy 3 sets the policy framework for MAAs.

**3.10** MACAs are a buffer (currently typically 250 metres) around the edge of MAAs. In defining MACAs, each site is considered individually, and if circumstances suggest the 250 metre 'buffer' from the edge of any site should be varied (e.g. due to mitigation proposals) then this is taken into account.

**3.11** MSAs are not linked to either MAAs or MACAs. They are identified in order that known locations of specific mineral resources of local and/or national importance are not needlessly sterilised by non-mineral development. The purpose of MSAs is to make sure that mineral resources are adequately taken into account in all land use planning decisions. They do not automatically preclude other forms of development taking place, but flag up the presence of important mineral so that it is considered, and not unknowingly or needlessly sterilised.

**3.12** Extensive MSAs are already identified on the Policies Map. It is proposed to retain all such areas, unless evidence arises to delete, amend or add a new MSA. This matter will also be

## Part Three: Minerals Development Specific Policy

considered in the light of the Methodology for Identifying MSAs (May 2018) which is available as a separate document for comment. Your views on this methodology, and any existing or new MSAs are welcome.

- 3.13** The proposed policy below is a substitute for policies CS26 and CS27 in the adopted plan, though in broad terms it generally contains similar criteria.

### Policy 7: Mineral Allocation Areas, Mineral Allocation Consultation Areas and Mineral Safeguarding Areas

**Mineral Allocation Areas (MAAs)** are defined on the Policies Map. Within a MAA, only development for which it is allocated for (including, where relevant, its restoration) will be permitted.

**Mineral Allocation Consultation Areas (MACAs)** are identified on the Policies Map, as a buffer around MAAs. The Mineral Planning Authority must be consulted on all planning applications within MACAs except:

- a. householder applications (minor development works relating to existing property); and
- b. advertisements.

Development within a MACA will only be permitted where it is demonstrated that the development will:

- c. not prejudice the existing or future use of the MAA for which the MCA has been designated; and
- d. not result in unacceptable amenity issues for the occupiers or users of such new development, due to the ongoing or future use of the MAA.

**Mineral Safeguarding Areas (MSAs)** are identified on the Policies Map for mineral resources of local and/or national importance. The Mineral Planning Authority must be consulted on all development proposals in these areas except:

- e. development which is consistent with an allocation in an adopted Local Plan; and
- f. minor householder development within the immediate curtilage of an existing residential building; and
- g. demolition or replacement of residential buildings; and
- h. temporary structures; and
- i. advertisements; and
- j. listed building consent; and
- k. works to trees or removal of hedgerows.

## Part Three: Minerals Development Specific Policy

Development within MSAs which is not covered by the above exceptions will only be permitted where it has been demonstrated that:

- l. the mineral can be extracted where practicable prior to development taking place; or
- m. the mineral concerned is demonstrated to not be of current or future value; or
- n. the development will not prejudice future extraction of the mineral; or
- o. there is an overriding need for the development (where prior extraction is not feasible).

### Borrowpits

- 3.14** In construction and civil engineering, a borrowpit is an area where material (usually soil, gravel and/or sand) has been dug for use at another location nearby. Borrowpits can be found close to many major construction projects.
- 3.15** This proposed policy is generally a carry over and merge of policies CS11 Sand and Gravel Borrowpits and CS12 Engineering Clay. The borrowpit policy in the current adopted plan also addressed the need for borrowpits for the A14 upgrade. Although the borrowpits required have planning permission under the development consent order for the A14 upgrade, it is expected that other infrastructure schemes could come forward over the plan period, thereby necessitating the retention of a similar policy.

#### Policy 8: Borrowpits

Mineral extraction from a borrowpit will only be considered where all of the following are met:

- a. There is a demonstrated need for the mineral to be extracted from the borrowpit; and
- b. It will serve a named project only, and it is well related geographically\* to that project; and
- c. The site will be restored within the same timescale as the project to which it relates; and
- d. Material will not be imported to the borrowpit other than from the project itself, unless such material is required to achieve beneficial restoration; and
- e. The quantity of material and timescale for extraction from the borrowpit will not significantly harm existing operational quarries and local markets.

## Part Three: Minerals Development Specific Policy

\*in order to pass the 'well related geographically' test, the borrowpit must be significantly geographically better located, when taken as a whole, compared with all other relevant allocated or existing operational sites from which the mineral could otherwise be drawn. Factors taken into account to determine this will include, but not necessarily exhausted by, the following: lorry distance travelled and the associated carbon emission of such travel; amenity impact of lorries on local communities; and impact of lorries on the highway network more generally, such as increasing/decreasing congestion or safety. A borrowpit simply being physically nearer the named project, compared with an existing operational or allocated site, will not in itself pass the test.

### Recycled and Secondary Aggregates

- 3.16** The processing of secondary and recycled aggregates (including inert recycling) represents a potentially major source of materials for construction, helping to conserve primary materials and minimising waste. Sites for the handling, storage and processing of recycled and secondary aggregates (including recycled inert waste) are therefore required to ensure provision of 'alternative materials'.
- 3.17** This proposed policy replaces policy CS7 in the adopted plan. It carries forward the reference to the priority of recycled and secondary aggregate over landwon aggregate. The current policy CS7 includes reference to Block Fen / Langwood Fen. The continued allocation of that site (or not) will be a matter considered as part of the preparation of the Further Draft Local Plan.

#### Policy 9: Recycled and Secondary Aggregates

In principle, the authorities will support proposals which assist in the production and supply of recycled / secondary aggregates, particularly where it would assist in reducing the use of land won aggregates.

Specific sites or areas to facilitate a network of permanent and long term temporary recycling facilities across the plan area are identified in the site allocations part of this Local Plan (please note that such facilities will be identified in the Further Draft Local Plan).

Proposals outside of the identified areas, for shorter term temporary recycling facilities, are likely to be suitable on:

- a. Operational, committed and allocated mineral sites; and
- b. strategic development sites (during the construction phase).

### Reservoirs and Other Incidental Mineral Extraction

- 3.18** Reservoirs and other other forms of development can also give rise to incidental mineral extraction. In these cases the MPAs will be the determining authority for a planning application if the proposal involves taking the extracted mineral off site. Applicants will be required to provide a sound justification for the proposal. When determining any of the above proposals the MPAs will be concerned to ensure that the mineral extracted is used in a sustainable manner. In the case of sand and gravel, for example, this could be achieved by processing the mineral on site or exporting it to a nearby processing plant. Clay, if extracted, could be used for nearby engineering projects

## Part Three: Minerals Development Specific Policy

- 3.19 This proposed policy is generally a carry over of adopted policy CS42 Agricultural Reservoirs, Potable Water Reservoirs and Incidental Mineral Extraction with only minor rewording.

### **Policy 10: Reservoirs and Other Incidental Mineral Extraction**

Proposals for new or extensions to existing reservoirs, or other development involving the incidental extraction and off site removal of mineral (such as lakes, boating marinas or, commercial fish ponds), will only be permitted where it can be demonstrated that:

- a. there is a proven need for the proposal; and
- b. any mineral extracted will be used in a sustainable manner; and
- c. where the proposal relates to a reservoir, the design minimises its surface area by maximising its depth; and
- d. the minimum amount of mineral is to be extracted consistent with the purpose of the development; and
- e. the phasing and duration of development adequately reflects the importance of the early delivery of water resources or other approved development

## Part Four: Waste Management Specific Policies

### Waste Allocation Areas (WAAs) and Waste Allocation Consultation Areas (WACAs)

- 4.1** Waste Allocation Areas (WAAs) are specific sites identified on the Policies Map for waste management facilities. It includes existing operational sites (which make a significant contribution to managing any waste stream), committed sites and land not yet with planning permission but identified in the plan for future waste management purposes. Policy 5 sets the policy framework for WAAs.
- 4.2** Waste Allocation Consultation Areas (WACAs) are designated around WAAs to ensure that such sites are protected from development that would prejudice a waste management use or that would be adversely affected by such a use (for example residential development being located close to a waste site and suffering amenity issues).
- 4.3** In line with current policy, it is proposed that WACAs normally extend for 250 metres beyond the WAA. Each site is considered individually, and if circumstances suggest that the 250 metre WACA buffer from the edge of the site should be varied e.g. due to mitigation measures, then this will be taken into account. The WACA is designed to alert prospective developers (and decision takers) to the WAA to ensure adjacent new development is an appropriate neighbouring use. New neighbouring development can impact on waste management sites and make it problematical for them to continue to deliver their important function.
- 4.4** Your views on any existing or the need for new WACAs are welcome.
- 4.5** The proposed policy below is a substitute for Policy CS30 in the adopted plan, though in broad terms it generally contains similar criteria.

#### Policy 11: Waste Allocation Areas and Waste Allocation Consultation Areas

**Waste Allocation Areas (WAAs)** are defined on the Policies Map. Within a WAA, development for which it is not allocated for will not be permitted, other than for ancillary development meeting Policy 6.

Waste Allocation Consultation Areas (WACAs) are identified on the Policies Map, as a buffer around WAAs. The Waste Planning Authority must be consulted on all planning applications within WACAs except:

- a. householder applications (minor development works relating to existing property); and
- b. advertisements.

Development within a WACA will only be permitted where it is demonstrated that the development will:

- c. Not prejudice the existing or future use of the WAA for which the WACA has been designated; and
- d. Not result in unacceptable amenity issues for the occupiers or users of such new development, due to the ongoing or future use of the WAA.

## Part Four: Waste Management Specific Policies

In instances where a waste management facility of significance is approved on a non-allocated site, and such a facility will make a significant contribution to managing any waste stream, then the policy principle of a WACA 250m around such a facility is deemed to automatically apply, despite such a WACA for it not being identified on the Policies Map.

### Water Recycling Allocation Areas (WRAAs) and Water Recycling Consultation Areas (WRCAs)

- 4.6** It is essential that adequate sewage and waste water infrastructure is in place prior to development taking place in order to avoid unacceptable impacts on the environment, such as sewage flooding residential or commercial properties, or the pollution of land and watercourses. It is also important that the operation of existing facilities can be maintained. As such, all existing Water Recycling Centres (WRCs) with a capacity exceeding 2,000 population equivalent are proposed to be given a Water Recycling Allocation Area (WRAA) in this plan. Any new centres which are allocated in this plan will similarly get such status.
- 4.7** In order to ensure that dwellings, offices and other development, the future occupants of which are likely to be sensitive to odours, are not developed in locations which could be affected by odour nuisance, and to ensure that existing water recycling plants can continue to fully function, Water Recycling Consultation Areas (WRCA) (currently referred to as Safeguarding Areas in the adopted plan) around all WRAAs will continue to apply, in line with existing policy.
- 4.8** The WRCA extends to 400 metres around the boundary of a site. Within these areas there will be a presumption against allowing any new development which is potentially odour sensitive. Odour sensitive development includes buildings normally occupied by people and would include houses, offices, industrial units, sport and recreational buildings.
- 4.9** This policy is generally a carry over of adopted policy CS17 Waste Water Treatment Works and Policy CS31 Waste Water Treatment Safeguarding Areas. The adopted policies makes reference to a new Water Recycling Centre north of Ely. Whether that allocation is carried forward into this new plan will be a matter consulted upon at the Further Draft stage (though comments on this site and on the inclusion of other potential sites would be welcome at this stage).
- 4.10** Cambridge City Council and South Cambridgeshire District Council are preparing an Area Action Plan for the Cambridge Northern Fringe East, which will provide a more detailed policy framework for development in this area. Various policy options are being considered, one of which includes the potential relocation of the Cambridge Water Recycling Centre.
- 4.11** In the event that the relocation of the Cambridge Water Recycling Centre is pursued the adopted Cambridgeshire and Peterborough Minerals and Waste Development Plan provides the statutory local waste policy framework under which any proposals would be considered.

## Part Four: Waste Management Specific Policies

### Policy 12: Water Recycling Allocation Areas and Water Recycling Consultation Areas

Water Recycling Centres (WRCs) are essential infrastructure, and those of significance are allocated on the Policies Map as Water Recycling Allocation Areas (WRAAs).

New water recycling capacity, whether on WRAAs or elsewhere, including the improvement or extension to existing works, will be supported in principle, particularly where it is required to meet wider growth proposals identified in the Development Plan. Proposals for such development must demonstrate that:

- a. there is a suitable water course to accept discharged treated water and there would be no unacceptable increase in the risk of flooding to others; and
- b. there is a ready access to the sewer infrastructure or area to be served; and
- c. if a new site or an extension to an existing site is less than 400 metres from existing buildings normally occupied by people, an odour assessment demonstrating that the proposal is acceptable will be required, together with appropriate mitigation measures; and
- d. adequate mitigation measures will address any unacceptable adverse environmental and amenity issues raised by the proposal, which may include the enclosure of odorous processes.

Water Recycling Consultation Areas (WRCA) are identified on the Policies Map around Water Recycling Allocation sites (a 400m buffer) to prevent the encroachment of sensitive development which would give rise to future amenity issues and impose additional constraints on the operation of the allocated site.

The Waste Planning Authority must be consulted on any planning proposal within a WRCA except:

- e. householder applications (minor development works relating to existing property); and
- f. advertisements.

Within the WRCA there is a presumption against allowing development which would:

- g. be buildings regularly occupied by people; or
- h. be land which is set aside for regular community use (such as open space facilities designed to attract recreational users, but excluding, for example, habitat creation which is not designed to attract recreational users).

Where such development is proposed within a WRCA the application must be accompanied by an odour assessment report. The assessment must consider existing odour emissions of the WRC at different times of the year and in a range of different weather conditions. Planning permission will only be granted when it has been demonstrated that the proposed development would not be adversely affected by the continued operation (or future planned operation) of the WRC.

## Part Four: Waste Management Specific Policies

Where small scale WRCs exist, but are not designated as a WRAA on the policies map, then a proportionate application of the principles in this policy will apply.

### Landfill and Land Raising

**4.12** This proposed policy covers a variety of matters relating to landfill and land raising, and broadly incorporates the elements from the following adopted policies:

- CS19 The Location of Hazardous Waste Facilities - Resource Recovery and Landfill (the landfill element)
- CS20 Inert Landfill
- CS21 Non-hazardous Landfill
- CS45 Landraising

### Policy 13: Landfill and Land Raising

#### Inert Waste

Proposals for the deposit of inert waste to land will only be permitted where required to fulfil a restoration scheme at a mineral extraction site.

#### Stable Non-Reactive Hazardous Waste

Proposals for the disposal of Stable Non-Reactive Hazardous Waste for landfill will only be permitted at those sites identified as such on the Policies Map.

#### Non-Hazardous Waste

Proposals for non-hazardous waste for landfill on non-allocated sites will not normally be permitted unless:

- a. supplementary landfill engineering is required for reasons of stability or to address existing / potential pollution risk; or
- b. complementary landfill is required to maintain the long term viability of a Stable Non-Reactive Hazardous Waste facility.

#### Hazardous Waste

Note at this Preliminary Plan Stage the authorities are currently assessing the need (or not) for facilities to deal with hazardous waste. A draft policy position will be set out by the time of the Further Draft Local Plan consultation stage.

#### Landraising

Landraising will only be permitted in exceptional circumstances where there is a need for a waste disposal facility to accommodate waste arising that cannot be accommodated by any other means or where it forms an essential part of an agreed site restoration scheme.

## Part Four: Waste Management Specific Policies

### Radioactive and Nuclear Waste

- 4.13** The relatively soft, sedimentary nature of the geology of the Plan area is not considered suitable to allow the construction of appropriate structures for the long term storage and disposal of intermediate and higher activity radioactive wastes.
- 4.14** Controlled disposal of low level radioactive waste takes place at authorised landfill sites where limitations are placed on the type of container, the maximum activity per waste container, and the depth of burial below earth or ordinary waste. Limited disposal also takes place at Addenbrookes hospital via incineration.
- 4.15** This proposed policy is a combination of adopted policies CS43 Nuclear Waste and CS44 Low Level Radioactive Waste.

#### Policy 14: Radioactive and Nuclear Waste

Whilst no sites are intended at this stage to be identified for such use in this Local Plan, where there is a demonstrated need for low level radioactive waste management facilities, such proposals will be considered on their merits, including demonstration that it represents the most appropriate management option.

Proposals for the treatment, storage or disposal of intermediate or higher activity radioactive and nuclear waste will not be permitted.

### Landfill Mining and Reclamation

- 4.16** This proposed policy is generally a carry over of adopted policy CS46 Mining of Landfill Waste but now includes reference to reclamation. It may be viable and beneficial to allow for the reclamation of such sites to enable re-use of land. However, excavating a landfill site close to residential properties may not be acceptable due to amenity issues.

#### Policy 15: Landfill Mining and Reclamation

The mining or excavation of landfill waste will only be supported where it can be demonstrated that:

- a. without the excavation of waste, the site is posing an unacceptable risk to human health, safety or to the environment; or
- b. removal is required to facilitate other development, provided such other development is in the public interest and the removal would not significantly adversely harm the amenities, temporarily or permanently, of nearby residents or other neighbours.

## Part Four: Waste Management Specific Policies

It must be demonstrated that any waste can be handled without posing additional risk to human health, safety or to the environment.

### Waste Management Needs arising from Residential and Commercial Development

- 4.17** The councils will endeavour to ensure that the implications for waste management arising directly from non minerals and waste management development are adequately and appropriately addressed.
- 4.18** This approach is currently taken forward through the Cambridgeshire and Peterborough Waste Partnership (RECAP), and is reflected in the adopted RECAP Waste Management Design Guide Supplementary Planning Document (SPD) (2012). This Guide sets out practical information on the provision of waste storage, waste collection and recycling in residential and commercial developments. It also includes a Toolkit which developers of such proposals are required to complete and submit as part of their planning application. This enables the developer and planners to assess compliance with the SPD; and also to consider what, if any, developer contributions may be required for the provision of bring sites and / or contribution to the Household Recycling Centre service.
- 4.19** In Cambridgeshire the RECAP Guide serves a valuable purpose, and therefore it is proposed that key elements of the Guide, including the Toolkit, will be retained and set out in an Appendix.
- 4.20** In Peterborough separate guidance is now in place, so the following proposed policy will not apply to such development in this area.
- 4.21** Your views on the proposed approach and policy are welcomed. The policy below draws partly on the approach of current policies:
- CS16 Household Recycling Centres
  - CS28 Waste Minimisation, Re-use, and Resource Recovery

#### **Policy 16: Waste Management Needs arising from Residential and Commercial Development**

In Cambridgeshire residential and commercial planning applications must be accompanied by a completed RECAP Waste Management Guide Toolkit, consistent with the guidance set out in Appendix X (this will be available for consultation at the Further Draft consultation stage).

Where appropriate, and as determined through an assessment of the RECAP Toolkit submission, such new development will contribute to the provision of bring sites and / or the Household Recycling Centre service.

## Part Five: Policies for Minerals and Waste Management Proposals

### Transport Infrastructure Allocation Areas (TIAAs) and Transport Infrastructure Consultation Areas (TICAs)

- 5.1 Transport Infrastructure Allocation Areas (TIAAs) (currently known as Transport Zones in the adopted plan) will continue to be defined for existing / planned areas where sustainable transport of minerals and / or waste management is, or will be, taking place. This may include railheads, wharves and ancillary facilities.
- 5.2 Transport Infrastructure Consultation Areas (TICAs) (currently known as Safeguarding Areas in the adopted plan) will, it is proposed, continue to be defined to cover and extend 250 metres beyond the TIAA boundary. Within a TICA, the Mineral Planning Authority (MPA) / Waste Planning Authority (WPA) must be consulted on all planning applications with the exception of minor householder applications or advertisement proposals. This is because proposed development in, on the edge of, or in close proximity to a transport facility can prejudice existing or future transport operations.
- 5.3 The following proposed policy also provides, in principle, support for new proposals which contribute to the sustainable transport of materials.
- 5.4 This proposed policy is generally a carry over of adopted policy CS23 Sustainable Transport of Minerals and Waste, though it presently omits reference to Chesterton Sidings, which may or may not be re-included in the Plan following consultation and consideration of all site allocations.
- 5.5 Please also see Policy 25 for wider transport and highway related policy requirements relating to matters such as traffic, highways, Heavy Commercial Vehicles (HCVs) and Public Rights of Way.

#### **Policy 17: Transport Infrastructure Allocation Areas (TIAAs) and Transport Infrastructure Consultation Areas (TICAs)**

Certain types of transport infrastructure are essential in order to help facilitate more sustainable transportation of minerals and waste. Those of significance (including future proposals) are allocated on the Policies Map as Transport Infrastructure Allocation Areas (TIAAs). Development which would result in the loss of or reduced capacity of such an Allocation will not be permitted unless it can be demonstrated that either:

- a. the loss or reduced capacity will have no impact on the ability of minerals or waste to be transported by sustainable means, both now and for accommodating future planned growth; or
- b. alternative, suitable and sufficient capacity is to be developed elsewhere (and in which case is likely to be required to be implemented before the loss or reduced capacity has occurred).

New relevant transport infrastructure capacity (such as wharves, railheads, conveyor, pipeline and other forms of sustainable transport), whether on TIAAs or elsewhere, including the improvement or extension to existing sites, will be supported in principle, particularly where it is required to meet wider growth proposals identified in a Development Plan.

## Part Five: Policies for Minerals and Waste Management Proposals

Transport Infrastructure Consultation Areas (TICA) are identified on the Policies Map as a buffer (generally 250m) around TIAAs. The Mineral / Waste Planning Authority must be consulted on any planning proposal within a TICA except:

- c. householder applications (minor development works relating to existing property); and
- d. advertisements

Development within a TICA will only be permitted where it is demonstrated that the development will:

- e. not prejudice the existing or future use of the TIAA for which the TICA has been designated; and
- f. not result in unacceptable amenity issues or adverse impacts to human health for the occupiers or users of such new development, due to the ongoing or future use of the TIA site.

In instances where a transport infrastructure facility of significance is approved on a non-allocated site, and such a facility will make a significant contribution to the sustainable transport of minerals and/or waste, then the policy principle of a TICA 250m around such a facility is deemed to automatically apply, despite such a TICA for it not being identified on the Policies Map.

### Design

- 5.6** The following policy is primarily associated with waste management facilities, because such facilities normally includes an element of permanent new build development. Such development must be of a high quality design. Minerals related proposals often do not include new development, or at least not development which is intended to be of permanent use. Nevertheless, should a minerals proposal include some form of built development, then the following proposed policy would apply.
- 5.7** The current 'The Location and Design of Waste Management Facilities' Supplementary Planning Document (SPD) (2011) provides specific guidance on the design of waste management facilities, and has been used to inform the design of waste management facilities in the Plan area. The proposal is to either keep the SPD or for key elements of it to be incorporated into the new Local Plan, as an Appendix. A further alternative would be to revoke the SPD, and rely solely on the proposed design policy below. Your views on this approach would be welcomed.

**Part Five: Policies for Minerals and Waste Management Proposals****Policy 18: Design**

All waste management development, and where relevant minerals development, should secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings. The design of built development and the restoration of sites should where appropriate complement and enhance local distinctiveness and character.

New minerals and waste management development should, where appropriate:

- a. Make effective and efficient use of land and buildings, through the design, layout and orientation of buildings on site and through the prioritising of previously developed land;
- b. Be durable, flexible and adaptable over its planned lifespan, taking into account potential future social, economic, technological and environmental needs through the structure, layout and design of buildings and places;
- c. Provide a high standard of amenity for users of new buildings and maintain or enhance the existing amenity of neighbours;
- d. Be designed to reduce crime, minimise fire risk, create safe environments, and provide satisfactory access for emergency vehicles;
- e. Create visual richness through building type, height, layout, scale, form, density, massing, materials and colour and through landscape design;
- f. Retain or enhance important features and assets within the landscape, treescape or townscape and conserve or create key views;
- g. Provide well designed boundary treatments (including security features) that reflect the function and character of the development and its surroundings;
- h. Take account of any relevant landscape character assessments and be supported by a landscape enhancement scheme; and
- i. Provide attractive, accessible and integrated vehicle and cycle parking which also satisfies any parking standard in adopted Local Plans and, unless impractical, incorporates facilities for electric plug-in and other ultra-low emission vehicles.

**Further Guidance**

For detailed design guidance relating to waste management proposals, please refer to The Location and Design of Waste Management Facilities' SPD (2011) (or in Appendix X, if it is determined to remove the SPD and bring elements into the Local Plan)

**Amenity Considerations**

- 5.8** Minerals and waste management development can have the capacity to adversely impact on the amenity of local residents, business and other users of land. This could be in the immediate vicinity of the development, or for example along transportation routes associated with the development.

## Part Five: Policies for Minerals and Waste Management Proposals

- 5.9** Development should aim to ensure that a high standard of amenity is retained and, where possible, enhanced, for all existing and future users of land and buildings which may be affected.

### Policy 19: Amenity Considerations

New development should not result in an unacceptable impact on the amenity of existing occupiers of any land or property, including:

- a. harm to human health or safety;
- b. ability of the neighbouring use (or planned neighbouring use) to remain an ongoing operation;
- c. privacy for the occupiers of any nearby property;
- d. noise and/or vibration levels resulting in disturbance for the occupiers or users of any nearby property or land;
- e. loss of light to and/or overshadowing of any nearby property;
- f. air quality from odour, fumes, dust, smoke or other sources;
- g. light pollution from artificial light or glare;
- h. litter; and
- i. flies, vermin and birds.

Where there is the potential for any of the above impacts to occur, an assessment appropriate to the nature of that potential impact should be carried out, and submitted as part of the proposal, in order to establish, where appropriate, the need for any mitigation.

### Restoration and Aftercare

- 5.10** Most mineral development is of a temporary nature, as is some waste development, notably that related to landfill. Development that is temporary in nature should always have an approved scheme for restoration and an end date by which this will have been implemented.
- 5.11** Achieving the satisfactory restoration of minerals sites and former waste management sites is of paramount importance. Restoration of minerals and waste sites must be done progressively, with sections of the site worked and then restored at the earliest opportunity. It is acknowledged however that the particular after-use of a site should be a matter for discussion on a case by case basis, so the policy should not seek to be too prescriptive, providing instead more general requirements. This proposed policy therefore is generally a carry over of adopted Policy CS25 Restoration and Aftercare of Mineral and Waste Management Sites, with only slight rewording, plus a small element taken from adopted Policy CS22 Climate Change is included.

## Part Five: Policies for Minerals and Waste Management Proposals

### Policy 20: Restoration and Aftercare

The restoration of mineral workings and waste management sites will be phased to achieve a beneficial after-use, along with appropriate aftercare arrangements. Such proposals must, where appropriate:

- a. reflect strategic and local objectives for countryside enhancement and green infrastructure, including those set out in relevant Local Plans and Green Infrastructure Strategies;
- b. contribute to identified water storage needs and / or water supply objectives and incorporate these within the restoration scheme;
- c. achieve or assist in achieving the creation of priority habitats and / or Plan area Biodiversity Action Plan targets, incorporating the relevant biodiversity after-use within the restoration scheme;
- d. protect geodiversity and improve educational opportunities by incorporating this element within the restoration scheme, by leaving important geological faces exposed and retaining access to them;
- e. restore the land back to high grade agricultural use but only if it is clearly demonstrated to be the most suitable after-use (based on the principles of sustainable development); and
- f. incorporate within the restoration scheme amenity uses, such as formal and informal sport, navigation, and recreation uses.

In the case of mineral workings, restoration schemes which will contribute to addressing or adapting to climate change will, in principle, be supported e.g. through flood water storage, and biodiversity proposals which create habitats which act as wildlife corridors and living carbon sinks. Any site specific restoration and after-care requirements will be set out in the site allocation section of this Local Plan.

### Mitigation Measures

- 5.12** Sometimes, proposals can result in some form of harm, but that harm could be suitably mitigated against. The following proposed policy captures this point, by making it clear when mitigation measures would be suitable and necessary. More specific mitigation measures are also included in other policies, such as Policy 22: Biodiversity and Geodiversity.
- 5.13** This proposed policy is a new one, not currently present in the adopted Minerals and Waste Plan.

## Part Five: Policies for Minerals and Waste Management Proposals

### Policy 21: Mitigation measures

Where harm is identified, but such harm could not be avoided and/or minimised to an acceptable level, then appropriate mitigation measures will be required.

Any mitigation measures must:

- a. reduce the impact to an acceptable level; and
- b. be visually acceptable; and
- c. have an appropriate maintenance regime agreed; and
- d. not have an excessive carbon cost, either to implement or to maintain (for example, mechanical ventilation of homes will not be approved as a mitigation measure, except in very exceptional circumstances).

Legal agreements may be required in order to ensure delivery and maintenance of any agreed mitigation measures.

### Biodiversity and Geodiversity

**5.14** Cambridgeshire and Peterborough have a range of sites recognised for their environmental quality, a number of which have international status. It is considered appropriate to include a comprehensive policy within this Minerals and Waste Local Plan which reflects the authorities proposed approach to biodiversity and geodiversity. This is to, through the development management processes, management agreements and other positive initiatives:

- a. aid the management, protection, enhancement and creation of priority habitats, including limestone grasslands, woodlands and hedgerows, wet woodlands, rivers and flood meadows;
- b. promote the creation of an effective, functioning ecological network throughout the plan area, consisting of core sites, buffers, wildlife corridors and stepping stones that link to green infrastructure across the plan area (or potentially in adjoining local authority areas) and to respond to and adapt to climate change;
- c. safeguard the value of previously developed land where it is of significant importance for biodiversity and/or geodiversity; and
- d. work with developers and Natural England to identify a strategic approach to great crested newt mitigation, where this is required, on major sites and other areas of key significance for this species.

**5.15** As such, your views are invited on the proposed approach and the following policy.

## Part Five: Policies for Minerals and Waste Management Proposals

### Policy 22: Biodiversity and Geodiversity

#### International Sites

The highest level of protection will be afforded to international sites designated for their nature conservation or geological importance. Proposals having an adverse impact on the integrity of such areas, that cannot be avoided or adequately mitigated to remove any adverse effect, will not be permitted other than in exceptional circumstances. These circumstances will only apply where:

- a. there are no suitable alternatives; and
- b. there are imperative reasons of overriding public interest; and
- c. necessary compensatory provision can be secured.

Development proposals that are likely to have an adverse effect, either alone or in-combination, on European designated sites must satisfy the requirements of the Habitats Regulations, determining site specific impacts and avoiding or mitigating against impacts where identified. Mitigation may involve providing or contributing towards one or more of the following measures:

- d. Access and visitor management measures within the international site;
- e. Improvement of existing greenspace and recreational routes;
- f. Provision of alternative natural greenspace and recreational routes;
- g. Monitoring of the impacts of new development on international designated sites to inform the necessary mitigation requirements and future refinement of any mitigation measures;
- h. Other potential mitigation measures to address air pollution impacts e.g. emission reduction measures, on site management measures.

#### National Sites

Development proposals within or outside a Site of Special Scientific Interest (SSSI), likely to have an adverse effect on a SSSI (either individually or in combination with other developments), will not normally be permitted unless the benefits of the development, at this site, clearly outweigh both the adverse impacts on the features of the site and any adverse impacts on the wider network of SSSIs.

#### Local Sites

Development likely to have an adverse effect on locally designated sites, their features or their function as part of the ecological network, including County Wildlife Sites, Local Geological Sites and sites supporting Biodiversity Action Plan habitats and species, will only be permitted where the need and benefits of the development clearly outweigh the loss and the coherence of the local ecological network is maintained.

#### Habitats and Species of Principal Importance

Where adverse impacts are likely on the protection and recovery of priority species and habitats, development will only be permitted where the need for and benefits of the development clearly

## Part Five: Policies for Minerals and Waste Management Proposals

outweigh these impacts. In such cases, appropriate mitigation or compensatory measures will be required.

### Biodiversity and Geodiversity in Development

All development proposals should:

- i. Conserve and enhance the network of habitats, species and sites (both statutory and non-statutory) of international, national and local importance commensurate with their status and give appropriate weight to their importance;
- j. Avoid negative impacts on biodiversity and geodiversity;
- k. Deliver a net gain in biodiversity, proportionate to the scale of development proposed, by creating, restoring and enhancing habitats and enhancing them for the benefit of species;
- l. Where necessary, protect and enhance the aquatic environment within or adjoining the site, including water quality and habitat. For riverside development, this includes the need to consider options for riverbank naturalisation. In all cases regard should be had to the Cambridgeshire Flood and Water SPD or Peterborough Flood and Water SPD (or their successors).

Minerals and Waste Management proposals must be accompanied by a completed biodiversity checklist (see respective planning authority website for details) and must identify features of value on and adjoining the site and to provide an audit of losses and gains in existing and proposed habitat. Where there is the potential for the presence of protected species and/or habitats, a relevant ecological survey(s) must be undertaken by a suitably qualified ecologist. The development proposals must be informed by the results of both the checklist and survey.

### Mitigation of Potential Adverse Impacts of Development

Development should avoid adverse impact on existing biodiversity and geodiversity features as a first principle. Where adverse impacts are unavoidable they must be adequately and proportionately mitigated. If full mitigation cannot be provided, compensation will be required as a last resort where there is no alternative.

## Heritage Assets

- 5.16** The Minerals and Waste Planning Authorities recognise that the historic environment plays an important role in the quality of life experienced by local communities and the proposed approach is to protect, conserve and seek opportunities to enhance the local area's rich and diverse heritage assets and their settings, for the enjoyment of current and future generations.
- 5.17** Nationally designated heritage assets within the plan area include Scheduled Monuments, Listed Buildings, Conservation Areas and Registered Parks and Gardens. The designation of heritage assets has largely focused on more tangible or visible interest, and as such there are many areas of archaeological interest which are of national importance that are not scheduled. Designated sites receive statutory protection under heritage protection legislation. However, others that are considered locally significant (such as ridge and furrow) or, that may not yet be identified (such as in the case of archaeological interests), do not. Such assets may present an important resource in terms of place-making and developing an understanding of our history, which if not addressed early may be lost.

## Part Five: Policies for Minerals and Waste Management Proposals

- 5.18** Minerals development, more so than waste, is generally quite an intensive activity in relation to potential impacts on the historic environment due to its extractive nature. However, it is acknowledged that both minerals and waste development have the potential to affect different types of heritage assets and their setting.
- 5.19** For this reason, it is important that adequate information and evidence is available to inform the decision making process, ensuring that the potential impact of the proposal on the historic environment and the significance of heritage assets (including undesignated assets) and their setting is understood. In the case of archaeology, such interests are often not identified until the process of assessment or evaluation has begun. Where there is thought to be a risk of such interests being present a phased approach for assessing the significance of heritage assets involving desk-based assessments and / or field evaluations may be required.
- 5.20** It is considered appropriate to include a comprehensive policy within this Minerals and Waste Local Plan. As such, the following is a proposed policy. This proposed policy is a replacement for adopted policy CS36 Archaeology and the Historic Environment.

### Policy 23: Heritage Assets

The Councils recognise: the desirability of sustaining and enhancing the significance of heritage assets; the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring; the desirability of new development making a positive contribution to local character and distinctiveness; and the opportunities to draw on the contribution made by the historic environment to the character of a place.

As such, all minerals and waste management proposals will be subject to the policy requirements set out in the NPPF.

To assist decision makers, all development proposals that would directly affect any heritage asset and its setting (whether designated or non-designated), will need to be accompanied by a Heritage Statement which, as a minimum, should:

- a. describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest; and
- b. identify the impact of the development on the special character of the asset (including any cumulative impacts); and
- c. provide a clear justification for the works, especially if harm would be caused to the significance of the asset or its setting, so that the harm can be mitigated and weighed against public benefits.

The level of detail in the Statement should be proportionate to the asset's significance and sufficient to understand the potential impact of the proposal on its significance and/or setting.

Where appropriate, and particularly for minerals development proposals, the Statement must also consider the hydrological management of the site and the potential effects that variations in the water table may have on known archaeological remains. This assessment may be required to address an area beyond the planning application boundary.

## Part Five: Policies for Minerals and Waste Management Proposals

### Water Resources

- 5.21** This policy is generally a carry over of adopted policy CS39 Water Resources and Water Pollution Prevention. Please note that the Cambridgeshire Flood and Water SPD and Peterborough Flood and Water Management SPD referred in the policy below was not formally adopted by the County Council but rather by each individual district council within Cambridgeshire. The County Council has, however, endorsed its contents.

#### Policy 24: Water Resources

Minerals and waste management development will only be permitted where it can be demonstrated that there would be no significant adverse impact on:

- a. the quantity or quality of surface or groundwater resources; and
- b. the quantity or quality of water abstraction currently enjoyed by abstractors unless acceptable alternative provision is made; and
- c. the flow of groundwater at or in the vicinity of the site; and
- d. increased flood risk, both on-site and off-site.

All proposed development will be required to incorporate adequate water pollution control and monitoring measures.

Proposals should also have due regard to the latest policies and guidance in the Cambridgeshire Flood and Water SPD and the Peterborough Flood and Water Management SPD (or their successors).

### Traffic, Highways and Rights of Way

- 5.22** This policy is generally a combination of adopted policies CS32 Traffic and Highways and CS37 Public Rights of Way.
- 5.23** In addition to the policy below, site specific policies found in the site allocations of this plan will, where appropriate, set out any known Traffic, Highways and Rights of Way specific matters that will need to be addressed for that particular site.

**Part Five: Policies for Minerals and Waste Management Proposals****Policy 25: Traffic, Highways and Rights of Way**

Mineral and waste management development will only be permitted where:

- a. it is demonstrated that opportunities for the use of alternative methods of transport have been evaluated and the most appropriate pursued;
- b. access and the highway network serving the site are suitable or could be made suitable and able to accommodate any increase in traffic and / or the nature of the traffic associated with the development;
- c. any associated increase in traffic or highway improvements would not cause unacceptable harm to the environment, road safety or residential amenity; and
- d. binding agreements covering lorry backloading, routing arrangements and Heavy Commercial Vehicle (HCV) signage for mineral and waste traffic are agreed.

**Use of HCV Route Network**

Where minerals and/or waste is to be taken on or off a site by the highway network, then all proposals must demonstrate how any identified HCV Route Network is, where reasonable and practical to do so, to be utilised (including robust arrangements to ensure that the use of the HCV Route Network takes place and is enforceable). Any non-allocated minerals and waste management facility which would require significant use of the highway must be well related to the HCV Route Network and put in place robust measures to ensure it is used in an enforceable way.

**Public Rights of Way**

Proposals must make provision for the enhancement of the public rights of way network where practicable, with a view to providing new routes and links between existing routes. Priority should be given to meeting the objectives of any Rights of Way Improvement Plans. Where development would adversely affect the permanent use of public rights of way (including temporary diversions) planning permission will only be granted where alternative routes are provided that are of equivalent convenience, quality and interest.

**Sustainable Use of Soils**

- 5.24** Agricultural land is an important national resource, and together Cambridgeshire and Peterborough have a larger proportion of high quality agricultural land than any other area in England.
- 5.25** This proposed policy is a carry over of adopted policy CS38 Sustainable Use of Soils with only minor rewording.

## Part Five: Policies for Minerals and Waste Management Proposals

### Policy 26: Sustainable Use of Soils

Minerals or Waste development which affects best and most versatile agricultural land will only be permitted where it can be shown:

- a. it incorporates proposals for the sustainable use of soils; and
- b. the proposed restoration can be shown to positively contribute to the long term conservation of soils; and
- c. (for non-allocated sites) there is a need for the development and an absence of suitable alternative sites using lower grade land has been demonstrated

### Aerodrome Safeguarding

- 5.26** The main hazard arising from mineral and waste development which is located close to airports, aerodromes or their flight paths is bird strike. Whilst it would be impossible for all proposals to demonstrate no increase in hazard to air traffic, the word significant in the policy should be interpreted carefully, and it may mean only a slight potential increase in the hazard would constitute a 'significant' occurrence, due to the consequence of the hazard should it materialise.
- 5.27** This proposed policy is a carry over of policy CS40 Airport Safeguarding in the adopted Core Strategy with only minor rewording.

### Policy 27: Aerodrome Safeguarding

Mineral and Waste management development within aerodrome safeguarding areas will only be permitted where it can be clearly demonstrated that the development would not constitute a significant hazard to air traffic. Where it cannot be demonstrated, or where the significance of any hazard is uncertain, the proposal will be refused. The preparation and implementation of an approved Bird Management Plan may be required.

### Other Developments Requiring Importation of Materials

- 5.28** Some forms of development might not be primarily minerals and waste management related, but may result in the importation of minerals or inert waste as part of the proposals.

## Part Five: Policies for Minerals and Waste Management Proposals

### **Policy 28: Other Developments Requiring Importation of Materials**

Proposals for developments (including golf courses and any other significant outdoor recreation facilities) which require the importation of significant quantities of minerals and/or inert waste, will only be permitted where it can be demonstrated that:

- a. the proposal does not prejudice the restoration of mineral extraction sites, and
- b. there is a proven need for the material to be imported; and
- c. any mineral or waste imported will be used in a sustainable manner; and
- d. the minimum amount of material is imported, consistent with the purpose of the development.

The determination of planning applications will have regard to the objectives of the mineral and waste spatial strategies in this Plan.

## Part Five: Policies for Minerals and Waste Management Proposals

## Part Six: Site Allocations and Call for Sites

### Site Allocations and Call for Sites

- 6.1** As part of the new Minerals and Waste Local Plan, sites for mineral workings and waste management facilities will be identified on the Policies Map, along with other information, such as safeguarding and consultation areas. At this stage of the plan, however, no site allocations are proposed nor any other changes to the Policies Map.
- 6.2** As part of this Preliminary Plan consultation<sup>(4)</sup>, the councils are asking landowners, their agents and developers to submit sites for future minerals and / or waste management development. This includes existing allocated sites for which planning permission has not yet been granted. No allocation will be automatically taken forward. All sites submitted should complete a site submission form in full, complete with all of the mandatory supporting information.
- 6.3** The existing Core Strategy made three strategic allocations, two of which relate to the Block Fen / Langwood Fen area, in Cambridgeshire. The Block Fen / Langwood Fen allocations seek to take forward a long term vision which extends to around 2050, i.e. beyond the existing plan period and the plan period of the new Local Plan. The allocations are for the extraction of 24 million tonnes of sand and gravel, and for 14 million m<sup>3</sup> of inert landfill.
- 6.4** These exceptional allocations were made having regard to the unique opportunity of the site to contribute, through mineral extraction and restoration, to the creation of around 480 hectares of lowland wet grassland habitat which will enhance the internationally important (but declining) Ouse Washes. The site, as set out in the adopted Plan, also offers the opportunity for the creation of 10 million m<sup>3</sup> of water storage contributing to the delivery of the Environment Agency's Cranbrook / Counter Drain Strategy. The allocation is also supported by a supplementary planning document which sets out in more detail how the allocations should be delivered.
- 6.5** However, since the allocations were made progress has been less than anticipated (partly due to the economic downturn); and the question of whether the allocations are deliverable in part, or in their entirety, has been raised. This preliminary consultation gives the councils an opportunity to consider if the strategy in the Block Fen / Langwood Fen area should or can be carried forward in the new Plan. This is a significant issue as it will influence the mineral and waste spatial strategies in the new Plan, and the level of provision which is made elsewhere in the Plan area if the allocations are carried forward.
- 6.6** Your views on whether Block Fen / Langwood Fen allocations should be carried forward, in part or in their entirety, would be most welcome, as well as your views as to whether the policy requirements for those allocations also need amending. Please provide evidence to support your view, if at all possible. However, for the avoidance of doubt, all non-consented allocations will be reviewed, not just these strategic allocations, so your views on any site (including its policy requirements) would be welcome.
- 6.7** Site suggestion forms are located at the end of this document (Appendix 1 for Minerals and Appendix 2 for Waste Management) and should be returned to us no later than **midnight xx June 2018**.

### Site Assessment Methodology

- 6.8** In order to facilitate delivery of the identified provision rate (for minerals) and capacity needs (for waste management) the plan is likely to need to identify allocations for mineral extraction and may need to identify allocations or areas of search for development of waste management facilities. Such elements that are to be taken forward through the plan-making process should

4 this stage satisfies Regulation 18 of the The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended)

## Part Six: Site Allocations and Call for Sites

be based upon a robust and credible assessment of deliverability, the suitability of the land and surrounding environment to accommodate the proposed development, as well as the potential contribution towards sustainable development.

- 6.9** In order to ascertain potential impacts arising from the implementation of minerals and waste development (and subsequently those sites/areas that are appropriate to take forward to facilitate delivery of aggregates or waste management capacity and contribute towards the development of sustainable communities) a more focussed assessment method is needed. The site assessment process plugs into both the plan-making and Sustainability Appraisal (SA) processes as it uses key elements of both of these. The key decision making criteria for the Site Assessment Methodology have been derived from a review of the planning policy context, the plan and SA objectives as well as local considerations. In this manner the site assessment process acts as a decision-making tool for the plan-making process and a direct extension of the SA process.
- 6.10** The purpose of the Site Assessment Methodology is to ensure consistency, maintain transparency and provide a sound basis for site assessment and the selection of the preferred options, or potential allocations and designations. The findings of the site assessment process and SA, coupled with consultation throughout the plan-making process, will assist in identifying sites that are appropriate to take forward as allocations/designations.
- 6.11** A review of the policy context will be undertaken to identify the key criteria used to determine site suitability and potential impacts on the receiving environment (site sensitivity). The SA objectives form the base for the development of the assessment criteria.
- 6.12** The site assessment process is not intended to provide an exhaustive listing of decision-making criteria, or to replace the development assessment process. It is also important to note that the level of assessment should be proportionate with respect to the plan-making process. Rather, it seeks to identify those factors that will enable meaningful comparison of site suitability, sensitivity and potential impacts. The cumulative impact of development on the well-being of the local community will be taken into consideration, including any significant adverse economic, social and environmental impacts.
- 6.13** Three levels of assessment are proposed which will complement the plan making and SA processes, these are detailed below:
- **Level 1** will involve an initial screening of the sites/areas in order to determine compliance with key policy considerations, including submission of all mandatory site information, as well as identifying any 'red flags' that may significantly affect site suitability. All sites put forward through the call for sites, including existing allocations not yet permitted, will be subject to this Level 1 assessment.
  - **Level 2** will involve a desktop assessment of the sites/areas against the assessment criteria in order to provide an overview of features, constraints, potential impacts and capacity for avoidance and/or mitigation measures. Only sites determined to be in general compliance with Level 1 criteria will be subject to Level 2 assessment.
  - **Level 3** will involve a detailed assessment of specific constraints/issues, this level of assessments will only be undertaken where significant constraints/issues are highlighted through previous levels of assessment and where such assessment is proportionate and will add value to the process. This will assist in determining if the constraints/issues identified could reasonably be expected to be avoided and/or minimised to acceptable levels.

## Part Six: Site Allocations and Call for Sites

- 6.14** It should be noted that in assessing broader areas for development of waste management facilities the criteria will be applied at a landscape (broader) level as it may not be practical to assess larger general areas in the same amount of detail as individual sites.
- 6.15** The preferred site allocations or broad areas for development will be put forward for consultation at the Further Draft Local Plan stage early next year. At this time we will also publish a Sites Evidence Report which will detail the full site assessment undertaken and state the full reasons for the proposed inclusion of a site or not.
- 6.16** Further details on the Site Assessment Methodology are set out in the separate 'Site Assessment Proposed Methodology - May 2018' report. Views on the methodology are welcomed, and if appropriate, amendments to it will be made following a reviews of any comments submitted.

## Part Six: Site Allocations and Call for Sites

## Appendix 1 - Call for Minerals Sites

### Call for Minerals sites

The Cambridgeshire and Peterborough Local Aggregates Assessment (LAA December 2017) identifies a landbank of 15.09 years for sand and gravel and 9.7 years for crushed rock. The base date for the LAA is December 2016.

The plan period for the new Minerals and Waste Local Plan runs to 2036, meaning that at the current 10 year sales average of 2.91mtpa for sand and gravel, the authorities will need to identify reserves of at least 55.29mt. The LAA puts current permitted reserves at 43.92mt. The plan places a requirement to identify deliverable reserves of 11.37mt<sup>(5)</sup>. The current adopted plan has allocations of 27.8mt which are not yet permitted, however there is no guarantee that these sites will be submitted again or be deliverable.

Permitted reserves of crushed rock are 2.83mt, not even sufficient for the minimum 10 year landbank required by the NPPF. The authorities would need to identify reserves of at least 2.68mt<sup>(6)</sup> to meet the requirements over the plan period. Policies in this plan will support planning applications should any sites come forward, however it is unlikely that new reserves will be identified and allocated, due to the poor quality of this limited resource.

To ensure that the most suitable and deliverable sites are included in the plan, we are asking interested parties to submit land for mineral extraction, including those sites allocated in the adopted plan but which do not have a planning permission, as it is important that we confirm if there is still industry interest in these sites and that they remain deliverable. For your site to be included we will need the following mandatory information to be submitted using the Form 1 below (please use a separate form for each site).

The NPPF requires MPAs to also safeguard existing, planned and potential sites for:

- a. concrete batching, the manufacture of other coated materials, other concrete products; and
- b. the handling, processing and distribution of substitute, recycled and secondary aggregate material.

If you have any such sites (both existing sites which you think you should be safeguarded and candidate new sites) which currently or will make a significant contribution to either category, and which you therefore think should be allocated on the policies map, please let us know.

### Mandatory information

- a. type of mineral development proposed (extraction / processing) and mineral type;
- b. start date;
- c. operation life;
- d. annual production;
- e. total yield;
- f. OS map base showing the site boundary in red and other land ownership boundary in blue;
- g. geological evidence to support the reserve;

5 This is calculated as follows: 2.91 (10 year annual sales average) x 19 (years in plan period) - 43.92 (permitted reserves)

6 This is calculated as follows: 0.29 (10 year annual sales average) x 19 (years in plan period) - 2.83 (permitted reserves)

## Appendix 1 - Call for Minerals Sites

- h. If the site is an extension to or otherwise related to an existing site;
- i. highways access points;
- j. location of processing plant;
- k. details of phasing;
- l. environmental mitigation; and
- m. restoration scheme details.

In addition to the above, it would greatly assist in helping us to select the most suitable sites for allocation if you could provide the additional supporting information:

### **Additional supporting information**

- n. proposed working hours;
- o. details of lorry movements and routes;
- p. likely number of employees;
- q. intended use for reject materials include stone, sand and slit; and
- r. an estimate of the area of best and most versatile agricultural land before and after development.

## Appendix 1 - Call for Minerals Sites

## Form 1: Suggested Minerals Site (May 2018)

Contact Details:	
<b>Name:</b> ..... <b>Phone number:</b> ..... <b>Email address:</b> .....	<b>Postal address:</b> ..... ..... .....
<b>Please indicate your relationship to the site?</b> If you are not the landowner please provide information to support deliverability. For example, is there an agreement / lease to use the land, etc?	<input type="checkbox"/> landowner <input type="checkbox"/> agent <input type="checkbox"/> operator <input type="checkbox"/> other
Site Information:	
<b>Site name / location:</b> ..... ..... <b>OS reference:</b> .....	<b>Site address:</b> ..... ..... .....
<b>Type of mineral development proposed:</b> Please also state type of mineral.	<input type="checkbox"/> Extraction..... <input type="checkbox"/> Processing..... <input type="checkbox"/> Other.....
<b>Is the site adjacent to an existing operational or allocated site?</b>	<input type="checkbox"/> Yes (details):..... <input type="checkbox"/> No:
<b>Site operational details:</b> Please provide your best estimate for the information opposite.	• Start date:..... • Operational life (y):..... • Annual production (t):..... • Total yield (t):.....
<b>Has the site previously been submitted in previous plans or as a planning application?</b>	<input type="checkbox"/> Yes (details):..... <input type="checkbox"/> No:
<b>Please include with your site submission the <i>mandatory</i> information listed opposite:</b> Please tick the boxes opposite to indicate that you have attached the requested information for consideration	<input type="checkbox"/> OS map base showing site boundary in red and other land in / or likely to be under applicants control, in blue <input type="checkbox"/> geological evidence to support the reserve <input type="checkbox"/> highways access points <input type="checkbox"/> location of processing plant <input type="checkbox"/> environmental mitigation measures <input type="checkbox"/> restoration scheme details
<b>It would assist us in determining the deliverability of your site if you could also include the <i>additional</i> information listed opposite:</b> Please tick which additional information you have provided	<input type="checkbox"/> proposed working hours <input type="checkbox"/> details of lorry movements and routes <input type="checkbox"/> details of phasing <input type="checkbox"/> likely number of employees <input type="checkbox"/> intended use for reject materials including stone, sand and slit <input type="checkbox"/> estimated area of best and most versatile agricultural land before and after development

## Appendix 1 - Call for Minerals Sites

## Appendix 2 - Call for Waste Management Sites

### Call for Waste Management Sites

The Plan aims to identify a network of suitable waste management facilities to meet net waste arisings in the Plan area up to 2036 and beyond. Many allocated waste sites in the current adopted Plan have not come forward as anticipated. Furthermore, waste management sites have come forward on unallocated land.

At the time of writing, the councils are in the process of producing an up to date Waste Needs Assessment (WNA). This will be published alongside this Preliminary Plan for consultation. We encourage you to refer to and comment on the latest figures in the published WNA and the methodology used to derive them.

To ensure that the most suitable and deliverable waste management sites are included in the plan, we are asking interested parties to submit land for possible waste management sites. This includes current allocated sites which do not yet have planning permission. For your site to be included we will need the following mandatory information to be submitted using the Form 2 below.

#### Mandatory Information

1. type of waste development proposed (i.e. facility type(s));
2. waste types;
3. start date;
4. operational life;
5. throughput for each facility intended to be located on the site;
6. input from the Plan area;
7. OS map showing site boundary in red and other land ownership boundary in blue;
8. location of buildings / processing plant (temporary and permanent);
9. highways access points;
10. details of phasing;
11. environmental mitigation measures; and
12. restoration scheme details if appropriate.

In addition to the above, it would greatly assist in helping us to select the most suitable sites for allocation if you could provide the additional supporting information:

#### Additional information

13. proposed working hours;
14. details of lorry movements and routes;
15. likely number of employees; and
16. an estimate of the area of best and most versatile agricultural land before and after development.

## Appendix 2 - Call for Waste Management Sites

The Waste Needs Assessment will determine what sites if any we will need to allocate for waste management provision.

## Appendix 2 - Call for Waste Management Sites

### Form 2: Suggested Waste Management Site (May 2018)

Contact Details:	
<b>Name:</b> ..... <b>Phone number:</b> ..... <b>Email address:</b> .....	<b>Postal address:</b> ..... ..... .....
<b>Please indicate your relationship to the site?</b> If you are not the landowner please provide information to support deliverability. For example, is there an agreement / lease to use the land, etc?	<input type="checkbox"/> landowner <input type="checkbox"/> agent <input type="checkbox"/> operator <input type="checkbox"/> other
Site Information:	
<b>Site name / location:</b> ..... ..... <b>OS reference:</b> .....	<b>Site address:</b> ..... ..... .....
<b>Type of waste development proposed:</b> Include the type of waste management (e.g. transfer, landfill, AD, etc.) as well as the type of waste proposed to be handled (e.g. non-haz, inert, etc.)	..... ..... .....
<b>Is the site adjacent to an existing operational or allocated site?</b>	<input type="checkbox"/> Yes (details):..... <input type="checkbox"/> No:
<b>Site operational details:</b> Please provide your best estimate for the information opposite.	<ul style="list-style-type: none"> <li>● Start date:.....</li> <li>● Operational life (y):.....</li> <li>● Throughput of site (tpa):.....</li> <li>● Input from Plan area (%):.....</li> </ul>
<b>Has the site previously been submitted in previous plans or as a planning application?</b>	<input type="checkbox"/> Yes (details):..... <input type="checkbox"/> No:
<b>Please include with your site submission the mandatory information listed opposite:</b> Please tick the boxes opposite to indicate that you have attached the requested information for consideration	<input type="checkbox"/> OS map base showing site boundary in red and other land in / likely to be under applicants control, in blue <input type="checkbox"/> location of buildings / processing plant (temporary and permanent) <input type="checkbox"/> highways access points <input type="checkbox"/> environmental mitigation measures <input type="checkbox"/> restoration scheme details if appropriate
<b>It would assist us in determining the deliverability of your site if you could also include the additional information listed opposite:</b> Please tick which additional information you have provided	<input type="checkbox"/> proposed working hours <input type="checkbox"/> details of lorry movements and routes <input type="checkbox"/> likely number of employees <input type="checkbox"/> details of phasing <input type="checkbox"/> estimated area of best and most versatile agricultural land before and after development.

## **Appendix 2 - Call for Waste Management Sites**

## List of Acronyms

### List of Acronyms

AWP - Aggregate Working Party	PPG - Planning Practice Guidance
C&I Waste - Commercial & Industrial	RECAP - Cambridgeshire and Peterborough Waste Partnership
CD&E - Construction, Demolition & Excavation	SA - Sustainability Appraisal
DPD - Development Plan Document	SCI - Statement of Community Involvement
DtC - Duty to Cooperate	SPD - Supplementary Planning Document
HRC - Household Recycling Centre	SSSI - Site of Special Scientific Interest
LAA - Local Aggregates Assessment	TIAA - Transport Infrastructure Allocation Area
LDS - Local Development Scheme	TICA - Transport Infrastructure Consultation Area
LLW - Low-level Radioactive Waste	WAA - Waste Allocation Area
MAA - Minerals Allocation Area	WACA - Waste Allocation Consultation Area
MACA - Minerals Allocation Consultation Area	WNA - Waste Needs Assessment
MCA - Minerals Consultation Area	WPA - Waste Planning Authority
MPA - Mineral Planning Authority	WRAA - Water Recycling Allocation Area
MSA - Minerals Safeguarding Area	WRC - Water Recycling Centre
Mtpa - Million tonnes per annum	WRCA - Water Recycling Consultation Area
MWLP - Minerals and Waste Local Plan	WTAB - Waste Technical Advisory Body
NPPF - National Planning Policy Framework	WWTW - Waste Water Treatment Works

## List of Acronyms

<b>CABINET</b>	<b>AGENDA ITEM No. 7</b>
<b>26 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Report of:	Adrian Chapman, Service Director Communities and Safety	
Cabinet Member(s) responsible:	Councillor Irene Walsh, Cabinet Member for Communities	
Contact Officer(s):	Clair George, Prevention and Enforcement Service Manager	Tel. 453576

## 20MPH SPEED LIMITS IN WERRINGTON - WORKING GROUP

R E C O M M E N D A T I O N S	
<b>FROM:</b> Full Council	<b>Deadline date:</b> N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> <li>1. Establishes a cross-party working group to explore the options for introducing a 20mph speed limit on The Green, Church Street, Amberley Slope, Twelvetree Avenue and parts of Lincoln Road and Fulbridge Road approaching the Lincoln Road / Church Street and Fulbridge Road / The Green junctions, to review and make recommendations on the precises area to be covered, and to report back to Cabinet with their recommendations;</li> <li>2. Agrees the draft terms of reference for the working group; and</li> <li>3. Agree the working group reports back to Cabinet with recommendations and findings by July 2018.</li> </ol>	

### 1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a decision made at Full Council on 24 January 2018.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for Cabinet to consider setting up a cross-party working group following the decision made at Full Council in January 2018.
- 2.2 This report is for [Insert name of Committee] to consider under its Terms of Reference No. 3.2.2, 'To promote the Council's role as community leader, giving a 'voice' to the community in its external relations at local, regional and international level, and fostering good working relationships with the Council's partner organisations, Parish Councils and the relevant authorities for Police, Fire, Probation and Magistrates' Courts Services.'

### 3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>	If yes, date for Cabinet meeting	<b>N/A</b>
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#### **4. BACKGROUND AND KEY ISSUES**

- 4.1 At Full Council in January 2018, a debate was held following presentation of a petition relating to 20 mph speed limits in parts of Werrington. The following decision was subsequently made:

*'To refer the petition to Cabinet with a recommendation to establish a cross-party working group to explore the options for introducing a 20mph speed limit on The Green, Church Street, Amberley Slope, Twelvetree Avenue and parts of Lincoln Road and Fulbridge Road approaching the Lincoln Road / Church Street and Fulbridge Road / The Green junctions, to review and make recommendations on the precises area to be covered, and to report back to Cabinet with their recommendations.'*

- 4.2 This report is for Cabinet to consider the recommendation from Full Council, and, if a cross-party working group is agreed, to also approve the draft terms of reference which are attached at appendix 1.

- 4.3 In addition, and if a cross-party working group is agreed, Cabinet are asked to also consider the timescale within which they would like this work to be completed and presented back to them.

#### **5. CONSULTATION**

- 5.1 Not applicable at this stage. However, consultation with key stakeholders will form part of the cross-party working group's work if agreed.

#### **6. ANTICIPATED OUTCOMES OR IMPACT**

- 6.1 If Cabinet agrees to form a cross-party working group, that group will carry out its work, produce a formal report with recommendations, and report back to Cabinet at an agreed future date.

#### **7. REASON FOR THE RECOMMENDATION**

- 7.1 The recommendation follows a decision made at Full Council in January 2018.

#### **8. ALTERNATIVE OPTIONS CONSIDERED**

- 8.1 Not forming a working group would not allow the issues of residents and the consensus of Council to be fully investigated..

#### **9. IMPLICATIONS**

##### **Financial Implications**

- 9.1 None at this stage. However, there may be financial implications to any recommendations made by the cross-party working group that are subsequently agreed by Cabinet, and these will need to form part of the working group's formal report.

##### **Legal Implications**

- 9.2 None at this stage. However, there may be legal implications to any recommendations made by the cross-party working group that are subsequently agreed by Cabinet, and these will need to form part of the working group's formal report.

##### **Equalities Implications**

- 9.3 None at this stage. However, there may be financial implications to any recommendations made by the cross-party working group that are subsequently agreed by Cabinet, and these will need to form part of the working group's formal report.

#### **10. BACKGROUND DOCUMENTS**

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

10.1 Petition received from residents of Werrington.

**11. APPENDICES**

11.1 Draft Terms of Reference.

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**Cabinet Working Group**

**To explore the options for introducing a 20mph speed limit in parts of Werrington**

**DRAFT Terms of Reference**

At Full Council in January 2018 a debate was held following presentation of a petition relating to 20 mph speed limits in parts of Werrington. The following decision was made:

*'To refer the petition to Cabinet with a recommendation to establish a cross-party working group to explore the options for introducing a 20mph speed limit on The Green, Church Street, Amberley Slope, Twelvetree Avenue and parts of Lincoln Road and Fulbridge Road approaching the Lincoln Road / Church Street and Fulbridge Road / The Green junctions, to review and make recommendations on the precises area to be covered, and to report back to Cabinet with their recommendations.'*

To enable this review to be carried out, the working group will do the following:

1. Review evidence from relevant national bodies relating to the effectiveness and impact of existing 20 mph schemes
2. Review the impact 20 mph schemes have had already in other local authority areas, and also in existing 20 mph zones in Peterborough
3. Review road safety data relating to the areas specified in the Decision, along with other intelligence to help reach an informed view
4. Seek a range of views on the potential impact of 20 mph speed limits in the areas specified in the Decision, including from ward councillors, relevant officers, and stakeholders with a relevant interest (e.g. nearby schools or businesses)
5. Review options other than 20 mph speed limits to ensure that Cabinet have a full and varied range of options if appropriate
6. Review any potential environmental impacts of 20 mph speed limits, including on air quality, exhaust and carbon emissions, and noise
7. Review the potential for additional benefits of 20 mph speed limits, including for example health benefits and enhanced social connectivity
8. Review the potential consequences of any displacement of traffic as a result of introducing lower speed limits
9. Identify and confirm the financial implications of introducing 20 mph speed limits in the areas described in the Decision
10. Consider any potential implications for future council-wide policy relating to 20 mph zones

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<b>CABINET</b>	<b>AGENDA ITEM No. 8</b>
<b>26 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Cllr David Seaton, Cabinet Member for Resources	
Contact Officer(s):	Marion Kelly, Corporate Director: Resources Peter Carpenter, Service Director, Financial Services	Tel. 452520 Tel. 384564

## BUDGET CONTROL REPORT JANUARY 2018

RECOMMENDATIONS	
FROM: Corporate Director: Resources	Deadline date:
<p>It is recommended that Cabinet notes:</p> <ol style="list-style-type: none"> <li>1. The Budgetary Control position for 2017/18 at January includes an underspend of £3.466m for Revenue.</li> <li>2. A contribution to the capacity reserve of £3.466m, which relates to the 2017/18 underspend as reflected in Appendix A.</li> <li>3. The estimated reserves position for 2017/18 outlined in Appendix C</li> <li>4. The Asset Investment and Treasury Budget position outlined in Appendix D.</li> </ol> <p>It is recommended that Cabinet approves:</p> <ol style="list-style-type: none"> <li>5. The virement of a capital budget of £0.310m for further investment in to the day opportunities service, as outlined in Appendix D, from the People and Communities budget.</li> </ol>	

### 1. ORIGIN OF THE REPORT

- 1.1. This report is submitted to Cabinet following discussion by the Corporate Management Team (CMT).

### 2. PURPOSE AND REASON FOR REPORT

- 2.1. This report comes to Cabinet as part of the Council's agreed process within the Budget and Policy framework that requires Cabinet to initiate and consider financial strategy and budget proposals in order to set a balanced budget for the forthcoming financial year.
- 2.2. This report provides Cabinet with an update of the January 2018 Budgetary Control position.
- 2.3. This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 '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 programmes to deliver excellent services' and 3.2.5 'To review and recommend to Council changes to the Council's Constitution, protocols and procedure rules'.

### 3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If yes, date for Cabinet meeting	<b>26/03/2018</b>
Date for relevant Council meeting	<b>18/04/2018</b>	Date for submission to Government Dept.	<b>N/A</b>

### 4. JANUARY BUDGETARY CONTROL- REVENUE

- 4.1. The revenue budget for 2017/18, agreed at Full Council on 8 March 2017, was approved at £146m. The revised budget is now £152m due to the additional Adult Social Care money of £3.5m announced after the budget had been approved, and the one-off drawdown of reserves.

<b>Revised Budget 2017/18</b>	<b>£000</b>
Approved Budget 2017/18	145,771
Additional Adult Social Care money	3,524
Drawdown of reserves	2,743
Revised Budget at January 2018	152,038

- 4.2 The forecast year-end outturn is based on reported departmental information as at the end of January 2018. The outturn is forecast to be a £3.466m under spend after allowing for departmental contributions to reserves, this will be transferred to the Capacity Reserve to support the budget in future years. The position reflects £1.4m of pressures on People and Communities, the largest overspend is homelessness costs. The People and Communities pressure is offset by savings within Growth and Regeneration, Resources and Capital Financing.

- 4.3 The summary position is outlined in the following table:

Directorate	Budget 2017/18	Cont. from reserve	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserve	Forecast Variance 2017/18	Forecast Variance 2017/18	Previous Month Variance	Movement
	£000	£000	£000	£000	£000	£000	%	£000	£000
Chief Executives	1,633	217	1,850	1,559	0	(291)	-16%	(173)	(118)
Governance	4,498	115	4,613	4,609	0	(4)	0%	(17)	13
Growth & Regeneration	24,887	220	25,107	23,304	255	(1,548)	-6%	(1,015)	(533)
People & Communities	81,835	173	82,008	83,432	0	1,424	2%	1,817	(393)
Public Health	206	0	206	39	0	(167)	-81%	(168)	1
Resources	36,236	2,018	38,254	34,776	511	(2,967)	-8%	(3,037)	70
<b>Total Expenditure</b>	<b>149,294</b>	<b>2,744</b>	<b>152,038</b>	<b>147,719</b>	<b>766</b>	<b>(3,553)</b>	<b>-2%</b>	<b>(2,593)</b>	<b>(960)</b>
Financing	(149,294)	(2,744)	(152,038)	(151,951)	0	87	(0)	87	0
Contribution to	0		0	0	3,466	3,466	0%	2,506	960

<b>Capacity reserve</b>									
<b>Net</b>	<b>0</b>	<b>(0)</b>	<b>0</b>	<b>(4,232)</b>	<b>4,232</b>	<b>0</b>	<b>(0)</b>	<b>0</b>	<b>0</b>

4.4 It needs to be noted that the Resources Directorate is carrying a significant risk. The revenue budget assumes that £12.7m of capital receipts will be generated which Members agreed in the Budget to use to reduce the debt charges for capital (known as minimum revenue provision). The projected outturn assumes that the £12.7m of receipts is fully achieved, based on a risk assessment. However there remains a possibility that the receipts will fall short of the total. If this were to happen, the difference would need to be funded from reserves and balances. However if the disposals were achieved later than 31 March 2018 and therefore received in 2018/19 the reserves could be used, and would then need to be replenished. The Cabinet Member will update Members on the position verbally at the Cabinet meeting on the 26 March 2018.

4.5 Further information is provided in the following appendices:

- Appendix A- Detailed Revenue Budgetary Control position and explanation of Key variances
- Appendix B- Risks Identified
- Appendix C- Reserves position
- Appendix D- Asset Investment and Treasury Budget Report

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## Appendix A – Detailed Revenue Budgetary Control position and explanation of Key Variances

### Key Movements between the December and January Forecasts

	£000
<b>December position</b>	(2,506)
HR additional savings	(114)
Additional Planning Income - considerably higher income received Jan18 than previous months.	(230)
Junction 18 Footbridge - capacity bid no longer required for maintenance works as capital project underway 18/19. CMDN recently approved	(150)
Capitalising DFG expenditure	(155)
PFI insurance rebate Sep 15 to Aug 17	(134)
Insurance - Estimated reduction in insurance provision required as at 31.3.18.	(173)
Shortfall in Energy Projects saving target	188
Minor variances	(192)
<b>January position</b>	<b>(3,466)</b>

### Chief Executives

Budget Group	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Previous Month Variance	Mvmt
	£000	£000	£000	£000	£000	£000	%	£000	£000
Chief Executive	240	0	240	185	0	(55)	-23%	(51)	(4)
HR	1,393	217	1,610	1,374	0	(236)	-15%	(122)	(114)
<b>Total Chief Executives</b>	<b>1,633</b>	<b>217</b>	<b>1,850</b>	<b>1,559</b>	<b>0</b>	<b>(291)</b>	<b>-16%</b>	<b>(173)</b>	<b>(118)</b>

Chief Executives is overall reporting a favourable variance of £0.291m against its budget.

#### Chief Executive

- An underspend of £0.055m is expected on the £0.240m budget for the Chief Executive due to one off savings in supplies and services budgets.

#### HR

- There is a £0.116m saving on the salary budget of £1.220m due to vacant posts. The saving has increased by £0.019m in the month due mainly to a reduction in consultancy costs.
- There is an expected £0.074m saving against the £0.259m Workforce Development and Training budgets expected in this financial year.
- Other miscellaneous small underspends across the department are £0.046m.

## Governance

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Prev. Month Variance	Mvmt
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Director of Governance	369	0	369	333	0	(36)	-10%	(40)	4
Legal & Democratic	3,544	115	3,659	3,653	0	(6)	0%	(25)	19
Performance & Information	585	0	585	623	0	38	6%	48	(10)
<b>Total Governance</b>	<b>4,498</b>	<b>115</b>	<b>4,613</b>	<b>4,609</b>	<b>0</b>	<b>(4)</b>	<b>0%</b>	<b>(17)</b>	<b>13</b>

Governance is overall reporting a favourable variance of £0.004m against its budget.

### Director Of Governance

- Miscellaneous small underspends across the service area are £0.036m.

### Legal & Democratic

- An overspend of £0.304m is expected on the £1.740m Legal salaries budget due to a combination of the use of locums being used to cover vacancies, payment of market supplement to retain current staff and also an overspend in children's safeguarding legal costs. There has been agreement to fund an additional Lawyer and a Business Support Officer to cope with the increased workload.
- An underspend of £0.038m is expected on the salary budgets of £0.430m in the Governance support and Elections service.
- Additional income is expected of £0.147m on the £0.220m income budget for Land Charges.
- An underspend of £0.005m is expected on the elections budget of £0.205m due to the low number of elections this year. The budget will be required in full in 18/19.
- An underspend of £0.088m is forecast in relation to the Members' Allowances and other costs budget of £1.120m.
- Other miscellaneous small savings across the service area are £0.032m.

### Performance & Information

- An overspend of £0.068m is expected on the £0.480m Coroner's budget due to an increase in demand. This ongoing pressure is incorporated within the budget requirement for future years.
- An underspend of £0.020m is forecast on the £0.180m FOI Team staff cost budget.
- Miscellaneous small underspends across the service area are £0.010m.

## Growth & Regeneration

Budget Group	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Prev. Month Variance	Mvmt
	£000	£000	£000	£000	£000	£000	%	£000	£000
Development and Construction	291	0	291	52	0	(239)	-82%	70	(309)
Director, OP & JV	528	185	713	(5)	150	(568)	-80%	(588)	20
Peterborough Highway Services	9,673	0	9,673	9,508	0	(165)	-2%	61	(226)
Sustainable Growth Strategy	1,800	35	1,835	1,617	105	(113)	-6%	(145)	32
Corporate Property	639	0	639	476	0	(163)	-26%	(163)	0
Amey Peterborough & Waste Management	11,864	0	11,864	11,564	0	(300)	-3%	(250)	(50)
Westcombe Engineering	92	0	92	92	0	0	0%	0	0
<b>Total Growth and Regeneration</b>	<b>24,887</b>	<b>220</b>	<b>25,107</b>	<b>23,304</b>	<b>255</b>	<b>(1,548)</b>	<b>-6%</b>	<b>(1,015)</b>	<b>(533)</b>

Growth & Regeneration is overall reporting a favourable variance of £1.548m against its budget.

### Development and Construction

- There is a forecast £0.230m variance on the £1.260m income budget within Development and Construction mainly due to additional Planning fee income. Considerably higher income was received in January 2018 (£0.265m) than previous periods (average £0.095m pm) and much higher than expected.
- Other miscellaneous small savings across the Department are £0.009m.

### Director, Opportunity Peterborough & Joint Venture

- A saving of £0.438m has been delivered in respect of the Highways roadmap efficiency programme, covering £3.98m of maintenance and related budget. This includes removing budget from the Highways contract where the same level of service is delivered at a lower cost, to “bank” the saving earlier. This includes the programming and co-ordination of efficiencies to avoid separate traffic management costs. It also includes receiving rebates based on a percentage of additional works put through the contract e.g. works for third parties. The ongoing elements of these savings are factored into 18/19 budgets.
- A saving of £0.130m has been achieved against a total budget for the directorate of £24.887m, through extracting budgets from across the directorate following outturn review for car allowances, administration expenses, telephones, salaries, professional services, and computer software.

### Peterborough Highway Services

- An overspend of £0.276m is expected against a budget of £0.870m due to a substantial inflationary increase in street lighting energy costs and a delayed start to the LED project. A budget adjustment is included within the 18/19 budget.

- Highways Development is favourable by £0.119m on a £0.470m budget due to departmental savings. This is partly offset by other staff costs and Community Link Bus Service costs.
- Junction 18 Footbridge – there is no longer a requirement for the capacity bid for maintenance works of £0.200m (previously reported £0.050m) as the capital project will be underway in 18/19.
- The department is also delivering a further £0.196m of savings on a £9.673m budget. This is being delivered via savings within the transport planning, street lighting maintenance and the drainage services. These will be kept under review for 18/19.
- Other miscellaneous pressures across the Department are £0.074m.

### Corporate Property

- Additional rental income of £0.108m on a £4.140m budget arises from investment property purchased in Fengate in March 2017. This is built into the budget for 18/19.
- A saving of £0.055m is reported on Utility costs against a budget of £0.500m. Expected increases in costs are likely to mean this saving will not continue for 18/19.

### Amey Peterborough & Waste Management

- An underspend of £0.180m arises on an £8.600m budget for the Amey contract, in respect of a lower pension contribution rate compared with that assumed in the contract. The impact of this in future years has been considered along with a number of other potential contract costs.
- However proposed savings from Bin Sponsorship income £0.040m, and charging developers for bins £0.040m have not been achieved. This Pressure has been reflected in the 18/19 budget.
- Energy from Waste is reporting £0.150m of additional income on an income budget of £2.580m. The one-off additional income is due to increased volume and price change
- Street Cleansing £0.050m saving on budget of £2.210m, this saving is a result of a delayed start in additional cleansing agreed within the 17/18 budget.

### People & Communities

Budget Group	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Prev. Month Variance	Mvmt
	£000	£000	£000	£000	£000	£000	%	£000	£000
Adults	45,623	0	45,623	43,789		(1,834)	-4%	(1,776)	(58)
Commissioning and Commercial Operations	14,243	0	14,243	15,728		1,485	10%	1,464	21
Children's & Safeguarding	10,588	66	10,654	10,569		(85)	-1%	(82)	(3)
Director	774	0	774	92		(682)	-88%	(444)	(238)
Education	5,779	0	5,779	6,370		591	10%	582	9
Communities	4,828	107	4,935	6,884		1,949	39%	2,073	(124)
<b>Total People and Communities</b>	<b>81,835</b>	<b>173</b>	<b>82,008</b>	<b>83,432</b>	<b>0</b>	<b>1,424</b>	<b>2%</b>	<b>1,817</b>	<b>(393)</b>

People & Communities are overall reporting an adverse variance of £1.424m against its budget. The key variances in each of the service areas are as follows:

## Adults

- The Therapy, Reablement, Community Equipment service area is forecast to overspend by £0.163m against a total budget of £2.930m, of this staffing is forecast to overspend by £0.320m (the 0-25 Team accounts for £0.229m of this) and non-pay is forecast to underspend by £0.157m.
- The Home Services Delivery Model is forecast to underspend by £0.105m against a total budget of £1.418m. This saving is part of the non-digital element of the Digital Front Door savings.
- The Financing Section is forecast to underspend by £2.306m against a total budget of £0.453m including the following:
  - The forecast is £0.100m more favourable in January due to a contribution from BCF to CCG that is no longer required.
  - £0.600m assumed to off-set pressures is no longer required.
  - £0.293m proportion of the Department Savings target has now been found.
  - £0.532m of the Improved Better Care Fund is now reflected in the forecast. In overall Directorate terms this off-sets the pressure on the Adults placement budget
  - A commitment of £0.219m arises from the Care Act 2014. This issue will be addressed in the 2018-19 budget.
- The Adults placement budget is forecast to overspend by £0.532m against a total budget of £28.610m. This is being mitigated by IBCF Funding held to cover Winter Pressures.
- Other Adults underspends total £0.118m.

## Commissioning and Commercial Operations

- Currently Clare Lodge is forecasting an adverse variance of £0.594m at the end of the year. This is due to the following key factors:
  - A pressure of £0.250m relating to the non-achievement of the additional income target as a result of the delay in Construction work.
  - A £0.100m pressure is as a result of non-achievement of pay terms and conditions savings.
  - A pressure of £0.244m is forecast, which is broken down as follows:
    - There is reduced occupancy and therefore income as the result of lower demand from other Local Authority Commissioners for beds at Clare Lodge, creating a pressure of £0.380m. This may well be because other Local Authorities are in a difficult financial situation and are having to make savings on commissioned and other services.
    - Clare Lodge is also struggling to recruit and retain staff, without the required staffing levels it can't safely staff the units and therefore can't make beds available. Due to the low staffing levels there is an under spend on this budget of £0.128m offsetting the income pressure.
    - There is also a small underspend of £0.008m on supplies and services.
    - Clare Lodge in conjunction with the responsible Local Authority Officer are working to increase occupancy
- The Commissioning service area is forecast to underspend by £0.155m against a budget of £1.079m.
  - A pressure of £0.047m relating to Play Centre property costs has arisen as a result of the delayed Community Asset transfers.
  - An underspend of £0.202m against Children's Commissioning budgets has been identified to mitigate the reported pressure against Clare Lodge.
- The Permanency Service (TACT) is forecast to overspend by £1.000m against a budget of £13m. The additional cost is as a result of LAC numbers being higher at the beginning of the contract than was anticipated, work is ongoing with TACT on plans to reduce this number however this is taking longer than anticipated and as such giving rise to a pressure in year. Work is still underway to address this with results more likely to give rise to savings in 18/19. Further work is being done

around placement mix and the impact on the savings built into the contract for 17/18 due to the later than planned mobilisation of the contract and therefore the changes that TACT are making were later into the contract than was originally anticipated. Discussions held with TACT are that at this time it is expected that this will be resolved for 18/19 and that they will be able to deliver the level of savings that the contract require. But this will depend upon working together to get the LAC numbers back to the level that the contract was built on.

- Other Commissioning and Commercial Operations pressures total £0.046m.

### **Children's & Safeguarding**

- The Children's Social Care service area is forecast to underspend by £0.058m against a budget of £6.727m. This is due to a £0.166m pressure on car and travel allowances, a £0.257m saving on staffing costs, a £0.023m pressure on room hire costs & a £0.010m pressure in relation to other costs including ICT maintenance, mobile phone costs, financial assistance etc.
- Other Children's & Safeguarding budgets are forecast to underspend by £0.027m.

### **Director**

- Currently reporting a £0.091m pressure:
  - The £0.500m savings target in relation to 'New ways of working' has not been achieved and has therefore been reported as a pressure.
  - This pressure has been partially offset by a £0.409m saving in relation to the prior year element of the Norfolk Ordinary Residence case which has recently been agreed and paid.
- Currently reporting £0.400m underspend:
  - The MTFs saving re 'SERCO Insight and Analytics' has been reported as a £0.163m pressure.
  - £0.563m of the departmental contingency has been released to off-set the 'SERCO Insight and Analytics' pressure and £0.400m of the Permanency Service (TACT). A departmental contingency was set up to help cover some in year pressures including the TACT contract which is the first of its type in the country. It was deemed appropriate to hold a contingency in light of this especially late mobilisation of the contract, an uncommitted balance of £0.127m remains.
- Currently reporting £0.218m underspend
  - A pressure in relation to non-achievement of Business Support savings of £0.015m has been reported.
  - Shared Management arrangements with Cambridgeshire have generated an underspend of £0.094m.
  - £0.045m released from a transformation post.
  - Staff vacancies in the People and Communities Finance Team have resulted in an underspend of £0.078m.
  - Non staff savings total £0.016m.
- It has been agreed to capitalise existing Revenue expenditure against the additional Disabled Facilities Grant of £0.176m. Of this figure £0.021m has already been reported against Performance and Information in relation to salaries. The balance of £0.155m has been reported against the Director Service Area pending agreement on precisely which Revenue expenditure will be capitalised (note that this is likely to be Adults / Communities service area).

## Education

- The Home to School and Children's Social Care Transport service area is forecast to overspend by £0.569m against a budget of £3.720m.
  - The Home to School Transport budget is forecast to overspend by £0.422m. This forecast includes demographic pressure and the savings arising from the recent exercise to rationalise and re-tender routes etc.
  - Children's Social Care transport is forecast to overspend by £0.107m. In part this is due to the loss of voluntary drivers and the necessity to therefore procure more taxi transport. The transport team are actively trying to recruit additional voluntary drivers.
  - Other pressures total £0.040m.
- The Pupil Referral Service is forecast to overspend by £0.237m against a surplus budget of (£0.237m), this is as a result of the implementation of a new funding model. This pressure has been addressed in the 18/19 budget process.
- £0.134m favourable movement on PFI due to insurance rebate received for Sept 2015 to Aug 2017
- Other Education savings total £0.081m.

## Communities

- The Housing Service area is forecast to overspend by £1.512m against the total budget of £0.854m.
  - Of the overspend £1.597m relates to Homelessness / temporary accommodation costs. This is being closely monitored by Management.
  - Housing Service underspend on the staffing budget £0.085m. This underspend will not continue in to 18/19 as the team will be fully complemented. Recruitment in to new positions to deliver preventative action is in progress.
- The Housing Enforcement Service area is forecast to overspend by £0.411m against the total net income budget of £0.083m.
  - Selective Licensing is forecast to overspend by £0.285m which is primarily as a result of the very high take up of an early bird discount scheme. Work is being undertaken to identify additional homes that should be licensed. The additional income should close the gap in financial years 2018/19 onwards.
  - An overspend of £0.143m has arisen due to under achievement of income in relation to EPC certificates. The income loss has been addressed in the 2018/19 budget setting process.
  - Other Enforcement underspends total £0.017m.
- Other Communities pressures total £0.026m.

## Public Health

Budget Group	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Prev. Month Variance	Mvmt
	£000	£000	£000	£000	£000	£000	%	£000	£000
Children 0-5 Health Visitors	2,967	0	2,967	2,967		0	0%	0	0
Children 5-19 Health Programmes	1,999	0	1,999	1,999		0	0%	0	0
Sexual Health	1,817	0	1,817	1,817		0	0%	(1)	1
Substance Misuse	2,370	0	2,370	2,348		(22)	-1%	(22)	0
Smoking and Tobacco	374	0	374	322		(52)	-14%	(52)	0
Miscellaneous Public Health Services	1,875	0	1,875	1,782		(93)	-5%	(93)	0
Public Health Grant	(11,196)	0	(11,196)	(11,196)		0	0%	0	0
<b>Total Public Health</b>	<b>206</b>	<b>0</b>	<b>206</b>	<b>39</b>	<b>0</b>	<b>(167)</b>	<b>-81%</b>	<b>(168)</b>	<b>1</b>

Public Health is reporting a favourable variance of £0.167m against its budget. The key variances in each of the service areas are as follows:

- Substance misuse is forecast to underspend by £0.022m against the budget of £2.370m. This underspend is as a result of an accrual for DETOX treatment which is no longer required.
- Smoking and Tobacco is forecast to underspend by £0.052m against the budget of £0.374m. This underspend is against Smoking cessation services.
- Miscellaneous Public Health Services is forecast to underspend by £0.093m against the budget of £1.875m. This underspend is as a result of an accrual for Redundancy which is no longer required (£0.060m) and the balance relates to two PH projects which will no longer be funded from 2017/18 revenue budgets. These are South Asian health checks for people aged under 40, which will no longer be implemented following changes to the relevant evidence base, and Healthier Eating in fast food outlets, which is still under discussion with the Environmental Health Team, and for which any costs will be funded from public health reserves.

## Resources

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont.to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18	Prev. Month Variance	Mvmt
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Director's Office	258	0	258	296	0	38	15%	49	(11)
Financial Services	3,604	418	4,022	3,159	511	(352)	-9%	(156)	(196)
Capital Financing	12,443	1,322	13,765	11,421	0	(2,344)	-17%	(2,342)	(2)
Corporate Items	5,726	90	5,816	4,342	0	(1,474)	-25%	(1,474)	0
Peterborough Serco Strategic Partnership	7,224	0	7,224	6,672	0	(552)	-8%	(550)	(2)
ICT	5,995	110	6,105	6,476	0	371	6%	371	0
Commercial Group	336	0	336	343	0	7	2%	(27)	34
Energy	392	0	392	1,344	0	952	243%	764	188
Vivacity/Cultural Services	2,473	0	2,473	2,479	0	6	0%	6	0
Cemeteries, Cremation & Registrars	(1,350)	38	(1,312)	(1,357)	0	(45)	3%	(68)	23
City Services & Communications	(865)	40	(825)	(399)	0	426	-52%	390	36
<b>Total Resources</b>	<b>36,236</b>	<b>2,018</b>	<b>38,254</b>	<b>34,776</b>	<b>511</b>	<b>(2,967)</b>	<b>-8%</b>	<b>(3,037)</b>	<b>70</b>

Resources is overall reporting a £2.967m favourable variance against its budget.

### Directors Office

- An overspend of £0.038m is forecast against the Director's budget of £0.258m relating to staffing costs

### Financial Services

- A favourable variance of £0.352m is forecast within Financial Services, mainly in respect of the £1.030m Insurance budget, arising from additional income of £0.065m from external recharges relating to management fees on school insurance recharges, £0.083m expected underspend on the Risk Management budget, there is also an expected reduction of £0.173m in the insurance provision required which has resulted in a favourable movement in the month. Additional savings total £0.031m.

### Capital Financing

- A favourable position of £2.344m is being reported within this area. The variance includes:
  - A saving of £1.093m on Minimum Revenue Provision due to slippage in the capital programme.
  - The planned MTFs borrowing requirement was £101.276m. This comprises both capital programme requirements; the replacement of maturing debt; and the impact of making minimum revenue provision. See Appendix D for further detail. The reduced level of borrowing; better than expected interest rates achieved; and borrowing been transacted later in the year than expected have led to a favourable variance of £1.251m.

- The capital financing budget is net of £12.7m capital receipts income. Non-delivery of the income is a key financial risk and is being carefully monitored. The income consists of a £1.3m brought forward balance; £3m of smaller disposals; and £8m of strategic disposals none of which have so far been completed.

### **Corporate Items**

- There is a favourable variance of £1.474m within this area due to a recent review of corporate budgets. The variance includes higher than budgeted income from the Cross Keys VAT shelter (£0.140m variance on £0.380m budget). The favourable variance also includes the retention of £0.373m general and specific inflation not allocated to services. There was a budget allocated for the introduction of the auto enrolment of the pension scheme which was to be introduced this year, but it is expected that this budget will no longer be required (£0.412m) and a further £0.385m saved on a budget of £2.230m in respect of lump sum pension fund contributions. Pension costs for premature retirement are forecast to be £0.100m lower than the £1.260m budgeted. External Audit fees are £0.017m lower than the £0.120m budgeted. Around £0.037m has been saved in respect of the Apprenticeship Levy. Other minor savings total £0.010m. The 18/19 impact of all of these savings are factored into budget proposals.

### **Peterborough Serco Strategic Partnership**

- There is an additional £0.250m of Court Cost income against a budget of £0.600m based on early performance. This is expected to continue and has been factored into future budgets.
- There is a £0.300m favourable variance on the HB Subsidy Budget. The full cost of unsubsidised temporary accommodation is now charged to the People and Communities budget. The budget will be amended accordingly in future years.
- Other minor variances are £0.002m

### **ICT**

- An overspend of £0.270m is expected on the £0.410m budget for the revenue impact of the IT Strategy of moving costs into the Cloud, as the cost was not fully identified at the time that the budget was set.
- There is also a pressure of £0.300m from the delay in delivering Salesforce Line Of Business applications & Box having not yet been decommissioned.
- The SLA's with our partner organisations including NPS and Opportunity Peterborough are generating a surplus of £0.050m on a budget of £0.100m.
- Other miscellaneous savings across the Department are £0.149m.

### **Energy**

- One-off unbudgeted cost of £0.711m in relation to writing off abortive capital project costs.
- There is currently a £0.241m shortfall in the Energy Projects saving target of £0.320m expected this year. The main variances are £0.106m relating to the ENPC (Honeywell) contracts and £0.126m income relating to Solar PV. These are under review to assess the impact on the 18/19 budget. Other minor variances £0.009m.

### **City Services & Communications**

- The off street parking income budget of £2.400m is £0.354m adverse, but this is being offset by staff parking income which is £0.026m higher than the budget of £0.310m and season ticket income £0.077m higher than the budget of £0.108m.
- An adverse variance of £0.197m is expected within the Market, Events and Tourism service area. This is mainly due to £0.155m lower income than the budgeted £0.465m at the Market, and

£0.041m variance on £0.130m budget at the Destination Centre and a £0.023m surplus generated by the PGER. The income budgets for Travelchoice and the Pedestrian Area of £0.390m are forecasting to be adverse by £0.081m due to reduced coach company income and street advertising income. Miscellaneous savings total £0.057m

- An overspend of £0.040m on £0.460m budget is reported in respect of increased costs in Food safety following pressures in the numbers of premises in need of inspection. The 18/19 budget includes proposals to address increased demand. There is also a £0.064m pressure relating to reduced Trading Standards income.
- Health and Safety recharges are expected to be £0.067m lower than the £0.090m budgeted. A proposal to amend the baseline budget is included for 18/19.
- The Design and Print Team is expected to break even, through recharging all costs based on jobs completed, costing around £0.250m. It is expected that £0.033m of this sum will not be recovered.
- Following a review of spending across the City Services & Communications service area, in year savings of £0.225m have been identified for 17/18, over a gross expenditure budget of £5.740m.



## Appendix B – Risks Identified

The following table outlines the risks identified, which will have an impact on the councils MTFS.

Dep	Risk	Description
P&C	Clare Lodge	MTFS income savings target not achievable due to delay in construction works
P&C	Children's Health	Pressure on overtime and lack of enhancement budget at Cherry Lodge/Manor-this service is under review
P&C	Home to School Trans.	Assuming same outturn as 16/17 less agreed MTFS saving. Await new academic year for update
Res	Asset Disposals	Capital receipts included within the MTFS may not be achieved, creating a pressure. For more details see main report.
P&C	Homelessness	Included within the BCR pressures.
P&C/Res	Schools funding/ Academisation	11 schools have indicated that they will become academies in 17/18 and 11 in 18/19
P&C	SEND funding	Ceases at the end of the year.
P&C	Universal Credit	administration cost and the risk of UC implementation increasing homelessness
Gov	Legal Income	To secure external income
Gov	Employee Costs	Regrades and restructures- including the costs for redundancy, and future incremental rises.
G&R	Street Lighting	Delays to LED implementation could increase adverse already reported
P&C	ASC Placements	Continuing demand pressure
Res	Parking Income	Demand led in nature -the Summer period traditionally sees a spike in demand, mainly in off street.
Res	Court Costs Income	To be kept under review
Res	Payments & Subsidy	To be kept under review
Res	Wellington St Car Park	Lease with Pelican for Wellington St Car Park
P&C	Troubled Families	Troubled families is a performance related grant from Government that is due to finish in 2020. This grant funds a number of early intervention services that will be at risk without this funding. There is a lobbying campaign for the grant to be extended but this is an early risk alert
Res	Amey-Norse Migration	Issues around volumetrics, inflation currents savings targets and the current contract position.
P&C	EPC income	Unachievable income target
Res	Performance Information	Unachievable savings target for ICT system support savings
P&C	New ways of working	Unachievable savings target
Res	PSSP	Continuing review of this saving.

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## Appendix C - Reserves

The Council's departmental reserves and the capacity building reserve are monitored throughout the year and feed into the budget setting process accordingly. The next table summarises the expected balance for all reserves for 2017/18 to 2020/21

Out of the total reserves balance only £22m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

A contribution to the reserves position is projected at the end of 2017/18 through a forecast underspend and through the application of funds received from Planning Obligations Implementation System (POIS) for capital contributions.

Summary of Reserves	Balance Brought Forward 1.4.17	Contribution from reserves	Movement between reserves	Contribution to reserves	Forecast Balance 31.03.18	Forecast Balance at 31.03.19 £000	Forecast Balance at 31.03.20 £000
	£'000	£'000	£'000	£'000	£'000	£'000	£'000
<b>General Fund Balance</b>	6,000				6,000	6,000	6,000
<b>Available Reserves</b>							
Capacity Building Reserve	4,314	(1,813)	1,445	7,866	11,812	12,332	11,092
Risk Management Contingency	680	(23)			657	657	657
Grant Equalisation Reserve	15,639	(7,827)	0	0	7,812	3,745	3,745
Development Equalisation Reserve	1,233	(689)			544	0	0
Departmental Reserve	3,855	(1,090)	(1,445)	255	1,575	870	870
	<b>25,721</b>	<b>(11,441)</b>	<b>0</b>	<b>8,121</b>	<b>22,400</b>	<b>17,604</b>	<b>16,364</b>
<b>Ring-Fenced Reserves</b>							
Insurance Reserve	4,425	0		511	4,936	4,936	4,936
Schools Capital Expenditure Reserve	1,287	0			1,287	1,287	1,287
Parish Council Burial Ground Reserve	53	0			53	53	53
Hackney Carriage Reserve	155	0			155	155	155
School Leases Reserve	336	0		3	339	324	274
Future Cities Reserve	569	(569)			0	0	0
Public Health Reserve	428	0			428	230	230
	<b>7,253</b>	<b>(569)</b>	<b>0</b>	<b>514</b>	<b>7,198</b>	<b>6,986</b>	<b>6,935</b>
<b>Total Available and Ring-Fenced reserves and General Fund Balance</b>	<b>38,974</b>	<b>(12,010)</b>	<b>0</b>	<b>8,635</b>	<b>35,599</b>	<b>30,590</b>	<b>29,300</b>

\* £7.194m was drawn down as part of the budget setting process, the remaining £2.982m has been drawn down during the year as and when it has been required.

### Key Changes in the movement in Reserves

**Capacity Building Reserve** – The £7.866m contribution is primarily available because of the under spend forecast for 2017/18 and £4.2m POIS balances. Between 2010 and 2015 the Council operated the system of Planning Obligations Implementation System (POIS) Section 106 planning agreements. Following Counsel's advice and discussions with external auditors, the balances that are held in the Strategic POIS Pool are available to apply to a capital financing purpose. The Strategic POIS balances will be used to

make minimum revenue provision. This allows the resulting underspend on the capital financing budget to be transferred to reserves.

£1.4m has been transferred from earmarked reserves to Capacity reserve as no longer being required for their specific purposes.

**Grant Equalisation Reserve** – The balance at the end of 2016/17 was greater than expected in the budget due to additional items that were transferred into the reserve.

#### **Departmental reserve contributions:**

##### **Growth and Regeneration**

£150k - Fourth annual contribution to create £600k fund for Fletton Quays revenue costs (stamp duty etc.)

£75k - Local development plan - LDP has slipped by 9 months into 18/19 and has no recurring budget to fund (cyclical activity)

£30k - New burdens funding for self & custom build housing - to fund fixed term post.

**Insurance reserve** - £511k is to fund future expected claims this comes from a review of previous years' claims, plus other elements that are not covered externally such as subsidence, an average of the figures plus a review of claims trends are then used to calculate a likely figure for future claims.

## Appendix D - Asset Investment and Treasury Budget Report as at January 2018

### Introduction

The following report provides an update on the Council's Asset Investment Plan and the Treasury activity as at January 2018. It also provides an estimate of the borrowing requirement for 2017/18 to fund the Asset Investment Plan.

### Asset Investment Plan 2017/18

The revised Asset Investment Plan budget as at January 2018 is £92.8m, which includes £15.3m for Invest to Save (I2S) Schemes. The agreed investment as per the Medium Term Financial Plan (MTFS) was £219.3m. The movement between the MTFS position and the £324.7m as at Apr-17 was a result of slippages mainly due to delays completing projects from 2016/17.

The actual investment expenditure as at January 2018 is £59.9m (74.4% of the revised budget to date). The latest forecast provided by project managers predicts an overall spend of £92.8m, therefore the Council is expecting to spend a further £32.9m before Mar-18.

The following table shows the breakdown of the Council's Asset Investment over the directorates and how this investment is to be financed.

Directorate	MTFS Budget	1st April Budget	Current Budget FY	Revised Budget YTD	Actual YTD	Forecast Investment & Financing
	£000	£000	£000	£000	£000	£000
Governance	-	49	-	-	-	-
Growth & Regeneration	37,064	43,204	32,000	26,667	16,829	32,000
People & Communities	65,916	79,283	36,549	30,458	24,488	36,549
Resources	23,378	32,575	8,954	7,462	4,518	8,954
Invest to Save	92,954	169,546	15,288	12,740	14,054	15,288
<b>TOTAL</b>	<b>219,312</b>	<b>324,657</b>	<b>92,791</b>	<b>77,327</b>	<b>59,889</b>	<b>92,791</b>
Grants & Contributions	44,259	50,297	39,773	33,144	28,906	39,773
Capital Receipts	942	1,083	1,083	903	3,487	1,083
Borrowing for capital programme	174,111	273,277	51,935	43,280	27,496	51,935
<b>TOTAL</b>	<b>219,312</b>	<b>324,657</b>	<b>92,791</b>	<b>77,327</b>	<b>59,889</b>	<b>92,791</b>

The movement of £231.9m between the budget as at April 17 (£324.7m) and the current budget of £92.8m follows a comprehensive review of the Asset Investment Plan. The Invest to Save projects have been cut significantly, and a number of other large projects across all directorates have been reprofiled to more accurately reflect the spending over future years.

The Asset Investment Plan can be funded via three core elements, external third party income (including grants), capital receipts generated from the sale of Council assets, and borrowing from the external market. For the 2016/17 MTFS onwards the approved strategy is to use Capital Receipts as part of a contribution

to the Minimum Revenue Provision (MRP) therefore they are no longer factored into the funding of the Asset Investment.

### **Day Opportunities Service Premises**

As part of the decision made by Cabinet to commission the Day Opportunities service from the college, there was a requirement for a full review of the premises used by the service with a view to creating fit for purpose locality hubs, and this work has progressed well. £500k was identified at point of transfer to carry out these works; this figure was based on a best estimate of what was required, although Cabinet also confirmed that, should additional funding be required, the capital receipt from any buildings vacated as part of the premises review could be used for this purpose.

There is a requirement to increase the amount of capital funding available to complete the works based on agreed specifications and quotes now received.

The additional resources required are set out in the table. Capital financing costs will be added to the MTFS as appropriate. These cost will be added to the next update of the capital programme.

Day Opportunities Service Premises	2017/18	2018/19	2019/20
	£000	£000	£000
Kingfisher Centre	250	-	-
Hampton Hub	60	-	-
Totals	310	-	-

### **Borrowing and Funding the Asset Investment Plan**

It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent and sustainable limits) are outlined in the approved Treasury Management Strategy. The Council borrows only to fund the Asset Investment Plan. The current plan assumes that 56% of the budgeted expenditure will be funded by borrowing.

The Council's borrowing as at the end of January 2018 was £426.6m (see table below). The debt is measured against the Council's Authorised Limit for borrowing of £914.1m which must not be exceeded and the Operational Boundary (maximum working capital borrowing indicator) of £811.0m.

Borrowings	Less than 1yr £000	1-2yrs £000	2-5yrs £000	5-10yrs £000	10+yrs £000	Total £000	Ave. Interest Rate %
PWLB	-	-	4,500	16,143	308,944	329,587	3.7
Local Authority	17,000	9,000	50,500	-	-	76,500	1.4
Market Loans	-	-	-	-	17,500	17,500	4.5
LEP Loan	-	3,000	-	-	-	3,000	0.0
Total Borrowing	17,000	12,000	55,000	16,143	326,444	426,587	3.3
% of total Borrowing	4%	3%	13%	4%	77%		
Borrowing Limit (PI)	40%	40%	80%	80%	100%		

The table below shows the activity in Loans held by the Council for the year to date:

Loans Portfolio £000		
<b>April 17 b/f</b>		<b>395,371</b>
Repayment of loans to date	(11,784)	
New loans in year	43,000	
Net increase/(decrease ) to date		31,216
<b>Loans portfolio as at November 17</b>		<b>426,587</b>

Total interest payable on existing loans for the year (£426.6m) is expected to be £13.5m.

The Capital Receipts are monitored on a monthly basis and each sale given a status of Red, Amber or Green to identify the likely receipt before March 2018. The MTFs includes a contribution of £12.7m Capital Receipts, which includes £2.2m rolled forward from uncompleted disposals in 16/17. Any shortfall of actual cash receipts in year will therefore have a direct impact on the final Revenue position and in turn the underpinning of the MTFs approach. The revenue forecast assumes that 100% of green receipts and 50% of amber receipts are achieved.

Capital Receipts				
RAG Status	Budgeted Income per MTFs £000	Revised Budget £000	Received to Date £000	Not yet received £000
Green	4,191	4,737	3,487	1,250
Amber	1,975	9,097	-	9,097
Red	6,572	-	-	-
<b>Total</b>	<b>12,738</b>	<b>13,834</b>	<b>3,487</b>	<b>10,347</b>

**Investments**

The Council aims to achieve the optimum interest on investments commensurate with the proper levels of security and liquidity. In the current economic climate the Council considers it appropriate to keep investments short term to cover cash-flow fluctuations, and only invest with Barclays (the Council's banking provider) and Bank of Scotland (part of the Lloyds Banking Group), the Debt Management Office and Local Authorities although the Council has recently opened a Money Market Fund account to help mitigate the investment risks, whilst increasing returns.

As at January 2018 the Council's external investments totalled £35.9m and have yielded £63k to date.

<b>CABINET</b>	AGENDA ITEM No. 9
<b>26 MARCH 2018</b>	<b>PUBLIC REPORT</b>

Report of:	Fiona McMillan, Interim Director of Law and Governance	
Cabinet Member(s) responsible:	Councillor Seaton, Cabinet Member for Resources	
Contact Officer(s):	Pippa Turvey, Democratic and Constitutional Services Manager	Tel. 452460

## OUTCOME OF PETITIONS

<b>RECOMMENDATIONS</b>	
<b>FROM:</b> <i>Directors</i>	<b>Deadline date:</b> <i>N/A</i>
It is recommended that Cabinet notes the actions taken in respect of petitions.	

### 1. ORIGIN OF REPORT

- 1.1 This report is submitted following the submission of an E-Petition and the presentation of a petition to Council officers.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to update Cabinet on the progress being made in response to petitions submitted to the Council.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3, '*To take a leading role in promoting the economic, environmental and social well-being of the area*'.

### 3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>	If yes, date for Cabinet meeting	<b>N/A</b>
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### 4. BACKGROUND AND KEY ISSUES

#### **Petitions Presented at the Council Meeting on 24 January 2018**

##### Fulbridge Road

This petition was submitted by Councillor Davidson. The petition contained 114 valid signatures and called on the Council to consider appropriate signage and road safety measures to be put in place on Fulbridge Road, Werrington.

The Principal Transport Planning Officer advised that the Council had analysed 3 months of speed data along this section of Fulbridge Road and could confirm that there was not an issue with the average speed of vehicles. Accidents throughout the city were analysed and areas that have a cluster of accidents investigated to see if speed or the construction of the road was a factor at all and what solutions could be implemented. Fulbridge Road did not feature on the

current accident cluster list and nor had the police highlighted it as an issue to the Council.

The Council could only put in speed reduction measures where there was a need to do so and the Council need to have a consistent approach across the whole of Peterborough. As such there were currently no plans for speed reduction measures on this road.

One initiative that was highlighted to the lead petitioner was Speedwatch. Speedwatch was a scheme that allowed the public to get actively involved in monitoring the speed of vehicles travelling through their neighborhood. The scheme was about educating motorists in the law in relation to speeding and monitoring any trends in speeding in the neighbourhood.

### **Petitions Presented at the Cabinet Meeting on 26 February 2018**

#### Bretton Water Park

This petition was submitted by Mr Warren. The petition contained 245 valid signatures and called on the Council to not cut the £18,000 funding for Bretton Water Park.

Three further petitions were received by the Council on the same matter and have been combined into one petition. The combined number of valid signatures is currently being verified by officers.

No response has been provided by the service area at the current time. Cabinet will be updated once a response has been issued.

### **E-petitions**

#### Stop the Close of the Manor, Respite Home for Children and Young People with Disabilities

The e-petition was submitted by Ms Harbour on 5 March 2018. The petition contained 524 signatures, pending verification, and called on the Council to 'stop and reconsider the proposed closure of the Manor Children's and young people's home with special needs and disabilities. Parents need the facility, for their child/young person for the continuity, social aspects and the parents needing much needed respite.'

A further petition was presented by Councillor Davidson at the Council meeting on 7 March 2018 on the same matter and have been combined into one petition. The combined number of valid signatures is currently being verified by officers.

No response has been provided by the service area at the current time. Cabinet will be updated once a response has been issued.

#### Change Your Mind Mr Mayor Re: Public Gallery

The e-petition was submitted by Councillor Fower on 7 March 2018. This same petition was also presented at the Council meeting on 7 March 2018 by Councillor Davidson on behalf of Councillor Fower. The petition contained 35 signatures, pending verification, and called on the Council to 'get the Mayor of Peterborough to repeal his decision to not allow members of the public to sit in the gallery in the chamber, during meetings of Full Council'.

No response has been provided by the service area at the current time. Cabinet will be updated once a response has been issued.

### **Petitions Presented at the Council Meeting on 7 March 2018**

#### John Clare Rec is in Desperate Need of Improvement

This petition was submitted by Councillor Davidson. The petition contained 61 signatures, pending verification, and called on the Council to improve the outdated play equipment at the

John Clare recreation park.

No response has been provided by the service area at the current time. Cabinet will be updated once a response has been issued.

#### Parking on Grass Verges Along Southfields Avenue and Southfields Drive

This petition was submitted by Councillor Rush. The petition contained 24 valid signatures and called on the Council to take action in relation to the damage and safety aspect of cars parked on the grass verges along Southfields Avenue and Southfields Drive.

No response has been provided by the service area at the current time. Cabinet will be updated once a response has been issued.

### **7. REASON FOR THE RECOMMENDATION**

7.1 As the petitions presented in this report have been dealt with by Cabinet Members or officers, it is appropriate that the action taken is reported to Cabinet.

### **8. ALTERNATIVE OPTIONS CONSIDERED**

8.1 There have been no alternative options considered.

### **9. IMPLICATIONS**

9.1 There are no legal, financial, or equalities implications arising from the issues considered.

### **10. BACKGROUND DOCUMENTS**

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

10.1 Petitions presented to the Council and responses from officers.

### **11. APPENDICES**

11.1 None.

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