

NOTICE OF MEETING

MEETING	CABINET
DATE:	MONDAY 12 OCTOBER 2009
TIME:	10.00 am
VENUE:	BOURGES/VIERSEN ROOM - TOWN HALL
CONTACT:	Lindsay Tomlinson, Senior Governance Officer Telephone: 01733 452238 e-mail address lindsay.tomlinson@peterborough.gov.uk
<i>Despatch date:</i>	<i>2 October 2009</i>

AGENDA

	PAGE NO
1. Apologies for Absence	
2. Declarations of Interest	
3. Minutes of Cabinet Meeting - 6 July 2009	1 - 6
4. Cabinet Member Updates	
5. ITEMS FROM SCRUTINY COMMITTEES	
5.1 Culture Trust*	7 - 18
5.2 Peterborough Local Development Framework: Peterborough Core Strategy (Proposed Submission Version)	19 - 78
5.3 Cambridgeshire and Peterborough Minerals and Waste Development Plan Documents (Submission Stage)	79 - 90
5.4 Peterborough City Services ("PCS")*	91 - 96
6. STRATEGIC DECISIONS	
6.1 Medium Term Financial Plan 2010/11 to 2014/15*	97 - 110
7. MONITORING ITEMS	
7.1 Performance Monitoring Report - Quarter 1- 2009/2010	111 - 122
7.2 Outcome of Petitions	123 - 126

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Scrutiny Committee Members
Directors, Heads of Service
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*Any agenda item marked with an * is a 'key decision' involving the Council making expenditure or savings of over £500,000 or having a significant effect on two or more wards in Peterborough. These items have been advertised previously on the Council's Forward Plan (except where the issue is urgent in accordance with Section 15 of the Council's Access to Information rules).*



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MINUTES OF CABINET MEETING HELD 6 JULY 2009

PRESENT

Councillor Cereste - Leader of the Council, Councillor Croft, Councillor Eley,
Councillor Hiller, Councillor Holdich, Councillor Lamb, Councillor Scott and Councillor Seaton

1. APOLOGIES FOR ABSENCE

An apology was received from Councillor Lee.

2. DECLARATIONS OF INTEREST

There were no declarations.

3. MINUTES

The minutes of the meeting held on 30 March 2009 were agreed as an accurate record and signed by the Leader.

4. CABINET MEMBER UPDATES

Cabinet Members provided the following updates relating to activities within their individual portfolios:

- Councillor Seaton advised that he, along with the Leader of the Council and the Chief Executive had attended the Local Government Association Conference at the end of June and that they had made some excellent contacts and held positive discussions with other delegates.
- Councillor Scott stated that she was looking forward to the challenges of her new portfolio and that there was a lot of excellent work being done with and for the youth of the city.
- Councillor Hiller had recently attended the annual general meeting of the Peterborough Racial Equality Council and had been impressed with their work and enthusiasm.
- Councillor Eley reported that plans for the use of St Peter's Arcade were due by the end of the week and that it should be operational within 4 to 6 weeks. Negotiations were being held with a preferred new tenant for the former Woolworths building.
- Councillor Lamb advised that bowel screening sessions were due to be held in Peterborough.
- Councillor Cereste updated Cabinet on his proposal for a water taxi service and that a project was currently being worked up with the water board and the Environment Agency.

5. MONITORING ITEMS

5.1 Performance Monitoring Report – Year 2008-2009

Cabinet received a report which provided an overview of the council's performance between April 2008 and March against the targets and indicators in the Local Area Agreement. In summary:

- For a small number of indicators there is still no way to measure progress
- At the end of the year there were 8 indicators where performance could not be measured
- Strong and improving performance was better at the end of the year than the beginning
- There were more amber indicators at the end of the year, but this has improved from a peak during Quarter 2
- The number of red indicators has remained the same as at the start of the year

During 2008/2009 there has been significant improvement in the way the organisation and its partners measure, monitor and manage performance. The performance management process now provides a framework to identify progress and delivery risks and supports improvements by providing extra help to solve problem areas.

Members expressed concern at those indicators against which progress could not be measured. Officers shared their frustration and advised that government had not yet provided metrics and that they were awaiting guidance.

There were a number of areas that were classed as "at risk" and members suggested that the scrutiny process should be employed to look further into these areas of concern.

CABINET RESOLVED TO:

Note the 2008/9 performance against the Local Area Agreement priorities and ask that the relevant Scrutiny Committees consider reviewing those areas whose performance was classed "at risk".

REASONS

Failure to monitor performance would mean that Cabinet would not be able to ensure that the council achieves its intended outcomes.

ALTERNATIVE OPTIONS

None required; the report was presented for monitoring purposes.

5.2 Budget Monitoring Final Outturn 2008/2009

Cabinet considered the Budget Monitoring Report – Final Outturn 2008/2009 which summarised the financial results for revenue and capital to the end of March 2009 and contained performance information on the treasury management activities, payment of creditors in services and collection performance for debtors, local taxation and benefit overpayments.

Cabinet was advised that the report, which had been incorporated into the Audit Committee report relating to the Statement of Accounts 2008/2009, had been considered by the Audit Committee at its meeting of 29 June 2009.

CABINET RESOLVED TO:

1. Note the final outturn position for 2008/09 on the Council's revenue and capital budget.
2. Note the performance on treasury management activities, payment of creditors in services and collection performance for debtors, local taxation and benefit overpayments.

REASONS

The monitoring report for the 2008/09 financial year is part of the process for producing the Statement of Accounts.

ALTERNATIVE OPTIONS

None required; the report was presented for monitoring purposes.

5.3 Outcome of Petitions

CABINET **RESOLVED** to note the action taken in respect of the following petitions presented to full Council:

PETITION – REMOVAL OF ISLANDS ON WATERLOO ROAD

This petition was presented to Council on 8 October 2008 by Councillor Kreling and expressed concerns about the installation of traffic islands on Waterloo Road which it was claimed had been done without public consultation or the support of the community. The petitioners requested the removal of the islands.

The Council's Head of Environment, Transport and Engineering has responded as follows:

"I refer to the above and can only apologise for the lack of a formal response to the petition submitted in October 2008. I am responding as an officer of the Council duly delegated to respond on the matter and trust that you will convey the contents of this reply to the petitioners.

The build outs within Waterloo Road are developer lead rather than any schemes PCC have required or implemented. Planning permission was granted, I believe in 2003, for the residential development now named Century Square. During that application, it was evident that the existing vehicle to vehicle visibility splays at the point of the new access on to Waterloo Road were unacceptable to the Local highway Authority (LHA). As such, the applicant put forward a proposal to provide a build out at the entrance to the development off Waterloo Road, to enable adequate vehicle to vehicle visibility to be achieved. This was unacceptable to the LHA, as a stand alone build out was considered fundamentally unsafe. The applicant was advised that a scheme of build outs (formalising the existing parking and creating a form of traffic calming by the narrowing of the available carriageway width) would be required, including a Stage 1 Safety Audit. This was presented as part of the application and after some revisions, was found acceptable to the LHA, subject to detailed design and a Stage 2 Safety Audit (to be submitted under the Section 278 application).

During that planning application, residents of Waterloo Road would have been consulted and would have been given the opportunity to make comments to the Planning Department.

Once the Section 278 application was received and being dealt with, the developer's construction company (SDC) and agent/consultant were both informed that it would be in their best interest to consult with the residents of Waterloo Road, or at minimum, keep them up to date. I understand from SDC that they have posted regular newsletters to the residents of Waterloo Road, although it should be noted that this is not a statutory requirement upon PCC or the developer. PCC do recommend this in order that good relationships are gained and maintained throughout the development.

Whilst I sympathise with residents, the design of the scheme did take into account those that have off-street parking and those that do not. As mentioned above, the time to raise

concerns would have been at the planning stage and if the resident had purchased the property post planning permission, then the onus would be on their solicitor dealing with the purchase to provide the purchaser with full details of the planning permission.

It is the view of the LHA that the build outs should not be removed as they are required in order to ultimately provide safe vehicle to vehicle visibility from the new residential development on to Waterloo Road.”

PETITION - PARKING OF VEHICLES FROM EUROCARS IN FAIRFIELD ROAD AND GLEBE ROAD

This petition was presented to Council on 8 October 2008 by Councillor Lee and concerned issues regarding the parking of vehicles from Eurocars in nearby residential streets.

The Council’s Head of Environment, Transport and Engineering has responded as follows:

“I refer to the above and can only apologise for the lack of a formal response to the petition submitted in October 2008. I am responding as an officer of the Council duly delegated to respond on the matter and trust that you will convey the contents of this reply to the petitioners.

I have spoken to colleagues in planning enforcement, who have confirmed that the business is operating in accordance with its long standing planning permission. Unfortunately at the time the planning permission was granted, there were no conditions placed on the provision of parking, either within their site or in the surrounding streets. Consequently, planning enforcement has very little power to tackle the situation regarding the operation of the business.

The parking issues along Glebe Road have been ongoing and well documented for a number of years. The issues have ranged from parking for workers at the former Elliott factory, the parking associated with Peterborough United Football Club on match days and also more recently with the Eurocar business and the parking of their rental vehicles.

The Council has previously consulted with the residents of both Glebe Road and Fairfield Road proposing such measures as residential parking. On both occasions there was an overwhelming majority of residents who did not wish to have their parking restricted in this way, and the proposals were subsequently withdrawn.

The FA Cup replay against West Bromwich Albion had a considerable impact on both parking and traffic flows in the area, which may have resulted in some residents changing their views on some form of restricted parking. As Peterborough United Football Club continues to be successful, the parking problems in the surrounding streets have worsened on match days and thus impacting on emergency service access to the football ground.

I am therefore exploring potential measures with the Football Club Safety Group with a view to tackling the parking issues and how they affect emergency access arrangements. Clearly any measures introduced must also consider the needs of the residents on match days; otherwise there will be no support for the proposals at a local level. I am also mindful that any parking restrictions introduced will result in the displacement of parked vehicles to neighbouring streets resulting in the generation of a similar problem in previously unaffected streets. At this stage I am unable to confirm when the proposals would be consulted upon but trust that residents will appreciate the chance to influence their local community.”

PETITION – ERECTION OF A YOUTH SHELTER AT FULBRIDGE RECREATION GROUND

This petition was presented to Council on 8 April 2009 by Councillor Sharp and was in opposition to a proposed youth shelter on Fulbridge recreation ground.

The Council's Head of Neighbourhoods has responded as follows:

"The suggestion to install a youth shelter at this recreation ground came as a result of a group of young people securing youth bank money to improve the facilities at the pavilion and recreation ground. A multi agency working group consisting of:

- Greater Dogsthorpe Partnership
- Peterborough City Council Young People's Service
- North Ward Councillors
- Fulbridge Resident Association
- Peterborough City Council Recreation Services
- Resident representative

was formed to support the young people through the completion of their project and, from the outset, key services were consulted and a comprehensive engagement plan was put into place. This approach was designed to ensure that the local young people and residents felt fully informed and involved in the development procedures.

It is accepted that there can be a negative perception around youth shelters amongst residents, however research shows that if installed in the correct position they are often successful at reducing anti-social behaviour and fear of crime. Cambridgeshire Constabulary comment: "... have taken account of the proposal to install a youth shelter in the area of the multi-use games area and fully support this provision for the young people in the area. I am hopeful that such a provision is likely to reduce the problems which some young people are causing".

The engagement plan was designed to give local people as much information as possible about the misconceptions regarding youth shelters to ease any concerns there may be. Young people involved in the project, supported by local officers, spoke to the majority of residents face to face about the development plans for the park. In summary the results from the community engagement were positive, with a total of 81.4% feeling positive about the installation of a youth shelter at Fulbridge Recreation Ground.

Given the majority of residents are in favour of the youth shelter, the project team would therefore like to proceed with the installation of the shelter but will continue to closely monitor its use."

REASONS

Standing Orders require that Council receive a report about the action taken on petitions. As the petitions presented in this report have been dealt with by Cabinet Members or officers it is appropriate for the action to be reported in this way so that it will be presented in the Executive's report to Council.

ALTERNATIVE OPTIONS

None required; the report was presented for monitoring purposes.

Meeting closed at 10.20 am.

Chair.....

Date.....

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CABINET	AGENDA ITEM No. 5.1
12th October 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Matthew Lee (Cabinet Member for Environment Capital and Culture)	
Contact Officer(s):	Kevin Tighe, Head of Culture	Tel. 863784

CULTURE TRUST

R E C O M M E N D A T I O N S	
FROM : Councillor Matthew Lee, Cabinet Member for Environment Capital and Culture)	Deadline date : N/A
<p>1. To give authority to the Director of Operations to commence the process of establishing a not-for-profit distributing organisation (a 'trust') subject to appropriate consultation with staff and the agreement of a detailed business plan.</p> <p>2. To approve the inclusion of the following services within the scope of this work: Arts (including the Key Theatre and Gallery), Heritage (including the Museum), Library (all existing services) and Sports Services (all existing services).</p> <p>3. To approve a detailed full options appraisal of bereavement services (including the crematorium), to identify the optimum way of delivering this service.</p> <p>4. To agree to the formation of a shadow board as part of the process of establishing a not-for-profit distributing organisation (a 'trust').</p>	

1. ORIGIN OF REPORT

- 1.1 This report has been requested by the Cabinet Member for Environment Capital and Culture.

2. PURPOSE AND REASON FOR REPORT

- 2.1 To update Cabinet on the work undertaken to date to explore the formation of a trust for the delivery of cultural services and to seek agreement to proceed with further work to create such a trust, including formal consultation with staff and the development of a business plan.

This report is for Cabinet to consider under its Terms of Reference No. 3.2.4 To promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO
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4. A CULTURE TRUST

- 4.1 There are a number of different ways the Council could deliver and develop cultural services. The optimum delivery method for Peterborough has been the subject of consideration since the Council's Best Value review in 2004. Key to this review was a study by KPMG (2005) which was enhanced by a report produced by Deloitte in October 2006. This work has recently been refreshed by leading leisure trust solicitors Lawrence Graham.
- 4.2 These reviews considered, amongst other options: in-house delivery, tendering for a commercial operator, a mixed approach to delivery of services and the formation of a trust. The first two reports focused on key evaluation criteria including: enhancing quality of service, promoting Peterborough, improving levels of participation and value for money. Their conclusion was that a trust would provide the best delivery option to meet the Council's aspirations. The work of Lawrence Graham has re-confirmed the suitability and deliverability of this option. The executive summary of Lawrence Grahams review is attached as appendix 1.
- 4.3 The Audit Commission in its report 'Public Sport and Recreation Services' notes that trusts are performing at the same level as local authority in-house teams; but at a significant reduced cost. The same report notes the worst performing authorities are those which have adopted the 'mixed economy model' with both in-house and private sector management; Peterborough City Council currently has this approach. The broad message is that it is possible that if Peterborough City Council were to move away from its current model, participation rates could improve and costs reduce.
- 4.4 As with all management options there are advantages and disadvantages in delivering services through trust status. Advantages might include:
- Speed of decision-making compared with local government requirements may mean that facilities and services can be operated with greater financial and management autonomy, enabling them to respond to market changes and remain competitive;
 - There is an opportunity to harness public and private expertise on the board of the trust. Whilst democratic control of the activity through the local authority may be lost, community involvement in strategic decision-making can be a significant advantage;
 - A management team that is able to operate more commercially;
 - There is an undisputed fiscal advantage presented by trusts. Most trusts seek charitable status and charities are entitled to mandatory rate relief of 80% from national non-domestic rates (NNDR) and can apply for discretionary relief for the remaining 20%. Trusts operating sports facilities are exempt from VAT on entrance fees for sporting activities and there are a number of 'VAT breaks' for voluntary bodies generally. The savings calculated for the services propose are set out in paragraph 11 and is £396,703 for NNDR. Lawrence Graham estimate additional savings in excess of £75,000 from having a more favourable VAT position. In moving forward with a trust there is a net savings from these two elements calculated as approximately £471,000.
- 4.5 The disadvantages linked to strategic management of trusts are:
- Loss of integration with other Council services and the local authority can become 'divorced' from the leisure/culture service;
 - The Council will have less direct control than at present; charitable trusts must be independent and the trustees must be able to act at their discretion;

- Ongoing commitment and obligation of the Council to support the trust through grants and other financial assistance, less flexibility to amend financial investment in cultural activities than if they remained within the Council
- If, as is usual, the trust is set up as a charity, then it can only act within its objectives which cannot be altered without the Charity Commission's consent;
- The administration of the charity in itself may prove burdensome; bearing in mind the obligations imposed by legislation such as the 1985 Act and the 1993 Act.

5. CONSULTATION

- 5.1 On the 11 February 2009, the Community Development Scrutiny Panel explored the principle of all of the Council's cultural services being delivered through a trust. The delivery of bereavement services through a trust was given specific scrutiny by Members of the Panel. In addition, the Strong and Supportive Communities Scrutiny Committee received an update on the 10 September 2009 on the work undertaken to explore the formation of a trust.
- 5.2 On the 10 June 2009 the Business Transformation Savings Board approved the content of a business case to create a trust should Members wish to proceed with the recommendation of this report.
- 5.3 Further consultation is envisaged including formal staff consultation over the potential transfer to a trust under The Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE).

6. ANTICIPATED OUTCOMES

- 6.1 It is anticipated that a further report will be presented to Cabinet in February 2010. This report will include the outcome of formal staff consultation on the principles of transferring staff to the trust, and a proposed business plan for the culture trust. It will also include detailed information on the impact on the Council of a transfer to a trust, including the expected cost of ongoing financial support, and also the impact on other Council support services.
- 6.2 The business plan will cover all of the key issues relevant to forming and delivering a culture trust including:
- objectives of the trust
 - portfolio of activities to meet objectives
 - enhancement of current performance initiatives
 - new development opportunities
 - organisational structure
 - financial forecasts for the new organisation
 - risk management
 - a business transition plan.
- 6.2 In order to develop a business plan for the culture trust, it is essential that the principles within the plan are tested not only by the Council but also by the people who would become part of any trust that may be formed. In order to do this, it is proposed to form a shadow trust. The shadow trust will initially have no legal identity or assets. It will, however, play a vital role as a "touch-stone" to key issues as the business plan emerges.
- 6.3 There are six officer task and finish groups working on the delivery of this business plan and other related activities; a high level time-table of their work is set out in Appendix 2.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The reason for this recommendation is to improve service delivery and efficiency of cultural services in Peterborough.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 In July 2005 KPMG concluded a study which explored a range of options for the then Culture and Recreation Services section of the Council. This review covered in-house delivery, tendering for a commercial operator, a mixed approach to delivery of services and the formation of a trust. This study was followed up in October 2006 by a review by Deloitte which considered the same options. The studies concluded that the optimum way of delivering the kind of cultural services desired by Members was through a trust. Both the KPMG study and the Deloitte study was reviewed by leading leisure trust solicitors Lawrence Graham; their conclusion, following a review of the services, was that the delivery of services through a trust remained the optimum way of delivering those services.

- 8.2 One option considered and discounted at this stage is the inclusion of bereavement services within the trust. The primary reasons for this are as follows:

- while there are clear synergies between art, heritage, library and sport (each of these having a link to people's leisure interests and lifestyles) there is not a natural fit with bereavement services
- there are some limited financial advantages to be obtained by moving bereavement services into a trust, however it is questionable on whether business rates would be recoverable as crematorium services are not considered as charitable.

It is proposed that a separate piece of work is undertaken to fully explore all future options for bereavement services and this work will influence the final decision on whether or not this should be included in any trust.

9. IMPLICATIONS

- 9.1 The implications for the Council are wide spread. The Council's legal, financial, property, human resources, information technology and communications teams are key players in the project team that has been exploring and will be perusing the formation of the trust. The following issues are pertinent to each of these disciplines.

10. LEGAL

- 10.1 The Council has both general powers (Section 2 of the Local Government Act 2000) and specific powers (Section 19(3) of the Local Government (Miscellaneous Provisions) Act 1976) to support the proposed initiative. Section 19(3) of the 1976 Act specifically permits the Council to provide indoor and outdoor leisure facilities and to contribute by way of a grant towards the costs incurred by a voluntary organisation providing such facilities (and so can be relied on to enable the Council to enter into a grant funding arrangement to a trust), it does not provide a sufficient legal basis for other aspects of the initiative - most particularly the promotion of the trust and the provision of any support services to a new trust.

- 10.2 It will, therefore, be necessary to rely on Section 2 of the 2000 Act in addition to Section 19 of the 1976 Act. The recent case of Risk Management Partners Ltd v. Brent London Borough Council and Others (2008) (the "Brent Case") considered the extent and use of Section 2 powers.

- 10.3 Section 2 provides that a local authority has the power to do anything which it considers is likely to achieve any one or more of the following objects:
- the promotion or improvement of the economic well-being of their area;
 - the promotion or improvement of the social well-being of their area; and
 - the promotion or improvement of the environmental well-being of their area.
- 10.4 While Section 2 provides a robust statutory basis for the current proposals, it is essential that:
- the Council can demonstrate that its use of Section 2 powers in relation to this initiative is consistent with the objectives of the Sustainable Community Strategy;
 - the Council is satisfied that the initiative is likely to promote the well-being of its area or its inhabitants and specifically that it will promote one or more of the three objects in the 2000 Act; and
 - the primary purpose of the initiative is not to raise money and that the action is not explicitly prohibited on the face of other legislation.
- 10.5 When Cabinet is asked to make a final determination on whether or not a trust should be formed, expected to be in February 2010, there will be full consideration of whether it is appropriate to use Section 2 “well-being” powers.
- 10.6 It is proposed to create a ‘shadow’ board with eleven members prior to the creation of a trust as a board will be required to make decisions relating to the establishment of the trust and to the contractual arrangements between the Council and the trust before the trust itself is created. It is proposed that two councillors will be members of the shadow board and local advertisements will then be placed for the remaining members of the shadow board. All suitable applicants will then be interviewed by a panel, including the two councillors, then a selection made. The principle of drawing in shadow board members through nomination also remains an option. The shadow board members will be appointed and complete an induction before becoming involved in the formation of the trust.
- 10.7 It is proposed that membership of the Board will be voluntary and that Board members will not, therefore, receive payment for acting in their capacity as trustees. A trustee will not be allowed to make any profit as a result of his position as a trustee nor will a trustee be allowed to enter into any contract with the trust to provide services to the trust for profit.
- 10.8 The Council’s Legal Services team will form a key part of the project team that establishes the trust in addition to the specialist legal advice provided by Lawrence Graham solicitors bought in to support this process.

11. FINANCIAL

- 11.1 Detailed financial implications of forming a trust have been included in the report produced by Consultants Lawrence Graham and this includes an analysis of the benefits and costs associated with forming a Non-Profit Distributing Organisation (NPDO). The main issues relating to this are the extent of the services transferring into a new organisation, in terms of their financial make up, the costs of setting up and supporting a NPDO and the benefits arising from the Business Rate (NNDR) relief available and the complicated arrangements around VAT that could be used to the NPDO’s advantage. However, there are issues for the Council in relation to the extent of the NNDR relief that can be given and the arrangements that need to be put in place to enable VAT implications to be favourable to the NPDO overall.
- 11.2 A detailed financial breakdown of all of the services identified as potentially transferring into a NPDO was provided to the Lawrence Graham which identified the total expenditure and income budgets of all of the services and an analysis of the Corporate recharges that are borne by these services currently. Total expenditure of £8.711m is offset with income and grants totalling £2.781m leaving a net operating budget of £5.93m. In addition there are costs of Corporate services such as Legal, HR, Finance etc amounting to an additional

£1.468m of expenditure relating to these services. The question of whether or not the NPDO 'buys back' all or some of the Corporate services and the financial implications of those decisions will need to be considered as part of the Business Planning process. It is likely however that any decision not to continue with in house support services will have detrimental financial implications on the Council both in terms of 'lost' revenue and in potential redundancy costs etc.

- 11.3 An analysis of the NNDR costs indicates that there is a total NNDR liability currently of £466,710 on the premises occupied by the services identified as potentially transferring into a NPDO. Current legislation within Section 43 and 44 of the Local Government and Finance Act 1988 for eligible charitable organisations allows for 80% of these costs to be Mandatory relieved. Therefore there would be a minimum reduction in current costs of the services amounting to £373,368. However, Section 47 of the above Act gives a Local Authority discretionary powers to grant additional relief up to the full 100% of the NNDR charge. However of this additional 20% relief 75% is funded by the Local Authority and only 25% picked up from the NNDR pool. Therefore if 100% relief was granted the total saving that would accrue to the Council and the NPDO combined would be 85% of the total NNDR liability – i.e. the full 80% plus a quarter of the remaining 20%. This would then amount to a total reduction in NNDR liability of £396,703. This will become an annual saving. The issue of whether the Council or the NPDO benefit from this reduction will need to be considered in the light of the Council's financial position and the funding required by the NPDO to fulfil its objectives contained within its Business Plan.
- 11.4 Far more complex is the subject of VAT and the benefit the Council enjoys of its Partial Exemption status in relation to the full recovery of all Input Tax. There is a complicated calculation involved in ensuring that the Council continues to enjoy these benefits due to the amount of exempt activity it undertakes. In moving services both in and out of the Council a movement of tax liability has the ability to amend this calculation to such an extent that the Council may lose its Partial Exemption Status. Should that happen then the Council would be unable to recover any input tax in relation to exempt activity and the financial implications would be extremely serious. It should be noted that transferring services into a trust would improve the Council's Partial Exemption position with regard to VAT. The Council is currently running at between 3.5% and 4%. Breaching the Partial Exemption limit would cost the Authority around £1 million, moving services into a trust would help reduce the likelihood of such a cost being incurred.
- 11.5 This issue will need to be revisited during the completion of a business plan which will need to consider how the Trust and the Council operate in partnership in order to ensure that the VAT benefits are maximised.
- 11.6 As mentioned within the HR section of this report there will be a financial implication in respect of the need to ensure that employees are provided with the same or broadly comparable pension rights prior to any TUPE transfer. This will require an actuarial assessment of the Pension Fund liability for future pension costs of the transferring employees. The actuarial assessment will indicate the percentage rate to be applied for the employer's contribution which will need to be met by the NPDO. This will be different to the rate currently paid by the Council due to the fact that there are fewer employees in the total calculation and the likelihood that the age profile will be different to that of the total numbers of Council employees. In addition there is likely to be a requirement by the Cambridgeshire Pensions Authority for a guarantors bond in respect of the risk that the new organisation may fail to meet its obligations. The value of both the employer's rate and the bond are still unknown and will need to be taken into account during the completion of the business plan.
- 11.7 In addition, there is the issue of set up costs and the issues surrounding accommodation and facilities. Both of these will require both revenue and capital expenditure and a plan of action over the next few weeks and months will need to identify the totality of these and the availability of funding. The cost of these items has not been finalised. However, it is unlikely that any additional revenue or capital requirement for the formation of the trust will be significant. Once again, the Business Planning process will need to identify these and decisions will need to be made on how this is moved forward.

- 11.8 Finally Members will wish to note that creating a trust will bring advantages and disadvantages in relation to longer term financial planning. If a medium term business plan is agreed, then the Council will lose a degree of 'manoeuvrability' on how its budgets are utilised. However, this will be balanced by enhanced clarity on the cost of a specific service over that period.

12. HUMAN RESOURCES

- 12.1 The establishment of a trust as proposed will involve employees transferring under TUPE, thereby legally protecting their current contractual terms and conditions (pensions are dealt with below) and continuous service. To ensure a successful transfer under the relevant legislation, effective consultation with both Trade Union Representatives and staff will be required; it is proposed that this should be for a period of approximately three months. Employee representatives and staff have already been made aware of the feasibility study currently being undertaken.
- 12.2 The Council are currently working with Cambridgeshire County Council Pension Service to enable transferred staff to remain in the Local Government Pension Scheme; via an 'Admitted Body Status' pension scheme. This will ensure all employees retain existing pension benefits. The work with Cambridgeshire County Council remains on-going and employees will be kept informed of progress.

13. PROPERTY

- 13.1 It will be necessary to transfer assets to the cultural trust to enable it to deliver the services proposed. It is proposed that, in the majority of cases, the asset transfer will take the form of a lease. However, where the Council already leases in a property to support areas that will be transferred to the cultural trust, it may be necessary to consider some form of management agreement. This is because the assignment of the lease may be prohibited by the original agreement.
- 13.2 Key to the successful transfer of assets will be the assignment of liability. As the Landlord, the Council will retain certain liabilities which will be defined by the lease. It will then be the Council's legal duty to undertake these works as and when they are necessary. The Council will lose the flexibility of managing the programme for repair and maintenance obligations as currently enjoyed with operational property. The Council and the trust will need to work in partnership to ensure this does not become an issue.
- 13.3 A series of condition inspections are being undertaken at the present. The outcome of these will be used to inform the business case set out at paragraph 6 above and will clearly identify the future financial obligations both parties will have with regard to the assets. As part of this, a future work programme will identify works that need to be undertaken. This obligation can be built into the Council's Medium Term Financial Strategy.

14. INFORMATION TECHNOLOGY (ICT)

- 14.1 There are no immediate ICT implications emerging from this report. Members will wish to note that early consideration has already been given to the principle of the trust purchasing its ICT services through the Council via its Managed ICT Service Contract.

15. BACKGROUND DOCUMENTS

- 15.1 Lawrence Graham report into the formation of a culture trust for Peterborough.
15.2 KPMG study 2005

15.3 Deloitte study 2006

APPENDIX 1

1. Executive Summary Lawrence Graham Report

- 1.1 The Cultural Services Department has high performing services. It has strong policy drivers and vision.
- 1.2 In the 2006 Audit Commission report the service was quoted as a service that was performing well and consistently above the minimum requirements (three star).
- 1.3 PCC has a unique range of successful cultural services with potential.
- 1.4 There is enthusiastic and committed staffs with strong community support for some facilities.
- 1.5 We have reviewed earlier reports produced by PCC on options for the service and consider the evaluation in support of the NPDO approach to be robust as opposed to any private sector option.
- 1.6 There are considerable advantages of the NPDO approach including annual net NNDR savings of over £390,000, net VAT savings in excess of £75,000, community involvement, possibility of accessing development finance with continued PCC involvement. There are also some disadvantages and risks.
- 1.7 The single NPDO for all the facilities together with sport and arts development is recommended not only by Lawrence Graham but was also recommended in the Best Value Review of 2004 which analysed the option of more than one NPDO. We see no reason to depart from the Best Value Review and therefore we have not explored the option of more than one NPDO to manage the facilities within this report.
- 1.8 In addition to the single NPDO model we have been asked to consider the possibility of transferring the crematorium to the NPDO through the use of a trading subsidiary.
- 1.9 The reasons for the NPDO approach are outlined in Chapter 4 and PCC could minimise the risks by preparing a robust business plan in the implementation phase of the project and a seven year grant-funding regime. Part of the robust business plan will provide that transfer should take place by way of long lease although a licence arrangement is also possible.
- 1.10 Income generation would be important for the services and for their continued success as well as the sustainability of the NPDO and there are opportunities which could be undertaken and exploited.
- 1.11 The next phase of the project should be undertaken to develop a business plan for an NPDO prior to transfer to the NPDO.
- 1.12 The Council have undertaken a review of support services which will need to be considered in more detail in conjunction with the implementation stage.
- 1.13 The NPDO should be a charitable company limited by guarantee. The Council may also wish to explore the option of establishing a non-charitable subsidiary of the NPDO to undertake any trading activities and to possibly take transfer of bereavement services. Appendix H outlines the key issues PCC will need to take into consideration when considering whether to transfer the bereavement services.
- 1.14 PCC would maintain considerable involvement with the NPDO through board membership, grant funding, the landlord/tenant relationship and managing the relationship.
- 1.15 PCC will need to undertake some advertising under the procurement rules. PCC has the necessary powers to create and/or effect and/or transfer to an NPDO.

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CABINET	AGENDA ITEM No. 5.2
12 OCTOBER 2009	PUBLIC REPORT

Cabinet Member responsible:	Councillor P Croft (Cabinet Member for Strategic Planning, Growth and Human Resources)	
Contact Officers:	Shahin Ismail (Head of Delivery)	Tel. 452484
Reporting Officer:	Peter Heath-Brown (Planning Policy Manager)	863796

PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH CORE STRATEGY (PROPOSED SUBMISSION VERSION)

R E C O M M E N D A T I O N S	
FROM : Head of Delivery	Deadline date : 12 October 2009
<ol style="list-style-type: none"> 1. That Cabinet recommends the Peterborough Core Strategy (Proposed Submission Version) to Council for approval for the purposes of public consultation and submission to the Secretary of State. 2. That the Cabinet Member for Strategic Planning, Growth and Human Resources be authorised to approve, by Cabinet Member Decision Notice, a list of amendments (if any) to be incorporated into the Core Strategy arising from the outcome of Sustainability Appraisal and Habitats Regulations Assessment, which are due after the date of the Cabinet meeting, with that list being presented to Council for approval together with the Core Strategy. 3. That Cabinet notes the arrangements for consultation with the new Neighbourhood Councils (set out in paragraph 4.14 below), with any comments made by these Councils being presented to Council for consideration alongside the Core Strategy. 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following approval of the Preferred Options version of the Peterborough Core Strategy for the purposes of public participation at the meeting of Cabinet on 31 March 2008, and following the ensuing public participation and further evidence gathering since that date.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to enable Cabinet to consider and recommend to Council a proposed strategy which forms part of the major policy framework – namely the Peterborough Core Strategy (Proposed Submission version). If it is approved by Council, it will be published for public consultation and then submitted to the Secretary of State.

2.2 The recommended Core Strategy (Proposed Submission version) is available on the Council's website <http://democracy.peterborough.gov.uk> and copies have been placed in each of the Members Group Rooms.

2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.9 'To commission reviews by and determine any changes of policy proposed by the Scrutiny Committees and Commissions making recommendations to Council about proposed changes to the Council's major policy and budget framework'.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Council Meeting	2 December 2009
		Date for submission to Government Dept	Communities and Local Government - Spring 2010

4. PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH CORE STRATEGY (PROPOSED SUBMISSION VERSION)

Introduction

- 4.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of plan-making, which is known as the Local Development Framework (LDF). One of the first requirements under this new system was for all local planning authorities to submit to Government a Local Development Scheme (LDS). This is a document that sets out a schedule and programme for the preparation of all the other documents that will make up the Local Development Framework for the authority’s area; initially for the first 3 years, and then to be rolled forward to cover subsequent 3 year periods.
- 4.2 Peterborough’s most recent LDS was approved by Cabinet Member Decision Notice and subsequently accepted by the Secretary of State in April 2007. It demonstrates the Council’s intentions to progress a number of documents at the same time, including those specifically for minerals and waste, jointly with Cambridgeshire County Council. Already the Council has adopted its Statement of Community Involvement and one Supplementary Planning Document, and has produced successive Annual Monitoring Reports. One of the next documents that the Council must produce is the Core Strategy.
- 4.3 The Core Strategy will become part of the statutory development plan when it is completed, and, as such, will be part of the Council’s major policy framework. It will be one of the documents that will gradually replace the existing Peterborough Local Plan; but under the new arrangements there will not be a single ‘Plan’ for Peterborough, but a suite of documents that together comprise the LDF.
- 4.4 The Core Strategy will set out the vision, objectives and overall strategy for the development of Peterborough up to 2026, together with a limited number of policies that are core to achieving or delivering that strategy. It is required to conform generally with the Regional Spatial Strategy (RSS) for the East of England (sometimes known as the East of England Plan). It must reflect the Sustainable Community Strategy for Peterborough, with consistency of vision and priorities, demonstrating how the spatial elements of that Strategy will be delivered. It must also take into account national planning advice and other key regional and local strategies and plans.
- 4.5 Although the Core Strategy will be accompanied by a key diagram which will show pictorially some of the key elements of Peterborough’s development strategy, it will not have a proposals map drawn on an Ordnance Survey base. This is because the details of site boundaries (for example, the allocation of specific parcels of land for particular forms of development, or the specific boundaries of areas in which a planning policy might apply) are matters for other documents in the LDF. These other documents will follow the Core Strategy and must, themselves, be in conformity with it.
- 4.6 This demonstrates a fundamental feature of the Core Strategy; namely that it is strategic in nature, addressing the issues that are core to the future of Peterborough, and avoiding levels of detail that are more appropriate to subsequent elements of the LDF.

Public Participation on Preferred Options

- 4.7 The regulations and guidance on the preparation of documents within the LDF provide for various stages, with differing opportunities for public involvement at each stage. On 31 March 2008, Cabinet approved a 'Preferred Options' version of the Core Strategy for public participation.
- 4.8 Consultation on that version took place over a six week period during May and June 2008. A total of 878 comments were received from individual members of the public, developers, agents, landowners, companies, parish and neighbourhood councils, adjoining local authorities, Government Departments and Agencies, registered social landlords, pressure groups and interest groups.
- 4.9 All of the comments have been considered and taken into account in preparing the next (Proposed Submission) version of the Core Strategy, which is now before the Cabinet.
- 4.10 In the intervening period since the public consultation, further studies have been commissioned and evidence has been sourced – sometimes as a direct response to comments made and sometimes in response to new Government advice or the identification of evidence gaps. This work has included a Level 2 Strategic Floodrisk Assessment, a Water Cycle Study, an Energy Study, an Affordable Housing Financial Viability Assessment and a Resource Efficiency Viability Study. Discussions and negotiations have taken place with the prospective developers of the potential major developments on which the Core Strategy would rely.
- 4.11 In the light of all of this, officers have produced a draft Proposed Submission version. Attached at Annex A is a document which summarises the main issues from comments received during the public consultation last year and the main changes that have been made to turn the Preferred Options version into the Proposed Submission version that is now before Cabinet. An individual response to each comment will appear on the Council's website after this version is approved by Council.
- 4.12 Prior to this Cabinet meeting, the summary of comments made and proposed changes were considered by the Local Development Framework Scrutiny Group (7 September 2009), acting on behalf of the Sustainable Growth Scrutiny Committee. Changes have been made to the draft Core Strategy arising from that meeting. A copy of the notes of the meeting is attached at Annex B.
- 4.13 The draft Core Strategy has been considered by the Planning & Environmental Protection Committee (22 September 2009), and comments made at that meeting will be reported orally to Cabinet.
- 4.14 The new Neighbourhood Councils were not set up in time for any consideration of the Core Strategy prior to this Cabinet meeting, but it is proposed to consult them during their October round of meetings. Any comments made by these Councils will be presented to the meeting of Council on 2 December for consideration alongside the Core Strategy.
- 4.15 It is a statutory requirement that the Core Strategy should be the subject of formal sustainability appraisal (incorporating strategic environmental assessment), and Habitats Regulations Assessment. This process is underway but it is a continuous one and is not finished. Furthermore, if Cabinet were to make changes to the document – for example in the light of comments from Planning & Environmental Protection Committee – these would have to be subjected to these formal assessments. It is possible that some further changes will be needed in the light of these processes. Therefore, it is recommended that the Cabinet Member for Strategic Planning, Growth and Human Resources be authorised to approve, by Cabinet Member Decision Notice, a list of such amendments (if any) after the date of the Cabinet meeting, with that list being presented to Council on 2 December for approval together with the Core Strategy.

Summary of the Recommended Proposed Submission Version

- 4.16 In this section some of the key features of the recommended Proposed Submission version are summarised.
- 4.17 **Housing** – Peterborough needs to meet the requirement for at least 25,000 additional dwellings between 2001 and 2021, plus continuity of supply to 2026 thereafter. Taking into account what has been delivered already, and those dwellings expected to be lost through demolition and change of use, we must plan for approximately 25,500 more dwellings, 2009 to 2026.
- 4.18 It is proposed that the location for these dwellings should be broadly as follows:
- City centre – 4,300 dwellings
 - District centres – 1,300 dwellings
 - Within the urban area – 4,400 dwellings
 - Hampton – 4,100 dwellings
 - Paston Reserve – 1,200 dwellings
 - Norwood – 2,300 dwellings
 - Stanground South – 1,500 dwellings
 - Great Haddon – 5,300 dwellings
 - Key Service Centres (i.e. the villages of Eye/Eye Green and Thorney) – 600 dwellings (in total)
 - Limited Growth Villages – (i.e. the villages of Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering) – 450 dwellings (in total)
 - Small Villages (i.e. others not mentioned above) – 50 dwellings (in total)
- 4.19 The figures above include dwellings which are already under construction, have full planning permission or have outline planning permission (amounting to 9,318 dwellings). So, for example, the Hampton figure does not imply an additional 4,100 above what is already planned; it simply reflects the outstanding commitment (plus an additional allowance to enable development on the former Orton Brickworks and elsewhere).
- 4.20 There will be two entirely new urban extensions to the existing built-up area of the city (a) extending the Paston Reserve area into Norwood, west of the line of the A1073 Peterborough-Crowland highway improvement; and (b) at Great Haddon, south and west of Hampton, with development extending towards Norman Cross and the A1(M).
- 4.21 **Employment** – the economic development strategy is based on an ‘Environment Plus’ scenario, with the potential to create more than the indicative target of 20,000 additional jobs set by the East of England Plan, and with an emphasis on job creation in the higher value-added sectors, particularly the environmental industries.
- 4.22 At least 95.5 hectares (and up to 125.5 hectares) of employment land is proposed in addition to that already identified and/or committed through planning permissions. This is expressed as a range in order to meet the minimum requirement, but allow for flexibility of choice for potential investors. The principal locations for new employment development will be in and adjoining the urban area, the city centre, Alwalton Hill, Stanground South, the Great Haddon urban extension and the Norwood urban extension. A location at Red Brick Farm (Eastern Industry) was suggested in the Preferred Options consultation document, but evidence from the latest Environment Agency Floodrisk maps and from the Peterborough Level 2 Strategic Floodrisk Assessment has highlighted significant floodrisk problems. Therefore it is not included in the Proposed Submission version. It would not be prudent to rely on this site for delivery of the Core Strategy, but if the floodrisk issues can be satisfactorily addressed, it can come back into the reckoning as a site adjoining the urban area through the subsequent preparation of the Peterborough Site Allocations DPD.
- 4.23 **Regional Freight Interchange** – The Preferred Options document raised the issue of a potential road/rail freight interchange beside the Peterborough-March railway line at Stanground (sometimes referred to as Magna Park), and invited comments. There were 53

objections to this idea, including reference to a petition against the proposal, all largely from residents of Stanground. The prospective developers of the scheme set out their arguments in favour.

- 4.24 The Magna Park proposal is large, complex and of regional significance. It is inevitable that proposals of this scale will have competing benefits and problems. The development would bring significant advantages in the form of substantial additional employment and investment into Peterborough and, from a regional and national perspective, a transfer of long-distance freight from road to rail, with all the associated reduced traffic congestion, reduced pollution and sustainability benefits. It would accord with the East of England Plan. Issues at a local level include: pollution (noise/light/air/etc), floodrisk, biodiversity, minerals supply, traffic and transport, archaeology, impact on the landscape and impact on the amenities of nearby residents.
- 4.25 It is not the function of the Core Strategy to deal with any particular planning application, but to establish matters of strategy. On balance, it is felt that, strategically, the location at Stanground is a suitable one for a regional freight interchange, and the benefits of the scheme outweigh the disadvantages. Therefore the recommended Proposed Submission document includes a policy which supports the principle of the development of a regional freight interchange at this location subject to the prospective developer supplying all the evidence necessary; and itemises the main issues that would need to be addressed through a planning application. It emphasises the importance of a planning obligation to deal with matters that are not capable of being resolved on the site itself. However, in the event of the scheme not proceeding (e.g. because the developer cannot meet the policy requirements), the Core Strategy would still work, as it is capable of delivering the minimum job requirements of the East of England Plan.
- 4.26 **Urban Extensions** – the key requirements for each of the new urban extensions are set out in a separate policy.
- 4.27 **Settlement Hierarchy** – there will be a hierarchy of settlements with the City of Peterborough (including the existing urban area, the City Centre, District Centres and proposed urban extensions) at the top; Key Service Centres of Eye/Eye Green and Thorney; Limited Growth Villages of Ailsworth, Barnack, Castor, Glington, Helpston, Newborough, Northborough and Wittering; and Small Villages of Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe.
- 4.28 **Housing Needs** – developments should meet the housing needs of all sectors of society. The Preferred Options document suggested that 35% of all dwellings on sites of 15 or more should be provided as affordable houses, but evidence from the viability study shows that this would have a serious effect on the viability of new residential developments and could not be supported. According to the evidence, a target of 25% to 30% would be more appropriate. The policy therefore now presents 30% as a target for the plan period as a whole (to 2026), whilst acknowledging that that this may not be achievable in some locations or at some times (for example, in the current economic climate). The affordable houses should be split as 70% affordable rented and 30% intermediate. There are requirements for Lifetime and Wheelchair homes. The text accompanying the policy sets out a range of dwelling size (by number of bedrooms) to improve the choice of homes available, including more at the smaller and larger ends of the market – the latter, in particular, to encourage more business leaders to relocate to the area.
- 4.29 **Gypsies and Travellers** – criteria for the location of new sites for gypsies and travellers are set out, in accordance with a Government requirement. At least 15 pitches would need to be provided in each of the urban extensions at Great Haddon and Norwood.
- 4.30 **Neighbourhood Regeneration** – the strategy for the future of Peterborough is as much about regeneration of existing neighbourhoods as it is about new developments. The Neighbourhood Management approach to regeneration is re-affirmed.

- 4.31 **Environment Capital** – the Preferred Options document suggested a policy to secure improved sustainability standards (in terms of thermal efficiency, water efficiency, use of renewable energy etc) for residential and non-residential buildings in advance of national timelines. A study into the effects of such a policy on the viability of development shows that it would only be viable if the Council reduced its requirements in terms of planning obligations, or reduced its affordable housing requirements still further. In view of this, and the criticism of the preferred options draft policy (including from the Government Office), the Proposed Submission version replaces it with a less prescriptive policy, setting out what would be required from developers to contribute towards Peterborough’s aspirations to become the UK’s Environment Capital. This will fit well with the vision of the Sustainable Community Strategy.
- 4.32 **Renewable Energy** – renewable energy is encouraged in accordance with the Community Strategy aspiration to make Peterborough the UK’s Environment Capital. The proposal for an ‘area of search’ for a wind farm alongside the eastern edge of Fengate/Eastern Industry is deleted.
- 4.33 **Infrastructure** – the policy in the Preferred Options document that simply listed a selection of items of infrastructure came in for a considerable degree of criticism. It has been deleted, and replaced with a policy in the Proposed Submission version which requires development to have adequate infrastructure in place before it can proceed. Reliance will be placed on the forthcoming Peterborough Integrated Development Programme to set out the infrastructure needed to deliver the Core Strategy.
- 4.34 **Developer Contributions** – infrastructure, services and facilities which are needed as a result of developments will be funded from a standard charge approach, raised through planning obligations, and consistent with the Council’s emerging Planning Obligations Implementation Scheme.
- 4.35 **Transport** – the strategy for all transport related decisions will be delivered through the Council’s Local Transport Plan process, with key themes being highlighted.
- 4.36 **Retail** – the strategy for retail provision will be based on a hierarchy of centres, with the city centre at the top; followed by the five district centres of Bretton, Hampton, Millfield, Orton and Werrington; and local centres and key village centres. National policies will apply in order to promote the vitality and viability of existing centres, to serve the needs of shoppers in their catchment areas, but allowing for retail development elsewhere if this can be justified. The priorities are to expand the retail offer of the city centre, improve those district centres which have lacked investment (e.g. Werrington) and provide shopping facilities to meet the needs of residents in areas of new development.
- 4.37 **The City Centre** – the city centre will be further developed with retail/leisure in North Westgate, much more housing, an improved public realm, re-use of vacant and under-used sites, and better use of the riverside, all coupled with protection and enhancement of the conservation area. More detailed proposals will be determined through a separate City Centre Area Action Plan.
- 4.38 **Urban Design and the Public Realm** – the policy sets out a full range of criteria to achieve high quality and inclusive design as part of a strategy to achieve an attractive, safe, healthy, accessible and sustainable environment throughout Peterborough.
- 4.39 **The Historic Environment** – the policy sets out a full range of criteria to protect, conserve and enhance the historic environment throughout Peterborough, through the special protection afforded to listed buildings; conservation areas; scheduled ancient monuments; non-scheduled, nationally important archaeological remains; other areas of archaeological potential or importance; buildings of local importance; and areas of historic landscape or parkland.
- 4.40 **Culture, Leisure and Tourism** – the policy encourages the development of new cultural, leisure and tourism facilities, consistent with the strategies from Cultural Services, that will

help improve the range of facilities the city has to offer and meet the needs of the population, promoting the image of the city and attracting more visitors.

- 4.41 **Open Space and Green Infrastructure** – the strategy is to ensure Peterborough and its villages are provided with a range of open spaces of all types, including green infrastructure which will deliver benefits for biodiversity as well as places for recreation. A key component of this will be the Green Grid, providing a strategic network of open spaces around the city.
- 4.42 **Landscape Character** – the landscape of Peterborough will be protected and enhanced through the identification of different landscape character areas, coupled with careful control of development in the countryside.
- 4.43 **Biodiversity and Geological Conservation** – considerable emphasis will be placed on protecting and promoting biodiversity throughout Peterborough for the benefits of existing residents and future generations, whilst still enabling substantial new development to meet growth targets.
- 4.44 **Floodrisk** – locations for new development must always take the risks of flooding into account, in accordance with national policy and zones of different floodrisk probability identified through the Level 1 and Level 2 Peterborough Strategic Floodrisk Assessments.

5. CONSULTATION

- 5.1 Consultation on the Preferred Options version of the Core Strategy has been summarised above.
- 5.2 Consultation with the Local Development Framework Scrutiny Group and the Planning & Environmental Protection Committee has been referred to in paragraphs 4.12 and 4.13 above.
- 5.3 Arrangements for consultation with the Neighbourhood Councils are referred to in paragraph 4.14 above.
- 5.4 After the Proposed Submission version has been approved by Council, it will be published and there will be a consultation opportunity for the public to lodge formal representations on the 'soundness' of the document (consultation due in Jan/Feb 2010). The document, and any representations made, will be submitted to the Secretary of State, who will arrange for a public examination by an independent inspector from the Planning Inspectorate. The inspector will produce a report with recommendations, but these are binding on the Council.

6. ANTICIPATED OUTCOMES

- 6.1 It is anticipated that Cabinet will recommend the Core Strategy (Proposed Submission version) for approval by Council.

7. REASONS FOR RECOMMENDATIONS

- 7.1 Cabinet is recommended to approve the Core Strategy (Proposed Submission version) because it will help to progress the Sustainable Community Strategy vision for a bigger and better Peterborough that grows the right way; and because production of the Core Strategy is a statutory requirement.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative options of not producing a Core Strategy or not taking into account comments made at the Preferred Options stage were rejected, as the Council would not be fulfilling its statutory requirement.

9. IMPLICATIONS

- 9.1 The Core Strategy will have implications for all sectors of society and all wards and parishes of the local authority area. The process of sustainability appraisal, based on social, economic and environmental criteria, ensures that all potential implications are taken into account in a systematic way.
- 9.2 Legal Implications: The Council would be in breach of planning legislation if it did not comply with the new provisions.
- 9.3 Financial Implications: There are no immediate financial implications flowing from the approval of the Core Strategy (Proposed Submission). The detailed financial implications of the growth described will be assessed as individual schemes develop, and these will be incorporated into the Council's Capital and Revenue financial planning processes.

10. BACKGROUND DOCUMENTS

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

All comments submitted in response to the Peterborough Core Strategy Preferred Options consultation, are available on the Council's website.

Cabinet – 12 October 2009

**Peterborough Local Development Framework: Peterborough
Core Strategy (Proposed Submission Version)**

**Summary of Main Issues Raised in Comments on the
Preferred Options Core Strategy and Main Changes made for
the Recommended Submission Version**

The Preferred Options version of the Core Strategy was published for public consultation in 2008. There were 878 comments received. The Council must take into account the comments that were made in preparing the next version of the Core Strategy – the version that will be submitted to the Secretary of State. This report presents a summary of the main issues raised in comments and a summary of the main changes to the Core Strategy that are now included in the submission version which is recommended to Cabinet.

(References to policy and paragraph numbers are to those in the Preferred Options version; some of these will have changed for the recommended Submission version.)

Chapter 1 - Introduction

Comments on Preferred Options Version

28 representations in total - 6 in support, 9 objections and 13 making general comments or suggesting changes

Only a few of the representations were specifically related to this Introduction chapter. The majority were general remarks about the whole Core Strategy and its process; or comments which the respondent should have attributed to another part of the document.

Main Issues Raised

Wide variety of unrelated issues. Not enough detail. Too much detail. Overall support. Too long. Key Diagram is unclear. Should include minerals and waste, and waste management policies. Important to regenerate the station area. Document must be consistent with national policy and guidance; must rely on evidence from the SHMA and the SHLAA; and must recognise the need for market-led development. Important to address gaps in understanding and information. Can we have more parks, gardens, lakes and smaller properties for OAP's. Concerned that recent national economic events mean that many of the forecasts/ proposed developments will not happen as planned. Need for more affordable homes in villages.

EERA conclude that there is no significant divergence from the Regional Spatial Strategy, and therefore the Core Strategy would be in general conformity.

Go-East comment that it is not clear how the Environment Capital status aspiration will be achieved, and emphasise the importance of evidence to justify demanding environmental standards, or otherwise such policies ought to be removed

Recommendations from Sustainability Appraisal

As this is an introductory chapter, with no objectives or policies, there are no recommendations from the Sustainability Appraisal.

Recommended Changes to the Core Strategy

- Update the Introduction chapter so that it is relevant for the submission version of the Core Strategy, rather than the Preferred Options version.
- Amend the Key Diagram to show the location of the urban extensions more clearly.
- Make any necessary changes throughout the document arising from new evidence from the Water Cycle Study, transport modelling and other new evidence sources.
- In chapter 4, change the subheading above para 4.0.15 to 'City and District Centres'.

- Incorporate more references to the way in which policies will help to achieve the Environment Capital aspiration of the Plan, including replacing policy CS9 with a new Environment Capital policy.
- Revise policy CS10 and write the new Environment Capital policy in the light of more recent Government guidance on issues of renewable energy, energy efficiency and low-carbon/zero-carbon development
- Update paras 2.4.1 to 2.4.4 to reflect the more recent Regional Economic Strategy 2008-31

Chapter 2 – Influences and Overarching Issues

Comments on Preferred Options Version

44 representations in total - 8 in support, 22 objections and 14 making general comments or suggesting changes

Main Issues Raised

Wide variety of unrelated issues – many respondents attributed their comments to this chapter, when they were really making comments about the Plan as a whole.

Support for joint working between PCC and OP. There has been no prior consultation with the HBF. All the documents that form the evidence base should be listed in the document. Object to the absence of policy to prevent coalescence of villages. Suggest that Great Haddon should be an Eco-Town rather than Hanley Grange (Cambs). The Core Strategy doesn't reflect the outcome of the IGS accurately enough in that it weakens the proposals for high densities. Opposed to high density development, because it will not achieve a high quality of life. Opposed to the proposed Magna Park development, which seems contrary to many of the key issues identified. Plan proposals do not take natural environment issues into account sufficiently. Council should ignore central Government dictats and deliver what is best for Peterborough. The LTP2 is a poor transport strategy and the Core Strategy should ignore it. Reference should be made to the PCT's Strategic Service Delivery Plan, the Peterborough Green Grid Natural Networks Strategy, the Peterborough Green Parks Delivery Plan, the Regional Woodland Strategy for the East of England and various other specific plans and strategies. The consultation has been a sham and no faith in the outcome of earlier consultations. Peterborough should focus on trying to attract high-skilled jobs.

Lincolnshire County Council concludes that the strategy is consistent with plans for Lincolnshire.

The Highways Agency has asked for further transport modelling as it remains to be convinced that the preferred option will work.

Go-East comment that due to the large number of issues and objectives identified (through the IGS) it is not clear what are the top priorities of the Core Strategy.

Recommendations from Sustainability Appraisal

As this is an introductory chapter, with no objectives or policies, there are no recommendations from the Sustainability Appraisal.

Recommended Changes to the Core Strategy

- Make general updates throughout the section to reflect the fact that this is now the submission Core Strategy rather than the Preferred Options document.
- Re-write section 2.3 to summarise the final versions of both the East of England RSS and the East Midlands RSS, which have been published since the Preferred Options Core Strategy.

- Re-write section 2.4 to summarise the new Regional Economic Strategy 2008-2031, which has been published since the Preferred Options Core Strategy, and reflect this throughout the remainder of the document.
- Delete reference to the PCC Corporate Plan 2007-2010, which is now out of date and superseded by the Sustainable Community Strategy.
- Update the summary of the Local Transport Plan to refer to the Long Term Transport Strategy and its relationship with LTP3.
- Re-write section 2.9 to summarise the new PCC Housing Strategy Statement, which has been published since the Preferred Options Core Strategy.
- Add a summary of the PCT Strategic Service Development Plan into the list of other plans and strategies which have had a bearing on the Core Strategy.
- Bring sections 2.12 (Sustainability Appraisal) and 2.13 (Habitats Regulations Assessment) up to date following completion of these areas of work.
- Delete reference to the March 2006 stakeholder workshops (paras 2.14.3 and 4).

Chapter 3 – Our Vision for the Future of Peterborough

Comments on Preferred Options Version

41 representations in total - 20 in support, 5 objections and 16 making general comments or suggesting changes

Main Issues Raised

There was a good level of support for the overall vision and individual elements within it (including support from EEDA, EERA and the EA).

Some respondents sought various minor changes to the wording of the Sustainable Community Strategy vision statement.

Other specific comments included:

Support for the vision for transport but doubtful that the proposed policy would deliver it; and support for the vision for housing but doubtful that the proposed housing mix would deliver it. The vision is too aspirational, and does not reflect the reality of life in Peterborough today. The vision for the environment should seek to enhance local environmental assets, not just protect them. It should be made clear that 'infrastructure' includes social, community and green infrastructure, as well as physical elements; also, the infrastructure element of the vision warrants greater prominence in the chapter. The development of Magna Park would not be in accordance with the vision statement. It is not clear from the vision what is locally distinctive about Peterborough. 'Sustainable development' should be defined in the vision.

Recommendations from Sustainability Appraisal

As this a chapter which sets out a vision for the area, with no objectives or policies, there are no recommendations from the Sustainability Appraisal.

Recommended Changes to the Core Strategy

- Amend part 3.0.9 of the vision so the heading refers to 'Climate Change, Sustainability and the Natural Environment' and amend the text to refer to the 'protection **and enhancement** of the area's existing environmental assets...'
- Move part 3.0.13 of the vision, relating to infrastructure, to earlier in the vision statement (prior to 3.0.4). Amend to refer to '...increased **physical, social, community and green** infrastructure...'

Section 4 – Our Objectives

Comments on Preferred Options Version

43 representations in total - 19 in support and 24 objections/suggesting change

Main Issues Raised

- A number of issues related to policies or separate sections rather than the objectives section itself e.g. 'Magna Park' and were hence better addressed through those sections.
- Majority of representations involved minor edits to objectives or inclusion of reference to specific elements within the objectives e.g. seeking reference to ancient woodlands in objective OB20: Sites of Environmental Importance and seeking reference to a design-led approach in objective OB9: Housing Quality and Density, rather than wholesale changes to objectives.
- The unique opportunities presented by an enhanced River Nene were mentioned more than once.
- There was an appetite for objective OB14: District Centres to aspire to a greater mix of uses to enable long term vitality and viability.
- There was a desire to protect city centre vitality/viability from out of town (retail) development and ensure it remains top of the retail hierarchy in the East of England region.

Recommendations from Sustainability Appraisal

'Although potential conflicts have been identified through the appraisal of the Core Strategy objectives set out in the Preferred Options DPD, most of these conflicts are expected to be mitigated by other objectives in the Core Strategy.

However, in the case of a small number of Core Strategy objectives, it is recommended that amendments are incorporated in order to reduce the likelihood of potential conflicts with the SA objectives:

1) Core Strategy objective OB3: Urban and Rural Character and Distinctiveness

In order to ensure that significant City Centre development can be delivered whilst protecting the historic environment of Peterborough City, it is recommended that this Core Strategy objective is amended to include reference to the need to protect the historic environment in urban areas and to harness the historic environment as a catalyst for regeneration within the overall proposals for development and change in the city.

2) Core Strategy objective OB13: City Centre

Although it may not be necessary to include wording relating to the need to protect the Nene Washes SPA and Ramsar site within this objective, as the need to protect Peterborough's environmental assets is covered elsewhere in the objectives, there is a need to test this objective through Appropriate Assessment, in order to assess whether it is deliverable. If it is not possible to deliver this objective whilst protecting the integrity of this European site of nature conservation, it should be revisited.

3) Core Strategy objective 20: Sites of Environmental Importance

Similar to Core Strategy objective OB13, there is a need to assess this objective through the Appropriate Assessment process in order to conclude whether it can be delivered alongside objectives which aim to increase housing and economic development. It is recommended that this objective remains unchanged, but it may be necessary to adjust other objectives following the Appropriate Assessment’.

In response to SA recommended amendment 1 we have incorporated changes to Objective OB3 to reflect the need to both preserve and enhance the City’s historic environment to provide local distinctiveness and provide important focal points.

Recommended amendments 2 and 3 need to be considered in the light of the subsequent Appropriate Assessment undertaken by Land Use Consultants in January 2009. Their overall conclusion stated: “*We conclude that, subject to the changes recommended to policies CS4, CS10 and CS21, the Core Strategy Preferred Options will not adversely affect the integrity of Nene Washes SAC, SPA and Ramsar*”. This has been interpreted to mean that there are no further direct implications for the objectives as they are currently defined.

Recommended Changes to the Core Strategy

- Greater emphasis on historic environment in OB3.
- Amend OB9 to refer to a design-led approach to densities.
- Retain focus on City and District Centres for objectives OB13 and OB14 and remove reference to Village Centres in the heading.
- Amend OB19 to refer to adapting to climate change
- Add reference to Natural Environment in the heading to objectives OB18-OB20 and make additional reference to ancient woodlands and veteran trees.
- Add an additional detailed objective relating specifically to the River Nene under the Recreation, Leisure, Culture and Open Space Section (to become OB24 with resulting implications for numbering remaining objectives).
- Extend the period of the plan from 2021 to 2026 where it is referred to in objectives OB26 and OB27
- Add a concluding paragraph to highlight the overall message/priorities from the vision and objectives.

Chapter 5 – The Spatial Strategy, the Scale & Location of Residential Growth (including policy CS1)

Comments on Preferred Options Version

109 representations in total - 36 in support, 29 objections and 44 making general comments or suggesting changes

Main Issues Raised

There was a good level of support for the preferred spatial strategy, the overall number of dwellings to be distributed and their proposed distribution. EERA, EEDA and EMRA all expressed general support. Given the scale of development proposed for Great Haddon and Norwood, there was remarkably little opposition to these.

Other views:

- Urban extensions should only be developed after residential development in the city centre and urban area
- Welcome the fact that there is no attempt to phase urban extensions after residential development in the city centre and urban area
- Support for planning beyond 2021
- The total number of dwellings being planned should be considerably reduced
- The policy does not provide enough flexibility if some sites do not deliver
- The housing figure for Great Haddon should be revised to reflect the most recent analysis/calculations for the site
- The city centre dwelling figure should be a minimum, not a ceiling, and all city centre residential development should take place before urban extensions
- Support for the scale of growth proposed for Eye/Eye Green and Thorney (Key Service Centres)
- There should be more development in the Key Service Centres and Limited Growth Villages
- Disagree with the scale of growth proposed for the villages
- Support the figure of 500 more dwellings for Limited Growth Villages
- Thorney should not be a Key Service Centre. The scale of growth at Thorney should be proportionate to the scale and character of the village
- All villages should receive some housing growth
- Glinton is suitable for more growth and should be allocated at least 100 more dwellings
- Opposed to further growth at Glinton. Development at Glinton should accord with wishes of local people.
- Growth should be vertical (blocks of flats) in the urban area, not outward expansion onto farmland
- Various individual sites in villages proposed for development
- Object to 'town cramming' of more development into the urban area/ city centre
- Object to high densities. Densities should be determined by design/masterplanning, not set out by the Core Strategy
- Opposed to further housing development around Orton Centre
- Opposed to substantial high density development around Werrington Centre
- Studies into the potential for growth around district centres should be undertaken in consultation with appropriate community representative organisations
- Support further housing development around Orton Centre

- As Paston Reserve has planning permission, the Core Strategy should not say that this must be revisited in conjunction with the planning of Norwood
- Remain to be convinced that the scale of development can be achieved without adverse impact on the trunk road system
- Core Strategy does not consider flood zones in assessing capacity for growth
- Core Strategy will need to rely on the Water Cycle Study, Level 2 Flood Risk Assessment and other studies; and should consider phasing development with the provision of infrastructure
- Pleased to see a housing trajectory
- The housing trajectory is inadequate and needs more detailed information

Recommendations from Sustainability Appraisal

The SA recommended that the impacts of the Preferred Option should be analysed using the IRM to reduce the number of impact areas where effects are uncertain and to facilitate comparison with other options. The impacts on water resources and water quality should be re-examined in the light of the Water Cycle Study before the strategy is finalised.

Recommended Changes to the Core Strategy

- Update all the baseline dwelling figures to 2009 and, as a result, show 25,450 dwellings as the outstanding requirement to 2026
- Amend the proposed dwelling figure for Great Haddon from 6,000 to 5,300.
- Increase the proposed dwelling figure for the city centre, to reflect the larger city centre boundary as identified via the City Centre Area Action Plan work.
- Decrease the proposed dwelling figures for District Centres, the Urban area, Hampton, Key Service Centres and Limited Growth Villages, as a result of the shorter time period starting from 2009.
- Amend para 5.3.6 to explain that the residential density for new development in the city centre will vary according to location and surroundings, averaging in the region of 100dph.
- Amend para 5.3.8 to refer to the possibility of masterplanning or other studies to examine the potential for more dwellings in and adjacent to district centres. In policy CS1, refer to such studies being undertaken in consultation with appropriate community representative organisations.
- In paragraph 5.3.13, refer to the opportunity to revisit the plans for Paston Reserve, in combination with Norwood. In the policy, separate the figure for dwellings at Paston Reserve from the figure for dwellings at Norwood.
- Delete reference to any figure for housing in the countryside in policy CS1.
- Amend the housing trajectory to bring it up to date to 2009 and provide additional information about the potential sources of housing delivery in the Implementation and Monitoring chapter.

Chapter 5 – Economic Scenarios and the Scale & Location of Employment Growth (including policy CS2)

Comments on Preferred Options Version

38 representations in total - 16 in support, 6 objections and 16 making general comments or suggesting changes

Main Issues Raised

(a) The Economic Scenarios

There was a good level of support for the preferred economic scenario, and general agreement with the actions needed to deliver it. Some doubt was expressed about as to whether the economic aspirations could be achieved at a time of recession.

(b) The Scale and Location of Employment Growth

There was general support for policy CS2, with a minority wanting more employment land at Norwood and in villages; and support for more city centre offices.

There was also widespread support for the proposed overall scale and distribution of employment land. EERA supports the policy and text, which is consistent with the RSS. EMRA say that the policy accords well with the approach in the East Midlands.

Some minority views:

- Retain the allocated employment sites at Thorney and Eye Green
- Agree with the deletion of the allocated employment sites at Thorney and Eye Green
- There should be marginally more employment land available in villages
- There is a need to allocate more than 233 hectares of new employment land
- The city centre should be the preferred location for all new offices
- There is no demand for new office building in the city centre
- The Red Brick Farm allocation is too large
- The Red Brick farm allocation should include B8 uses as well as B1 and B2
- Concerns about potential floodrisk at Red Brick Farm
- The figure for employment land available at Great Haddon should be increased to 65 hectares and reference to an environmental cluster should be deleted.
- Alwalton Hill should be shown on the Key Diagram

Recommendations from Sustainability Appraisal

None of the SA recommendations for the spatial strategy were specifically related to the economic scenarios or the scale and location of employment development.

Recommended Changes to the Core Strategy

- Increase the amount of employment land to be found in villages from 2 to 3 hectares.
- Amend the final paragraph of policy CS2 to refer to vertical as well as horizontal mixing of uses in mixed-use developments.

- In the first paragraph of policy CS2, replace 'including' with 'including bodies such as' and delete reference to the Peterborough Regional Economic Partnership.
- Amend the key diagram to show the general location of the Alwalton Hill employment area.
- In the final sentence of paragraph 5.7.14, insert 'or re-allocated' after 'de-allocated'.
- In paragraph 5.5.13, change '2007' to '2008'.
- Delete Red Brick Farm as an allocation for employment growth in the policy and text, as a result of revised EA flood zone mapping and evidence from the Level 2 SFRA. In its place, include a general reference to further employment land allocations in and around the edge of the urban area.
- Amend the third paragraph of Policy CS2 to refer to provision of between 215 and 245 hectares of employment land.
- Amend the fourth paragraph of policy CS2 to refer to approximately 65 hectares at Great Haddon.
- Amend para 5.7.10 to refer to approximately 65 hectares of employment land and remove the reference to 10 hectares for an environmental cluster.
- Make appropriate changes to table 5 to correspond with these amendments.

5.8 Regional Freight Interchange

Comments on Preferred Options Version

56 representations in total - 3 in support and 53 objections/suggesting change. Reference to additional signatures gathered by way of petition, but the petition was not submitted.

Main Issues Raised

The Magna Park proposal is large, complex and of regional significance. It is inevitable that proposals of this scale will have competing benefits and problems. Issues include:

- pollution (noise/light/air/etc);
- flood plain loss and flood safety;
- loss of greenfield;
- loss/gains of habitat and biodiversity (on and off site);
- loss of mineral reserves;
- strategic transport issues (rail and road);
- local transport issues (access, congestion, junctions etc);
- creation of jobs (and type of jobs);
- hours of operation;
- visual impact on the landscape (including countryside and cathedral views);
- enforcing maximum use of railway for site operations;
- impact on local residents during constructions phase;
- impact on local residents during operation of site;
- ability for local infrastructure network to cope with demand (eg power);
- whether Peterborough is the most appropriate location for a regional interchange; and
- a whole host of more detailed design considerations should the principle in favour be established.

Recommendations from Sustainability Appraisal

No recommendations, due to the original SA not being undertaken for this site as there was no policy in the Preferred Options Core Strategy.

The revised SA is due to report shortly and may affect the policy wording.

Recommended Changes to the Core Strategy

The policy and supporting text has been substantially re-drafted.

It is now recommended to insert a policy which will begin by stating: "Subject to completion, by the prospective developers, of a clear evidence base which addresses all the relevant issues, the Council will support the principle of the development of a strategic regional road/rail freight interchange on land to the north-east of Stanground." There will be a list of key issues to be addressed, and reference to the need for a planning obligation if planning permission were to be granted. The policy makes specific reference to the need for Habitats Regulations Assessment.

Policy CS3 Urban Extensions

Comments on Preferred Options Version

Total of 37 comments received

Agree – 15

Disagree – 8

Suggest a change or general – 14

Main Issues Raised

There are several objections to the requirement that the permitted plans for Paston Reserve should be modified to incorporate Norwood to create a single comprehensive development area. The council can not place such a requirement on the developer and therefore the policy wording will be changed to ensure that the development at Norwood will be designed to be sympathetic to the permitted scheme.

There is a suggested change for a phasing policy, as set out in the IGS, which will ensure priority is given to the City Centre and existing urban area before any urban extensions should be developed. It was not considered that a phased approach to housing growth would be appropriate or deliverable under the planning system. For instance a planning application for an urban extension could not be refused as premature if it were submitted before all of the sites within the existing settlement boundaries had come forward. Such an approach could result in the Authority failing to meet the housing targets set out in the RSS given the long lead in times for development, particularly in respect of new urban extensions. No change to the policy is, therefore, recommended.

A number of objections refer to the specific mention of a density requirement of 50 dwellings per ha in all urban extensions. The overriding objective of this requirement was to ensure the delivery of well designed schemes containing a range of housing size and type. Although the preferred options policy required an overall average density of 50 dph, this requirement will be removed and reliance will be placed on national guidance in terms of density and design, taking into consideration the context of the surrounding area.

There are a number of suggestions that the policy should place more emphasis on the importance of sustainable development and should also include reference to water efficiency. The policy will be amended to include this.

There are a few objections to the requirement for urban extensions to include provision for gypsies and travellers. It is appropriate for provision of pitches to be sought in major urban extensions, which is in accordance with national and regional policy.

Objections have also been received in relation to the final bullet point and the treatment of the edge of urban extensions. It is claimed that the Preferred Options wording restricts uses on urban fringe and assumes further phasing of development will never occur. The last bullet point will be changed to clarify how edges of urban extensions are to be treated, but policy will not refer to uses.

A number of suggested changes to include B8 uses in Redbrick Farm have also been received. But as the development at Redbrick Farm is no longer proposed as an urban extension, no change is required.

Recommendations from Sustainability Appraisal

General recommendations from the Sustainability Appraisal relating to the spatial strategy as a whole are covered in the 'Spatial Strategy' summary sheets. There are none specifically about policy CS3.

Recommendations from Habitats Regulation Assessment

This said "The general area proposed for Great Haddon Urban Extension by the Core Strategy key diagram overlaps Orton Pit SAC. In order to avoid threat to the integrity of the SAC through direct loss or damage to habitat we recommend that new text be added to this policy to the effect that subsequent site specific allocations must avoid the footprint of the SAC".

Response: The Core Strategy is a strategic document. The key diagram will be amended to address other issues; however it is conceptual and will not define the site boundary. Policy CS20 makes it clear that national nature conservation policies will apply. Changes will be made to the wording of the policy to ensure the importance of the SAC is taken into consideration; this issue is discussed in detail below.

Recommended Changes to the Core Strategy

There are several changes to the policy and accompanying text; the main changes have been summarised as:

Introduction:

- Paragraph 5.9.3 replaced with "A new urban extension is proposed at Norwood, adjacent to Paston Reserve which has permission for some 1250 dwellings with associated community facilities. Development at Norwood should give consideration to and be designed so that it is sympathetic with the permitted scheme at Paston Reserve in order to create a single comprehensive development area"
- Paragraph 5.9.4 delete "effectively extending Hampton to the south and west" and replace with "It is envisaged that this will function as a self contained settlement but also as part of a linked community with Hampton and the village of Yaxley to the south and east."
- Insert measures to increase water efficiency to paragraph 5.9.7 to read "using new technologies in the design and construction of buildings to maximise renewable and low carbon energy sources, include measures to increase water efficiency, incorporate effective waste management facilities...."

Policy:

- 2nd paragraph amended to read "Proposals for the Norwood urban extension should give consideration to and be designed so that it is sympathetic with the permitted scheme at Paston Reserve in order to create a single comprehensive development area"
- Delete references to Redbrick Farm due to floodrisk issues.

- The list of bullet points has been summarised to combine a number of issues, and points which are covered by other policies in the Core Strategy have been removed. The first sentence of the third paragraph is amended to read: “Development of each new urban extension must comply with all the relevant development plan documents including other policies set out in the remainder of the Core Strategy, and must be planned and implemented in a comprehensive way that is linked to the delivery of key infrastructure. In particular, site specific issues relating to each of the urban extensions at Great Haddon and Norwood should :”
- Combine 1st and 2nd bullet points and remove reference to an overall net residential density of approximately 50dph
- Remove the references to the quantity of employment land.
- Amend the bullet point relating to education provision to read “incorporate nursery, primary and secondary schools and either a special school or enhanced provision for pupils with special educational needs”
- 7th bullet point reduced to “provide a network of open spaces for play, sport and recreation, including local nature reserves, woodlands and green spaces.
- Last bullet point modified to remove term “defined edge” policy to read “incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding landscape”
- An additional paragraph have been added to the policy covering specific issues relating to Great Haddon which require detailed consideration, the main issues relate to the treatment of the SAC.

Policy CS4 - Key Infrastructure

Comments on Preferred Options Version

26 representations in total – 7 in support, 19 objections/suggesting a change

Main Issues Raised

The policy currently identifies a selection of key infrastructure schemes. Comments, notably from the Government office and the Environment Agency, highlight that further information is required to understand the infrastructure requirements of the Core Strategy. Dependencies, costs, timing and responsibility were all details that need to be drawn out in the revised version of the Core Strategy.

Other specific comments included:

Support for the evidence base documents including the Water Cycle and Energy Studies. The importance of transport infrastructure including junction improvements should be reflected in the Core Strategy.

Recommendations from Sustainability Appraisal

Many of the infrastructure proposals set out in this chapter appear in the second Local Transport Plan (LTP2), and have already been appraised in more detail in the SEA of that plan. The remaining proposals were considered to be too general to appraise them. There are therefore no recommendations from the Sustainability Appraisal.

Recommended Changes to the Core Strategy

- Revise the infrastructure policy so that it does not list any schemes, but deals with the relationship between infrastructure and development. Move the policy so that it appears immediately before the policy on developer contributions to infrastructure.
- Refer to the Integrated Development Plan (IDP) which will provide an up to date, detailed information source for items of infrastructure to support the Core Strategy.
- Revise the structure and content of the Implementation chapter, with additional details, to comply with the requirements of PPS12 (2008) and the comments received in the consultation.

Policy CS5 Settlement Hierarchy

Comments on Preferred Options Version

Total of 39 comments received

Agree – 19

Disagree – 11

Suggest a change – 7

Not specified - 2

Main Issues Raised

Most of the objections to this policy focused on the classification of Thorney as a Key Services Centre and Ginton as a Limited Growth Village. The objectors claim that Thorney should be classified as a limited growth village as several shops have closed and bus services have been reduced. There are also claims that Ginton should be a Key Service Centre due to its proximity to Peterborough and the presence of a secondary school. In contrast there were also representations in support of the currently proposed classification.

As a result of these comments an update of the Settlement Hierarchy study was carried out in early 2009. This concluded that although several shops had closed there was no justification to change any village's position in the Settlement Hierarchy.

There were also a number of requests for more information on the number of dwellings proposed in each village. This issue is covered by Policy CS1 and the detailed information will be contained in the emerging Site Allocations DPD, therefore there is no change required.

Go-East commented that the settlement Hierarchy should reflect the spatial strategy – for example, by including reference to District Centres.

Recommendations from Sustainability Appraisal

Early concerns from the SA process were addressed before preferred options consultation; therefore no significant negative effects identified; only positive outcomes highlighted.

Recommended Changes to the Core Strategy

- 1st Bullet point changed to read:
“ THE CITY OF PETERBOROUGH (including the existing urban area, City Centre, District Centres and proposed urban extensions)

Policy CS6 Meeting Housing Needs

Comments on Preferred Options Version

A total of 56 comments have been received.

Agree – 14

Disagree – 14

Suggest a change – 28

Main Issues Raised

The majority of comments received suggest changes to the policy, particularly relating to the proposed housing mix, affordable housing requirement and tenure split.

- Housing mix

There is general agreement and support for the policy to encourage developers to provide a wide range of dwelling types and size to secure balanced and mixed communities as well as to meet the needs of all members of the community. However, there are a significant number of objections to the housing mix specified in the policy particularly in relation to market housing.

The majority of objections received state that this approach is too prescriptive and object to the “one size fits all” approach. It is believed that the mix of housing should be left to the market to determine. If the policy is too prescriptive it will not allow the market to respond to changing circumstances and the Core Strategy will be out of date.

Also a number of concerns were raised that site-specific issues were not being taken into consideration, such as the ability for City Centre sites providing 40% four bedroom properties and rural areas to deliver 40% one and two bedroom properties. Therefore it is suggested that the housing mix is a target that is only imposed for large schemes, such as urban extensions, and used for monitoring purposes.

Many of the RSLs object to the proposed mix of housing in the social rented sector, particularly the requirement to provide 34% one bed properties; this is seen as unattractive with little demand.

- Affordable housing

A number of objections were received against the policy requirements to provide 35% affordable units as this would result in many schemes being unviable. Many objectors could see no justification for 35%, other than the RSS which is only a target and therefore the requirement should be lowered.

On the other hand there was also support received for the provision of more affordable housing and for the percentage to be increased to meet local need, including a request for the percentage to be increased to 50%. However, it was acknowledged that this must be viable. It was suggested that the affordable housing requirement should be set as a target and not as an absolute requirement, to allow for flexibility.

Generally there was support for the affordable housing threshold to be set at 15 dwellings as this will not affect the viability of smaller sites. However, there were a number of suggestions to lower the threshold in rural areas as there is a particular need identified in the villages, and due to the size of many schemes proposed for small and medium size villages there appears little scope to deliver the affordable housing requirements through the proposed site size threshold.

- Rural exception policy

Because of the concerns relating to the provision of affordable housing in rural areas, there was general approval for the inclusion of the rural exception policy and support for the criteria based approach. But there were still a number of objections and concerns raised as this approach will result in the loss of greenfield sites whereas a lower threshold in rural areas would allow for more provision within existing village boundaries.

- Tenure split

There are a number of objections to the proposed tenure split of 70% social rented and 30% intermediate homes, as it is argued that this split is not viable and would restrict the provision of shared equity and key workers homes. It was suggested that the requirement is changed to a 50/50 split and that any tenure split should be an aspiration.

- Lifetime homes

A few comments were received relating to need for the policy that set provision for lifetime homes as this is not a strategic issue to be address through the Core Strategy and it will become part of national guidance in 2013.

Recommendations from Sustainability Appraisal

The results from the SA identified no significant negative effects arising from the preferred approach. There would be significant positive effects in relation to the following sustainability objectives: help make suitable housing available and affordable for everyone; support rural communities and rural practices to make a vibrant rural economy. The mix of dwelling sizes is supported by evidence from the SHMA. In terms of affordable housing, the SA notes that the proportion sought is lower than that calculated by the SHMA and notes the reasons for opting for this lower figure. The same applies to the social rented/intermediate split. The preferred option performs better than alternative options as far as the threshold for affordable housing is concerned. Finally, the SA concludes that the Lifetime Homes element of the preferred option performs better than other alternatives.

Recommended Changes to the Core Strategy

- The policy has been changed to remove the specific breakdown of housing mix. The policy now includes a more general requirement to deliver a balance of housing types to meet all needs. Instead, the exact housing mix has been moved to the supporting text, to provide a guide for developers and to highlight Peterborough's overall need.
- The affordable housing requirement has been lowered from 35% to a 30% target. This is based on the results of the Affordable Housing Financial

Viability Assessment, which clearly shows that residential development would not be viable if 35% of the dwellings were required to be affordable ones.

- No change has been made to the 70% - 30% split but the wording has been amended to state that it is a target and not a requirement.
- The supporting text has been re-written to include an explanation for the proposed housing mix and also to include further evidence and justification from the Affordable Housing Financial Viability Assessment.

Policy CS7 Gypsies and Travellers

Comments on Preferred Options Version

17 representations in total - 3 in support, 6 objections and 8 making general comments or suggesting a change

Main Issues Raised

Urban extensions shouldn't be required to provide additional pitches. All sites should be treated in the same manner, especially those in the countryside, and all applicants, including gypsies and travellers, should be treated in the same manner. The 'historic' environment should be afforded the same level of protection as the natural and built environments. There was support for the inclusion of sites as part of urban extensions from GO East and EERA, and a request to clarify which DPD Gypsy and Traveller Site Allocations would appear in.

Recommendations from Sustainability Appraisal

'Criterion (c) of the proposed policy should include a requirement that the site offers safe and convenient access to sustainable transport modes serving local services and community facilities such as footpaths, bridleways, cycle paths or regular public transport.'

'The proposed policy should not preclude more sustainable forms of water management being pursued (Criterion (d)), including water harvesting, grey water recycling and sustainable drainage and treatment, for example as part of a wider approach and network of such measures incorporated in development in which gypsy and traveller sites will be located.'

The proposals suggested (above) are not central to the sustainability and viability of gypsy and traveller site provision, and could have the effect of considerably reducing the range of potentially available sites. The forthcoming Planning Policies DPD would be a more appropriate document in which to suggest that "preference will be given to sites demonstrating a safe and convenient access to sustainable modes of transport" and that "site design that demonstrates a commitment to sustainable forms of water management will be favoured".

Enforced provision of access could hamper the likelihood of providing any sites.

Recommended Changes to the Core Strategy

- Strengthen the guarantee of site provision at the proposed urban extensions of Norwood and Great Haddon (with the figure of at least 15 pitches at each of these locations moved from policy CS3 into this policy).
- Granting permission in the countryside for "small buildings for appropriate associated business use" has been removed in line with paragraph 56 of ODPM Circular 01/06 Planning for Gypsy and Traveller Caravan Sites.
- Quantify the maximum number of transit pitches to be provided in the plan period (up to 15)
- Amend the introductory text to refer to the final outcome of the Single Issue Review of the RSS

Policy CS8 Regeneration

Comments on Preferred Options Version

18 representations in total - 3 in support and 15 objections/suggesting change

Main Issues Raised

- Neighbourhood Investment Areas favour urban areas to the detriment of the smaller rural areas.
- Concerns over how money will be invested.
- Concerns that proposed high density residential development may lead to social and community issues.
- Lack of emphasis on rural regeneration.
- Investment may be spread too thinly leading to some areas missing out.
- How to target funding within areas in most need.
- Lawfulness of planning obligations strategy is questioned.

Recommendations from Sustainability Appraisal

- There are areas with relatively high levels of multiple deprivation that are in flood risk areas (e.g. parts of Stanground Central ward). This policy should seek to address vulnerability to flooding through regeneration by preferentially targeting areas of deprivation with development that reduces existing flood risk.
- Some areas of high multiple deprivation (e.g. in east Ward) are adjacent to the highest quality agricultural land (Grade 1 or 2). The preferred option states that higher density development will be permitted around District Centres and it should state that such development will avoid the most productive land. Policies CS1 and CS8 do not restrict development for regeneration to District Centres. PPS7 para 28 requires the presence of best and most versatile land to be taken into account but para 29 requires Development Plans to identify any major areas of agricultural land planned for development and states that LDDs may wish to include policies to protect specific areas of such land from development.
- In seeking to address fuel poverty there is potential for the regeneration policy to promote renewable energy sources and energy-efficient development. The recommendation highlights the potential to preferentially target resource efficiency measures to homes likely to be subject to fuel poverty. Do not agree that reference to inequalities in health covers the point clearly.

Recommended Changes to the Core Strategy

- Amend to make reference to Neighbourhood Management Areas.
- Insert text to refer to measures of multiple deprivation; open space; and insert reference to ensure that the spread of investment shall not risk diluting the benefits received by those neighbourhoods in most need.
- Reword policy as follows: "Contributions to community infrastructure which are secured from developments of a size that when combined may have a cumulative impact on neighbourhoods, will be amalgamated into a separate

pool for each of the Neighbourhood Management Areas, and used to deliver benefits within the pool area from which the contribution is derived."

- Add reference that regeneration measures are also proposed for the City Centre, by policy CS14, through business, leisure and tourism development.

Policy CS9 Resource Efficiency

Comments on Preferred Options Version

38 representations in total - 7 in support and 31 objections/suggesting change

Main Issues Raised

- Part of the policy is not in conformity with national policy and we are not aware of any evidence to support the approach proposed.
- Potential risk to housing delivery and employment delivery. Need to strike balance between sustainability and delivery of growth.
- If the Council wishes to bring forward the national timetable then evidence must be presented which demonstrates there is no impact on the viability and deliverability of development.
- Disagree with blanket policy.
- Evidence required showing whether the BREEAM standard 'Excellent' is achievable or realistic. It is crucial that the Council allows some flexibility to ensure that it does not represent an unreasonable burden on companies which could jeopardise investment regeneration and employment creation in the City.
- Policy should incorporate an element of flexibility to allow for circumstances where it will not be viable or suitable to incorporate renewable energy equipment to reduce CO2 emissions by a given percentage.
- Peterborough's aspiration to become the environmental capital of the UK is commendable albeit it should not be at the detriment of creating viable and hence deliverable schemes.
- New development in Peterborough should seek to address issues of resource and energy efficiency and reduce carbon emissions.
- Should set date for BREEAM excellent rating.
- Support for inclusion of a resource efficiency policy.
- Policy needs to set more challenging targets.
- Water efficiency should be included in upper case policy.
- The overall objective of seeking to ensure greater energy efficiency is supported. Nevertheless this preferred option is difficult to understand and should be presented in a clearer form perhaps as a strategic policy with the detail contained in explanatory text or explained in supplementary planning guidance which can be updated to reflect changing circumstances.
- Overly detailed for a Core Strategy policy. Much of the detail should be reserved for the Council's Development Control DPD.
- It must be recognised that if carbon emissions are to be properly tackled then there needs to be a concerted effort to reduce carbon emissions from the existing housing stock which is far less environmentally friendly than any modern housing now being built.
- Policy CS 9 should be deleted and replaced with a general policy that aims to secure resource and energy efficiency. The detail should then be set out in SPD.

Recommendations from Sustainability Appraisal

The proposed policy for Resource Efficiency is aspirational, encouraging high levels of resource efficiency in new homes ahead of the Government timetable for attainment of Code for Sustainable Homes Levels as well as the top level of BREEAM award for non-residential buildings. In addition, targets are set for the

provision of energy from on-site or decentralised offsite renewable sources. Whilst these energy efficiency and renewable generation targets are to be applauded since the environmental benefits of achieving them would be substantial, there is also a risk that they will slow the delivery of the volume of new homes and workplaces set out in the emerging Core Strategy. This risk is offset to some extent by applying the accelerated efficiency timetable and renewable generation targets only to larger developments which will be better able to benefit from economies of scale in implementing these environmental technologies.

Recommended Changes to the Core Strategy

The Resource efficiency policy has been removed and replaced with a policy that deals specifically with the Sustainable Community Strategy ambition that Peterborough should become the Environment Capital of the UK. The Preferred Options document suggested a policy to secure improved sustainability standards (in terms of thermal efficiency, water efficiency, use of renewable energy etc) for residential and non-residential buildings in advance of national timelines. A study into the effects of such a policy on the viability of development shows that it would only be viable if the Council reduced its requirements in terms of planning obligations, or reduced its affordable housing requirements still further. In view of this, and the criticism of the preferred options draft policy (including from the Government Office), the Proposed Submission version replaces it with a less prescriptive policy, setting out the principles behind Peterborough's aspirations to become the UK's Environment Capital. This will fit well with the vision of the Sustainable Community Strategy.

Policy CS10 Renewable Energy

Comments on Preferred Options Version

20 representations in total - 6 in support and 14 objections/suggesting change

Main Issues Raised

- It is not appropriate to designate an area of search without a detailed understanding of the opportunities and constraints of the entire Unitary Authority Area.
- Need to emphasize the importance of reducing energy demand and maximising efficiency before considering renewable and low-carbon sources.
- Need to ensure impacts on air traffic operations and radar are properly considered and addressed.
- Need to undertake a proper study into the impacts of wind turbines on things such as Cathedral views and views of the countryside.

Recommendations from Sustainability Appraisal

1) State in supporting text that detailed matters relating to renewable energy development will be addressed in a subsequent DPD, including the PPS22 requirement to clearly set out 'which particular types and sizes of renewable energy developments will be acceptable in nationally designated areas' and examples of the types of renewable technologies appropriate at different scales of development.

2) Clarify the meaning of the second sentence of the penultimate paragraph of the policy. If '*comprehensive assessment*' refers to EIA, this should be explicit.

In response to SA recommendation (1) we acknowledge there may be scope for additional detailed studies at the local level could be addressed in a subsequent DPD or SPD. Explicit reference to it in the Core Strategy is not considered necessary.

In response to recommendation (2) we have replaced '*comprehensive assessment*' with '*Environmental Impact Assessment*'

Recommended Changes to the Core Strategy

- Remove reference to 'area of search'.
- Add additional text to refer to hierarchy of energy demand reduction, energy efficiency and renewable energy.
- Ensure appropriate reference is made to protection of aviation (RAF) operations.
- Replace the reference to 'comprehensive assessment' with a reference to 'Environmental Impact Assessment'

Policy CS11 Developer Contributions to Infrastructure Provision

Comments on Preferred Options Version

36 representations in total - 8 in support and 28 objections/suggesting change

Main Issues Raised

- A standard charge or tariff approach to developer contributions is welcomed where this promotes the transparent negotiation of contributions that relate to the scale and type of development proposed.
- There should be some link either direct or indirect between contributions made and additional infrastructure required. Peterborough Council has sensibly recognised the importance of viability in looking at, for example, percentages for affordable housing. The degree of contribution it will be feasible to obtain from a developer will also vary dependent upon market forces and viability.
- The CS should make clear that before developer contributions can be implemented a SPD will be prepared which will set out clearly the infrastructure that will be necessary, when it will be required, from where contributions are likely to be drawn, the scales of contribution and the mechanism by which the infrastructure will be delivered.
- Due to the current lack of clarity regarding the level of contribution to infrastructure provision required, it can cause not only unnecessary delays to the agreement of the planning permission due to the length of time it can take to negotiate the contribution for a site but also make schemes for affordable housing unviable financially if the tariff is set too high.
- The Council's approach to address contributions is based upon a standard charge for different types of development and whilst it does provide an element of certainty to developers, it does not allow for individual site requirements and circumstances to be taken into consideration.
- Some large developments have significant amounts of new infrastructure embedded into the proposals which provides benefits over and above those required to mitigate the impacts of the scheme itself. In these circumstances there must be flexibility to offset this against any standard tariff and this needs to be made clear in the policy itself.
- Acknowledgement of the advantages of certainty for the developer in a standard charge or tariff approach when seeking to secure planning obligations to secure site-specific provision.
- Concerns about the idea of allowing Section 106 money to be distributed around the villages with no regard to the neighbourhoods inconvenienced by new building.
- Need to strike the right balance between high enough levels of contributions to fund the necessary infrastructure and not being so high as to deter investment in the first place.

Recommendations from Sustainability Appraisal

The supporting text should state that mechanisms for the ongoing management and maintenance of infrastructure provided through developer contributions will be contained in other LDDs such as a Planning Obligations SPD.

The supporting text should state that a mechanism to guarantee developer funded infrastructure expenditure is made in an efficient manner and monitored accordingly will be contained in other LDDs such as a Planning Obligations SPD.

Recommended Changes to the Core Strategy

The policy and supporting text has been substantially re-drafted to take into account the newly drafted Infrastructure policy and all of the representations received, whilst maintaining the basic principles of a standard charge approach, combined with pooling of contributions. Examples of contributions for each tier have been removed from the policy itself and included in the explanatory text.

Policy CS12 Transport

Comments on Preferred Options Version

27 representations in total - 8 in support and 19 objections/suggesting change

Main Issues Raised

- The policy does not reflect transport priorities for Peterborough, does not accord with the Regional Plan or the Environment Capital Manifesto.
- The policy fails to set out solutions that provide truly sustainable options.
- The policy fails to draw out key transport infrastructure requirements.
- The policy should place more emphasis on sustainable transport modes in line with the Environment Capital aspirations.
- Alternative sustainable transport options are not assessed or proposed as part of the policy.
- Car parking strategies need to be reviewed.

Recommendations from Sustainability Appraisal

- 1) Priority to walking, cycling and public transport should be made explicit.
- 2) There is a need to clarify the mechanisms for delivering this policy. (*PCC Planning Policy responded to this recommendation stating: 'It is felt that LTP2 is clearly identified as the key delivery mechanism for this policy'*). Retain recommendation – identify LTP2 as the key delivery mechanism *within the text of policy CS12*.
- 3) Policy option A states that Park and Ride facilities will be provided. These may not be the most sustainable option and may encourage car use and have considerable land take/landscape impacts. Better public transport provision to surrounding communities as an alternative to Park and Ride schemes could be considered (*PCC Planning Policy responded to this recommendation pointing out that Park and Ride was used as an example rather than being prescriptive*). Although it is not prescriptive, including reference to Park and Ride facilities implies that these will be supported; the recommendation remains.
- 4) The options of congestion charging/road pricing/car clubs/car-free development are not considered at all in the proposed transport policy. These should be investigated in line with Peterborough's ambition to be known as the Environment Capital of the UK (e.g. the City Centre policy 'Introduction and Issues' states that "compared with other city centres, it is relatively accessible by private car". Therefore to encourage people to use other modes will require a major shift in emphasis and provision). (*PCC Planning Policy responded to this recommendation pointing out that these options are addressed as part of the LTP2. As a separate policy document which meets statutory requirements it is really the LTP2 and not the Core Strategy which is the key mechanism for options appraisal and delivery*). Acknowledge PCC response, but since the generation of traffic is such a significant sustainability issue, the recommendation remains. This policy deals with transport and notwithstanding LTP2, should set the framework for a more radical approach to achieve behavioural change.

In response to SA recommended amendment 1 we have made explicit reference to journeys on foot, cycle, public transport, car share and water.

In response to recommendation 2 we have explicitly referred to the Local Transport Plan (LTP) and Long Term Transport Strategy in the policy wording.

In response to recommendations 3 and 4 PCC Planning Policy does not feel it is able to assess alternative transport options or indeed list which options are up for consideration. This process is very much the remit of Transport Planning and its LTP3 and the Long Term Transport Strategy (LTTS) who are working to very different timescales to us. We have, however, worked closely with Transport colleagues to ensure the policy reflects what is coming through the LTTS as much as possible.

Recommended Changes to the Core Strategy

- Explicit reference to our Environment Capital aspirations has been made.
- The LTP has been explicitly identified as the key delivery mechanism for this policy.
- Explicit reference has been made to increasing modal shift to sustainable modes of travel.
- A commitment to review current car parking strategies has been made.
- Reference to lead agencies and delivery bodies has been made explicit in the supporting text.
- Latest proposed changes and updated policy recommendations from Transport colleagues have been incorporated into the policy.

Policy CS13 Retail

Comments on Preferred Options Version

25 representations in total - 9 in support and 16 objections/suggesting change

Main Issues Raised

The East of England Regional Assembly supported this policy as it was in general conformity with the East of England Plan. There was also support from Go-East subject to minor changes, including cross reference to policy CS8 (Regeneration) in the explanatory text.

GVA Grimley were appointed to carry out a retail study for Peterborough to calculate and update forecasts for retail floorspace capacity over the plan period, based on recent household surveys and trends. The Core Strategy retail floorspace figures will be updated based on the GVA Grimley report published in 2009.

A number of respondents requested further guidance on the type of retail centres that should be provided in the urban extensions. The policy will be amended to accommodate their request, although not suggesting whether these should be local or district centres at this stage. We also accepted that new convenience floorspace created in the city centre should be located in/near new major residential development, a view expressed by a few respondents. This change will be included in the policy.

Recommendations from Sustainability Appraisal

'For clarity, state in supporting text that there is no policy relationship between the retail hierarchy and the settlement hierarchy'.

We have included the Sustainability Appraisal recommendation in the supporting text as suggested.

Recommended Changes to the Core Strategy

- Update policy CS13 and paragraph 6.10.4 to include figures from the Peterborough Retail Study 2009
- Include a cross-reference to policy CS8 (Regeneration) in the explanatory text
- Amend the second paragraph of policy CS13 to read as follows; "New centres will be created at Hampton, Stanground South, Paston Reserve/Norwood and Great Haddon, with the scale of new retail floorspace appropriate for the catchment area that the centre will serve."
- Amend the 6th paragraph of policy CS13 to read as follows: "...Werrington Centre, the City Centre (of appropriate scale to serve areas of major new residential development) and at...."

Policy CS14 City Centre

Comments on Preferred Options Version

30 representations in total - 11 in support and 19 objections/suggesting change

Main Issues Raised

The East of England Regional Assembly supported this policy as it was in general conformity with the East of England Plan. There was also support from the East of England Development Agency but Go-East did not comment on this policy, and so presumably they are happy with it as drafted.

An agent acting on behalf of Queensgate Limited Partnership suggested that the policy seems to indicate that improvements to the Bridge Street area are in response to development in North Westgate. This does not reflect the positive impact of North Westgate development on the city centre. The policy has been amended to state that improvements and appropriate development in the Bridge Street area will be encouraged as part of a phased strategy to complement development in the North Westgate area.

A number of respondents were concerned about “an average net density of 100 dwellings per hectare” included in the policy for all new residential development. Their concerns were that this would result in a high proportion flats in the city centre and this would not promote family living and could potentially lead to unacceptably high buildings and oversupply of apartments. The policy has been changed to avoid specific reference to the 100 dwellings per hectare figure, to alleviate their concerns.

The city centre boundary will be changed through the City Centre Area Action Plan. Because of the change, some of the sites that were counted in the urban area are now counted as being the city centre boundary instead. This change has increased the number of new dwellings planned for the city centre from 3,900 to 4,300.

The Peterborough Civic Society suggested changes to the policy as it seems to give the impression that the conservation area can only be enhanced through new development. The policy has been amended to overcome this and that all buildings in the conservation area contribute to its character; not just the listed buildings.

In response to the representation from the Environment Agency, references to the natural environment and river based navigation have been added to the 6th paragraph of the policy. References to objective OB28 (which is now OB29, Flood risk) and OB16 (Walking and cycling) along with new objective OB24 (River Nene) will be added to the explanatory text.

Recommendations from Sustainability Appraisal

The proposed policy for The City Centre is expected to have mixed sustainability effects. Positive effects are generally expected in relation to the economy, and regeneration of the City Centre is expected to have a number of social benefits e.g. through the provision of additional services and facilities. However, significant development in the City Centre has the potential to have adverse environmental impacts through increased emissions, the potential to exacerbate flooding and potential loss or damage to biodiversity.

Recommended Changes to the Core Strategy

- Amend the last sentence in 2nd paragraph of policy CS14 to read:
“Improvements and appropriate development in the Bridge Street area will be encouraged as part of a phased strategy to complement development in the North Westgate area.”
- Rewrite the first sentence of the 4th paragraph in policy CS14 to read as follows: “The city centre will be promoted as a location for substantial new residential development at a range of densities according to location, delivering in the order of 4,300 additional dwellings.”
- Amend the first part of the penultimate paragraph in policy CS14 to read as follows: “Improvements to the public realm throughout the city centre will be promoted, with a particular focus on the pedestrian environment and connections between the railway station, bus station and Cathedral Square”
- Final paragraph of policy CS14 to be amended to read as follows; “The city centre’s historic environment will be protected, including through the requirement that any new development should be of a scale, character, quality of design and standard of finish that will preserve and enhance its character and appearance.”
- Add reference to natural environment and river based navigation to 6th paragraph in policy CS14.
- Include reference to objective OB28 (which is now OB29) and OB16, and new objective OB24 (River Nene) to the explanatory text.
- Add guidance to the explanatory text to indicate that the density of new residential development will depend on a number of factors including location, design, site shape and constraints, relation to adjoining buildings etc. Therefore, a range of densities will be permitted in the city centre, taking these factors into account.

Policy CS15 Urban Design

Comments on Preferred Options Version

16 representations in total - 8 in support and 8 objections/suggesting change

Main Issues Raised and Recommended Changes to the Core Strategy

- The policy omits reference to cycling which is an important mode that has to be encouraged and needs to be referred to. We have amended the fourth bullet point to include reference to cycling.
- Street lighting can have detrimental effects on wildlife. Natural England recommends that the second bullet point includes a reference to the protection of biodiversity. We have amended the second bullet point to read ...landscaping which is appropriate for their location *and which does not have a negative impact on biodiversity*'.
- The Civic Society raises the issue of whether there should be a detailed policy about building heights. This is a matter for the forthcoming Planning Policies DPD. It is the aim of this policy to not be too prescriptive in its requirements and to set out basic design principles, but there is a commitment in the explanatory text to the production of additional guidance.
- The Civic Society suggest that a second bullet point be included to say: "New development should respect the settings of listed buildings and buildings contributing positively to the character of conservation areas." However, there is a separate policy that deals with protecting the settings of listed buildings and buildings that contribute positively to the character conservation areas. No change is proposed.
- English Heritage supports the emphasis of this proposed policy, although they feel that more work is needed to define what is meant by "local distinctiveness". These comments are welcomed. However, evidence of what is 'locally distinctive' about Peterborough comes from sources such as the Landscape Character Assessment, the Peterborough Green Grid Strategy, the Cambridgeshire and Peterborough Biodiversity Action Plans, the County Wildlife Sites records, the Peterborough City Council sites and Monuments record, Conservation Area Appraisals, Village Design Statements, the Peterborough Public Realm Strategy and the Cathedral Precincts Archaeological Survey. Further work is not necessary for the Core Strategy, bearing in mind the advice in PPS12 (paragraph 4.37) that 'evidence gathered should be proportionate to the job being undertaken in the plan'. No change is proposed.

Recommendations from Sustainability Appraisal

- The policy wording required all new development to be accessible by all modes of transport. The SA concluded that this would preclude the option of car-free developments, which may be appropriate for city centre sites or other sites easily accessible by more sustainable modes. The policy wording was amended to delete reference to "all modes" of transport, and to refer to "potential" users and "range of modes", instead. LUC are satisfied that the

recommendation was adopted, although their preference for more sustainable modes remains. However, officers feel that the reference to a range of modes of transport covers sustainable transport and is therefore sufficient. No further changes made.

Policy CS16 The Historic Built Environment

Comments on Preferred Options Version

9 representations in total - 5 in support and 4 objections/suggesting change

Recommendations from Sustainability Appraisal

'Policy wording could be considered to repeat national guidance (i.e. in relation to the protection of listed buildings, conservation areas etc). Although this provides a useful context, it is not necessary to repeat national guidance and it is recommended that the policy focuses on aspects of the historic environment which are regionally and locally distinctive. The first part of the policy which could be considered to repeat national guidance could be included as supporting text to the policy.'

It was decided to retain the first part of the policy because it is considered that it does the minimum necessary to highlight the need to protect and enhance listed buildings and conservation areas without going into the detail of national policy. The second part does focus more on locally distinctive character and issues at a level of detail which is appropriate for a core strategy. English Heritage support the overall wording of the policy and feel that the first paragraph is necessary to provide a strategic overview of the Council's approach to the management of the historic environment.

Main Issues Raised and Recommended Changes to the Core Strategy

- Delete the word 'built' from the title of this policy as the historic environment includes more than just the built environment; it involves elements such as buried archaeology, rural landscapes and historic parks and gardens.
- Include reference to historic features in the first paragraph of the policy.
- Insert reference to the Council's commitment to producing supplementary guidance on cathedral views in the supporting text.

Policy CS17 Culture, Leisure and Tourism

Comments on Preferred Options Version

22 representations in total - 13 in support and 9 objections/suggesting a change

Recommendations from Sustainability Appraisal

- The SA requires that we provide more specific information on how the additional visitors to Peterborough expected as a result of this policy will be encouraged to use public transport rather than driving to reach the city. However, this could be through marketing and the tourism strategy and would not be appropriate for inclusion in a succinct strategy document.
- The SA states that in the absence of further detail, the deliverability of the objective to 'encourage use of different transport modes' is questionable and therefore the recommendation remains. The changes suggested by Sustrans have been incorporated. Three of the bullet points in policy CS17 will be amended to improve references to sustainable transport.
- The Preferred Option was revised to provide clearer justification, explanation and guidance where the policy was seen to lack certainty or clarity (the sequential approach; the relocation of the football ground; links to the university; how existing assets/ features will help guide development etc.). The reference to the relocation of the football ground has been removed. Including the requirements of the sequential approach would result in repeat of national guidance, so no change has been made. The SA concludes that the revised policy wording is clearer and the removal of the unexplained reference to the football ground is welcomed. However, there are still remaining areas that lack certainty or clarity relating to links to the university; and how existing assets/ features will help guide development.

Main Issues Raised and Recommended Changes to the Core Strategy

- Amend paragraph 6.14.4 to accurately reflect the number of theatres in Peterborough, in accordance with a representation made (and as a result of the closure of the Broadway Theatre).
- Amend the final paragraph of the policy text to clarify 'appropriate alternative' in accordance with comments made by some respondents. Amend the last paragraph of the policy text as follows: ...Planning permission will only be granted for a scheme which would result in the loss of an existing cultural, leisure or tourism facility if it can be demonstrated that the use is no longer viable, or an appropriate alternative is to be provided, which is at least equivalent to that lost in terms of quantity and quality and is in a sustainable location to best meet the needs of users.
- Add reference to the promotion of a publicly accessible water transport option that could link the city centre to Flag Fen, Nene Valley Railway, Ferry Meadows, amongst others as suggested by the Environment Agency.
- Make reference in the supporting text (paragraphs 6.14.6 and 6.14.14) to the forthcoming City Centre Area Action Plan, which will provide more detail on the location and type of culture, leisure and tourism facilities proposed for the

city centre, in response to the comments made by Government Office for the East of England.

- Make changes to three of the bullet points (2nd, 8th and 12th) in the policy to improve reference to sustainable transport.
- Amend paragraph 6.14.7 to refer to larger scale sports facilities that have a substantial land-take, in response to comments made.

Policy CS18 Open Space and Green Infrastructure

Comments on Preferred Options Version

30 representations in total – 18 in support and 12 objections/suggesting change

Recommendations from Sustainability Appraisal

Land Use Consultants have made no recommendations in the Sustainability Appraisal. They conclude that the Preferred Option provides for an increase in the overall land area for open spaces, including green infrastructure. This policy supports the development of the Green Grid and will protect existing open spaces.

Main Issues Raised and Recommended Changes to the Core Strategy

- Insert the following sentence in the supporting text accordance with the Habitats Regulations Assessment – *‘the policy has been written to ensure that there is no adverse effect on the integrity of International and European sites as a result of additional recreational pressure by requiring the provision of new open space of sufficient size and quality from all new residential development’*; and the following in the policy text - Where a new development has the potential to have an adverse effect on the integrity of an International or European site as a result of additional recreational pressure, the development will be required to provide open space of sufficient size and quality to accommodate that pressure.
- There was a request that reference be made to the limestone plateau in the list of Green Grid features to be enhanced. This area is regionally important and forms a major sub-regional link to the Rockingham Forest in Northants: Insert the following bullet point under the key features of the green grid strategy: *“the promotion of the Nassaburgh limestone character area as a sub-regional corridor for biodiversity and landscape retention, restoration and creation”*
- Sport England are concerned that this policy and explanatory text does not specify the types of open space that are included in the policy. They suggest that paragraph 6.15.1 should be explicit in defining the types of open space covered by this policy. Proposed change: Amend the first paragraph of the policy text to refer to sport and play as follows: Peterborough and its villages will be provided with a range of all types of open space and green infrastructure that deliver places for recreation, sport and play as well as delivering benefits for biodiversity

Amend paragraph 6.15.1 as follows:

Peterborough is a place with large areas of attractive open spaces and green infrastructure that deliver places for recreation, sport and play as well as delivering benefits for biodiversity. Green Infrastructure is the sub-regional network of protected sites, nature reserves, green spaces, waterways and greenway linkages.

- There is concern that this policy is a direct threat to the open space in Orton Waterville. However, officers are satisfied that the policy protects existing open space, particularly the final paragraph. The forthcoming Planning

Policies Development Plan Document will deal with the protection of open space for recreation in more detail.

- There was a request for the protection of ancient woodland. This is more appropriate to be addressed in the Biodiversity policy (CS 20).
- In response to a comment from the Environment Agency, we have amended the first bullet point to make reference to the creation and promotion of access, navigation and recreation on the River Nene and Welland. Paragraph 16.15.4 is amended to 'The proposals and action plan of the Green Grid Strategy will need to be taken into account *and, where possible*, supported in new developments to ensure that the required open space is provided to support the growth of the City.
- In response to a comment, reference has been added to open space for sport and play.
- Go East - suggest that we include any known strategic sites for open space. In accordance with policy CS3 urban extensions at Norwood and Great Haddon will provide a network of open spaces for play, sport and recreation including nature reserves and green spaces that will contribute to the Peterborough Green Grid. Amend the final bullet point of the policy as follows: *'the provision of strategically significant green spaces in association with areas of development proposed in this Core Strategy around the edge of the existing urban area of the City, including in particular, at Great Haddon and Norwood'*.
- It was suggested that it would be appropriate to refer to publicly accessible open space in the opening paragraph, and this has been done.
- The fifth paragraph has been re-worded to include reference to partnership working to achieve green infrastructure.

Policy CS19 Landscape Character

Comments on Preferred Options Version

15 representations in total - 8 in support and 7 objections/suggesting change

Main Issues Raised

There was widespread support for the policy, from consultees including EERA, English Heritage and Natural England, which praised the methodology used to determine the policy, the complementary nature of policies throughout the Core Strategy and the application of national guidance in a local context.

Recommendations from Sustainability Appraisal

'Criterion (c): reword as 'Protect and where possible enhance...'

'Criterion (h): provide greater clarity on what this means and how it will be implemented, either in the policy itself or the supporting text. The intention of the policy is to prevent development that would damage landscape character and it is not clear how mitigation might resolve such issues.'

The Core Strategy has been amended to ensure that Landscape Character Areas are actually displayed on the Key Diagram, and the criteria that will need to be satisfied in order for development to be approved have also been amended, and combined, to improve clarity; the submission version criteria do however retain the values enshrined in the earlier version and present them in a more appropriate way without detracting from the recommendations of the Sustainability Appraisal.

Recommended Changes to the Core Strategy

Preferred Options criteria	Submission Version criteria
(a) protect and, where possible, enhance the character and quality of the landscape in which it would be situated;	(a) recognise and, where possible, enhance the character and qualities of the local landscape through appropriate design and management;
(b) preserve and promote local distinctiveness and diversity;	(b) reflect and enhance local distinctiveness and diversity;
(c) protect and, where possible, enhance local character through appropriate design and management;	(c) make adequate provision as far as is reasonably practicable for the retention of features and habitats of significant landscape, historic, wildlife and geological importance;
(d) avoid the loss of features or habitats of significant landscape, historic, wildlife or geological importance;	(d) safeguard and where possible incorporate and enhance important views within the development layout;
(e) safeguard, and where possible enhance important views;	(e) protect the landscape settings and separate identities of settlements; and
(f) promote effective landscape management measures;	(f) provide appropriate landscape mitigation proportionate in scale and design, and/or suitable off-site enhancements.
(g) protect the landscape settings and separate identities of settlements;	
(h) provide suitable mitigation to restore any damaged landscapes and features in poor condition; and	
(i) provide mitigation proportionate in scale to the proposed development and/or suitable off-site enhancements.	

Policy CS20 Biodiversity and Geological Conservation

Comments on Preferred Options Version

13 representations in total - 7 in support and 6 objections/suggesting change

Main Issues Raised

There was widespread support for the policy from consultees including Natural England and The Wildlife Trust. Amendments suggested from various consultees to ensure greater prominence is given to issues of access have been taken on-board, as has the statutory requirement from PPS9 not to include specific policies for protected species in local development documents.

Recommendations from Sustainability Appraisal

'The policy wording for the preferred option should make clear what is meant by "demonstrable reasons which outweigh the need to safeguard the nature/geological conservation of the site". Examples of such reasons, or development control criteria should be included in this policy, and the need to consider alternative locations that would not have adverse effects on any LNR, CWS or RIGS.'

The policy has been amended to expand on "demonstrable reasons" by referring to development that would be in accordance with the Sustainable Community Strategy priorities.

Recommended Changes to the Core Strategy

- Incorporate a cross-reference to the accessibility of additional LNRs into the supporting text to policy CS18.
- Include recognised ancient woodlands as one of the features to be protected.
- Separate the second paragraph of the policy into one paragraph dealing with statutory protection for international sites; and another paragraph dealing with national and local sites. This latter one to begin: "Planning permission will only be granted for development which would have an adverse effect on any SSSI, LNR, CWS or RIGS if no alternative sites are available and if there are demonstrable reasons for the proposed development (in accordance with the priorities of the Sustainable Community Strategy) which outweigh the need to safeguard the nature/geological conservation value of the site;"
- Revise bullet point three to read "avoid demonstrable harm to habitats or species which are of importance to biodiversity. However, where there is an overriding need for development which would have an adverse impact on such habitats or species, the Council will require appropriate mitigation and/or compensatory measures to ensure a net gain for biodiversity."

Policy CS21 Floodrisk

Comments on Preferred Options Version

13 representations in total - 4 in support, 1 objection and 8 making general comments or suggesting changes

Main Issues Raised

Phasing outside the urban area should be constrained by water and sewerage capacity. Residential development in floodzone 3a should be permitted subject to the sequential test as well as on previously developed land. Innovative design solutions should not preclude development in the flood risk areas. Raising awareness that any development on the floodplain may increase floodrisk elsewhere. Flooding is not a strategic issue. The HBF raised concerns regarding the implementation of SUDS where appropriate and feasible. EERA, Natural England and the Environment Agency support the requirement for appropriate development to incorporate SUDS. Development should be considered in floodzone 1 first. Not enough spatial scales are addressed. The policy may unintentionally favour residential development in flood zones 2 and 3a. Less vulnerable development should be subjected to the exception test.

All recommendations from Sustainability Appraisal have been adopted and therefore removed.

Recommended Changes to the Core Strategy

- Incorporate a reference to the Level 2 SFRA in the first paragraph, as a factor in allocating developments and for the granting or refusal of planning permission.
- In-line with PCC's Environment Capital aspirations and the environmental factors affecting flooding around Peterborough, introduce a clear expression of the need for development that satisfies PPS25 to demonstrate flood risk avoidance measures and a reduction in overall floodrisk as follows;
"Development in flood zones 2 and 3 will only be permitted following the successful completion of a sequential test, exception test if necessary, suitable demonstration of meeting identified need, and through the submission of a Site Specific Flood Risk Assessment demonstrating appropriate flood risk management measures and a positive approach to reducing flood risk overall."
- To ensure appropriate implementation of SUDS, awareness will be raised of the impact of SUDS in relation to the catchment it will serve, in the penultimate paragraph.
- The background information has been revised to provide additional clarity and justification for the policy stance.
- The phrase 'Rapid Inundation Zone' has been explained in the Glossary of terms.

Chapter 7 - Monitoring

Comments on Preferred Options Version

9 representations in total - 1 in support, 1 objection and 7 suggesting changes or making general comments

Main Issues Raised

The relationship between implementation and monitoring was stressed, with the suggestion that the Implementation Chapter should come before the Monitoring Chapter. In addition, monitoring should be more focussed on identifying the points at which some intervention would become necessary if the overall strategy was at risk of not being delivered as planned.

There were specific comments about some of the indicators relating to the housing trajectory, the availability of five years' housing land supply, affordable housing, employment land, county wildlife sites, biodiversity, renewable energy, design and listed buildings.

Recommendations from Sustainability Appraisal

The SA report made a considerable number of suggestions for monitoring indicators, with the emphasis, where possible, on measuring outcomes rather than outputs. It emphasised that monitoring the sustainability effects of implementing the Core Strategy should be conducted as part of an overall approach to monitoring the DPDs and SPDs that make up the overall LDF.

Proposed Changes to the Core Strategy

- Combine the Monitoring and Implementation chapters into a single Implementation and Monitoring chapter, with a greater emphasis on monitoring how the strategy is being implemented and at what point some intervention is necessary.
- Include a table which explains how the bar chart housing trajectory is made up from different categories of housing development.
- Amend the policy CS20 indicator for county wildlife sites to measure their area as well as their number.
- Include an indicator for policy CS2 relating to the take-up of employment land by location and type.
- Include an indicator for policy CS6 relating to the delivery of affordable housing.
- Amend the policy CS16 indicator to measure changes to the number of entries for Peterborough on English Heritage's Buildings at Risk register.

Chapter 8 Implementation

Comments on Preferred Options Version

14 representations in total – 3 in support and 11 objections/suggesting a change

Main Issues Raised

There is a general consensus that the implementation section should include a greater level of detail. Comments, notably from the Government Office, suggested that the policy should include information on whom, how and when the Council's vision will be delivered.

Concerns were also raised that the Core Strategy was based upon a premise of strong economic performance. Since the consultation was completed we have seen the impact of the economic downturn. It is therefore important that the strategy includes an element of flexibility. To achieve this, the plan will contain trigger points that when identified through monitoring lead to identified contingencies being put in place.

Recommendations from Sustainability Appraisal

There are no recommendations from the Sustainability Appraisal

Proposed Changes to the Core Strategy

- Revise the structure and content of the Implementation chapter, with additional details, to comply with the requirements of PPS12 (2008) and the comments received in the consultation
- Refer to the Integrated Development Plan (IDP) which will provide an up to date, detailed information source for items of infrastructure to support the Core Strategy.

Appendices

Comments on Preferred Options Version

6 representations in total - 1 in support, 1 objection and 4 suggesting changes

There are 4 Appendices in the Core Strategy, covering the Alternative Options for the Spatial Strategy, the Alternative Economic Scenarios, Local Plan Policies to be Replaced by Core Strategy Policies, and a Glossary.

Main Issues Raised

Three comments related to the Alternative Options that were considered, expressing support for an option; and pointing out the absence of a map of the IGS preferred Spatial Option.

Three respondents wanted to see the retention of a green wedge policy for Glington, missing the point that (as the green wedge policy was absent from the list in the appendix) it was retained for the time being.

One comment sought a breakdown of the Use Classes Order in the Glossary.

Recommendations from Sustainability Appraisal

There are no recommendations from the Sustainability Appraisal relating to the Appendices.

Proposed Changes to the Core Strategy

- Delete Appendices 1 and 2 (relating to the Alternative Options for the Spatial Strategy and the Alternative Economic Scenarios) because these served a specific purpose in helping to understand the Preferred Options document for public consultation, but are not relevant for the submission version.
- Amend the Appendix relating to Local Plan policies to be saved, in the light of the 2008 Direction from the Secretary of State regarding saved policies. This involves deleting from the Appendix those policies that were not saved by the Direction.
- Add into the Glossary (i) a definition of each of the Use Classes that are actually referred to in the Core Strategy (but not the full Use Classes Order); (ii) a definition of the transport user hierarchy; (iii) a definition of rapid inundation zone; (iv) a definition of windfall site; (v) a definition of rapid inundation zone; (vi) a definition of the Infrastructure Planning Commission.

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Notes of a Meeting of the Local Development Framework Scrutiny Group held on 7 September 2009 in the Forli Room - Town Hall

Members Present: Councillors J R Fox, D Harrington and N Sandford

Officers Present: Peter Heath-Brown, Planning Policy Manager
Steve Winstanley, Team Leader (Policy and Information)
Gemma Wildman, Principal Strategic Planning Officer
Sue Marsh, Principal Planning Officer (Minerals and Waste)
Louise Tyers, Scrutiny Manager

1. Apologies for Absence

An apology for absence was received from Councillor Ash.

2. Declarations of Interest

Councillor Sandford declared a personal interest as he was an employee of the Woodland Trust who were listed as a consultee.

3. Notes of Meeting held on 15 January 2009

The Group noted the notes of the meeting held on 15 January 2009.

4. Peterborough Core Strategy

Peter Heath-Brown, Planning Policy Manager, gave an update on the purpose of the Peterborough Core Strategy and the next steps in its development.

The Core Strategy included an overall vision and strategic objectives and applied national and regional policy at a local level. The Strategy had to conform to the Regional Spatial Strategy. The Strategy would be for a 15 year period from its adoption, which in Peterborough was expected to be during late 2010/early 2011.

Consultation on the Preferred Options had taken place during May and June 2008 and 878 comments had been received on the Preferred Options. All comments had now been considered and a draft 'Proposed Submission' version was now being recommended.

The key features of the Proposed Submission Version were:

- 25,500 new dwellings (2009 to 2026)
- Emphasis on City Centre, Urban Area, Urban Extension
- 1,100 new dwellings in villages
- Major employment development at Great Haddon and Alwalton Hill (but not Red Brick Farm)
- Regional Freight Interchange at Magna Park
- Affordable housing target reduced to 30%

- A new Environmental Capital policy to replace the draft policy about the resource efficiency of new buildings

The Core Strategy would be considered by the Planning and Environmental Protection Committee on 22 September, Cabinet on 12 October and Council on 2 December. The 'Proposed Submission' version would then be published for 6 weeks during January and February. Adoption by the Council was expected to be in 2011.

The following comments and observations were made:

- Would there be a further opportunity to examine the Planning Policies and Site Allocations documents at a future meeting? *Those two documents had been held back due to the development of the Core Strategy but they would come forward for the Group to consider in the future.*
- It was proposed to reduce the affordable housing target to 30%, what was the regional target for affordable housing? *Across the region it was 35% as a whole and each authority needed to undertake its own needs and viability studies.*
- In the S106 Policy the target was only 25%. *30% was the average target to 2026, however the Council agreed a temporary reduction due to the current economic conditions.*
- Red Brick Farm was not being proposed due to the potential flood risks but the Magna Park site was in a far worse flood area than Red Brick Farm. *A rail freight interchange needed to be next to a rail line and as long as it could be shown that there were no other suitable railside sites, then development in the floodrisk area could be justified, however the developer would also have to mitigate the risks.*
- What had happened to the proposed development north of Werrington? *This was not in the Core Strategy.*

Section 4 – Our Objectives

- Objective 19 – adaptation to climate change – should be included in the light of revisions to the Climate Change Strategy. The objective for infrastructure makes no reference to green infrastructure. *The Vision Statement has been changed to include green infrastructure. Officers would look again at possible changes to the wording of the objectives.*

Chapter 5 – The Spatial Strategy, the Scale & Location of Residential Growth

- Were the housing targets unobtainable due to the current economic situation? *That was an argument however the Council was required to show how it would achieve that target. The rate of delivery was dependent on the market and we must have a viable strategy for affordable housing.*

Policy CS10 Renewable Energy

- The guidance from Government was to encourage renewable energy but the changes to CS10 appeared to be adding more qualifications, e.g. aviation operations. *The reference to aviation operations was in relation to wind turbines only. Officers would check the wording to ensure that it is not weakened.*
- Was the protection of RAF operations a planning issue? If it was then it should be included in the planning policies. *Case law was showing that protection of RAF operations was a material consideration but officers thought that this was an issue which may be being dealt with at a national level. It had only been included within the Strategy because of the location of RAF Wittering. Officers would look at how the debate was progressing at a national level.*

Policy CS12 Transport

- It was felt that sustainable transport was not emphasised enough in the Strategy. The use of the Transport User Hierarchy in the Local Transport Plan was not clear within the wording of CS12. *Officers would make reference to the Transport User Hierarchy and would make the link to the LTP more explicit.*

Policy CS18 Open Space and Green Infrastructure

- The Ancient Woodland Policy had been made reference to in objective 20 but why was it not included within policy CS18? *Officers advised that they were encouraged not to repeat policy if it was already national or regional policy.*
- The report is claiming that provision of woodland was not an open space issue but PPG17 defined what open space was. *Officers would look at this again.*

Policy CS20 Biodiversity and Geological Conservation

- The Biodiversity Policy was currently being reviewed and looked at landscapes as a whole. *Officers would speak to Brian Armstrong about the review of biodiversity.*
- The third bullet point assumed that all habitats could be compensated for. *If habitats could not be recreated elsewhere we would look to have something else. Officers would speak to Brian Armstrong about the wording.*
- There was no specific reference to agricultural land. Some of the land would not be sustainable in the future and the Council would need to look at whether it wanted to carry on holding this land. *This would be looked at as part of the site allocations and they would also liaise with Property Services about their policy for the agricultural land.*

Policy CS21 Floodrisk

- There was an issue with some householders concreting over drains on their land and this was causing a strain on the drainage systems. *This issue had now been brought under development control.*

5. Cambridgeshire and Peterborough Minerals and Waste Development Plan Documents

Steve Winstanley and Sue Marsh gave an update on the production of the Cambridgeshire & Peterborough Minerals and Waste Documents – Core Strategy DPD, Site Specific Proposals DPD, Location & Design of Waste Management Facilities SPD and RECAP Waste Design Guide SPD.

The Pre-Submission Consultation had taken place during February and March 2009. Submission to the Secretary of State was expected to take place in July 2010 with adoption in June 2011.

There had been a strong response to the consultation with over 13,000 representations throughout Peterborough and Cambridgeshire. The major concerns for the Peterborough area had been the Thornhaugh II proposal but this had not been put forward by the Council and the site proposed for inert waste recycling and inert landfill disposal.

The Development Plan Documents had been subject to a Sustainability Appraisal and Habitats Regulations Assessment and each had contributed favourably to shaping the documents.

Minerals

- Sand and Gravel – no change to the proposals as sufficient provision was being made.
- Limestone – the figures had been reviewed and further sites needed to be identified.
- Borrow Pits – there were no borrow pits proposed in Peterborough.
- Mineral Safeguarding Areas – these were now required to be taken into account at the planning stage.

Waste Management

- Importation of Waste from London – the amount of residual waste to be imported from London that we were required to make provision for had not changed since Preferred Options 2.
- New Waste Management Facilities – a number of allocations had been made for built development in Peterborough at Storeys Bar Road, Hampton, Dogsthorpe and West of Peterborough.
- Household Recycling Centres – the Plan identified a need for an additional Household Recycling Centre in Peterborough. It was anticipated that the household recycling centre to serve the southern part of the city might be accommodated at the 'West of Peterborough' site.
- Hazardous Waste – no change from Preferred Options 2.

Habitats Regulation Assessment

As a result of the Habitats Regulation Assessment the site proposal at Dogsthorpe no longer made provision for energy from waste use. The energy from waste proposal at Kings Dyke Brickpits, Whittlesey, would only be acceptable if it could be demonstrated that it led to improvements in air quality and did not lead to an adverse impact on the integrity of the Nene Washes.

The following comments and observations were made:

- Would the Sustainability Appraisal look at the affects on climate change?
- Was there a danger that we would need to continue to import waste to keep the proposed energy from waste facility going? *We were looking to try to introduce something similar to catchment restrictions or tonnage restrictions, as in the current Local Plan, as a way of trying to limit the amount of waste being imported in from other areas.*

6. Any Other Business

There was no other business.

7. Date of Next Meeting

No meeting date was set.

CHAIRMAN
5.30 - 7.15 pm

Cabinet	AGENDA ITEM No. 5.3
12th October 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Piers Croft : Cabinet Member for Strategic Planning, Growth and Human Resources	
Contact Officer(s):	Shahin Ismail	Tel. 452484

CAMBRIDGESHIRE AND PETERBOROUGH MINERALS AND WASTE DEVELOPMENT PLAN DOCUMENTS (SUBMISSION STAGE)

R E C O M M E N D A T I O N S	
FROM : Head of Delivery Cabinet is recommended to:	Deadline date : 1 October 2009
<ol style="list-style-type: none"> 1. Consider the views put forward by CMT, LDF Scrutiny Panel and the Planning and Environmental Protection Committee (Refer to Section 4 of this report) on the following documents, 2. Recommend that Council approve the publication of the following Cambridgeshire and Peterborough Minerals and Waste Development Plan Documents for pre-submission consultation in February/March 2010 and the submission of the Documents to the Secretary of State <ul style="list-style-type: none"> • Core Strategy Development Plan Document • Site Specific Proposals Development Plan Document 3. Recommend that Council approve the publication of the following Cambridgeshire and Peterborough Minerals and Waste Draft Supplementary Planning Documents for consultation in February/March 2010 <ul style="list-style-type: none"> • Location and Design of Waste Management Development • RECAP Waste Management Design Guide 4. Note the publication of the following Cambridgeshire and Peterborough Minerals and Waste Draft Supplementary Planning Document for consultation in February/March 2010 <ul style="list-style-type: none"> • Block Fen / Langwood Fen Master Plan <p>This latter document covers a geographical area outside of the Peterborough Unitary Authority area.</p>	

1. ORIGIN OF REPORT

- 1.1 The Minerals and Waste Plan is being produced jointly by Cambridgeshire County Council and Peterborough City Council and will set the framework for all minerals and waste development up to 2026. The Minerals and Waste Plan, when adopted, will replace the

existing Cambridgeshire Aggregates Local Plan and the Cambridgeshire and Peterborough Waste Local Plan.

- 1.2 The Plan allocates sites to ensure a steady supply of mineral to supply the growth agenda, and to facilitate modern waste management facilities to secure a major change in the way we manage our waste.
- 1.3 The Plan will ensure that adequate provision is made for the sustainable delivery of minerals needed for the growth agenda to 2026. Also that the waste generated from existing and proposed new developments, is managed in a sustainable way through a network of waste management facilities. The Plan makes provision for a range of suitable sites for the development of an appropriate number of waste management facilities in the period up to 2026.
- 1.4 The Minerals and Waste Plan comprises:
 - **Core Strategy:** a document setting out the strategic vision and objectives, and including a suite of development control policies to guide minerals and waste development
 - **Site Specific Proposals:** Document setting out site specific proposals for mineral and waste development and supporting site specific policies
- 1.5 Three Draft **Supplementary Planning Documents** (SPD's) have also been prepared:
 - **Location and Design of Waste Management Facilities**
 - **RECAP Waste Management Design Guide**
 - **Block Fen/Langwood Fen, Mepal Master Plan**
- 1.6 The '**RECAP Waste Management Design Guide**' SPD will provide advice on the inclusion of facilities for the storage and separation of waste within new housing and commercial development.
- 1.7 The '**Design and Location of Waste Management Development**' SPD will provide potential developers of waste management development with detailed advice on the design and location factors influencing the development of a range of waste management development. This is an update of an existing SPD that currently applies to 'major' waste management development which was adopted by the Councils in 2005.
- 1.8 The **Block Fen/Langwood Fen** area is near Cambridge and does not, therefore, fall within the jurisdiction of Peterborough City Council. However, it is an area where mineral extraction (mainly sand and gravel) will be focused and where there will be significant landfill of inert waste. It will therefore make a significant contribution to achieving the objectives of the Minerals and Waste Plan and the SPD sets out in detail the intended phasing and other issues to take into account in the ongoing mineral extraction and landfill operations in the area. However, the Master Plan does not require the formal approval by the City Council.
- 1.9 These SPD's will be appended to policies in the Core Strategy and it is intended that they be consulted on at the same time as the pre-submission consultation takes place on the DPD's and are approved at the same time as the Core Strategy document.
- 1.10 *The draft submission stage DPD's and draft SPD's will be available to view electronically on the Council's website at <http://democracy.peterborough.gov.uk>
Written copies are also available in the Members rooms.*

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek the Cabinet's approval for publication of the Submission Stage Minerals and Waste DPD's (Core Strategy and Site Specific Proposals)

for pre-submission consultation for a six week period in February/March 2010 and subsequent submission to the Secretary of State for approval.

- 2.2 Approval is also sought for the publication of the two draft SPD's 'Location and Design of Waste Management Facilities' and 'RECAP Waste Management Design Guide' for consultation in February/March 2010. Cabinet is also requested to note the publication of the draft Block Fen/Langwood Fen Master Plan SPD for consultation at the same time.
- 2.3 The documents have already been considered by the Local Development Framework (LDF) Scrutiny Panel, CMT and Planning and Environmental Protection Committee. The views / comments made are set out in this report (Refer to Section 4 below) for consideration by Cabinet.
Cabinet is requested to recommend to Council, for a full council resolution,
- that the Minerals & Waste Core Strategy and Site Specific Proposals DPD's should be published for pre-submission consultation in February/ March 2010 with or without any amendment.
 - that the draft Minerals and Waste Supplementary Planning Documents (*Location and Design of Waste Management Facilities* and *RECAP Waste Management Design Guide*) are published for consultation in Feb/March 2010.
- 2.4 The Minerals and Waste **Core Strategy** and **Site Specific Proposals** are termed development plan documents and as such the pre submission consultation must conform to the requirements set out in new Regulation 27 (Town and Country Planning (Local Development) (England) Regulations 2004 as amended). Before a council submits a development plan document to the Secretary of State, it must publish and make available the documents it proposes to submit.
- 2.5 This report is for Cabinet to consider under its Terms of Reference No. 3.2.9 "To commission reviews by and determine any changes of policy proposed by the Scrutiny Committees and Commissions making recommendations to Council about proposed changes to the Council's major policy and budget framework."

3. **TIMESCALE**

Is this Statutory Plan?	YES	If Yes, date for relevant Cabinet Meeting	13th October 2009
Date for relevant Council Meeting	2nd December 2009	Date for submission EERA	N/A

- 3.1 Member consideration of the draft Submission Plans and SPD's has taken place at the following meetings:
- LDF Scrutiny Panel 7th September
 - Planning & Environmental Protection Committee 22nd September
 - CMT 22nd September
 - Cabinet 12th October
 - Council 2nd December
- 3.2 A similar process is being followed by Cambridgeshire County Council with formal approval for pre-submission consultation and submission to the Secretary of State being sought at a Council meeting on 13th October 2009.

4. **VIEWS OF COMMITTEES**

- 4.1 The LDF Scrutiny Panel considered a report on the pre submission Minerals and Waste DPD's at a meeting on 7th September. The following views/comments were raised:

Qn: Would the Sustainability Appraisal look at the affects on climate change?

Officer Response:

Yes - the Sustainability Appraisal (SA) of the Minerals and Waste documents is centred on 14 SA Headline Objectives (revised following consultation on the scoping report – July/Aug 2005). Objective 10 –To reduce Cambridgeshire’s and Peterborough’s contribution to climate change. This ensures that climate change has directly been taken into account when appraising all policies within the Minerals and Waste (M&W) Plan. M&W Core Strategy policy ‘CS22 Climate Change’ requires all proposals take account of climate change for the lifetime of the development. This is most likely to be through measures to minimise greenhouse gas emissions, and by measures to allow flexibility for future adaption.

Qn: Was there a danger that we would need to continue to import waste to keep the proposed energy from waste facility going?

Officer Response:

Yes, there is a danger, but a policy has been developed to deal with this. The existing Cambridgeshire & Peterborough Waste Local Plan 2003 policy WLP3 seeks to limit the amount of waste being imported into the area use of catchment area restrictions, by imposing planning conditions.

M&W Core Strategy (Pre Submission version) Policy CS29 - The Need for Waste Management Development and the Movement of Waste does likewise stating “to ensure that excessive provision is not made within the Plan area, which would result in unacceptable importation of waste, planning permission will be dependent upon applicants entering into binding restrictions on catchment area, tonnages and /or types of waste”.

- 4.2 The Planning and Environmental Protection Committee considered the DPD’s at a meeting on 22nd September and raised the following matters:

Qn: For future waste facilities the calculations assume that the PREL scheme will be built, isn’t it too early to assume this? Will the Plan stand firm if it doesn’t get built?

Officer Response:

The capacity of the proposed PREL development is c. 650,000 tonnes per annum (tpa) throughput. The scale of this facility is so relatively large that it was considered essential to calculate future requirements with and without PREL and to make an assumption on which to base the Plan.

Whilst the application has not yet been determined by the Secretary of State, it has progressed a significantly along the route to determination. For this reason it was assumed for the purpose of the Plan calculations, that PREL will become operational from 2013.

The impact of this is to lengthen the lifespan of existing landfill sites and reduce the number of treatment facilities required.

However, the provision of waste site allocations in the Plan together with policies to protect of existing sites ensures that there is sufficient flexibility for an alternative scheme(s) such as the City Council’s energy from waste proposal to be developed too.

If PREL and other facilities aren’t developed and the challenging waste recycling, composting and re-use targets are not met across the Plan area, the annual monitoring indicators set out in Chapter 12 Implementation and Monitoring will signal the need for a review.

Qn: Do we have to accept the importation of London’s waste?

Officer Response:

Yes – the Minerals and Waste Plan documents have to conform with the East of England Regional Plan which was adopted in May 2008. Policy apportsions 5.1 million tonnes of pre-treated London waste for management within the Plan area over the Plan period 2006-2026.

Whilst it is not popular, the total amount equates to less than 5% of the total waste arisings to be managed over the Plan period and it should not be forgotten that an element of Peterborough’s waste arisings are exported, for example clinical waste to Addenbokes,

Cambridge and general hazardous wastes to the East Northants Waste Management Park, Kings Cliffe.

Other discussion:

Other discussion centred around a location map of existing facilities and the proposed site allocations.

5. BACKGROUND TO THIS STAGE OF THE PREPARATION OF THE MINERALS AND WASTE DEVELOPMENT PLAN DOCUMENTS

5.1 The preparation of the new Plan has involved significant public consultation at the following stages:

- Issues and Options (June 2005 and January 2006)
- Preferred Options (November 2006 and October 2008)
- Additional proposed sites (Jan/Feb 2009)
- Further Additional Sites (April/May 2009).

5.2 Representations received at these earlier rounds of public consultation have been taken into account as the Plan has progressed. The Plan has now reached the 'submission' stage as, after it has been subject to a further round of consultation in Feb/March 2010, it will be submitted to the Secretary of State for approval (July 2010).

5.3 Once the Plan is submitted to the Secretary of State the opportunity for the Council's to make changes is limited to minor changes which can be proposed prior to the examination. The Council is, therefore, effectively endorsing the Submission Plan as the one which it seeks to adopt and implement. Following the hearing / examination in public only the Inspector can make changes to the Plan, which will be done through changes proposed in the report he publishes, having tested the Plan for soundness through the examination process. The Plan will then be adopted by the Councils.

5.4 The key issues and main changes made to the DPD's since Preferred Options 2 are set out in Appendix 1.

6. REASONS FOR RECOMMENDATIONS

6.1 To progress the development plan documents in line with the agreed targets and milestones set out in the Peterborough Local Development Scheme 2007-2010. (Revised April 2007).

7. ALTERNATIVE OPTIONS CONSIDERED

7.1 The implications of not progressing the documents would be to potentially hinder the planning of strategic resources required for Peterborough's and Cambridgeshire growth agendas. The Minerals and Waste Development Plan will be vital in ensuring that construction materials are available to support the growth agenda in this area, and that sustainable waste management is available for new and existing communities. The Plan period is 2003 to 2026.

7.2 The ability to meet the Local Development Scheme targets brings financial benefits to both authorities in the form of Planning Development Grant monies.

8. IMPLICATIONS

8.1 The City Council is committed to the production of these documents as indicated in the Peterborough Local Development Scheme 2004-2007, approved by Government office East in April 2007.

8.2 The documents plan for a Peterborough's sustainable future, making provision for minerals used in development and for waste facilities to manage the City's forecast waste growth.

8.3 The financial implications of producing the reports are covered within Service existing budgets.

Appendix 1

KEY ISSUES SET OUT IN THE MINERALS AND WASTE DEVELOPMENT PLAN DOCUMENTS AND THE MAIN CHANGES MADE TO THE PREFERRED OPTIONS 2 VERSIONS

1 MINERALS

Sand and Gravel

- 1.0 Cambridgeshire and Peterborough are required to provide a minimum of 2.8 million tonnes of sand and gravel per annum throughout the Plan period. To allow some flexibility it is proposed that the Mineral Planning Authorities (MPAs) plan for the provision of 3 million tonnes per annum (mtpa) for sand and gravel. This equates to 60 million tonnes of sand and gravel over the Plan period.
- 1.1 In order to secure a supply of material across the geographical area of Cambridgeshire and Peterborough, the Plan area is divided into 3 sub-areas which together will supply 3 million tonnes per annum of sand and gravel per annum over the Plan period:
- 0.75 mtpa from the Northern Zone, i.e. Peterborough and north Fenland District
 - 0.85 mtpa from the Central / Southern Zone (excluding the Earith / Mepal Area)
 - 1.4 mtpa from the Earith / Mepal Zone (from 2010 onwards)
- In total, in Cambridgeshire and Peterborough, it is proposed that 45 million tonnes be allocated, 22 million tonnes of which will be worked during the period to 2026.
- 1.2 The following allocations for sand and gravel extraction are proposed in Peterborough:
- **Maxey Quarry** – southern extension
 - **Pode Hole Quarry** – southern and western extensions
 - **Kings Delph, Whittlesey** – southern side of A605 Whittlesey Road. This site is located close to Peterborough to serve its long term growth needs but is predominantly in Cambridgeshire.

Note: Sufficient provision is being made in the Plan area for sand and gravel. In Peterborough this is being achieved by extensions to existing sites.

Limestone

- 1.3 Limestone only exists in a small geographical area to the north-west of Peterborough and is the only 'crushed rock' in the East of England Region. There are sufficient reserves in the existing sites to meet the Regional apportionment for the Plan area of 300,000 tonnes per annum. However, if no further sites are identified this reserve will be exhausted by the end of the Plan period and limestone working in this area will cease unless new sites can be found. The MPA's have not been able to identify any suitable site as allocations for future limestone extraction because of environmental constraints and the need to ensure safe and suitable access. However, circumstances may change over the Plan period, so a criteria based policy has been included in the Plan which would allow a new site to come forward if it meets the tests in the policy.

Note: Limestone is only found in a small area in Peterborough. It has not been possible to identify new allocations (for access and environmental reasons). There is currently sufficient reserves to meet the Regional apportionment, but if no further sites are identified then reserves will be exhausted by 2026. Policy provision is, therefore, being made for new sites to come forward provided criteria are met.

There is no change from Preferred Options 2 although at that time it was considered that the regional apportionment of 300,000 tonnes per annum could not be met. A recent re-evaluation of reserves has indicated that there is just sufficient to meet the volumes required up to the end of the Plan period.

Sand and gravel and engineering clay borrow pits

- 1.4 The Plan proposes that the supply for sand and gravel will normally be drawn from permitted or allocated sites, and in the case of engineering clay this is best extracted from existing mineral or landfill sites in preference to new greenfield sites. However, it is recognised that where major infrastructure proposals come forward (such as major road schemes) and there is a source of material in the immediate area borrowpits can be more sustainable option, due to their proximity to the infrastructure scheme and ability to reduce environmental and amenity impacts. The only borrow pits proposed are related to the A14 upgrade due to the exceptional volumes of mineral required and these are all outside the Peterborough area.

Note: There are no borrow pits proposed in Peterborough. This is a change from Preferred Options 2 where a sand and gravel borrow pit was proposed at Middle West Farm, Thorney to serve the improvements works to the A1073. However, these road improvements works are well underway and it is clear that mineral for these works has been sourced from existing sites. The works are likely to be completed in the next 6 months or so and a borrow pit is not required.

Other Minerals

- 1.5 An allocation for brick clay (and also for sand and gravel) is proposed Kings Delph, Whittlesey to secure long-term reserves for the brickworks. Part of this site may fall within Peterborough.
- 1.6 A small allocation for chalk marl is proposed at Barrington Quarry, Barrington in Cambridgeshire.

Note: Whilst there may be a small part of Kings Delph site in Peterborough no other sites are proposed for 'other minerals' in Peterborough. This is the same as Preferred Options 2.

Mineral Safeguarding Areas (MSAs)

- 1.7 Government guidance in Minerals Planning Statement 1 (MPS1) requires the identification of Mineral Safeguarding Areas to ensure that workable mineral deposits are adequately considered in all land-use planning decisions, as they are a finite resource and to ensure that potential resources are not sterilised by other land uses without due consideration. Mineral Safeguarding Areas are required for all minerals including sand and gravel, brick clay, chalk and limestone, and should identify the extent of the resource which is considered to be of current or future economic importance.
- 1.8 The Plan identifies Mineral Safeguarding Areas using information held by the British Geological Society. This has been refined following consultation with the minerals industry (who hold additional geological data), and local planning authorities within and adjoining the Plan area.
- 1.9 Mineral Safeguarding Areas will need to be identified on the Proposals Map of the Peterborough Development Plan. This will ensure that developers and other relevant parties are aware of the presence of economic and potentially workable mineral resources, and that the resources are not needlessly sterilised and are taken into account in any major development proposals.

- 1.10 It is important to note that although MSAs are being identified there is no presumption that land within these areas will be worked for the extraction of minerals.

Note: The Mineral Safeguarding Maps (see Site Specific Proposals Appendix D) show the distribution of sand and gravel, limestone and brick clay in the Peterborough area. This has not changed since Preferred Options 2. In Peterborough the MSA's do not include areas that were already allocated in the Peterborough Local Plan (First Replacement) for development although it is likely to be a factor to take into account in the designation of new development areas.

2 WASTE MANAGEMENT

Scale of waste arising

- 2.1 Forecasts for the amount of waste to be managed to 2026 are set out below.

Waste Type	Quantity 2006 (tonnes)	Quantity 2011 (tonnes)	Quantity 2016 (tonnes)	Quantity 2021 (tonnes)	Quantity 2026 (tonnes)	Total quantity managed 2006-2026
C&D/Inert Waste	2,748,000	2,833,000	2,944,000	3,030,000	3,111,000	61,540,000
Municipal Waste	433,000	513,000	541,000	570,000	598,000	11,233,000
Commercial & Industrial Waste	1,166,000	1,326,000	1,531,000	1,777,000	2,053,000	32,752,000
Hazardous Waste	44,000	45,000	49,000	49,000	49,000	995,000
Agricultural	328,000	243,000	181,000	181,000	181,000	4,542,000
Imported non-hazardous for disposal	484,000	308,000	166,000	166,000	166,000	5,086,000
Total	5,203,000	5,268,000	5,412,000	5,773,000	6,158,000	116,148,000

Source:

Waste Management Statistical Basis for Cambs & Pboro Minerals and Waste Development Plan 2006-2026 (2009 Addendum - August 2009)

Importation of Waste from London

- 2.2 The Plan has made provision for Cambridgeshire and Peterborough to have sufficient waste management and landfill capacity to enable the disposal of the amount of residual waste from London that has been apportioned through the Regional Spatial Strategy with the amount reducing after 2015. The total amount of 'London waste' over the Plan period is 5.1 million tonnes (out of a total of 116,148,000 tonnes i.e. approx less than 5%). The waste will be pre-treated and will require disposal.

Note: The amount of residual waste to be imported from London that we are required to make provision for disposal has not changed since Preferred Options 2.

Provision of new waste management facilities

- 2.3 The figures tabled below take into account existing and planned facilities and their capacities. In Peterborough this includes the assumptions that a) the Peterborough Renewable Energy Limited energy park proposal will be operational by 2013 [650,000tpa capacity of which 600,000tpa is waste and 50,000tpa is energy crops]; b) the 25,000tpa extension to the Materials Recycling Facility will be operational from 2011. Taking these and other planned facilities across Cambridgeshire into account, the need for additional

waste management facilities required by 2026 has been established for the Plan area and is set out below. This is based on the typical facility sizes indicated, however in practice, fewer larger facilities or a greater number of smaller facilities may be built.

Indicative Number of Additional Facilities by 2026			
Materials Recycling Facility (Assumed size 50,000tpa)	In Vessel Composting (Assumed size 40,000tpa)	Inert Waste Processing (Assumed size 125,000tpa)	Treatment [includes range of technology types incl. EfW, MBT] (Assumed size 250,000tpa)
12	1	12	0

Source:

Waste Management Statistical Basis for Cambs & Pboro Minerals and Waste Development Plan 2006-2026 (2009 Addendum - August 2009)

- 2.4 The spatial strategy for the provision of new facilities is to secure a network of waste resource and recovery facilities which will take into account existing and allocated sites. In order to help determine the best location for facilities consultants Jacobs were appointed to assist by using their model 'Netwaste'. This model bring together the geographical spread of waste arising and the local road network, in order to identify optimum area of search within which facilities should be located. This has been related to detailed site assessments of potential waste management sites, which takes into account a range of constraints and other factors, and allocations have been identified.
- 2.5 In line with government guidance flexibility regarding potential uses will be retained and uses are not prescribed for sites, although a list of suitable options for each sites are given.
- 2.6 A number of allocations have been made for built waste management development in Peterborough:

- **Storeys Bar Road, Fengate**
- **Hampton**
- **Dogsthorpe**
- **West of Peterborough**

Note: These sites have remained the same since Preferred Options 2. However, the extent of the Storeys Bar Road site has virtually doubled to reflect the current energy park proposal and the boundary of the Dogsthorpe site has been modified as a result of the land take by the A1073 improvement scheme. The 'West of Peterborough' area of search is likely to be progressed through the overall plan for the Great Haddon development.

Location of Household Recycling Centres

- 2.7 The Plan identifies a need for an additional Household Recycling Centre in Peterborough to serve the southern part of the city. The northern part will either continue to be served by Dogsthorpe or by a replacement facility.

Note: The same principles apply as at Preferred Options 2. However, it is anticipated that the household recycling centre to serve the southern part of the city may be accommodated at the 'West of Peterborough' site.

Hazardous Waste

- 2.8 It has been forecast by consultant Jacobs that over the Plan period around 995,000 tonnes of hazardous waste will need to be managed. It is proposed that Cambridgeshire and Peterborough continue to contribute to the management of hazardous waste by making appropriate provision for expansion and replacement of existing facilities.

- 2.9 In terms of hazardous waste that needs disposal to landfill, it is proposed that Cambridgeshire and Peterborough will continue to dispose of its general hazardous waste at the East Northants Resource Facility at Kings Cliffe, Northamptonshire immediately outside the Plan area. No need has been identified for an additional facility of this type in Cambridgeshire and Peterborough.
- 2.10 With regard to stable non-reactive hazardous waste (which is largely accounted for by soils and asbestos) arising from construction and demolition, some additional provision has been identified. This type of waste is disposed of in separate contained landfill cells, so can be accommodated at dedicated sites or can be integrated into an existing site with the capability to accommodate hazardous and non-hazardous waste landfill cells.
- 2.11 To contribute to the management of this waste stream, a site allocation has been made at:
- **Thornhaugh 1 Quarry, Thornhaugh.**

Note: no change from Preferred Options 2

Landfill

- 2.12 Even after recycling there will still be a need for landfill. The forecast need for the Plan period is set out below:

YEAR	Inert	Non-hazardous
2011	-1,221,000	9,173,000
2016	-4,296,000	6,251,000
2021	-7,013,000	4,192,000
2026	-9,605,000	2,124,000

- 2.13 **Additional inert landfill** will be required as there is a shortfall of around 9.6 million cubic metres by 2026. Allocations for additional inert landfill are, therefore, proposed. In Peterborough these are at:
- **Cross Leys**
 - **Thornhaugh 2**
 - **Thornhaugh 2B**
 - **Cooks Hole**
- 2.14 With regard to **non-hazardous landfill**, the existing void is forecast to meet the need over the period to 2026. However, in the event that recycling and recovery facilities do not come on stream as fast as anticipated then there may a small shortfall of non-hazardous landfill at the end of the Plan period. The Plan suggests that if this requirement is demonstrated through the Councils annual monitoring work, new additional non-hazardous landfill capacity should be located in the broad location of the Whittlesey Brickpits, Whittlesey. This area meets the Environment Agency's technical criteria for the location of non-hazardous landfill (Regulatory Guidance Note 3: Groundwater Protection - Locational Aspects of Landfills) and may also offer the opportunity to sustainably transport waste by rail.
- 2.15 The Plan also proposes that exceptionally some small scale proposals may be considered favourably where it is demonstrated that supplementary landfill engineering is required in order to address land stability and / or to address existing or potential pollution of the environment involving supplementary landfill.

Note: There is a change in the way that waste disposal requirements have been calculated since Preferred Options 2 as previously there was a mix of two scenarios going forward because of the different municipal waste solutions selected by Cambridgeshire and Peterborough. These scenarios have been merged and account has also been taken of the possible impact of the PREL energy park on disposal requirements (which has resulted in a reduction in void for non hazardous waste disposal).

3 SUSTAINABILITY APPRAISAL

- 3.1 The preparation of the Minerals and Waste Plan is subject to a full Sustainability Appraisal (SA) which has been taken into account the policies and allocations set out in the pre-submission stage Minerals & Waste documents.

4 HABITATS REGULATION ASSESSMENT

- 4.1 A Habitats Regulations Assessment (including a full Appropriate Assessment) (HRA) has been carried out on the Minerals and Waste Plan. This work follows on from the initial screening and scoping assessments produced previously, which were published as part of the Preferred Options 2 consultation in 2008. Consultants RPS, who have taken the documents through a full Appropriate Assessment, including an in-combination assessment of the proposals, have carried out this further work. They have assessed the content of the plans to ensure there is no potential impact on the integrity of European Sites (namely those sites classified as Special Protection Areas, Special Areas of Conservation, and Ramsar sites). This has resulted in some minor amendments to the Plan, to ensure that it passes the HRA and does not cause any harm to the integrity of a European site, either alone or in combination with other plans or projects. This work has ensured that Articles 6(3) and (4) of the Habitats Directive are satisfied and meet the requirements set out in part VIA of the UK Habitats Regulations.
- 4.2 In Peterborough sites subject to particular scrutiny have included the Pode Hole Quarry extension (minerals), Dogsthorpe and Storeys Bar Road (waste).

Note: Further SA and HRA has taken place since Preferred Options 2. The sites under most scrutiny in Peterborough include the proposed extensions to Pode Hole Quarry due to proximity to the Nene Washes. Additional hydrological evidence in relation to the Pode Hole proposal has been received and addressed the HRA concern. Pode Hole remains allocated. Also of concern was the number of proposed waste management sites indicated at Preferred Options 2 stage as being suitable for energy from waste uses. The HRA raised concerns about the in-combination effects of additional site proposals beyond those at planning application stage at Storeys Bar Road (PREL) and Fourth Drove, Fengate (PCC waste management proposal). As a result the site proposal at Dogsthorpe no longer makes provision for energy from waste use. The energy from waste proposal at Kings Dyke Brickpits, Whittlesey would only be acceptable if it can be demonstrated to lead to improvements in air quality and not lead to an adverse impact on the integrity of the European Sites (Nene Washes).

5 CLIMATE CHANGE

- 5.1 The key objectives of the Plan include encouraging operational practices and restoration proposals that will minimise or help to address climate change. In practice this has meant that climate change is incorporated into many of the policies and proposals of the Plan. This includes major proposals such as those in the Earith / Mepal area where more sustainable flood management and large scale habitat creation (which also acts as a carbon sink) is being sought, in association with minerals and waste development.
- 5.2 There is also a new policy specifically relating to Climate Change (Policy CS22 in the Core Strategy [Pre Submission version]), which will require all minerals and waste management proposals to take account of climate changes for the lifetime of the development, by minimising greenhouse gas emissions and by incorporating measures to allow flexibility for future adaptation.

CABINET	AGENDA ITEM No. 5.4
12 OCTOBER 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Matthew Lee (Deputy Leader and Cabinet Member for Environment Capital and Culture)	
Contact Officer(s):	Ben Ticehurst, Deputy Chief Executive	Tel. 452303

PETERBOROUGH CITY SERVICES (“PCS”)

R E C O M M E N D A T I O N S	
FROM : Councillor Matthew Lee (Deputy Leader and Cabinet Member for Environment Capital and Culture)	Deadline date : N/A
Cabinet is recommended to endorse the decision process outlined in paragraph 4.7	

1. ORIGIN OF REPORT

This report is to update Cabinet following earlier related decisions, namely:-

- 1.1 The Leader of the Council’s decision on 17 January 2008 on implementing the integrated solution for waste management as resolved by Council on 28 February 2007.
- 1.2 On 15 December 2008 Cabinet agreed the concept of establishing special purpose vehicles including those relating to functional activities.

2. PURPOSE AND REASON FOR REPORT

The purpose of this report is for Cabinet to endorse the decision-making process to be followed for PCS (Lot 3).

- 2.1.1 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 and No. 3.2.6 as follows:-

- 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” .
- 3.2.6 “To lead the delivery of Business Transformation within the Council”.

- 2.1.2 The commercial strategy review, referred to in this report is NOT FOR PUBLICATION in accordance with paragraph 3 of Schedule 12A, Part 1 to the Local Government Act 1972 in that it contains information which is commercially sensitive affecting the Council’s/current PCS operation and its workforce. The public interest test has been applied to the information contained in that review and it is considered that the need to retain the information as exempt outweighs the public interest in disclosing it because it would prejudice the Council’s commercial interests in the proposed procurement and would impact on the view that bidders may form of the business and raise issues within PCS workforce thereby undermining the integrity and confidence placed in the Council’s ‘open-minded’ procurement process for innovative and collaborative solutions for PCS.

3. **TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. **PETERBOROUGH CITY SERVICES (LOT 3)**

Overview:

4.1 Peterborough City Services (“PCS”) as an entity has become increasingly vulnerable to elements of competition, and a review of the options for the service was undertaken in 2008. The review’s conclusion was that PCS needed to be freed from some Council controls to allow it to grow and develop and there were a range of options on how this could take place. Hence, PCS’s portfolio was included in the Waste 2020 Programme procurement to test the market’s appetite for working collaboratively with the Council to deliver services.

2009 Commercial Strategy Review:

4.2 A high level commercial review of PCS’s business portfolio was conducted this year. Its purpose was to review PCS’s current operating activities, funding position and development prospects from a commercial perspective.

In broad terms, the 2009 review identified three elements to the portfolio:

- a) core services contributing directly to corporate objectives such as the 65% plus recycling target and Environmental Capital status;
- b) services where PCS, released from current constraints and supported by a suitable experienced partner, should be able to increase income levels (providing a return or future cost mitigation to the Council); and
- c) services which are not core to PCS’s ongoing operation but which are potentially subject to statutory obligations on the Council’s part.

Procurement Strategy:

4.3 In May 2009 the Council took the opportunity to include PCS in its Industry Open Day for the Waste 2020 Programme to test market reaction to the proposals.

4.4 The programme consists of Lot 1: Energy from Waste facility; Lot 2: Materials Recycling Facility; and Lot 3: Operational Services (PCS).

4.5 Procurement is based on a Competitive Dialogue procedure (recognised as appropriate to procurements which are complex and impossible to define the solution with certainty), allowing the Council and bidders to discuss and develop proposals that would be suitable to the Council and the market.

4.6 The procurement has generated a healthy response from the market for all Lots and the Council is well positioned to test the full range of proposed value added solutions for Lot 3 through this exercise. Responses from the market range from proposals to establish joint venture companies (JVCs) with continuing equity stake by the Council through special purpose vehicles (SPVs) with benefit share arrangements to the more straight-forward partnership/collaborative type arrangements based upon direct out-sourcing. Whatever option is eventually chosen, those eligible in PCS’s workforce will be protected under the Transfer of Undertakings (Protection of Employment) Regulations 2006 (TUPE).

4.7 The decision process is proposed as:-

- Later in October 2009: conclude evaluation of shortlisting bidders to be followed by a Cabinet Member decision by the Deputy Leader (in consultation with other relevant Cabinet Members) to select the shortlist of bidders (ie. three bidders for individual Lots 1, 2 and 3(PCS) plus three bidders for combined Lots 1, 2 and 3(PCS)) to take forward to Competitive Dialogue to commence with Invitation to Submit Outline Solutions (ISOS). This decision which is on the Forward Plan will also include for delegations to senior officers (in consultation with the Deputy Leader) to enable expedient decisions to be made up to contract(s) award(s) on issues during the procurement for smooth and effective progress of the process (including further reductions of bidders/solutions as appropriate);
- November 2009: ISOS issued to shortlisted bidders enabling them to specify in outline how they intend to satisfy all the Council's requirements followed by further discussions with bidders. This form of market testing will determine the optimum commercial solution.
- End of May 2010: Invitation to Submit Detailed Solutions enabling bidders to specify in detail how they intend to satisfy the Council requirements followed by further discussions with bidders on scope, solutions and other matters;
- By October 2010: finalise Competitive Dialogue so that scope and contract conditions are settled prior to call for final tenders and Call for Final Tender (this could be two bidders for each of the individual Lots 1, 2 and 3 plus two bidders for combined Lots 1, 2 and 3 depending on how solutions progress).
- March 2011: Return date for Final Tenders;
- By June 2011: Conclude evaluation of Final Tenders and recommendation on award;
- July 2011: Further executive decision by Deputy Leader (in consultation with other relevant portfolio holders) to award the contract(s);
- July 2011: Following notice of intention to award contract(s) (in line with Alcatel ruling), award contract(s) as individual contracts for Lots 1, 2 and 3 or award combined contract for Lots 1, 2 and 3.

5. CONSULTATION

- 5.1 The Deputy Leader carried out an informal briefing for Scrutiny Committee Members on 8 September 2009 and a further informal briefing for all Members on 29 September 2009, as part of an ongoing process to ensure engagement with all Members.
- 5.2 Sustainable Growth Scrutiny Committee at its meeting on 21 September 2009 received an update report on Lot 3: PCS and expressed support for taking the proposals for PCS forward.
- 5.3 The Lot 3 Project Board (formerly ALMO Board) continues to be consulted as necessary on these proposals.
- 5.4 Trade Unions: There has been an on-going informal consultation with Trade Union representatives at PCS, which will continue to ensure that they are kept engaged in the process.
- 5.5 Staff consultation: The Commercial Services Director has given regular update briefings to staff and these will continue to ensure staff are kept informed, updated and consulted.
- 5.6 Engagement with other departments: PCS provides a range of support functions to all Departments in the Council. Several key clients are represented at the Lot 3 Board by their senior management. A programme of work is being developed to create a streamlined client function which will ensure that governance and performance can be clearly monitored with costs being kept to a minimum for the Council

6. ANTICIPATED OUTCOMES

- 6.1 The Cabinet endorses the proposed arrangements for taking this forward through the procurement process.

7. REASONS FOR RECOMMENDATIONS

- 7.1 For Cabinet to endorse a way forward for PCS (Lot 3) to deliver quality service standards, meeting the Council's environmental targets, comprehensive area assessment and local area agreement commitments at a minimised financial cost and risk in the medium to long-term.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 A range of alternative service delivery options has been considered for PCS. Consideration has also been given to contingency plans should the procurement not proceed (e.g. bidders fail to provide an affordable solution). In such circumstances, the Council's principal alternative options would include (i) re-procurement on a potentially different basis outside the Waste 2020 framework; or (ii) maintenance of the status quo with internal re-organisation of PCS and central management functions.

9. IMPLICATIONS

- 9.1 Implications for the Council are wide-spread with impacts upon: Finance, Legal, HR, Shared Services and CAA/LAA Targets.
- 9.2 The Council's Finance Team provides support to the Waste 2020 programme and a procurement process is underway to appoint specialist financial advisers.
- 9.3 The Principal Lawyer (Waste 2020 Programme) represents Legal Services on this procurement and has been consulted on this report. The legal implications are included throughout the report. There will be further executive decisions including one to award the contract (including Lot 3: PCS) as referred to in paragraph 4.7 of this report.
- 9.4 There are implications for around 700 PCS staff. Staff that are eligible will be protected under the Transfer of Undertakings (Protection from Employment) Regulations 2006 (TUPE). Legal and Human Resources are considering these matters and there will be liaison with the Finance and the Pensions Administrator of the LGPS as regards Admitted Body Status for transferring employees. There will also be the appropriate consultation with the Trade Unions representing those employees affected by the proposals.
- 9.5 There are considerable cross service implications, specifically with Operations (for Environmental Services), Strategic Property (for PD&M), Children's Services (for Schools) and Leisure Trust (assuming that initiative proceeds). Reflecting these interactions, there has been a programme of consultation with the key officers and stakeholders in the relevant service departments and this process will continue as the Council develops the necessary lean client management structure going forward.
- 9.6 PCS presently draws upon the Council's shared service infrastructure and bears a substantial central overhead re-charge. Looking forward, bidders could be expected to challenge the commercial value of these charges and may wish to integrate service provision with their own for operational efficiency and cost reduction reasons. This factor will need to be taken into account in the business planning for central support services.
- 9.7 PCS is central to the delivery of key CAA/LAA environmental targets and its importance, and potential future funding requirements will need to be considered if the Council is to meet its aspirations for 65% plus recycling and Environmental Capital status. By means of example, the incremental cost associated with food collection to support the Anaerobic Digestion Facility. Appropriate targets and control mechanisms to ensure delivery, such as tangible KPI's and project milestones, will be reflected in the Lot 3 contract going forward.

10. BACKGROUND DOCUMENTS

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

Commercial Strategy Review (exempt)

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CABINET	AGENDA ITEM No. 6.1
12 October 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	Cllr David Seaton	
Contact Officer(s):	John Harrison, Executive Director Strategic Resources Steven Pilsworth, Head of Strategic Finance	Tel. 452398 Tel. 384569

MEDIUM TERM FINANCIAL PLAN 2010/11 TO 2014/15

RECOMMENDATIONS	
FROM : Executive Director Strategic Resources	Deadline date : <i>Cabinet</i>
<p>1. Cabinet notes the budget and performance report to the end of August, and endorses the actions to manage budgetary pressures in the current financial year and to deliver a balanced budget position.</p> <p>2. The Cabinet continue to endorse the Greater Peterborough Sustainable Community Strategy 2008-2021 priorities of:</p> <ul style="list-style-type: none"> • Creating the UK's environment capital; • Create strong and supportive communities; • Delivering substantial and truly sustainable growth; and • Creating opportunities – tackling inequalities. <p>These priorities continue to be underpinned by specific performance targets outlined in the Local Area Agreement</p> <p>3. That Members note the future summary financial position and its implications for the medium term financial plan, in particular the potential impact of the state of national public finances on the Council's future grant settlements and financial position.</p> <p>4. That Members approve plans to consult with Scrutiny and Stakeholders on the medium term financial plan.</p> <p>5. That Members approve the approach that is proposed for the budget process incorporating the medium term financial strategy (MTFS).</p> <p>6. That Members approve the control total figures for departments to enable them to begin to prepare a draft budget for financial years 2010/11 through to and including 2014/15.</p>	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following approval by the Corporate Management Team.

2. PURPOSE AND REASON FOR REPORT

2.1 This report comes to Cabinet as part of the council's agreed process for integrated finance and business planning. It continues the multi year approach to budgeting, and indeed extends this for the first time from three to five financial years to help plan for the financial challenges ahead. The drivers continue to be meeting the Council's priorities by creating a sustainable budget strategy whilst responding to an uncertain future in local government finance.

2.2 The Council's agreed Annual Budget Framework requires Cabinet to consider the Council's budget and financial strategy and to set provisional cash limits for the forthcoming year.

2.3 The purpose of this report is to:

- update Members on budgetary pressures in the current financial year and the actions in hand to deliver a balanced budget position
- update Members on the likely financial situation of the Council over the next five years, and to illustrate the possible impact on the Council of the poor national public finance position
- to outline the approach to the budget process and budget consultation
- set provisional Control Totals for each department to work to in preparing the detailed budget for each of the years 2010/11 to 2014/15

2.5 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 which states to take collective responsibility for the delivery of all strategic executive functions within the Council's major policy and budget framework and lead the Council's overall improvement programme to deliver excellent services.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	Yes	If Yes, date for relevant Cabinet Meeting	12 October 2009
Date for relevant Council Meeting	24 February 2010	Date for submission to Government department	March 2009

4. INTEGRATED SERVICE AND FINANCIAL PLANNING

4.1 At its meeting in February 2009 the Council adopted the budget to 2011/12 in the context of the Sustainable Community Strategy. This is aimed at a bigger and better Peterborough that grows the right way and through truly sustainable growth:

- i. Improves the quality of life of all aspects of all its people and communities, and ensures that all communities benefit from growth and the opportunity it brings;
- ii. Creates a truly sustainable Peterborough, the urban centre of a thriving sub-regional community of villages and market towns, a healthy, safe and exciting place to live, work and visits, famous as the environment capital of the UK.

It reflects the ambitions that the Council shares with its partners for the city, and which are further explained in Peterborough's Sustainable Community Strategy. The four priorities are:

- Creating the UK's environment capital;
- Creating strong and supportive communities;
- Delivering substantial and truly sustainable growth; and
- Creating opportunities – tackling inequalities.

These priorities are underpinned by a driving principle, to be accessible, efficient and effective.

- 4.2 The Council has adopted an integrated approach to its service and financial planning, incorporating priorities and finances in Departmental Delivery Contracts. This integrated approach will help to ensure that resources are used to deliver value for money and better and sustainable outcomes for local people. For this to be achieved it is important that the Council reaffirms these four priorities for the MTFS to 2014/15 and aligns its reporting mechanism to that of the Local Area Agreement (LAA) by adopting the LAA measures to reflect the council's performance and to ensure resource alignment is maintained.
- 4.4 It is anticipated that the process will have three distinct stages (with discussions regarding the impact on priorities, performance and Departmental Delivery Contracts underpinning all stages):
- I. Departments will build detailed budgets, based on the 2009/10 budget as adjusted for inflation and efficiency savings; and with regard to the 2009/10 Budgetary Control Reports and the 2008/09 outturn position. In addition departments will be required to create capacity to ensure that sustainable longer term priorities and savings required can be met.
 - II. Departments will be challenged on their plans and priorities, and options for realigning resources accordingly and for closing the gap between income and expenditure will be considered corporately. Any agreed realignment of resources will be used to adjust the base budget. In particular:
 - a. To understand the baseline position;
 - b. Establish options to save money and agree areas to stop spending;
 - c. Identify ways to create future capacity; and
 - d. Review political priorities and timescales.
 - III. The budget will be consulted upon following the December cabinet meeting to seek views from the public, businesses, members and staff prior to the budget being approved during February 2010, ensuring that decisions made reflect these community views.

5. BUDGET 2009/10 CONTEXT AND CURRENT POSITION

Revenue

- 5.1 The 2009-10 budget was set in the context of the continuing effects of the recession and in particular the reduced income streams expected, the impact of the Icelandic bank investment and potential for increased pressure in demand led budgets. The Council has faced additional budget pressures in year, including increased demand for children's social care, the ongoing impacts of the recession and the need to reprofile the Cross Keys Homes VAT shelter income over the next few years, rather than receiving it all in the current financial year. If left unmanaged, these pressures would total £8m.
- 5.2 The Council remains committed to its strategy in delivering service efficiencies and improvements using a proactive approach to managing council finances. A range of actions and measures have been implemented to manage these additional pressures, including the following:
- I. Use of balances to smooth impact;
 - II. Delivery of departmental savings plans;
 - III. Review of departmental reserves; and
 - IV. Target of external funding

The impact of these, and how they return the budget position to balance, are outlined in the next table, with a fuller breakdown by service in appendix 1.

Department	Year End Projection £000	Action Plan Savings £000	Use of balances £000	Possible Additional Funding £000	Net Year End Projection £000
Deputy Chief Executive	325				325
Children's Services	924	-974			-50
City Services	633	-317			316
Operations	1,886	-1,503			383
Strategic Resources	2,967	-500	-2,173		294
Strategic Resources - Corporate	1,730		-1,895	-1,148	-1,313
Adult Social Care	0				0
Less Corporate Actions					0
TOTAL	8,465	-3,294	-4,068	-1,148	-45

Taking this swift action at this stage in the year means that all the emerging pressures can be dealt with. There remains an on-going risk that further issues emerge, or that action plans cannot be delivered. Rigorous financial monitoring over the remainder of the financial year will be essential.

- 5.3 In establishing the baseline and preparing a five year plan, projections are being forecast incorporating these pressures and savings known to date.

Reserves

- 5.4 The Council's corporate balances and reserves position projected at 31 March 2010 seen in the next table incorporates the mitigating actions shown above.

	£k
General Balance	3,827
Capacity Fund	0
Contingency	500
Departmental	495
	4,822

- 5.5 The general balance has reduced from the original balance of £6m to offset the re-profiling of VAT shelter income from Cross Keys. The income will now be received over the next two financial years based upon estimates provided by Cross Keys. The forward financial strategy will also return balances to the original level.

Capital

5.6 The overall position of the capital programme can be seen in the following table.

Capital Programme by Directorate:	MTFS 2008 to 2010 £000	Revised 1st April 09 Budget £000	Revised Budget at August 09 £000	Profiled Budget £000	Actual £000	Total Budget Spent %	Anticipated Outturn** £000
Adult Social Care	517	618	564	109	20	3.5%	564
Deputy Chief Execs	10,598	13,792	2,709	316	19	0.7%	1,314
Children's Services	27,225	37,896	36,179	8,128	3,565	9.8%	36,181
City Services	1,958	3,503	3,228	621	629	19.4%	3,194
Operations	26,193	35,486	34,952	16,664	7,094	20.3%	31,650
Strategic Resources	13,339	14,918	12,795	3,243	1,790	13.9%	12,795
Contingency	(968)	(968)	(968)	-	-	0.0%	-
Total Expenditure	78,862	105,244	89,458	29,082	13,118	14.6%	85,696
Financed by:							
Grants & Contributions	27,438	47,858	43,308		4,038	9.3%	40,846
Capital Receipts	5,020	9,347	4,971		-	0.0%	4,971
Capital Receipts Set Aside	(4,734)	(4,734)	(4,734)		-	0.0%	(4,734)
Right To Buy Receipts	1,820	1,820	700		-	0.0%	700
Borrowing	49,318	50,953	45,212		9,080	20.1%	43,913
Total Resources - required	78,862	105,244	89,458	29,082	13,118	14.7%	85,696

5.7 The Capital Programme for 2009/10, as agreed in the Medium Term Financial Plan (MTFS), was £78.9m. The final slippage of schemes from 2008/09 was £26.9m. This is mainly the result of delays with projects and new capital projects being added since the MTFS which resulted in a revised capital programme for 2009/10 of £105.2m. Schemes not likely to progress during 2009/10 has resulted in a revised capital programme of £89.5m.

5.8 At the end of August 2009 the actual capital expenditure is £13.1m against a profiled budget of £29.1m. The services are predicting an under spend of £3.8m against a revised capital programme of £89.5m this financial year after reviewing the capital projects with the budget managers.

5.9 Any spare capacity resulting from the under spend will be picked up as part of the capital challenge process contained within section 8 of this report.

Performance Monitoring

5.10 Performance information on treasury management activities, the payment of creditors in services and collection performance for debtors, local taxation and benefit overpayments can be seen in appendix 2.

6. FUTURE BUDGET PROSPECTS AND SUMMARY FINANCIAL POSITION

- 6.1 The last Comprehensive Spending Review in 2007 provided a three year financial settlement for Councils providing some certainty for the Revenue Support Grant and Dedicated Schools Grant. The final year of this settlement is 2010/11. The next three year settlement is highly likely to be less favourable nationally with the national budget in March effectively outlining a requirement to reduce overall spending in public services in future. This bleak financial picture will face whoever forms the Government after that General Election.
- 6.2 Several budget scenarios on the impact of future funding levels have been modelled to assist decision making in setting the budget for 2010/11 and provisional budgets for the following four years. The schedule attached at appendix 3 provides a summary of the anticipated financial position. It remains very difficult to predict the precise impact on the Council's future grant position, but the following impacts would arise from the scenarios indicated:

Scenario	Impact by 2014-15
1 - Original MTFs baseline (grant increase)	£1.3m deficit
2 – grant freeze every year	£8.1m deficit
3 – 5% grant reduction	£12.1m deficit
4 – 10% grant reduction	£16m deficit

It must also be stressed that these scenarios assume the funding of no further cost pressures, and these would need to be absorbed within budget plans.

- 6.3 Peterborough has not been immune to the effects of the recession, impacting on income streams and demand led budgets. In addition the council tax base assumptions may be affected. Consideration will need to be given on the impact of the recession and it is likely that the assumptions made in the 2008 – 2011 plan will need to be reviewed.
- 6.4 The Council will need to tackle these possible deficits, whilst maintaining its commitment to meeting priorities and ensuring community needs are met longer term. To do so it will be necessary to undertake the following work streams to help deliver this:
- I. Review of service levels, fees and charges;
 - II. Business Transformation expanded and accelerated;
 - III. Review capital programme to release capacity;
 - IV. Asset disposal plans accelerated where practical;
 - V. Review and ongoing challenge of projects;
 - VI. Review of the collection fund.

7. SETTING OF PROVISIONAL REVENUE CASH LIMITS AND CONTROL TOTALS

- 7.1 Cabinet is required to consider the overall cash limits for the Council each year, in line with the constitution.
- 7.2 The MTFs approved by Council in February 2009 assumed Council Tax increases of 2.5% in each of the years up to and including 2011/12. It has been assumed that the tax increase will follow through in each year to 2014/15 and is used for modelling purposes only at this stage. It must be stressed that this is solely for the purposes of illustrating possible scenarios, and does not reflect a

planned level at this stage. Further decisions will be required by Cabinet to establish what is an acceptable option to consult with the public on, well before any final decisions next year.

- 7.3 Departments will be issued with draft 'control totals' to allow them to begin to prepare their budgets. The control totals are outlined in appendix 3 and will be updated accordingly during the budget setting process, before final approval by Council in setting the budget in February.
- 7.4 To ensure that the integrated service and financial planning approach is effective, Cabinet portfolio leads and their Directors have met with the Cabinet member for Resources and Executive Director Strategic Resources to outline developments and options for savings. The outcome of these meetings will feed into the Departmental Delivery Contracts which will provide direction for setting overall service plans. This process will present budget options for Cabinet to consider in terms of how well they deliver the priorities outlined in section 4.1. The Cabinet member for Resources will be engaging the community and other members for their views during a consultation period.
- 7.5 It may be that the process outlined results in there being insufficient funds available. In addition, it is likely that there will be pressures to consider in areas such as reduced income streams and other demand led budgets. The process will balance these pressures through further efficiencies and redeployment of resources.
- 7.6 The budgets that departments prepare in line with control totals will contain only inflation and efficiency savings. Any additional adjustment for service changes, statutory activity changes (including new and changing grant streams), savings over £75,000 and other resource realignment will be considered corporately.

8. CAPITAL PROCESS

- 8.1 The planning process will include a review of the current capital programme and the calculation of the capital requirement each year of the plan. The capital programme including capital receipts and asset disposals will be incorporated as part of the budget setting process following the conclusion of current work streams underway.

9. CORPORATE CHALLENGE PROCESS

- 9.1 In parallel with the detailed budget being built, the corporate challenge process, considering existing services, priorities for resource realignment and options for closing the gap between income and expenditure will take place.
- 9.2 Increases and decreases to control totals and budgets will be made as decisions are reached on how best to align resources to strategic priorities.
- 9.3 The challenge process will result in a Departmental Delivery Contract between each department and the Chief Executive, setting out how the department will fulfil its commitment to achieving the agreed Sustainable Community Strategy priorities over the coming five years.
- 9.4 The agreement between the Chief Executive and departments will be replicated in the relationship between the Leader of the Council and the Portfolio Holders.

10. CONSIDERATION OF RISK

- 10.1 Key risks have been considered and will be continued to be monitored throughout the budget setting process and next financial year. Key risks identified are:

- Impact of the instability of financial markets during 2008/09 has resulted in the Council reviewing its financial strategy and becoming risk adverse. This reduces the Council's interest received on investment income and in borrowing costs. Reliable and robust estimates of the capital programme will ensure that borrowing costs are minimised.
- Reduced income streams generally and more significantly in the Council's property portfolio will require the Council to consider strategies to ensure that income streams can be improved. Demand led budgets will continue to be monitored with appropriate action planning and a move to preventative measures to identify longer term sustainable budgets.
- Growth – The Council's ability to meet growth within Peterborough in future years could be compromised if sufficient budget resources to meet these priorities are not addressed. This will be addressed by a robust challenge process during the budget setting period.

10.2 Risks will be considered corporately.

11. ANTICIPATED OUTCOMES

11.1 Following approval by Cabinet, control totals can be confirmed to departments so that they can prepare the detailed budget for 2010/11 to 2014/15.

12. REASONS FOR RECOMMENDATIONS

12. The understanding of key figures and the issuing of control totals are integral parts of the budget process. These steps will help to ensure that the Council achieves a balanced budget, aligned to corporate priorities.

13. ALTERNATIVE OPTIONS CONSIDERED

13.1 issue of departmental cash limits was considered, as this is what has been done in previous years. This did not seem appropriate given the commitment to move forward with the corporate prioritisation procedures, as outlined above.

	Annual Budget £(k)	Outturn Forecast £(k)	Outturn Variance £(k)
DEPUTY CHIEF EXECUTIVE'S DEPARTMENT			
Chief Execs Department	421	396	-25
Legal & Democratic Services	3,788	3,501	-287
Deputy Chief Executive Unit	2,196	2,298	102
Delivery	2,373	2,298	-75
Communications	570	890	320
Strategic Improvement	337	337	0
Human Resources	404	694	290
CHIEF EXECUTIVE DEPARTMENT TOTAL	10,089	10,414	325
DIRECTOR OF CHILDREN'S SERVICES			
Resources	7,100	7,249	149
Commissioning and Performance	3,221	3,051	-170
Learning & Skills	6,613	6,806	193
Family and Communities	7,189	6,940	-249
Children's Social Care	18,419	19,420	1,001
Action Plan		-974	-974
CHILDREN'S SERVICE TOTAL (GENERAL FUND)	42,542	42,492	-50
DIRECTOR OF CITY SERVICES			
Building & Technical	-202	-256	-54
Street Scene & Facilities	570	624	54
Property, Design and Maintenance	-482	-482	0
Other Trading Activities and Business Support	3,301	3,301	0
Maintenance	13,273	13,546	273
Westcombe	3	363	360
Action Plan		-317	-317
CITY SERVICES TOTAL	16,463	16,779	316
DIRECTOR OF OPERATIONS SERVICES			
Business Support	1,646	1,651	5
City Operations	1,183	1,297	114
Cultural Services	5,285	5,376	91
Directors Office	657	687	30
Environment and Transport	11,341	11,504	163
Neighbourhoods	5,030	5,309	279
Planning Services	1,566	1,840	274
Balancing - Shortfall	-2,068	-1,138	930
Action Plan		-1,503	-1,503
OPERATIONS SERVICES TOTAL	24,640	25,023	383
DIRECTOR OF STRATEGIC RESOURCES			
Director's Office	264	264	0
Business Support	518	479	-39
Corporate Services	9,336	12,209	2,873
Strategic Property	-4,805	-4,297	508
Transactional Services	65	82	17
Insurance	3	-74	-77
Internal Audit	-17	-13	4
HR Payroll	313	358	45
Procurement	-893	-997	-104
Business Transformation	3,150	3,102	-48
Waste Management	40	40	0
ICT	824	415	-409
Customer Services	1,432	1,524	92
Revenue and Benefits	565	670	105
Action Plan		-2,673	-2,673
STRATEGIC RESOURCES TOTAL	10,795	11,089	294
Corporate			
Corporate	0	1,730	1,730
Action Plan		-3,043	-3,043
CORPORATE TOTAL	0	-1,313	-1,313
ADULT SOCIAL CARE			
Adult Social Care	39,313	39,313	0
ADULT SOCIAL CARE TOTAL	39,313	39,313	0
GENERAL FUND TOTAL			
	143,842	143,797	-45
105			
DEDICATED SCHOOL GRANT TOTAL			
	114,267	114,610	343

PERFORMANCE MONITORING DATA

Treasury Management

Treasury management activities cover borrowings raised to finance the Council's capital expenditure and investment of its cash balances. The Council's external debt as at 31 August 2009, which is all at fixed rate, was £134.5 million at an average rate of 4.57%. This average rate can be compared to the Bank Base Rate, 0.50% from 5 March 2009, and interest receivable on investments. The actual total external debt of £134.5 million can be compared against the Council's Authorised Limit for borrowing of £250.0 million which must not be exceeded, and the Operational Boundary (maximum working capital borrowing indicator) of £195.0 million

At 31 August 2009 external investments totalled £36 million and have yielded interest at an average rate of 2.35% in the financial year to date. The performance is above the target benchmark 7 day rate of 0.46%. This significant outperformance will gradually decline as investments that were made before the reductions in the bank base rate that began in earnest since October 2008, mature and are replaced.

Prompt Payment (Invoices paid within 30 Days)

The cumulative performance (94.78%) for the prompt payment of invoices for 2009/10 in comparison to the cumulative performance for 2008/09 is shown in Table 3.

Table 1 : Performance on Borrowings 2009/10

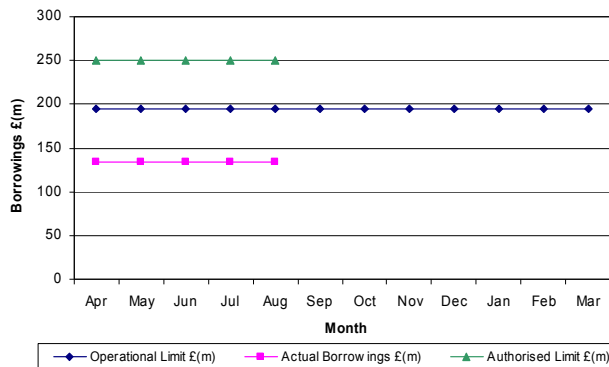


Table 2 : Performance External Investments 2009/10

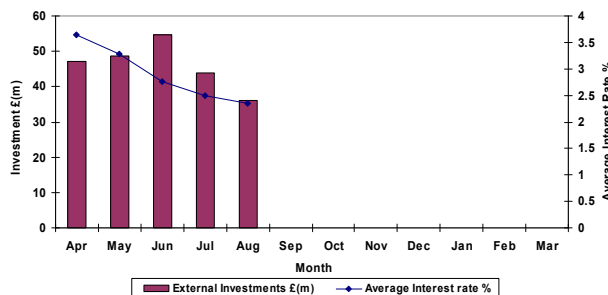
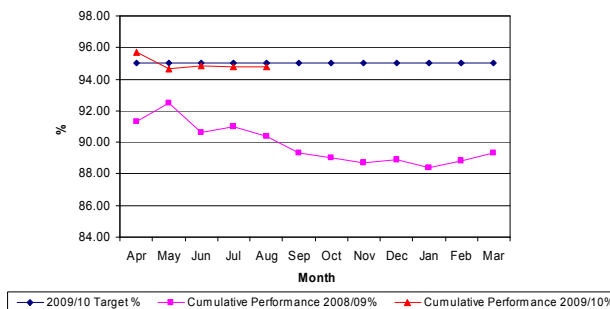


Table 3 : Prompt Payment of Invoices



Sundry Debt Performance

The latest outstanding sundry debt figures for debt over 6 months old are shown in Table 4 in comparison to 2008/09 figures. The impact of the recession has resulted in delayed payment of invoices by customers, non payment or rescheduling of the amount due into instalments. These figures include debt that will potentially require write off using the Cabinet Member Decision Notice as the individual debt is in excess of £10k. Decision notices are currently being prepared and a prudent view has accounted for the potential bad debt within the debt provision.

- The amount of debt written off for 2009/10 to date is £6,172.

The Council's strategy for writing off debt is followed accordingly.

Housing Benefit Overpayments

Table 6 shows the total amount of housing benefit overpayments recovered against the cumulative target rate set for 2009/10.

The recovery team continue to follow revised work schedules in order to incorporate more action on all overpayment areas on a daily/weekly basis; current % recovered equals 19.75% against a target of 18.75% to the end of August.

Table 4 : Sundry Debt Performance

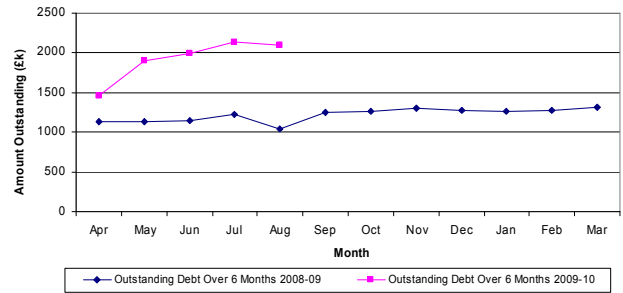


Table 5 : Amount Written Off

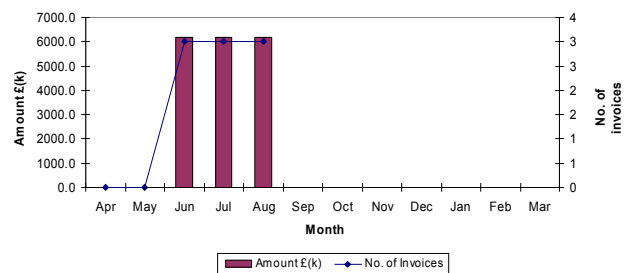
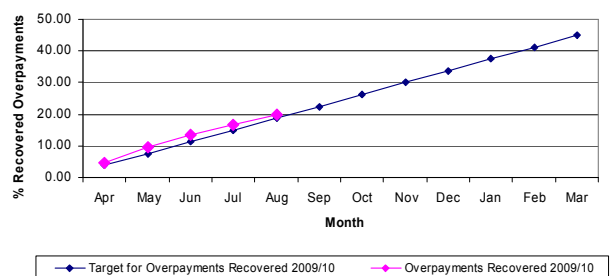


Table 6 : Housing Benefit Overpayments Recovered



Council Tax and Business Rates Collection

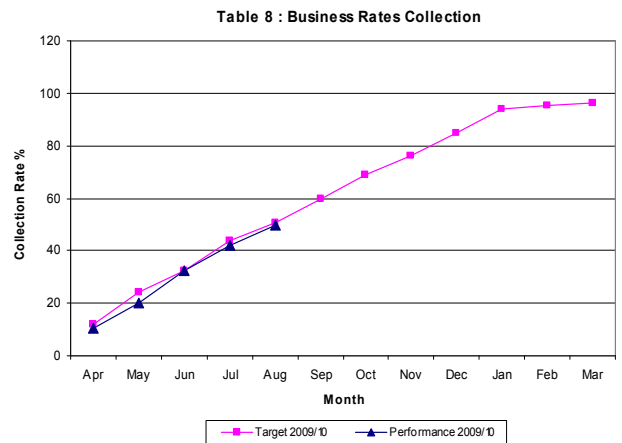
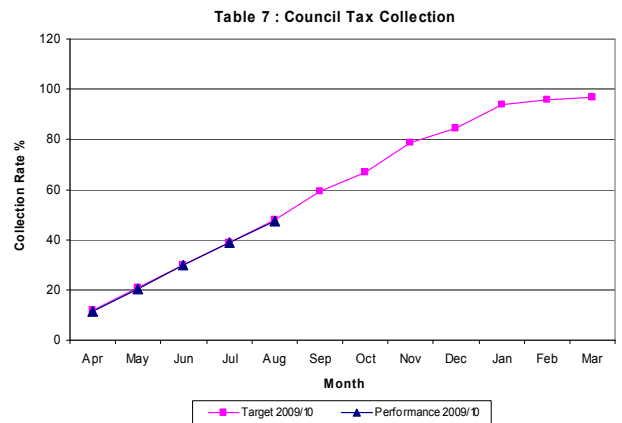
The following tables 7 and 8 show the performance for collection of Council Tax and Business Rates for the period to date.

Council Tax

The collection rate for Council Tax at the end August 2009 is 47.52% against a target of 47.99% (down 0.47%). This figure does tend to move both up and down on a weekly basis; however the current deficit seems to be around the 0.25% mark although the end of the month figure for August is slightly higher. As reported previously there has been a move of instalments on profile to the end of the financial year, which now stands at around £824,000. This is around £624,000 more than it was at the start of the year and about £250,000 more than it was at the same time last year.

Business Rates

The collection rate for Business Rates at the end of August 2009 is 49.61%; this is -0.88% down on the published target of 50.49%. Although the result is reporting just under a 1% deficit against target this is not a true reflection as the PCC accounts were applied much earlier for the current financial year which will not show an accurate reflection of the position against the same period last year. It is estimated that the deficit in collections is likely to be around 1.5% and the actual effect will not really show in collections until the end of September 2009.



Medium Term Financial Plan - 2009/10 - 2014/15

Key Figures

	2010/11	2011/12	2012/13	2013/14	2014/15
	£k	£k	£k	£k	£k
Funding					
Dedicated Schools Grant	120,806	123,222	125,687	128,200	130,764
Formula Grant & NNDR	77,014	78,384	79,768	81,166	82,577
Parish Precepts	276	280	280	280	280
Council Tax Base	58,618	60,691	62,826	65,040	67,332
Council Tax Increase	1,465	1,517	1,571	1,626	1,683
Council Tax Growth	608	618	644	667	690
Collection Fund Surplus	0	0	0	0	0
Total Funding	258,788	264,712	270,775	276,979	283,327
Gross Departmental Control Totals	274,898	282,074	287,747	293,732	298,708
Area Based Grant	15,148	15,451	15,760	16,075	16,397
Net Control Totals	259,750	266,623	271,987	277,657	282,311
Less:Savings - efficiencies	-5,815	-7,238	-7,238	-7,238	-7,238
service policy variations	-1,775	-1,775	-1,775	-1,775	-1,775
Capacity Bids - Services					
Credit Crunch	-128	388	388	388	388
Inescapable	1,124	3,577	3,577	3,577	3,577
Essential	2,002	879	879	879	879
Capacity Bids - Capital Financing	938	1,926	2,863	4,483	5,483
Sub Total	3,936	6,770	7,707	9,327	10,327
Risk Management Contingency	1,000	1,000	1,000	1,000	1,000
Total Expenditure	257,096	265,380	271,682	278,971	284,626
Budget Surplus/Deficit(-)	1,691	-669	-907	-1,992	-1,299

Key Figures Statement – Notes to Appendix 3

1. Revenue Support Grant - a nominal 1.75% increase to Revenue Support Grant and NNDR has been assumed for 2011/12, with a further 1% for 2012/13. DSG is assumed to increase by 2%.
2. Provision for pay and other related items will be held centrally
3. The Council Tax Base figures shown above are in line with the latest mid year estimates for 2009/10 with a 1% increase assumed for future years.

Budget Scenarios

The following scenarios outline how the position above would change if the financial climate saw a worsening of the Council's grant settlement. It should be noted that the apparent surplus in 2010-11 is before emerging pressures are addressed, and is likely to remain a challenging year.

Scenario 1 - Latest Position	2010/11 £k	2011/12 £k	2012/13 £k	2013/14 £k	2014/15 £k
Total Funding	258,788	264,712	270,775	276,979	283,327
Total Expenditure	-257,096	-265,380	-271,682	-278,971	-284,626
Budget Surplus / Deficit (-)	1,691	-669	-907	-1,992	-1,299

Scenario 2 - Grant Freeze for every year from 2011/12

	2010/11 £k	2011/12 £k	2012/13 £k	2013/14 £k	2014/15 £k
Total Funding	258,788	263,342	265,556	267,849	270,221
Total Expenditure	-257,096	-265,683	-269,829	-274,941	-278,352
Budget Surplus / Deficit (-)	1,691	-2,342	-4,273	-7,092	-8,131

Scenario 3 - 5% grant cut and then grant freeze from 2011/12

	2010/11 £k	2011/12 £k	2012/13 £k	2013/14 £k	2014/15 £k
Total Funding	258,788	260,091	264,770	269,576	274,513
Total Expenditure	-257,096	-266,441	-273,051	-280,655	-286,632
Budget Surplus / Deficit (-)	1,691	-6,350	-8,281	-11,078	-12,119

Scenario 4 - 10% grant cut and then grant freeze from 2011/12

	2010/11 £k	2011/12 £k	2012/13 £k	2013/14 £k	2014/15 £k
Total Funding	258,788	256,240	260,919	265,726	270,662
Total Expenditure	-257,096	-266,441	-273,051	-280,655	-286,632
Budget Surplus / Deficit (-)	1,691	-10,201	-12,132	-14,929	-15,970

CABINET	AGENDA ITEM No. 7.1
Date 12 October 2009	PUBLIC REPORT

Cabinet Member responsible:	Councillor David Seaton – Cabinet Member for Resources	
Contact Officer(s):	Christina Wells Head of Strategic Improvement and Partnership	Ext 863604

PERFORMANCE MONITORING REPORT – QUARTER 1 2009/10

R E C O M M E N D A T I O N S	
FROM : CMT	
Cabinet is requested to note:	
(i) Performance against the Local Area Agreement priorities for the first quarter of 2009/10	

1. PURPOSE AND REASON FOR REPORT

- 1.1 The purpose of this report is to provide Cabinet with an overview of April 09 – June 09 performance against the targets and indicators in the Local Area Agreement.
- 1.2 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’.

Is this a Major Policy Item/Statutory Plan?	NO
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2 BACKGROUND

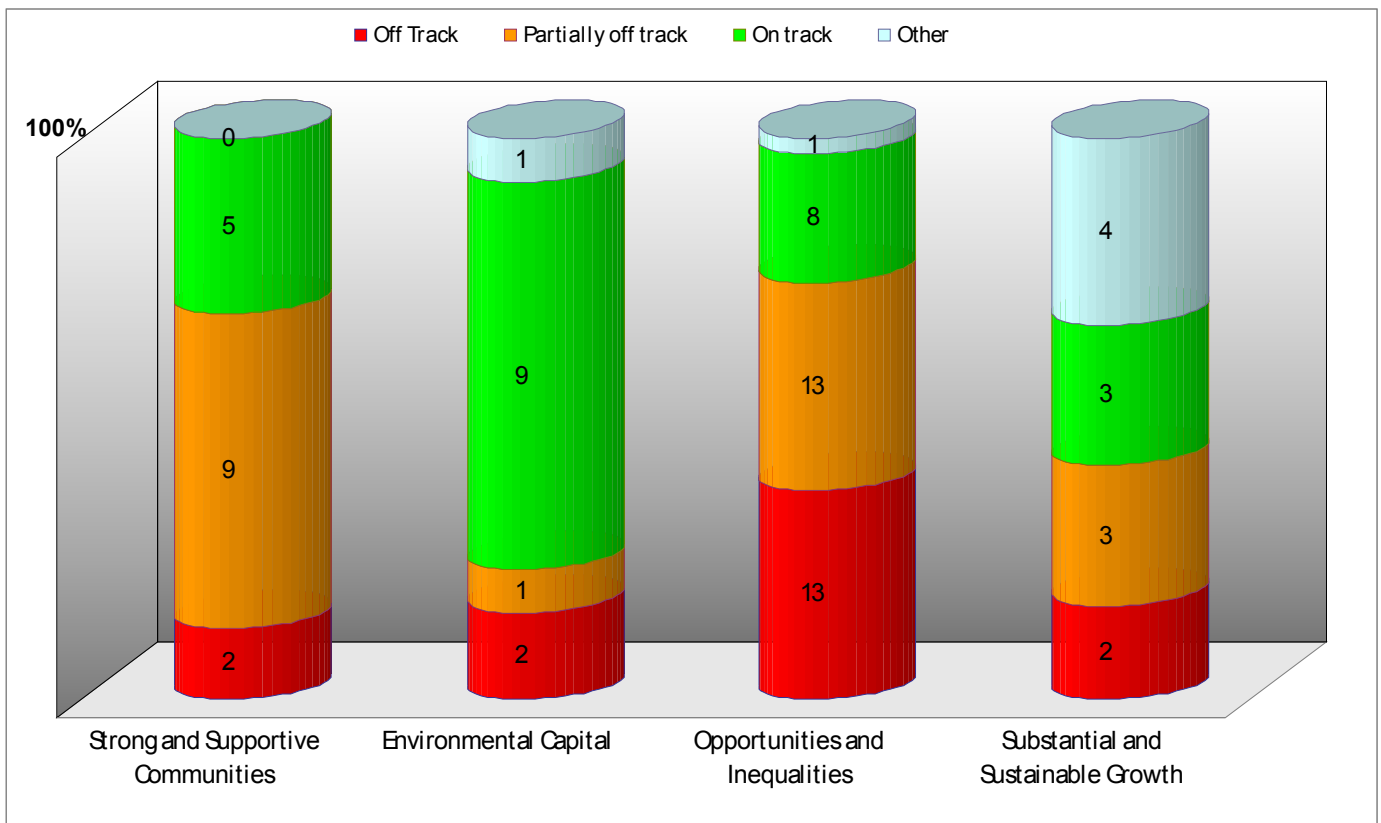
- 2.1 The Sustainable Community Strategy (SCS) is the plan for the future of our City and the surrounding villages and rural areas. It aims to improve quality of life and to raise the profile and reputation of the City as a great place in which to live, visit and work. It has been developed with our partners and in consultation with communities. It has four priority areas;
- Creating strong and supportive communities
 - Creating the UK’s environment capital
 - Creating opportunities – tackling inequalities
 - Delivering substantial and truly sustainable growth

- 2.2 The Local area Agreement (LAA) is the delivery strategy for achieving the outcomes set out in the SCS. It is a three-year agreement negotiated on a rolling three-year basis between the partners in Peterborough under the auspices of the Greater Peterborough Partnership (GPP), and regional and national government. It sets out the agreed actions and targets to enable us to deliver our SCS. 2009/10 is year 2 of the current LAA.
- 2.3 For 2009/10 there are 76 indicators used to measure progress in Peterborough's LAA and these are distributed across the priority areas. A new Environment local indicator relating to the number of schools taking up the Eco-schools programme has been added. The 76 now consist of ten local indicators with the remainder being drawn from the nationally prescribed set of 188 collectively called the National Indicator Set (NIS). **See Appendix A – National Indicator Set Description and Owners**

3. LAA PERFORMANCE Quarter 1 2009/10

- 3.1 The position at the end of the first quarter was showed that 25 (33%) indicators on track, 26 (34%) indicators slightly off track and 19 (25%) off track. Performance for the six other indicators could not be determined at this time. See Chart 1.
- 3.2 Although, in addition there are five indicators where information is not available but performance has been identified as areas of risk i.e. either Amber or Red.
- 3.3 The best performing priority is Environmental Capital with 9 (56%) of indicators on track and the worst performing is Opportunities and Inequalities with 13 (37%) indicators off track.

Chart 1 – Position at the end of Quarter 1



3.4 Table 1 shows a direction of travel analysis of the indicators across the priority areas. The performance of (39) 51% of indicators shifted categories within the quarter; 13 (17%) of these have moved to be at risk. There are several factors to consider;

- There were seven indicators where no targets could be set because baseline data had not been collected and were therefore given an indicative green rating at the end of March 09. These have all now been set for 2009/10. Five of these indicators are not yet performing to the new annual target so are now at risk;

- Although targets for 2008/09 have been achieved new challenging targets for year 2 of the LAA have been set. However, Priority Directors report that planned actions for 2009/10 are expected to achieve these harder targets.

Table 1 – Direction of Travel for Quarter 1

LAA National and Local Indicators						
	Consistently strong performance	Improving performance	Areas of risk	Persistently challenging	Unknown data	Total
↓ Strong and Supportive Communities	3 (4) ↓	2 (2) ↔	9 (4) ↓	2 (3) ↑	0 (3) ↑	16
↔ Environmental Capital	8 (9) ↓	1 (0) ↑	3 (3) ↔	0 (0) ↔	1 (1) ↔	13
↓ Opportunities and Inequalities	5 (9) ↓	5 (5) ↔	18 (7) ↓	6 (10) ↑	1 (4) ↑	35
↓ Substantial and Sustainable Growth	3 (4) ↓	1 (1) ↔	2 (2) ↔	2 (4) ↑	4 (1) ↓	12
Overall	19	9	32	10	6	76

Key:
 () = previous quarter performance
 ↓ = Direction of Travel

3.5 Table 1 shows;

- There were 19 consistently strongly performing indicators across all four priority areas (25% of the LAA). Creating the UK's Environment Capital is the strongest performing priority.
- There are 8 improving indicators (10% of the LAA) of which 4 are in the Opportunities and Inequalities priority.
- There are 32 indicators (42% of the LAA) where performance has either;
 - deteriorated since previous quarter - 17 indicators (22% of the LAA)
 - remained slightly off track and therefore at risk - 8 indicators (11% of the LAA)
 - where performance was previously unknown and has now been determined as at risk - 7 indicators (9% of the LAA)
 - 18 of the 32 are in the Opportunities and Inequalities priority with the highest percentage being in Strong and Supportive Communities.
- There are 10 persistently challenging indicators (13% of the LAA). Six of these are in the Opportunities and Inequalities priority.

3.7 Consistently Strong Performance includes;

- Assault with injury crime rate (NI 20) being over 5% below target.
- Building resilience to violent extremism (NI 35) in terms of the rating for 'engagement with community and key partners' has reached Level 2.5, against a national average of 1.8, in a scale of 5 where higher is better;
- 190 affordable homes (NI 155) being delivered during the first quarter and are on target to exceed our refreshed LAA target of 423 for the year;
- Weekly monitoring has substantially improved the percentage of initial assessments of children's social care being carried out within 7 working days of referral (NI 59);
- Secondary school persistent absence rate (NI 87) continues to be better than target with the Attendance Service working more intensely with schools where performance is poor;

- Footfall figures around Rivergate and Queensgate (GO4c) consistently in excess of target.

3.8 Improving performance includes;

- Repeat incidents of domestic violence (NI 32) reducing by 5% over the past 3 months;
- Stopping smoking (NI 123) is improving. All contracts being awarded for health services now have a data quality indicator around improved recording of smoking status. Key contracts also contain a quality measure to ensure smoking cessation advice is provided in 100% of cases where a smoker is identified;
- Daily monitoring by Team Managers has made a major improvement in the timing of core assessments for children's social care (NI 60), improving from 60% to over 75% carried out within 35 working days during the first quarter.

3.9 At risk performance includes;

- Perception issues will be addressed through a Solution Centre programme for Community Engagement and Perception which was approved by the GPP Executive in April and commences 7 October 2009 (NI 001, 004, 006, 017, 139)
- The increase in waste going to landfill (NI 193) and reduction in waste recycling (NI 192) is partly caused by the contamination in the kerbside recyclable streams. A poster campaign during August is re-iterating the recycling messages.
- The stability of placements of looked after children (NI 63) has declined over the quarter. The continuation of placement support meetings and partnership working with key providers and services is expected to improve this.
- There are new care pathways to address Under 18 conception rates (NI 112) from 1 April 2009. PCT and Children's services are working together on the commissioning of services.
- Although the number of Social Care clients receiving Self Directed Support (NI 130) is increasing, it is still well below target. Work is still ongoing to ensure that individualised budgets are incorporated into the care management processes within the Mental Health Trust.
- Support for those with mental health problems through independent living (NI 142) and employment but this is expected to be resolved by September 2009.
- There has been a small increase in the percentage of 16-18 year olds who are not in education, employment or training (NI 117). Children's Services are working with schools, colleges, training providers and other partners to set up a range of activities to engage and support those Year 11 leavers most at risk of becoming NEET once they leave compulsory education.
- The National Arson Task force team have moved to Peterborough to deal with the increase in secondary arson fires (NI 33).

3.10 Persistently challenging performance includes;

- Serious Acquisitive Crime (NI 16) although May and June have seen performance improve. Of the 5 measures that make up the overall SAC crime rate, burglary dwelling has been identified as the key problem area. Activities to tackle burglary have been prioritised by the Safer Peterborough Partnership.
- The recession is still causing issues with increasing vacant shop fronts (GO 4b) and combined with the Cathedral Sq works at present, city centre retailers are finding it hard going at the moment. Opportunity Peterborough is working with the retailers to improve signage and minimise the disruption.
- Opportunity Peterborough will refresh the action plan for the economic prosperity outcome and provide a more detailed quarter 2 report. This should impact on the overall employment rate (NI 151) and median earnings of employees (NI 166)
- The National Support Team for alcohol have been working with the PCT to identify areas for improvement to reduce alcohol harm (NI 39) and have presented their findings. They are returning in August to help with action planning.
- More children are now being measured and this has shown an increase in the percentage of those obese (NI 56). The PCT is implementing a new care pathway in October - November 09 building on the solution centre programme.
- Actions to improve the achievement of 5 or more A* - C grades at GCSE in English and maths (NI 75) include consultants working intensively in the five LA schools to support improved teaching and learning and appropriate interventions for those students under-performing.

- The Council is working with a group of Peterborough pre-schools and nurseries on the new DCSF 'Every Child a Talker' initiative which helps staff identify if a child is working at the expected point of development for it's age. This, and other actions, should help narrow the gap between the lowest achieving 20% in the Early Years Foundation Stage and the rest (NI 92).
- In order to help children in care reach level 4 in Maths at Key Stage 2 (NI 100) all of those in Year 6 have a Personal Education Plan (PEP) which means that all partners have an understanding of the actions that they need to take in order to support the education of the children concerned. Likewise Year 11 pupils have a PEP to help them achieve 5 A*-C GCSEs at key Stage 4 (NI101).

4. RECOMMENDATIONS

Cabinet to note the content of the report

Background Documents

Sustainable Community Strategy 2008-2021

Local Area Agreement 2008-2011

These documents can be found at www.gpp-peterborough.org.uk

Appendix A

National Indicators - Description and Owners

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 001	NI 1 % of people who believe people from different backgrounds get on well together in their local area	Operations	Paul Phillipson	Jawaid Khan	Creating Strong and Supportive Communities	Paul Phillipson	Building Community Cohesion	Jawaid Khan
NI 002	NI 2 % of people who feel that they belong to their neighbourhood	Operations	Paul Phillipson	Julie Rivett	Creating Strong and Supportive Communities	Paul Phillipson	Building Pride in Peterborough	Kevin Tighe
NI 003	NI 3a Civic participation in the local area	Operations	Paul Phillipson	Julie Rivett				
NI 004	NI 4 % of people who feel they can influence decisions in their locality	Operations	Paul Phillipson	Julie Rivett	Creating Strong and Supportive Communities	Paul Phillipson	Empowering Local Communities	Adrian Chapman
NI 005	NI 5 Overall/general satisfaction with local area	Operations	Paul Phillipson	Julie Rivett				
NI 006	NI 6 Participation in regular volunteering	Operations	Paul Phillipson	Julie Rivett	Creating Strong and Supportive Communities	Paul Phillipson	Empowering Local Communities	Adrian Chapman
NI 007	NI 7 Environment for a thriving third sector	Operations	Paul Phillipson	Julie Rivett				
NI 008	NI 8 Adult participation in sport	Operations	Paul Phillipson	Jon Marsden	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 009	NI 9 Use of public libraries	Operations	Paul Phillipson	Heather Walton				
NI 010	NI 10 Visits to museums or galleries	Operations	Paul Phillipson	Gillian Barclay				
NI 011	NI 11 Engagement in the arts	Operations	Paul Phillipson	Gillian Barclay				
NI 012	NI 12 Refused and deferred Houses in Multiple Occupation (HMO) license applications leading to immigration enforcement activity	Deleted	Deleted	Deleted				
NI 013	NI 13 Migrants English language skills and knowledge	Operations	Paul Phillipson	Jawaid Khan	Creating Strong and Supportive Communities	Paul Phillipson	Building Community Cohesion	Jawaid Khan
NI 014	NI 14 Avoidable contact: The average number, of customer contacts per received customer request	Strategic Resources	John Harrison	Mark Sandhu				
NI 015	NI 15 Serious violent crime rate	Operations	Paul Phillipson	Steve Welby				
NI 016	NI 16 Serious acquisitive crime rate	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 017	NI 17 Perceptions of anti-social behaviour	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 017	NI 17a Perceptions of anti-social behaviour - noisy neighbours or loud parties?	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 018	NI 18 Adult re-offending rates for those under probation supervision			Hilary James				
NI 019	NI 19 Rate of proven re-offending by young offenders	Childrens Services	John Richards	Bob Footer				
NI 020	NI 20 Assault with injury crime rate	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 021	NI 21 Dealing with local concerns about anti-social behaviour and crime by the local council and police	Operations	Paul Phillipson	Steve Welby				
NI 022	NI 22 Perceptions of parents taking responsibility for the behaviour of their children in the area	Operations	Paul Phillipson	Steve Welby				
NI 023	NI 23 Perceptions that people in the area treat one another with respect and dignity	Operations	Paul Phillipson	Maheub Latha				
NI 026 Deferred	NI 26 Specialist support to victims of a serious sexual offence	Operations	Paul Phillipson	Steve Welby				
NI 027	NI 27 Understanding of local concerns about anti-social behaviour and crime by the local council and police	Operations	Paul Phillipson	Steve Welby				
NI 028	NI 28 Serious knife crime rate	Operations	Paul Phillipson	Steve Welby				
NI 029	NI 29 Gun crime rate	Operations	Paul Phillipson	Steve Welby				
NI 030	NI 30 Re-offending rate of prolific and priority offenders	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 032	NI 32 Repeat incidents of domestic violence	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 033	NI 33i Arson incidents (Primary Fires)	Operations	Paul Phillipson	Steve Welby	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 034	NI 34 Domestic violence – murder	Operations	Paul Phillipson	Steve Welby				
NI 035	NI 35 Building resilience to violent extremism	Operations	Paul Phillipson	Jawaid Khan	Creating Strong and Supportive Communities	Paul Phillipson	Building Community Cohesion	Jawaid Khan
NI 036	NI 36 Protection against terrorist attack	Operations	Paul Phillipson	Stuart Hamilton				
NI 037	NI 37 Awareness of civil protection arrangements in the local area	Operations	Paul Phillipson	Stuart Hamilton				
NI 038	NI 38 Drug-related (Class A) offending rate	Operations	Paul Phillipson	Karen Kibblewhite				
NI 039	NI 39 Rate of hospital admissions per 100k for Alcohol-harm	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 040	NI 40 Drug users in effective treatment	Operations	Paul Phillipson	Karen Kibblewhite	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 041	NI 41 Perceptions of drunk or rowdy behaviour as a problem	Operations	Paul Phillipson	Karen Kibblewhite				

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 042	NI 42 Perceptions of drug use or drug dealing as a problem	Operations	Paul Phillipson	Karen Kibblewhite				
NI 043	NI 43 Young people within the Youth Justice System receiving a conviction in court who are sentenced to custody	Childrens Services	John Richards	Bob Footer				
NI 044	NI 44a Ethnic composition of offenders on Youth Justice System disposals (White)	Childrens Services	John Richards	Bob Footer				
NI 045	NI 45 Young offenders engagement in suitable education, employment or training	Childrens Services	John Richards	Bob Footer				
NI 046	NI 46 Young offenders access to suitable accommodation	Childrens Services	John Richards	Bob Footer				
NI 047	NI 47 People killed or seriously injured in road traffic accidents	Operations	Paul Phillipson	Peter Tebb	Creating Strong and Supportive Communities	Paul Phillipson	Making Peterborough Safer	Steve Welby
NI 048	NI 48 Children killed or seriously injured in road traffic accidents	Operations	Paul Phillipson	Peter Tebb				
NI 049	NI 49a Total number of primary fires per 100,000 population	Deputy Chief Executive	Ben Ticehurst	Neil Newbury				Michael Ashton
NI 050	NI 50 Emotional health of children	Childrens Services	John Richards	Sherry Touray	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 051	NI 51 Effectiveness of child and adolescent mental health (CAMHs) services	Childrens Services	John Richards	Sherry Touray				
NI 052	NI 52 Take up of school lunches	Childrens Services	John Richards	Marcus Richardson				
NI 053	NI 53i Percentage of breastfeeding at 6 – 8 weeks from birth	PCT	Denise Radley	Tina Hornsby				
NI 054	NI 54 Services for disabled children	Childrens Services	John Richards	Jansy Kelly	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 055	NI 55i Number of children in Year 6 with height and weight recorded who are obese	PCT	Denise Radley	Tina Hornsby				
NI 056	NI 56i Obesity among primary school age children in Year 6	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 057	NI 57 Children and young people's participation in high-quality PE and sport	Childrens Services	John Richards	Marcus Richardson				
NI 058	NI 58 Emotional and behavioural health of children in care	Childrens Services	John Richards	Debbie Brayshaw				
NI 059	NI 59 Initial assessments for children's social care carried out within 7 working days of referral	Childrens Services	John Richards	Debbie Brayshaw	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 060	NI 60 Core assessments for children's social care that were carried out within 35 working days of their commencement	Childrens Services	John Richards	Debbie Brayshaw	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 061	NI 61 Stability of looked after children adopted following an agency decision that the child should be placed for adoption	Childrens Services	John Richards	Debbie Brayshaw				
NI 062	NI 62 Stability of placements of looked after children: number of moves	Childrens Services	John Richards	Debbie Brayshaw				
NI 063	NI 63 Stability of placements of looked after children: length of placement	Childrens Services	John Richards	Debbie Brayshaw	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 064	NI 64 Child protection plans lasting 2 years or more	Childrens Services	John Richards	Debbie Brayshaw				
NI 065	NI 65 Children becoming the subject of a Child Protection Plan for a second or subsequent time	Childrens Services	John Richards	Debbie Brayshaw				
NI 066	NI 66 Looked after children cases which were reviewed within required timescales	Childrens Services	John Richards	Debbie Brayshaw				
NI 067	NI 67 Child protection cases which were reviewed within required timescales	Childrens Services	John Richards	Debbie Brayshaw				
NI 068	NI 68 Referrals to children's social care going on to initial assessment	Childrens Services	John Richards	Debbie Brayshaw				
NI 069	NI 69 Children who have experienced bullying	Childrens Services	John Richards	Gaynor Mansel				
NI 070	NI 70 Hospital admissions caused by unintentional and deliberate injuries to children and young people	PCT	Denise Radley	Tina Hornsby				
NI 071	NI 71 Children who have run away from home/care overnight	Childrens Services	John Richards	Marcus Richardson				
NI 072	NI 72 Achievement of at least 78 points across the Early Years Foundation Stage with at least 6 in each of the scales in Personal Social and Emotional Development and Communication, Language and Literacy	Childrens Services	John Richards	Jenny Spratt	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 073	NI 73 Achievement at level 4 or above in both English and Maths at Key Stage 2 (Threshold)	Childrens Services	John Richards	Gary Perkins	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 075	NI 75 Achievement of 5 or more A*-C grades at GCSE or equivalent including English and Maths (Threshold)	Childrens Services	John Richards	Gary Perkins	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 076	NI 76 Reduce number of schools where under 65% of pupils achieve level 4 or above in both English and Maths at KS2 (Floor)	Childrens Services	John Richards	Gary Perkins				
NI 078	NI 78 Achievement of 5 or more A*-C grades at GCSE and equivalent including GCSEs in English and Maths (Floor)	Childrens Services	John Richards	Gary Perkins				
NI 079	NI 79 Achievement of a Level 2 qualification by the age of 19	Childrens Services	John Richards	Alison Sunley	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 080	NI 80 Achievement of a Level 3 qualification by the age of 19	Childrens Services	John Richards	Alison Sunley				
NI 081	NI 81 Inequality gap in the achievement of a Level 3 qualification by the age of 19	Childrens Services	John Richards	Alison Sunley				
NI 082	NI 82 Inequality gap in the achievement of a Level 2 qualification by the age of 19	Childrens Services	John Richards	Alison Sunley				
NI 084	NI 84 Achievement of 2 or more A*-C grades in Science GCSEs or equivalent	Childrens Services	John Richards	Gary Perkins				
NI 085	NI 85a Post-16 participation in physical sciences (A Level Physics)	Childrens Services	John Richards	Alison Sunley				
NI 086	NI 86 Secondary schools judged as having good or outstanding standards of behaviour	Childrens Services	John Richards	Toby Wood				
NI 087	NI 87 Secondary school persistent absence rate	Childrens Services	John Richards	Trichia Keogh	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 088	NI 88 Number of Extended Schools	Childrens Services	John Richards	Chris Fisher				
NI 089	NI 89a Number of schools in special measures	Childrens Services	John Richards	Toby Wood				
NI 090	NI 90 Take up of 14-19 learning diplomas	Childrens Services	John Richards	Alison Sunley				
NI 091	NI 91 Participation of 17 year-olds in education or training	Childrens Services	John Richards	Jenni Hepworth				
NI 092	NI 92 Narrowing the gap between the lowest achieving 20% in the Early Years Foundation Stage Profile and the rest	Childrens Services	John Richards	Jenny Spratt	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 093	NI 93 Progression by 2 levels in English between Key Stage 1 and Key Stage 2	Childrens Services	John Richards	Gary Perkins	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 094	NI 94 Progression by 2 levels in Maths between Key Stage 1 and Key Stage 2	Childrens Services	John Richards	Gary Perkins	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 099	NI 99 Children in care reaching level 4 in English at Key Stage 2	Childrens Services	John Richards	Brian Roberts	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 100	NI 100 Children in care reaching level 4 in Maths at Key Stage 2	Childrens Services	John Richards	Brian Roberts	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 101	NI 101 Children in care achieving 5 A*-C GCSEs (or equivalent) at Key Stage 4 (including English and Maths)	Childrens Services	John Richards	Brian Roberts	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 102	NI 102a Achievement gap between pupils eligible for free school meals and their peers achieving the expected level at Key Stages 2	Childrens Services	John Richards	Gary Perkins				
NI 103	NI 103a Special Educational Needs – Final statements of special education need issued within 26 weeks excluding exception cases as a proportion of all such statements issued in the year	Childrens Services	John Richards	Richard Gamman				
NI 104	NI 104 The Special Educational Needs (SEN)/non-SEN gap – achieving Key Stage 2 English and Maths threshold	Childrens Services	John Richards	Claire George				
NI 105	NI 105 The Special Educational Needs (SEN)/non-SEN gap – achieving 5 A*-C GCSE inc. English and Maths	Childrens Services	John Richards	Claire George				
NI 106	NI 106 Young people from low income backgrounds progressing to higher education	Childrens Services	John Richards	Alison Sunley				
NI 107	NI 107 Key Stage 2 attainment for Black and minority ethnic groups	Childrens Services	John Richards	Gary Perkins	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 108	NI 108 Key Stage 4 attainment for Black and minority ethnic groups	Childrens Services	John Richards	Gary Perkins				
NI 109	NI 109 Number of Sure Start Children Centres	Childrens Services	John Richards	Chris Fisher				
NI 110	NI 110 Young people's participation in positive activities	Childrens Services	John Richards	Jenni Hepworth				
NI 111	NI 111 First time entrants to the Youth Justice System aged 10 – 17	Childrens Services	John Richards	Bob Footer	Creating Strong and Supportive Communities	Paul Philipson	Making Peterborough Safer	Steve Welby
NI 112	NI 112 Under 18 conception rate	Childrens Services	John Richards	Sherry Touray	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 113	NI 113i Prevalence of Chlamydia in under 25 year olds - accepting a test	PCT	Denise Radley	Tina Hornsby				
NI 114	NI 114 Rate of permanent exclusions from school	Childrens Services	John Richards	Trichia Keogh				
NI 115	NI 115 Substance misuse by young people	Childrens Services	John Richards	Sherry Touray				
NI 116	NI 116 Proportion of children in poverty	Childrens Services	John Richards	Marcus Richardson				

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 117	NI 117 16 to 18 year olds who are not in education, training or employment (NEET)	Childrens Services	John Richards	Jenni Hepworth	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 118	NI 118 Take up of formal childcare by low-income working families	Childrens Services	John Richards	Jenny Spratt				
NI 119	NI 119 Self-reported measure of people's overall health and wellbeing	PCT	Denise Radley	Tina Hornsby				
NI 120	NI 120 All-age all cause mortality rate - female	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 121	NI 121 Mortality rate from all circulatory diseases at ages under 75	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 122	NI 122 Mortality from all cancers at ages under 75	PCT	Denise Radley	Tina Hornsby				
NI 123	NI 123 Stopping smoking	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Health	Christine Bellaires
NI 124	NI 124 People with a long-term condition supported to be independent and in control of their condition	PCT	Denise Radley	Tina Hornsby				
NI 125	NI 125 Achieving independence for older people through rehabilitation/intermediate care	PCT	Denise Radley	Tina Hornsby				
NI 126	NI 126 Early access for women to maternity services	PCT	Denise Radley	Tina Hornsby				
NI 127	NI 127 Self reported experience of social care users	PCT	Denise Radley	Tina Hornsby				
NI 128	NI 128 User reported measure of respect and dignity in their treatment	PCT	Denise Radley	Tina Hornsby				
NI 129	NI 129 End of life access to palliative care enabling people to choose to die at home	PCT	Denise Radley	Tina Hornsby				
NI 130	NI 130 Social Care clients receiving Self Directed Support (Direct Payments and Individual Budgets)	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 131	NI 131 Delayed transfers of care from hospitals	PCT	Denise Radley	Tina Hornsby				
NI 132	NI 132 Timeliness of social care assessment	PCT	Denise Radley	Steve Lloyd				
NI 133	NI 133 Timeliness of social care packages	PCT	Denise Radley	Tina Hornsby				
NI 134	NI 134 The number of emergency bed days per head of weighted population	PCT	Denise Radley	Tina Hornsby				
NI 135	NI 135 Carers receiving needs assessment or review and a specific carer's service, or advice and information	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 136	NI 136 People supported to live independently through social services (all ages)	PCT	Denise Radley	Tina Hornsby				
NI 137	NI 137 Healthy life expectancy at age 65	PCT	Denise Radley	Tina Hornsby				
NI 138	NI 138 Satisfaction of people over 65 with both home and neighbourhood	PCT	Denise Radley	Tina Hornsby				
NI 139	NI 139 People over 65 who say that they receive the information, assistance and support needed to exercise choice and control to live independently	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 140	NI 140 Fair treatment by local services							
NI 141	NI 141 Number of vulnerable people achieving independent living	Operations	Paul Phillipson	Ralph Middlebrook				
NI 142	NI 142 Number of vulnerable people who are supported to maintain independent living	Operations	Paul Phillipson	Ralph Middlebrook	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 143	NI 143 Offenders under probation supervision living in settled and suitable accommodation at the end of their order or licence			Hilary James				
NI 144	NI 144 Offenders under probation supervision in employment at the end of their order or licence			Hilary James				
NI 145	NI 145 Adults with learning disabilities in settled accommodation	PCT	Denise Radley	Tina Hornsby				
NI 146	NI 146 Adults with learning disabilities in employment	PCT	Denise Radley	Tina Hornsby				
NI 147	NI 147 Care leavers in suitable accommodation	Childrens Services	John Richards	Debbie Brayshaw				
NI 148	NI 148 Care leavers in employment, education or training	Childrens Services	John Richards	Debbie Brayshaw				
NI 149	NI 149 Adults in contact with secondary mental health services in settled accommodation	PCT	Denise Radley	Tina Hornsby				
NI 150	NI 150 Adults in contact with secondary mental health services in employment	PCT	Denise Radley	Tina Hornsby	Creating Opportunities, Tackling Inequalities	Denise Radley	Supporting Vulnerable People	Neil Greenfield
NI 151	NI 151 Overall employment rate	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail	Substantial & Truly Sustainable Growth	Steve Compton	Increasing Economic Prosperity	Will Spinner (Left)
NI 152	NI 152 Working age people on out of work benefits	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail				
NI 153	NI 153 Working age people claiming out of work benefits in the worst performing neighbourhoods	Operation	Paul Phillipson	Gaire Higgins	Creating Opportunities, Tackling Inequalities	Denise Radley	Regenerating Neighbourhoods	Gaire Higgins
NI 154	NI 154 Net additional homes provided	Deputy Chief Executive	Ben Ticehurst	Peter Heath-Brown	Substantial & Truly Sustainable Growth	Steve Compton	Creating Better Places to Live	Anne Keogh

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 155	NI 155a Number of affordable homes delivered (gross) sum of social rented housing	Deputy Chief Executive	Ben Ticehurst	Anne Keogh	Substantial & Truly Sustainable Growth	Steve Compton	Creating Better Places to Live	Anne Keogh
NI 156	NI 156 Number of households living in Temporary Accommodation	Operations	Paul Phillipson	Belinda Child				
NI 157	NI 157a Processing of planning applications as measured against targets for 'major' application types	Operations	Paul Phillipson	Barry Fagg				
NI 158	NI 158 % decent council homes	Not Applicable	Not Applicable	Not Applicable				
NI 159	NI 159 Supply of ready to develop housing sites	Deputy Chief Executive	Ben Ticehurst	Peter Heath-Brown				
NI 160	NI 160 Local Authority tenants' satisfaction with landlord services	Not Applicable	Not Applicable	Not Applicable				
NI 161	NI 161 Learners achieving a Level 1 qualification in literacy	Childrens Services	John Richards	Karen Moody				
NI 162	NI 162 Learners achieving an Entry Level 3 qualification in numeracy	Childrens Services	John Richards	Karen Moody	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 163	NI 163 Working age population qualified to at least Level 2 or higher	Childrens Services	John Richards	Karen Moody	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 164	NI 164 Working age population qualified to at least Level 3 or higher	Childrens Services	John Richards	Karen Moody				
NI 165	NI 165 Working age population qualified to at least Level 4 or higher	Childrens Services	John Richards	Karen Moody	Creating Opportunities, Tackling Inequalities	Denise Radley	Improving Skills & Education	Mel Collins
NI 166	NI 166 Average earnings of employees in the area	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail	Substantial & Truly Sustainable Growth	Steve Compton	Increasing Economic Prosperity	Will Spinner (Left)
NI 167	NI 167 Congestion – average journey time per mile during the morning peak	Operations	Paul Phillipson	Barry Kirk	Substantial & Truly Sustainable Growth	Steve Compton	Building the Infrastructure of the Future	Phil Harker
NI 168	NI 168 Principal roads where maintenance should be considered	Operations	Paul Phillipson	Andy Tatt				
NI 169	NI 169 Non-principal roads where maintenance should be considered	Operations	Paul Phillipson	Andy Tatt				
NI 170	NI 170 Previously developed land that has been vacant or derelict for more than 5 years	Deputy Chief Executive	Ben Ticehurst	Peter Heath-Brown				
NI 171	NI 171 VAT registration rate	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail	Substantial & Truly Sustainable Growth	Steve Compton	Increasing Economic Prosperity	Will Spinner (Left)
NI 172	NI 172 Percentage of small businesses in an area showing employment growth	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail				
NI 173	NI 173 People flows onto incapacity benefits from employment	Deputy Chief Executive	Ben Ticehurst	Shahin Ismail				
NI 174	NI 174 Skills gaps in the current workforce reported by employers							
NI 175	NI 175 Access to services and facilities by public transport, walking and cycling	Operations	Paul Phillipson	Teresa Wood	Creating the UK's Environment Capital	Trevor Gibson	Increasing Use of Sustainable Transport	Teresa Wood
NI 176	NI 176 Working age people with access to employment by public transport (and other specified modes)	Operations	Paul Phillipson	Barry Kirk				
NI 177	NI 177 Local bus passenger journeys originating in the authority area	Operations	Paul Phillipson	Teresa Wood	Creating the UK's Environment Capital	Trevor Gibson	Increasing Use of Sustainable Transport	Teresa Wood
NI 178	NI 178a Bus services running on time (Returns for non frequent)	Operations	Paul Phillipson	Barry Kirk				
NI 179	NI 179a Value for money – total net value of on-going cash-releasing value for money gains that have impacted in the previous financial year (Actual)	Strategic Resources	John Harrison	Stephen Pilsworth				
NI 180	NI 180 Changes in Housing Benefit/ Council Tax Benefit entitlements within the year	Strategic Resources	John Harrison	Geoff Rudd				
NI 181	NI 181 Time taken to process Housing Benefit/Council Tax Benefit new claims and change events	Strategic Resources	John Harrison	Geoff Rudd				
NI 182	NI 182 Satisfaction of businesses with local authority regulation services	Operations	Paul Phillipson	Jo Russell				
NI 183	NI 183 Impact of local authority regulatory services on the fair trading environment	Operations	Paul Phillipson	Jo Russell				
NI 184	NI 184 Food establishments in the area which are broadly compliant with food hygiene law	Operations	Paul Phillipson	Jo Russell				
NI 185	NI 185 CO2 reduction from Local Authority operations	Operations	Paul Phillipson	Teresa Wood				
NI 186	NI 186 Per capita CO2 emissions in the LA area	Operations	Paul Phillipson	Teresa Wood	Creating the UK's Environment Capital	Trevor Gibson	Conserving Natural Resources	Paul Pace
NI 187	NI 187 Tackling fuel poverty – people receiving income based benefits living in homes with a low energy efficiency rating	Operations	Paul Phillipson	Belinda Child	Creating Opportunities, Tackling Inequalities	Denise Radley	Regenerating Neighbourhoods	Claire Higgins
NI 188	NI 188 Adapting to climate change	Operations	Paul Phillipson	Teresa Wood	Substantial & Truly Sustainable Growth	Steve Compton	Building the Infrastructure of the Future	Phil Harker
NI 189	NI 189 Flood and coastal erosion risk management	Operations	Paul Phillipson	Stuart Hamilton				
NI 190	NI 190 Achievement in meeting standards for the control system for animal health	Operations	Paul Phillipson	Jo Russell				
NI 191	NI 191 Residual household waste per head	City Services	Mike Health	Mick Robb				
NI 192	NI 192 Household waste recycled and composted	City Services	Mike Health	Mick Robb	Creating the UK's Environment Capital	Trevor Gibson	Conserving Natural Resources	Paul Pace

Ref	Measure Title	Directorate	PCC Director	Responsible Officer	LAA Priority	Priority Lead	LAA Outcome	Outcome Lead
NI 193	NI 193 Municipal waste land filled	City Services	Mike Health	Mick Robb	Creating the UK's Environment Capital	Trevor Gibson	Conserving Natural Resources	Paul Pace
NI 194	NI 194 Level of air quality – reduction in NOx and primary PM10 emissions through local authority's estate and operations.	Operations	Paul Phillipson	Teresa Wood				
NI 195	NI 195a Improved street and environmental cleanliness (levels of litter)	City Services	Mike Health	Andy Turner	Creating the UK's Environment Capital	Trevor Gibson	Making Peterborough Cleaner and Greener	David Denson & Martin Baker
NI 196	NI 196 Improved street and environmental cleanliness – fly tipping	Operations	Paul Phillipson	Leonie Mccarthy	Creating the UK's Environment Capital	Trevor Gibson	Making Peterborough Cleaner and Greener	David Denson & Martin Baker
NI 197	NI 197 Improved local biodiversity – active management of local sites	Operations	Paul Phillipson	Darren Sharpe	Creating the UK's Environment Capital	Trevor Gibson	Making Peterborough Cleaner and Greener	David Denson & Martin Baker
NI 198	NI 198a Children travelling to school – Car (Age 5-10)	Operations	Paul Phillipson	Teresa Wood	Creating the UK's Environment Capital	Trevor Gibson	Increasing Use of Sustainable Transport	Teresa Wood
NI 199	NI 199 Children and young people's satisfaction with parks and play areas	City Services	City Services	David Denson				
SSC04a	% of people who believe Peterborough is a good place in which to live, work & play			Kevin Tighe	Creating Strong and Supportive Communities	Kevin Tighe	Building Pride in Peterborough	Kevin Tighe
EC 01a	% residents who feel they can personally help to limit the effects of climate change			Teresa Wood	Creating the UK's Environment Capital	Paul Pace	Conserving Natural Resources	Teresa Wood
EC 01b	% of Primary Schools receiving natural resources - focused education			Teresa Wood	Creating the UK's Environment Capital	Paul Pace	Conserving Natural Resources	Teresa Wood
EC 01c	% of schools participating in the eco-schools programme			Teresa Wood	Creating the UK's Environment Capital	Paul Pace	Conserving Natural Resources	Teresa Wood
EC 03a	Number of environmental goods and services (EGS) sector companies in Peterborough			Gareth Jones	Creating the UK's Environment Capital	Gareth Jones	Growing our Environmental Business Sector	Gareth Jones
GO1a	Average earnings of residents (people who live in) of Peterborough			Will Spinner (left)	Substantial and Truly Sustainable Growth	Will Spinner	Increasing Economic Prosperity	Will Spinner (left)
GO2a	% of existing homes within the private sector which meet the decent homes standard			Anne Keogh	Substantial and Truly Sustainable Growth	Anne Keogh	Creating Better Places to Live	Anne Keogh
GO4a	Number of units of residential development applied for within the City Centre and district centres			Steve Bowyer	Substantial and Truly Sustainable Growth	Steve Bowyer	Safe, Vibrant City Centre & Neighbourhood Centres	Steve Bowyer
GO4b	Number of vacant frontages within existing retail stock in City Centre and district centres			Steve Bowyer	Substantial and Truly Sustainable Growth	Steve Bowyer	Safe, Vibrant City Centre & Neighbourhood Centres	Steve Bowyer
GO4c	Footfall with City Centres and district centre			Steve Bowyer	Substantial and Truly Sustainable Growth	Steve Bowyer	Safe, Vibrant City Centre & Neighbourhood Centres	Steve Bowyer

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CABINET	AGENDA ITEM No. 7.2
12 October 2009	PUBLIC REPORT

Contact Officer:	Lindsay Tomlinson, Senior Governance Officer	Tel. 452238
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OUTCOME OF PETITIONS

R E C O M M E N D A T I O N S	
FROM : Directors	
<p>1. This report recommends that the action taken in respect of the petitions presented to full Council be noted.</p>	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following submission of petitions to Council.

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 the petitions in accordance with Standing Order 10.

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 within the Council's Major Policy and Budget Framework’.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO
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4. PETITIONS PRESENTED TO FULL COUNCIL ON 15 JULY 2009

4.1 PETITION FOR A PLAY AREA FOR ALLEXTON GARDENS

This petition was presented to Council on 6 July 2009 by Councillor Ash and asked for a safe play area for children in Allextion Gardens

The Council’s Neighbourhood Manager, Central & East Locality, has responded as follows:

“The Council’s new neighbourhood management approach within the Operations Directorate works to ensure that a holistic approach to address matters of concern within neighbourhoods is adopted for the benefit of the wider community. It is therefore of importance that as we have been made aware of this situation, the neighbourhood management team operating within this locality, will now undertake a thorough investigation of the issues presented. This will involve contact with all stakeholders in the area as well as implementing a community engagement plan to facilitate communications with local residents.

“The team have already undertaken a visual audit of the area as well as started to collate data and local intelligence, all of which will be utilised to thoroughly problem solve this matter. Some residents have already been in direct contact with the team and are providing valuable background information.

“I trust this information is useful in the first instance to provide you with an overview of how we will be taking this matter further. We will keep you up to date with progress/outcomes but if you have any concerns or queries in the meantime, please do not hesitate to contact me.”

4.2 PETITION FOR REMOVAL OF A WALL FROM COMMUNAL AREA AT 39-49 BROOKFURLONG

This petition was presented to Council on 6 July 2009 by Mr E Murphy and asked for the removal of a wall in the vicinity of 39-49 Brookfurlong to prevent anti-social behaviour.

The Council’s City Wide Manager has responded as follows:

“...I can confirm that myself and David Denson (Head of Operations, Peterborough City Services, Street scene and Facilities) will be visiting the wall from the communal area at 39-49 Brookfurlong on Thursday 30th July at 4.00pm to assess the wall stated in your petition and that we will contact you on our return to discuss the matter in more detail.”

4.3 PETITION AGAINST THE ERECTION OF HIGH SECURITY FENCE AROUND PLAYING FIELD ADJACENT TO NORWOOD SCHOOL

This petition was presented to Council on 6 July 2009 by Councillor Fower and objected to the proposed erection of a high, security style fence around the playing field adjacent to Norwood School and to the loss of public access to the land via the gates on Elter Walk and Coniston Avenue.

The Council’s Neighbourhood Manager, Central and East Locality has responded on behalf of Neighbourhood Services for the North and West Locality as follows:

“The Council’s new neighbourhood management approach within the Operations Directorate works to ensure that a holistic approach to address matters of concern within neighbourhoods is adopted for the benefit of the wider community. It is therefore of importance that, as we have been made aware of this situation, the neighbourhood management team operating with this locality, will now undertake a thorough investigation of the issues presented. This will involve contact with all stakeholders in the area as well as implementing a community engagement plan to facilitate communications with local residents.

“The team have already undertaken a visual audit of the area as well as started to collate data and local intelligence, all of which will be utilised to thoroughly problem solve this matter. Mrs Hilary Joyce has been in direct contact with the team and is providing valuable background information.

“I trust this information is useful in the first instance to provide you with an overview of how we will be taking this matter further. We will keep you up to date with progress/outcomes but if you have any concerns or queries in the meantime, please do not hesitate to contact me.”

5. REASONS FOR RECOMMENDATIONS

- 5.1 Standing Orders require that Council receive a report about the action taken on petitions. As the petition presented in this report has been dealt with by Cabinet Members or officers it is appropriate for the action to be reported in this way so that it will be presented in the Executive’s report to Council.

6. ALTERNATIVE OPTIONS CONSIDERED

- 6.1 Any alternative options would require an amendment to the Council's Constitution to remove the requirement to report to Council.

7. IMPLICATIONS

- 7.1 There are no legal or Human Rights Act implications.

8. BACKGROUND DOCUMENTS

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

- 8.1 The Council's Constitution, petitions presented to Peterborough City Council and responses to those petitions from officers.

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