

CABINET

MONDAY 22 SEPTEMBER 2014

10.00 AM

Bourges/Viersen Room - Town Hall

Contact – gemma.george@peterborough.gov.uk, 01733 452268

AGENDA

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*Any agenda item highlighted in bold and 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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Circulation

Cabinet Members

Scrutiny Committee Representatives

Directors, Heads of Service

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MINUTES OF CABINET MEETING HELD 28 JULY 2014

PRESENT

Cabinet Members: Councillor Cereste (Chairman), Councillor Eley, Councillor Hiller, Councillor North, Councillor Scott, Councillor Seaton and Councillor Serluca

Cabinet Advisers: Councillor Casey and Councillor Lamb.

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Holdich and Councillor Fitzgerald.

2. DECLARATIONS OF INTEREST

There were no declarations of interest.

3. MINUTES OF THE CABINET MEETING HELD ON 30 JUNE 2014

The minutes of the meeting held on 30 June 2014 were agreed as a true and accurate record.

ITEMS FROM SCRUTINY COMMITTEES AND COMMISSIONS

4. 20MPH SPEED LIMITS

Cabinet received a report which requested it to consider the conclusions and recommendations made by the task and finish review group with regards to the implementation of 20mph signed speed limits.

At its meeting on 17 April 2013, Council had called upon the Sustainable Growth and Environment Capital Scrutiny Committee to investigate the benefits of extending 20mph signed speed limits throughout all residential areas in the Peterborough District and to present proposals to the Cabinet for consideration.

A cross party task and finish group was convened, its remit being to investigate the impact of 20mph speed limits in residential areas and to report its findings to the Sustainable Growth and Environment Capital Scrutiny Committee, which it did on 20 January 2014.

After gathering all evidence, the group had considered, discussed and debated the relevant merits of what had been learnt, applying the evidence and learning to the city of Peterborough, and as a result, four recommendations had been reached, these being:

Recommendation 1

Due to current available levels of evidence of the impact of 20mph 'signed only' schemes across the country the group recommends that the council await the publication of further evaluation of schemes introduced in other similar size authorities prior to a recommendation on the roll-out of an authority-wide scheme. Officers to be charged with a further report in 12 months.

Recommendation 2

Whilst being cognisant of the caveat in Recommendation 1 the group is satisfied that the council should progress with implementing 20mph 'signed only' limits in all its constituent villages, subject to consultation.

The implementation of reduced speed limits within villages should be used as a pilot. Implementation will be evaluated by officers to include speed, casualty reduction and a public perception survey as to improved quality of life (including levels of active travel).

Recommendation 3

Undertake a public consultation to gain views of such a scheme in Peterborough, as information presented made it clear such limits need to be self-enforcing and something the public buy into.

Recommendation 4

To agree that budget is made available to undertake the pilot in the villages. Budget will need to cover implementation of the limits as well as speed monitoring and public consultations.

Councillor North introduced the report and advised of the difference between a 20mph zone and a 20mph speed limit, this being that zones utilised calming measures to reduce the adverse impact of motor vehicles in built up areas and 20mph limits reduced the limit, but without utilising physical measures.

Further key points highlighted by Councillor North included the lack of data which was available to clearly demonstrate the impact of 20mph signed only speed limits on speed and casualty reduction; the inconclusiveness of long term casualty reduction due to 20mph speed limits; the preferred recommendation being recommendation 1; support for Parish Council's if any wished to introduce and pay for the scheme in their own areas; and the costs to revert back to 30mph should 20mph speed limits be unsuccessful.

In summary it was advised that there was not enough evidence available at the current time to support a city wide transition to 20mph speed limits.

Members of the task and finish group were given the opportunity to address Cabinet and the following key points were made by Councillor Peach:

- All issues had been thoroughly addressed by the group and a number of individuals from the Police, medical profession, cycling world etc. had looked into the proposals;
- There were a number of councils opting for 20mph speed limits and the group had recommended a pilot within the rural areas;
- The 20mph zones implemented within Park Ward had proven to be very popular with residents and had cut much of the through traffic on a number of roads;
- It was queried whether a pilot would cost as much as was stated; and
- Consideration could be given in the future to a city wide scheme, the cost of which would equate to the positioning of signs coming into and out of the authority.

The following key points were made by Councillor Shearman:

- In 2013, the Government had issued the first circular from the Department of Transport requesting that Local Authorities consider rolling out, over time, 20mph speed limits in residential areas;

- The benefits of such a roll-out were well recognised, with reduction in deaths and serious injury, and there was also evidence to suggest that these implementations had led to an increase in walking and cycling;
- The implementation would also lead to a reduction in the traffic chaos outside schools, particularly around primary and infant schools;
- There were over 14m people living in areas which had taken on this approach to road safety;
- A Public Health England report was now available entitled 'Reducing the Unintentional Injuries on the Roads Among Children and Young People Under 25 Years of Age'. A recommendation contained within this report related to the introduction of 20mph speed limits within residential areas;
- Evidence showed that the majority of accidents involving children coming to and from school did not happen directly outside of the schools. Therefore, small zone implementation did not appear the best way forward; and
- It was recommended that a pilot be undertaken in the village areas and if successful, to be implemented across the whole of the city.

Following comments from the working group members, Councillor Seaton advised that he was a supporter of 20mph zones in general, however the key benefit of these appeared to be across busy residential areas, such as areas near to primary schools etc. A blanket approach to implementing 20mph speed limits would also be more beneficial and would represent better value. With regards to the implementation of a pilot within all villages, there appeared to be a lack of evidence supporting this, however Councillor Seaton concurred with Councillor North's proposal for support to be offered to any Parish Council which may wish to proceed with a 20mph implementation, to be funded by the Parish Council themselves.

Initially, further evidence was required to support any recommendations and a public consultation needed to take place, which could feasibly be undertaken alongside the budget consultation. There were also concerns highlighted around costs, in particular the implementation of electronic signs and the costs that would be incurred to revert any 20mph signs back to 30mph signs if a pilot was unsuccessful. In summary, Councillor North's suggested approach was supported as a way forward.

The Assistant Director for Communities addressed the cost query and advised that additional expenditure would be incurred for re-establishing 30mph signs, and this cost would be equal to the initial cost to install 20mph signs in the first instance.

It was further advised that there were two important pieces of work which had been commissioned by Government following the cessation of the working group, these both being led by the Department of Transport. The first piece of work was around allowing local authorities more control over the use of signage in 20mph zones and other locations, this would ultimately lead to a reduction in implementation costs. The consultation results on this piece of work were due back within 12 months.

The second piece of work was a major research project examining implemented 20mph schemes across the country. The results of this piece of work would not be known until 2017, but outcomes of initial research should be available in early 2015.

Following comments, Councillor North summarised by stating that the implementation of a scheme at the current time would be demanding on budgets that were already stretched and with regards to the implementation of a blanket 20mph speed limit, he would have reservations about this. A 20mph limit would not be so relevant in some parts of the city and would not be for the best benefit of residents if it was not shown by other authorities that implementation had caused a substantial reduction in accidents and injuries on the roads.

Following debate, the Chairman proposed that Cabinet be minded to accept Recommendation 1, to await the publication of further evidence, and Recommendation 3, to undertaken consultation as part of the overall budget consultation. Furthermore that support be offered to local parishes if they wished to utilise their own budget to do so.

The Chairman further advised that he supported the idea of 20mph speed limits across the city, however further evidence was required prior to spending money on rolling any scheme out across the city.

Councillor Seaton thanked the working group for its report and its presentation and further thanked the group for the hard work undertaken in bringing the recommendations to Cabinet. This was endorsed by the Chairman.

Cabinet considered the report and **RESOLVED**:

1. To await authorities to publicise impacts of 20mph speed limits as per Recommendation 1 arising from the working group;
2. To undertake a public consultation, alongside the Budget consultation, to gain views of residents on 20mph speed limits, as per Recommendation 3 arising from the Working Group; and
3. To agree to support any Parish Council wishing to implement 20mph speed limits, utilising its own budget to do so.

REASONS FOR THE DECISION

The recommendations were based on the findings of the Councillor cross party task and finish group.

ALTERNATIVE OPTIONS CONSIDERED

To await detailed evaluation reports from similar sized authorities who had recently implemented 20mph signed only limits on their effectiveness.

STRATEGIC DECISIONS

5. DRAFT DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT

Cabinet received a report which sought its approval for the proposed changes to the way developer contributions (S106 Agreements) would be negotiated in the future.

The proposed changes responded to statutory and regulatory changes by Government and were also set in the context of the anticipated adoption of the Peterborough Community Infrastructure Levy (CIL).

Councillor Hiller introduced the report and provided an overview of the CIL draft charging schedule stating that it had been approved for public consultation by Full Council. It was further highlighted that although CIL would be the main mechanism for funding future infrastructure, S106 planning obligations would still be used to fund any necessary on site related infrastructure i.e. open space provision. The provision of affordable housing was also outside of the CIL process and could therefore only be delivered via the use of S106 agreements.

The draft Developer Contributions Supplementary Planning Document had therefore been produced in order to sit alongside the CIL and to set out the relationship between planning conditions, S106 agreements and CIL in order to make it clear what

infrastructure would be funded by those different mechanisms. The SPD document did not set new policy, but provided a framework for the implementation of existing policies.

An overview of the main aspects of the CIL was provided and it was advised that should the SPD document be approved, it would be subject to a four week consultation alongside the CIL document. It was assumed that the SPD would be adopted at the same time as the CIL with a new developer contributions system being in place from April 2015.

Cabinet considered the report and **RESOLVED** to:

Approve the Peterborough Draft Developer Contributions Supplementary Planning Document (SPD) for the purposes of public consultation to take place in August and September 2014.

REASONS FOR THE DECISION

Government had introduced changes to the way developer contributions could be collected and spent. From April 2015, the use of existing methodology for collecting and pooling developer contributions (POIS) would become unlawful and so unless a CIL was adopted, the collection and use of developer contributions would be severely limited from that date.

To support CIL and to secure the provision of on-site infrastructure there was a need for a Developer Contributions SPD to clearly set out the difference between CIL and S106 agreements.

Cabinet was recommended to approve the Developer Contribution SPD for public consultation in August and September 2014.

ALTERNATIVE OPTIONS CONSIDERED

From April 2015 the Council would not be able to secure developer contributions through the POIS system and therefore the Council was proposing to introduce CIL. However, CIL did not cover affordable housing and would not be used to secure site specific infrastructure, particularly on strategic sites. Therefore there was the need for an additional document which supplemented the CIL process and set out how affordable housing contributions and other on-site infrastructure would be secured.

Without a Developer Contributions SPD in place to set out clearly how this process would work, there could be inconsistencies in the approach used and the Council could miss out on securing developer contributions that were critical to accommodate growth targets. It could also mean that a developer would not be aware upfront of the potential costs associated with onsite infrastructure, which could affect the viability of a scheme and either result in lower contributions to fund important infrastructure, such as affordable housing, or stop development coming forward.

Therefore the option of not preparing a Developer Contributions SPD was rejected.

6. PETITIONS SCHEME

Cabinet received a report following the adoption of the revised Standing Orders by Council and the withdrawal of the Authority's former petition scheme.

The Constitution Review Group, a Member Working Group, had been undergoing a process of updating the Council's Constitution. Following the Group's first tranche of work to assess the standing orders applying to meetings of the Council and its Committees and Sub-Committees, it had looked into the adoption of revised petition provisions, resulting in the recommendations contained within the report to Cabinet.

The Legal Officer introduced the report and advised that the implementation of the Localism Act had abolished the statutory petitions scheme and therefore the Council was entitled to replace this with a local scheme. Work had been undertaken by the Constitution Review Group and a scheme was appended to the Cabinet report.

Following unanimous agreement of the vast majority of the scheme, there had been two specific areas upon which the Constitution Review Group had been unable to settle, those being the levels at which a petition should prompt a debate at Full Council and the level at which a petitioner ought to be allowed to address the Cabinet or Scrutiny Committees on their petition.

The report provided an overview of how other Councils had dealt with the implementation of their petition schemes and trigger values had been explored in relation to population. These stood at, on average, around 1% of the population in relation to triggering debate at Full Council and it was therefore suggested that the level for Peterborough be set at 2000 signatures. With regards to the levels for debate at Cabinet or Scrutiny, it was advised that this did not generally appear within other authorities' schemes, however it was felt that an appropriate level was around 25% of the level which would prompt a Council debate, this therefore being 500 signatures. It had also been agreed by the Constitution Review Group that petitioners be permitted a four minute address to Cabinet or Scrutiny Committee.

Cabinet was advised that should the proposals be approved, the report would be taken to Full Council where there would be a right to debate the scheme.

Cabinet considered the report and **RESOLVED** to adopt and recommend to Council:

1. The draft petition scheme as attached to the report;
2. The levels of valid signatures, required in a petition to trigger the varying procedural responses within the Scheme, these being 2000 signatures to trigger a debate at Council and 500 signatures to trigger a debate at Cabinet and Scrutiny (with petitioners to receive 4 minutes speaking time at Cabinet and Scrutiny); and
3. To authorise the Director of Governance to make such minor, technical and procedural changes as she considers it necessary to ensure the Scheme meets standards of best practice in public administration.

REASONS FOR THE DECISION

Petitions are recognised by the Council, through its Standing Orders and current practice, as a valid and helpful means of communicating the concerns of those who live or work within the City to the Council. An adopted Scheme will assist the petitioners and the Council alike in determining how best to make, receive and respond to a petition.

ALTERNATIVE OPTIONS CONSIDERED

The likeliest alternative was to adopt separate provisions in the standing orders or terms of reference to each committee or the cabinet. This will not be as easy to understand or navigate.

Chairman
10.00am - 10.27am

CABINET	AGENDA ITEM No. 4
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources	
Contact Officer(s):	Mike Rowan, Interim Head of Legal Services	Tel. 01733 452572

REPORT OF THE SOLAR AND WIND ENERGY REVIEW GROUP

R E C O M M E N D A T I O N S	
FROM : The Solar and Wind Energy Review Group	Deadline date : N/A
<p>It is RECOMMENDED that Cabinet defer any decision to progress the solar and wind projects until further consideration is given to the impact of;</p> <ul style="list-style-type: none"> (a) Any delay arising from the call in by the Secretary of State of a planning decision, in terms of costs and profitability of the projects. (b) A 30% reduction in subsidy (or a professional assessment of what might be a reasonable level of reduction in subsidy) for the projects; and (c) A slowing or reducing sale rate of energy with a professional assessment of what a reasonable reduced rate could be. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a recommendation from the Sustainable Growth and Environment Capital Scrutiny Committee call-in meeting, held on 12 March 2014.
- 1.2 The call in was reported to Cabinet and an agreement was reached for a Working Group to be set up to review the projects.

2. PURPOSE AND REASON FOR REPORT

- 2.1 At its meeting held on 24 February 2014, Cabinet made an executive decision to progress the project at America Farm through to Planning Committee stage and for further consultation to be undertaken on the options available for the Morris Fen and Newborough projects. This decision was subject to a call-in request which was considered by the Sustainable Growth and Environment Capital Scrutiny Committee on 12 March 2014 where the call-in was upheld.
- 2.2 The Scrutiny Committee requested that the decision be referred back to Cabinet with the following recommendations:
 - i) That the Solar and Wind Energy Working Group consider the Cabinet's decision when it meets on the 18 March 2014 and shall report on that decision and the issues raised by the call-in and discussed at this meeting of the Scrutiny Committee, including alternative options; and
 - ii) That the Cabinet shall not act on the decision made by it on 24 February 2014 until it has received and considered the report of the Solar and Wind Energy Working Group and the comments of the Sustainable Growth and Environment Capital Scrutiny Committee on that report.

- 2.3 At its meeting held on 24 March 2014, Cabinet considered the recommendations and it was advised by the Cabinet Member for Resources that the path due to be taken in relation to the projects correlated with the recommendations agreed by the Scrutiny Committee, in that the decision made by Cabinet on 24 February 2014 would not be implemented until the Working Group had met.
- 2.4 The purpose of this report is to inform Cabinet of the findings and recommendations arising from the Solar and Wind Energy Working Group, and the subsequent meeting of the Review Group as chaired by Councillor Thulbourn, to enable a final decision to be made on the projects.
- 2.5 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.
3. **TIMESCALE** (If this is not a Major Policy item, answer **NO** and delete second line of boxes).

Is this a Major Policy Item/Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. THE WORKING GROUP

- 4.1 The Solar and Wind Energy Working Group subsequently met on 14 April 2014 and 4 June 2014 to consider the solar projects, with particular focus being paid to the financial elements. Its findings were reported back to the Sustainable Growth and Environment Capital Scrutiny Committee on 17 July 2014 (full report attached at **Appendix A**) with the following recommendation:

The Working Party, having reviewed all the evidence and particularly the financial elements of the Ground Mounted Solar Photovoltaic (Pv) Panels (Solar Farms), referred to them in their Terms of Reference by Sustainable Growth and Environmental Capital Scrutiny Committee and Scrutiny Commission for Rural Communities report back that they consider, by majority, that the schemes should not go ahead as they conclude the financial returns are not viable and the risks unacceptably high.

Comment from Councillor Hiller – dissenting concluding on grounds that the viability of the schemes had been evidenced by independent experts and reports and that the risks were evaluated sensibly and the schemes should proceed.

- 4.2 Upon discussion and review, the Scrutiny Committee felt that not enough firm evidence had been provided by the Working Group in support of its recommendation. Councillor Thulbourn, a member of the Sustainable Growth and Environment Capital Scrutiny Committee, was asked to convene a Review Group in order to further explore the financial information and to assist with providing a more detailed report back to Cabinet.

5. REVIEW OF THE WORKING GROUP'S FINDINGS AND RECOMMENDATIONS

- 5.1 The Review Group met on 5 August and all Members of the original Working Group were invited to attend.
- 5.2 Councillor Thulbourn chaired the meeting, its sole focus being on the financial aspects of the proposals.
- 5.3 The full report, produced by Councillor Thulbourn, is attached at **Appendix B** to this paper. In summary, it was concluded that 'the financial workings provided to the Group provided no evidence of the disparity between the estimates submitted by the Council's Resources department and the conclusion of the Working Group. The Working Group did not back up intangible elements with any supported scenarios or possible outcomes'.

5.4 Councillor Thulbourn recommended that additional impact scenarios based on real threats, which would have a significant impact on the profitability of the projects, be produced. It was therefore recommended that the following three scenarios be researched and published prior to a decision being made to proceed, these being:

- i) if the Secretary of State calls in any planning decision, how long does this process take and what does this delay impact on costs and profitability of the projects;
- ii) A 30% reduction in subsidy or a professional assessment of a reasonable level of reduction in subsidy for the projects; and
- iii) A slowing or reducing sale rate of energy or a professional assessment of a reasonable reduced rate.

5.5 These recommendations arising are now to be considered by Cabinet. It is recommended that no decision be made on the progress of the project for America Farm to planning permission and on the other projects until Cabinet has considered these matters further.

6. CONSULTATION

6.1 Not applicable.

7. ANTICIPATED OUTCOMES

6.1 It is anticipated that Cabinet will consider the recommendations arising from the Solar and Wind Energy Review Group, and agree a way forward for the projects.

8. REASONS FOR RECOMMENDATIONS

8.1 The recommendations follow a request from the Sustainable Growth and Environment Capital Scrutiny Committee call-in meeting, held on 12 March 2014.

9. ALTERNATIVE OPTIONS CONSIDERED

9.1 To implement the decision of 24 February 2014 to progress the America Farm project to planning permission.

10. IMPLICATIONS

10.1 There are no legal implications to this report. The financial implications of the recommendation contained in this report would lead to a potential loss of revenue to the council of £5.924m over the life of the contract with a consequential impact on the Medium Term Financial Strategy. In the context of the councils overall budget (a gap next year of £17.6m rising in years after that) the annual benefit lost would be around £250k per annum. The council would also face having to write off development costs.

11. BACKGROUND DOCUMENTS

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

None.

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SUSTAINABLE GROWTH AND ENVIRONMENT CAPITAL SCRUTINY COMMITTEE	Agenda Item No.
17 JULY 2014	Public Report

Report of the Director of Governance

Contact Officer(s) – Michael Rowan, Interim Head of Legal Services
Contact Details - Tel: 452572

REPORT OF THE SOLAR PANEL ENERGY WORKING GROUP

1. PURPOSE

- 1.1 To report back to the Committee the findings and recommendation of the Solar Panel Energy Working Group as requested by this Committee at the Call-In meeting held on 12 March 2014.

2. RECOMMENDATIONS

- 2.1 The Recommendation of the Working Group is as follows;

The Working party, having reviewed all the evidence and particularly the financial elements of the Ground Mounted Solar Photovoltaic (Pv) Panels (Solar Farms) and Wind Turbine Project, referred to them in their Terms of Reference by Sustainable Growth and Environmental Capital Scrutiny Committee and Scrutiny Commission for Rural Communities report back that they consider, by majority, that the scheme should not go ahead as they conclude the financial returns are not viable and the risks unacceptably high.

Cllr Hiller – dissenting concluding on grounds that the viability of the schemes had been evidenced by independent experts and reports and that the risks were evaluated sensibly and the schemes should proceed.

3. LINKS TO THE SUSTAINABLE COMMUNITY STRATEGY

- 3.1 The project supports delivery of the Council's Environmental Capital ambitions by producing 'green energy' through the use of renewable technologies. The proposed developments will maximise energy output as well as balance environmental and community concerns whilst contributing a significant reduction of the Council's carbon footprint.
- 3.2 In addition, the energy generated can be sold to create a new and significant source of revenue to the Council that will help to close the Council's funding gap and protect its ability to continue in the provision of front line services. The Medium Term Financial Strategy approved by Full Council in March 2013 included the income generated by these proposals. If the schemes do not proceed, then the budget deficits forecast in future years will worsen.
- 3.3 The project will generate significant amounts of renewable power which can be used by the Council to safeguard its budgets against future electricity price rises and uncertain energy price inflation

4. BACKGROUND

- 4.1 On 12 March 2014, following a call in of a Cabinet decision made on 24th February 2013 by this Committee recommended, insofar as it is relevant to the Working Group, that the Group consider the Cabinets decision and shall report on that decision and the issues raised by the

Scrutiny Committee at its meeting of 12 March 2014.

The Members of the Working Group are:

Cllr Fletcher, Chairman
Cllr Hiller
Cllr Murphy
Cllr Sandford

The terms of Reference of the Working Group are set out in Appendix 1

The Working Group met twice and studied the business case for the America Farm Solar Energy scheme and the other matters set out in their Terms of Reference. The full background to the schemes are set out in the Cabinet report dated 24 February 2013 Appendix 2 of this report.

5. KEY ISSUES

- 5.1 The key issues are set out in the Cabinet Report of 24 February 2014 and the minutes of the Sustainable Growth Scrutiny Committee of 12th March 2014 and the above recommendation.

6. IMPLICATIONS

- 6.1 There are no legal implications to this report. The financial implications of the recommendation contained in this report would lead to a potential loss of revenue to the council of £5.924m over the life of the contract with a consequential impact on the Medium Term Financial Strategy. In the context of the councils overall budget (a gap next year of £17.6m rising in years after that) the annual benefit lost would be around £250k per annum. The council would also face having to write off development costs.

7. CONSULTATION

- 7.1 Not Applicable.

8. NEXT STEPS

- 8.1 The Committee should make a recommendation back to Cabinet.

9. BACKGROUND DOCUMENTS

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

- 9.1 Cabinet Report dated 24 February 2014

10. APPENDICES

- 10.1 Appendix 1 – Terms of Reference of Working Group

APPENDIX 1

JOINT SCRUTINY WORKING GROUP TO REVIEW THE FINANCIAL ELEMENTS OF THE DEVELOPMENT OF GROUND MOUNTED SOLAR PHOTOVOLTAIC (Pv) PANELS (SOLAR FARMS) AND WIND TURBINES

PURPOSE AND TERMS OF REFERENCE

Purpose of the Group

The Working Group will review the financial elements of the Ground Mounted Solar Photovoltaic (Pv) Panels (Solar Farms) and Wind Turbine Project and report back to the Sustainable Growth and Environment Capital Scrutiny Committee and Scrutiny Commission for Rural Communities with recommendations to Cabinet.

Terms of Reference

In undertaking this, the Group will investigate and consider the following:

- (1) key financial risks of the project
- (2) the likelihood of profit
- (3) Alternative schemes

Authority

1. The Group will work in a scrutiny/over-viewing capacity.
2. The Group will be required to produce a final report for the Sustainable Growth and Environment Capital Scrutiny Committee and Scrutiny Commission for Rural Communities detailing the work it has undertaken and detailing any recommendations to the relevant Cabinet Member, the Leader of the Council and/or Cabinet.
3. The Group has:
 - no decision-making powers; and
 - no policy making powers.

Membership

The Group will be made up of Councilors Hiller, Sandford, Murphy, and Fletcher with the Cabinet Member for Strategic Resources attending in an advisory/consultative capacity when required.

Chairman

The Group will choose a Chairman at its first meeting.

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Solar Energy Park Working Group – Review Group

The report of the Solar Energy Park Working Group was delivered to the Sustainable Growth and Environmental Capital Scrutiny Committee on the 17th July 2014.

The Scrutiny Committee found a lack of evidence to support the conclusions made by the working group, to enable the scrutiny committee to come to a balanced and reasonable response. It was decided the supporting evidence needed to be reviewed and the committee decided that Councillor Nick Thulbourn chair a meeting of the working group to ascertain and review this evidence on behalf of the Scrutiny Committee. This was then to be reported directly to Cabinet via this report.

The review will look at the financial aspects of the solar farm project alone.

The review met on the 5th August 2014, all members of the working group were invited along with Michael Rowan (officer).

Attendees; Cllr Thulbourn, Cllr Murphy, Cllr Sandford, Michael Rowan (to provide officer support).

Apologies: Cllr Hiller

Not in Attendance: Cllr Fletcher

There are two aspects to take into consideration when looking at the financial aspects of the proposed solar farm project as whole. The tangible aspects are around the proposed costings which were submitted by the councils Resources department and the corresponding costings or part costings of the working group. Also the intangible elements needed to be considered, these consisted of the practical aspects that would impact on the proposed costings.

The tangible costings delivered by the councils Resources department were thorough and supported by independent experts. The working group did not have any supporting substance or evidence to counter any of the estimates delivered by the councils Resources department.

The intangibles fall into three areas - the practical political process, the changes to the rate the energy could be sold at and the inevitable changes to the subsidy

The intangible elements that would impact on the costings were not present in the estimates from the Resources department with any degree of depth or variation.

The working group highlighted the threat to the project as whole and the timescales which would inevitably impact upon the costs and the impact of decreasing subsidy. This political aspect must be considered and the Secretary of State would it seems inevitably place this project into further scrutiny. This would put significant delays on this project and the therefore the assumptions have to be for significantly lower subsidies and costs.

There are real uncertainties around the saleable rate of power due to the impact of time and the forecasts of this rate which are inconsistent and different sources are showing very different forecasts, both up and down. To be conservative the rate should be assumed to be down in real terms in the medium term.

The trend for subsidies is downwards, and significantly down, over the last few years. This trend is widely agreed to be moving further down and therefore the assumptions should be for a significant reduced rate in the subsidies.

These intangible influences on the financial success of the project were not supported with evidence or alternative scenarios from the working group.

Conclusion

The Working Group provided no evidence of the disparity between the estimates submitted by the council's resources department and the conclusion of the working group. The working group did not back up in tangible elements with any supported scenarios or possible outcomes.

However, I believe it would be prudent to produce reasonable impact financial scenarios based on the real threats that will have a significant impact on the profitability of this project. I would recommend three scenarios be researched and published prior to a decision being made to proceed.

1. If the Secretary of State calls in any planning decision, how long does this process take and how might this delay impact on costs and profitability.
2. A 30% reduction in subsidy or a professional assessment of a reasonable level of reduction in subsidy for the project
3. A slowing or reducing sale rate of energy or a professional assessment of a reasonable reduced rate.

(A) Comments from the working group

I asked if each member of the working group would like to add a note to this report. Cllr Sandford responded and Cllr Hiller made a note on the original report (Paragraph 4.1 of main report). No other member responded.

Cllr Sandford Comments:

Having read the reports submitted by officers, it appears to me that the energy park is estimated to offer a small but significant profit for the council which could over time be invested to protect other services. I have seen nothing which gives me any clear evidence that there are significant errors or omissions in the calculations presented.

In my view, the Cabinet needs to make a decision quickly as to whether to proceed with a planning application at one or all of the sites being discussed. There is political uncertainty as to the likelihood of a planning application succeeding, given that the Secretary of State seems minded to call in all applications for ground mounted solar energy. It would be useful for the Cabinet to ask whether officers have factored in delays due to the need for a public inquiry, which would follow a call in by the Secretary of State. However, this needs to be set against the certainty that any further delay by the Cabinet in making a decision on progressing the project will have an adverse impact on its financial projections due to progressive reductions in the Government subsidy available.

CABINET	AGENDA ITEM No. 5
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Peter Hiller, Cabinet Member for Planning and Housing Services	
Contact Officer(s):	Adrian Chapman, Assistant Director for Communities and Targeted Services Ian Phillips, Assistant Cohesion Manager	Tel: 863887 Tel: 863849

EMERGENCY STOPPING PLACES

RECOMMENDATIONS	
FROM : Councillor Peter Hiller, Cabinet Member for Planning and Housing Services	Deadline date : n/a
For Cabinet to consider the recommendations of the Cabinet Member for Planning and Housing Services to trial three Emergency Stopping Places for Gypsy/Traveller use in locations at Paston, Eye and Thorney and East wards.	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following an in depth review of potential Emergency Stopping Places (ESP) developed by a cross party advisory group under the request of the Cabinet Member for Planning and Housing Services.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to consider the recommendation of the Cabinet Member for Planning and Housing Services and agree to trial three locations as suitable sites to use as Emergency Stopping Places for visiting Gypsy/Travellers.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3 'to take a leading role in promoting the economic, environmental and social well-being of the area'.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. Background

- 4.1 Over the last several years, Peterborough has regularly experienced high numbers of unauthorised Gypsy and Traveller encampments. During the last two years, there have been over 100 separate unauthorised encampments in Peterborough on council owned land, costing an estimated £80-£100,000 per year.
- 4.2 Gypsies and Travellers are ethnic minorities recognised by the Race Relations Amendment Act. Under the terms of the Act they have a right to a nomadic lifestyle and equal access to services such as education, health and accommodation and protection from discrimination and harassment.
- 4.3 However, Gypsies and Travellers do not have a right to occupy vacant land without agreement from the land owner. Where the council receives notification that a

Gypsy/Traveller encampment is on council land, the council can use its powers under the Criminal Justice and Public Order Act to seek eviction.

5. Council processes for dealing with unauthorised sites

- 5.1 Each unauthorised encampment is considered on its own merits. In some circumstances, the council may be prepared to tolerate occupation for a few days if the location is unlikely to cause disruption to local residents or businesses.
- 5.2 However, where a location is judged unsuitable, the council will commence eviction. This involves undertaking a health and welfare assessment to ascertain the needs of the Gypsies/Travellers and whether there are any underlying issues which could be exacerbated through eviction. This assessment is a legal requirement and covers issues such as health needs, welfare issues and safety concerns.
- 5.3 If the assessment does not show any reason why an eviction cannot be carried out, then a formal notice is served upon the Travellers with a specified date on which they must leave the encampment. Should the Travellers not vacate by this date, the council requests a court hearing to seek agreement to evict the Travellers.
- 5.4 If the court grants permission, a further notice is served upon the Travellers again with a clearly identified date by which time they must leave. If, after this notice has elapsed, the encampment is still on the site, the council instructs bailiffs to carry out the eviction on its behalf.
- 5.5 In many circumstances, Travellers stay for a few days and move on with little or no impact to local communities. However, there are other occasions where Travellers stay for longer periods in unsuitable locations which can lead to friction between the Travellers, local residents and businesses. This can result in increased costs for the council in managing evictions and dealing with post occupation issues. Costs incurred can be for the court to serve legal notice to depart, bailiff costs for when Travellers do not leave voluntarily, clean-up costs of rubbish and costs to repair or install defensive measures to prevent future occupation. In addition, there is significant officer time required to manage each unauthorised encampment.
- 5.6 Many areas in the city are now defended from Traveller encampments. Whilst it is important that we protect vulnerable areas from unauthorised encampments, the result of this has forced some encampments deeper into residential areas such as the Hamptons and Werrington, causing distress amongst communities and businesses. This in turn has led to further costs as the council seeks to defend additional areas.

6. Emergency Stopping Places

- 6.1 The root cause of these continued unauthorised encampments is that visiting Traveller families do not have any legitimate areas where they can stay for a short period. The advisory group and council officers have met with the National Lead Government Advisor for Traveller Issues Richard Bennett and the Chair of the National Association of Gypsy and Traveller Local Authority Officers Bill Forrester to review best practice from across the country in dealing with unauthorised encampments.
- 6.2 In many towns and cities, some form of temporary transit provision is provided by councils that Travellers are permitted to use for a short time. These sites are shown to reduce unauthorised encampments and their overall impact to the community.
- 6.3 Typically, these sites consist of one family making up around six caravans (but often less) and can be used for up to 28 days in a 12 month period. No permanent infrastructure is provided; instead drinking water (via a temporary water bowser), toilet facilities (in the form of a portable toilet) and rubbish/waste facilities will be made available. It is this model that is being proposed for Peterborough, in the form of Emergency Stopping Places (ESPs).

- 6.4 An ESP provision enables a council to immediately move Travellers on from the location at which they first set up camp, whilst at the same time providing the police and the local authority with the opportunity to capture the personal and vehicle details of the Travellers. The Travellers will be permitted to stop for a limited time at the ESP without impacting on the city or surrounding areas. Eviction procedures (set out in paragraphs 4.4-4.7) will continue to be actioned even after the Travellers have moved to the ESP location in the event that Travellers are reluctant to move on.
- 6.5 ESP provision can therefore be used for high risk locations such as schools, play areas, sheltered housing schemes and residential areas.
- 6.6 The establishment of ESPs also allows the police to use their wider powers to remove Travellers from unauthorised sites without the need for the council to obtain the court's permission which take time to invoke as set out above. Currently, Cambridgeshire Constabulary is unable to direct Travellers to move from an unauthorised area unless there is a significant problem with anti-social behaviour which impacts local residents, but with ESP's they will be able to use their powers to effect immediate removal.

7. How will ESPs work in Peterborough?

- 7.1 Where the council is notified of an unauthorised encampment on council land consideration will be given to re-direct the Travellers to an ESP site. As an ESP is a temporary site and can only be used for a maximum of 28 days in a 12 month period; it is unlikely that there will be capacity to cater for every unauthorised encampment.
- 7.2 Unauthorised encampments which are most likely to cause friction between Travellers and local residents due to their location would be a high priority for ESP use.
- 7.3 Travellers moved to the ESP will be required to sign up to minimum behaviour and conduct standards via an occupancy agreement, and will be charged a small daily rate to remain at the ESP location. This is in line with national best practice and operated in a number of towns and cities.
- 7.4 ESPs would have temporary toilet facilities, temporary clean water and temporary waste facilities with the aim of reducing subsequent clean-up costs.
- 7.5 Sites will have enough space for one family to occupy it at any one time; likely to be no more than 6 caravans.
- 7.6 Currently the police can only assist with an eviction if there is a breach of the peace. However once an ESP is set up the police have agreed to assist in moving travellers to the ESP and from the city once the agreed time limit has elapsed.

8. Identifying potential ESP sites

- 8.1 In 2012, Councillor Peter Hiller, then Cabinet Member for Housing, Neighbourhoods and Planning, asked for a cross-party advisory group "To make recommendations to the Executive via Cllr Peter Hiller in order to establish Emergency Stopping Place provision for Travellers in Peterborough, including identifying land, agreeing relevant protocols, and identifying necessary support mechanisms in order to manage provision effectively."
- 8.2 It has taken some time for the group to be in a position to report back its findings to the cabinet member because there has been an in-depth review that the advisory group has undertaken – see sections 8.4 to 8.7 below.
- 8.3 A cross-party advisory group (consisting of councillors John Fox, Irene Walsh and then latterly Nigel North, John Shearman and Asif Shaheed) has undertaken a thorough review of all council owned land to identify sites that could potentially act as an ESP. The advisory group has been supported by the following officers:

- Adrian Chapman – Assistant Director Communities and Targeted Services
- Ian Phillips – Social Inclusion Manager
- Louise Williamson – Community Cohesion Officer
- Ray Hooke – Performance Information Analyst
- Ian Tobin – Neighbourhood Environment Enforcement Officer
- Roy Clark – Neighbourhood Environment Enforcement Officer
- Paul Hamshere – Traveller Liaison Officer
- David Searle – Citizens Advice Bureau
- Insp. Iain Clarke – Cambridgeshire Constabulary
- Tracey Burton – Traveller representative

8.4 A desk based exercise was initially undertaken to identify all areas of land owned by Peterborough City Council. The working group sifted the results to remove sites that would be clearly unsuitable, (for example school sites or sites that had other existing use) leaving 75 sites which appears to have the potential to be suitable for ESP use. Details of all 75 sites considered can be found at **Annex A**.

8.5 Each of these 75 sites has been visited and assessed by the neighbourhood environment enforcement officers. The assessment took into account a number of factors such as:

- Proximity to housing, playgrounds or other recreational sites
- Road safety considerations such as parking, turning, ingress and egress
- The impact of keeping animals on land
- The impact to other neighbouring users such as local businesses
- Environmental concerns such as flooding.

An example of the assessment criteria can be found at **Annex B**.

8.6 Following this initial inspection, each site was graded based upon the findings of the neighbourhood environment enforcement officers. The majority of the locations (66) were found to be totally unsuitable for a variety of reasons; most commonly:

- Close proximity to housing
- Site too small for ESP use
- Unsuitable land – i.e. liable to flooding or poor access
- Recreational land which if used for an ESP would impact negatively on the local community

8.7 The remaining sites were further assessed and graded to identify which areas are most likely to be suitable for use as an ESP. This involved a further site visit by the advisory group at each location and more detailed examination. Each site has been scored and ranked according to a number of criteria. The assessment and scoring is outlined at **Annex C**.

The advisory group considers that the remaining nine sites are potentially suitable to act as an ESP. They are as follows:

	Location	Advisory group comments	Score	Ward	Councillors
1	Disused road at rear of Dogsthorpe Triangle	Good sized site, isolated and secluded. Good location and unlikely to cause impact to any local residents.	82%	Paston	Cllr Sue Day Cllr John Knowles Cllr Francis Fox
2	Land near Household Recycling	Good location, remote and secluded. Low impact on community.	74%	Eye and Thorney	Cllr Richard Brown Cllr David

	Centre, Dogsthorpe				Sanders
3	Land at Corporation Farm (near Greyhound Stadium), First Drove	Away from residential area, good site and location, although some potential impact to local businesses. Good access to site and self-contained.	74%	East	Cllr Jo Johnson Cllr Nabil Shabbir Cllr Azher Iqbal
4	Hartwell Way / Saville Road Industrial Estate	Former Stage 2 factory area car park. Good site and a good location on an industrial area. Site would only be suitable if no other existing use, so maybe a short term ESP until the building is let.	66%	Ravensthorpe	Cllr Ed Murphy Cllr Gul Nawaz
5	Pleasure Fair Meadow car park	Good sized location, although a separate area would need screening off for ESP use. Well located, but high visibility for local residents and users of the car park.	56%	Fletton and Woodston	Cllr Matthew Lee Cllr Lucia Serluca Cllr Nick Thulbourn
6	Olympia Farm / Powder Blue Farm, Newborough	Good location with patches of hard standing. Hard standing will be used at various times of the year by the farmer, so will be seasonal dependant.	52%	Newborough	Cllr David Harrington
7	Willow Drove, Newborough (Bull Bridge)	Good, enclosed area well placed and located. Site has reasonable access with fencing all around. Likely to be an impact to immediate properties but limited wider community impact.	44%	Newborough	Cllr David Harrington
8	Land at Coneygree Road, Stanground	Area at the back of a number of houses and close to well used allotments. Hard standing in place and a good sized area.	40%	Stanground Central	Cllr Marco Cereste Cllr Brian Rush Cllr Irene Walsh
9	America Farm, East	Good location, but land liable to flooding or becoming water logged. The site will require infrastructure such as hardstanding which may require planning approval.	38%	East	Cllr Jo Johnson Cllr Nabil Shabbir Cllr Azher Iqbal

Locations maps and site photographs are included at **Annex D**.

- 8.8 Although each of these sites has the potential to be used as an ESP, it is proposed that the concept is trialled on a limited basis at the first three locations (the disused road at the rear of Dogsthorpe triangle, land near the Household Recycling Centre and land in First Drove) only. This will allow the council to evaluate the success of ESPs and their impact on residents and businesses. If the scheme is successful, then further sites could be introduced in the city.
- 8.9 The advisory group will report progress to the Cabinet Member of the impact of the three ESPs and make recommendations about the suitability of extending ESPs to additional locations.

9. CONSULTATION

- 9.1 Given the sensitive nature of ESPs and their locations, consultation has been limited. However, a detailed briefing has been provided to relevant ward members, MPs and media outlets. Subject to the Cabinet's approval of ESP locations, further briefings will take place with affected community groups and other local stakeholders.

10. ANTICIPATED OUTCOMES

- 10.1 On acceptance of this report's recommendations, ESPs will be opened as swiftly as possible in order to mitigate the impact and disruption caused by unauthorised encampments across Peterborough.
- 10.2 Usage of the sites will be closely monitored by the advisory group who will review the impact, success and challenges. Findings of the advisory group will be reported back to the cabinet for future consideration.

11. REASONS FOR RECOMMENDATIONS

- 11.1 The introduction of ESPs in Peterborough will provide better management of short term Gypsy/Traveller encampments in the city. By providing dedicated places to stay, we will reduce the impact caused by unauthorised encampments to local communities and reduce costs to the city council associated with evictions costs, clean-up costs and officer time. ESPs or similar solutions are in place in many towns and cities across the country and are generally accepted to be the most appropriate method of managing unauthorised encampments.

12. ALTERNATIVE OPTIONS CONSIDERED

- 12.1 Continue to manage unauthorised encampments as at present: This was rejected due to the ongoing cost and impact to the community. Encampments are increasingly being established in high profile or densely populated areas and although significantly improved, the current legal procedures that the council has to follow do not provide a swift enough response to enable the local authority or police to move the Travellers on.
- 12.2 Provide formal transit pitches: The experience in Peterborough suggests that this can cause significant community tensions. Additionally, there is a risk that transit pitches over time become permanent as they tend to be occupied for significantly longer periods than that proposed for our ESP provision.

13. IMPLICATIONS

13.1 Financial

It is anticipated that an initial small investment will be required at each ESP site to tidy the locations and provide temporary barriers to prevent unauthorised occupation.. There will also be ongoing revenue costs to provide water, waste and temporary toilet facilities when the ESP is in use, although this will be offset by a charge to the Travellers.

It is anticipated that ESPs will reduce costs elsewhere in the council, for example through reduced bailiff, enforcement action and clean up costs.

13.2 Legal None

13.3 Property

The land proposed for ESP sites is owned by the council. Planning permission is not required as we intend to utilise this ESP provision for no more than 28 days in a 12 month period to minimise the impact and disruption to any one community. There will be no permanent infrastructure or redevelopment requirements, with any services provided being made available via temporary measures.

14. BACKGROUND DOCUMENTS
None

All Sites Considered by Cross Party Advisory Group

No	Name	Street	Locality	Recommended (y/n)	Comments	Ward	Councillors
1	Disused Road at rear of	Dogsthorpe Triangle	Dogsthorpe	Y	Good sized site, isolated and secluded. Location is unlikely to cause impact to any local residents.	Paston	Cllr Sue Day Cllr John Knowles Cllr Francis Fox
2	Land behind	Household Recycling Centre	Dogsthorpe	Y	Good location, remote and secluded. Low impact on community.	Eye and Thorney	Cllr Richard Brown Cllr David Sanders
3	Land at Corporation Farm	First Drove	East	Y	Away from residential area, good site and location, although some potential impact to local businesses. Good access to site and self-contained.	East	Cllr Jo Johnson Cllr Nabil Shabbir Cllr Azher Iqbal
4	Land at Saville Road Industrial Estate – Former Stage 2 factory	Hartwell Way	Ravensthorpe	Y	Former Stage 2 factory area car park. Good site and a good location on an industrial area. Site would only be suitable if no other existing use, so maybe a short term ESP until the building is let.	Ravensthorpe	Cllr Ed Murphy Cllr Gul Nawaz
5	Pleasure Fairmeadow car park	Oundle Road	Woodston	Y	Good sized location, although a separate area would need screening off for ESP use. Well located, but high visibility for local residents and users of the car park.	Fletton and Woodston	Cllr Matthew Lee Cllr Lucia Serluca Cllr Nick Thulbourn
6	Olympia Farm / Powder Blue Farm	Crowland Road	Newborough	Y	Good location with patches of hard standing. Hard standing will be used at various times of the year by the farmer, so will be seasonal dependant.	Newborough	Cllr David Harrington

7	Land at	Willow Drove	Newborough	Y	Good, enclosed area well placed and located. Site has good access with fencing all around. Some potential impact to two immediate properties but limited wider community impact.	Newborough	Cllr David Harrington
8	Land at	Coneygree Road	Stanground	Y	Area at the back of a number of houses and close to well used allotments. Hard standing in place and a good sized area.	Stanground Central	Cllr Marco Cereste Cllr Brian Rush Cllr Irene Walsh
9	America Farm	Oxney Road	East	Y	Good location, but land liable to flooding or becoming water logged. The site will require infrastructure such as hardstanding which may require planning approval.	East	Cllr Jo Johnson Cllr Nabil Shabbir Cllr Azher Iqbal

No	Name	Street	Locality	Recommended (y/n)	Comments	Ward	Councillors
10	Land	Newport Way	Ufford	N	Site is a play area and park which is also close to housing.	Barnack	Councillor David Over
11	Bretton Park	Flaxland	Bretton	N	Site is a play area and park well used by the community.	Bretton North	Councillor Roger Herdman Councillor Stuart Martin Councillor Ann Sylvester
12	Land at New Park Farm	King Henry Chase	Bretton	N	Site is too small and not suitable for ESP use.	Bretton North	Councillor Roger Herdman Councillor Stuart Martin Councillor Ann Sylvester

13	Allotments	Stirling Way	Bretton	N	Existing use as allotments.	Bretton North	Councillor Roger Herdman Councillor Stuart Martin Councillor Ann Sylvester
14	Artindale/ Tirrington/ Manton	Artindale	Bretton	N	Residential area (including sheltered housing) and existing play area	Bretton South	Councillor Michael Fletcher
15	x3 Parcels of land	Tirrington	Bretton	N	Residential area (including sheltered housing) and existing play area.	Bretton South	Councillor Michael Fletcher
16	Land at	Huntsmans Gate	Bretton	N	Land is small grass area in centre of housing estate, narrow access with uneven and sloping grass, no hard standing.	Bretton South	Councillor Michael Fletcher
17	South Bretton Recreation Ground	Bretton Way	Bretton	N	Land is used for recreation and public open space.	Bretton South	Councillor Michael Fletcher
18	Bretton Allotments	Sprignall	Bretton	N	Land is used as existing allotment.	Bretton South	Councillor Michael Fletcher
19	Land at	Longthorpe Mews	Longthorpe	N	Poor access via footpath only. Land liable to be waterlogged with no hard standing areas. Housing backs on to length of site.	Bretton South	Councillor Michael Fletcher
20	Land at	Milton Way	Bretton	N	No vehicular access, access from residential area via footpath/cyclepath.	Bretton South	Councillor Michael Fletcher

21	Car park	Teanby Court	Bretton	N	Site is used for parking for recreational and open space in Bretton. Car park is also overlooked by housing.	Bretton South	Councillor Michael Fletcher
22	Land at	Newark Avenue	Newark	N	Dense residential area, cemetery and school close by, community centre use. Issues with access to site which would impact the community centre.	Dogsthorpe	Councillor Chris Ash Councillor Adrian Miners Councillor Bella Saltmarsh
23	Land at Newark	Eastfield Road	Newark	N	Dense residential area, cemetery and school close by, community centre use. Issues with access to site which would impact the community centre.	Dogsthorpe	Councillor Chris Ash Councillor Adrian Miners Councillor Bella Saltmarsh
24	Welland Road cul de sac, tip side	Dogsthorpe	Dogsthorpe	N	Within a housing estate, area used for residential parking and would cause high impact on local community.	Dogsthorpe	Councillor Chris Ash Councillor Adrian Miners Councillor Bella Saltmarsh
25	Land at	Fengate	Fengate	N	Site is a bank with dykes, no access. Unsuitable vehicle use.	East	Councillor Jo Johnson Councillor Nabil Shabbir Councillor Azher Iqbal
26	Wirrina car park by swimming pool	Bishops Road	East	N	Existing well used car park, close to school and sheltered housing opposite.	East	Councillor Jo Johnson Councillor Nabil Shabbir Councillor Azher Iqbal
27	Land at Peterborough Rugby Club	Second Drove	Fengate	N	Well used Rugby club. ESP use would be highly disruptive to players and spectators visiting the club.	East	Councillor Jo Johnson Councillor Nabil Shabbir Councillor Azher Iqbal
28	Land at	Fourth Drove	Fengate	N	Site is no longer vacant and now has insufficient space to act as an ESP.	East	Councillor Jo Johnson Councillor Nabil Shabbir Councillor Azher Iqbal

29	Caravan Park	Oxney Road	East	N	No available space for an ESP. Adjacent land is not PCC owned.	East	Councillor Jo Johnson Councillor Nabil Shabbir Councillor Azher Iqbal
30	Farms (Morris Fen)	Off Black Drove	Thorney	N	Farmland currently in use, poor drainage and liable to flooding. No hard standing areas.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders
31	Land	Gas Lane	Thorney	N	Large open and uneven field, land is liable to flood / waterlogged. No hard standing and poor vehicular access. In addition housing backs on to field.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders
32	Land	Sandpit Road	Thorney	N	Existing recreational use within a residential area. Poor road access which would cause difficulty for caravan use.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders
33	Land at Thorney Road A47	Thorney	Thorney	N	Large open field next to A47, potential road safety concerns with children/animals able to access carriageway. Requires hard standing as land prone to flooding.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders
34	Eye Village Triangle	Eye	Eye	N	Only vehicular access is via farm, land is not suitable due to flooding.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders
35	Land at	Crowland Road	Eye	N	Poor access and road safety concerns for vehicles pulling off the site onto the main road.	Eye and Thorney	Councillor Richard Brown Councillor David Sanders

36	Land at	London Road	Fletton	N	Existing allotments (The Green Backyard), difficulties with access for caravans.	Fletton and Woodston	Councillor Matthew Lee Councillor Lucia Serluca Councillor Nick Thulbourn
37	Recreation Ground	Oundle Road	Woodston	N	Overlooked by housing, no vehicular access, open public play area.	Fletton and Woodston	Councillor Matthew Lee Councillor Lucia Serluca Councillor Nick Thulbourn
38	Land at	Oundle Road	Woodston	N	Existing allotments surrounded by housing with no hard standing.	Fletton and Woodston	Councillor Matthew Lee Councillor Lucia Serluca Councillor Nick Thulbourn
39	Boleyn Avenue Allotments	Boleyn Avenue	Woodston	N	Existing allotments which are accessed through housing estate. Site likely to cause large impact for residents and allotment users.	Fletton and Woodston	Councillor Matthew Lee Councillor Lucia Serluca Councillor Nick Thulbourn
40	Land	Church Road	Wittering	N	Existing allotments, close to housing and school, location likely to cause an impact to residents.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
41	Land Near Sewerage Farm off	Hall Lane	Wittering	N	Rural area, next to sewerage farm and unsuitable for habitation.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
42	Land Near Sewerage Farm off	Hall Lane	Wittering	N	Rural area, next to sewerage farm and unsuitable for habitation.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
43	Land Near Sewerage Farm off	Hall Lane	Wittering	N	Rural area, next to sewerage farm and unsuitable for habitation.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb

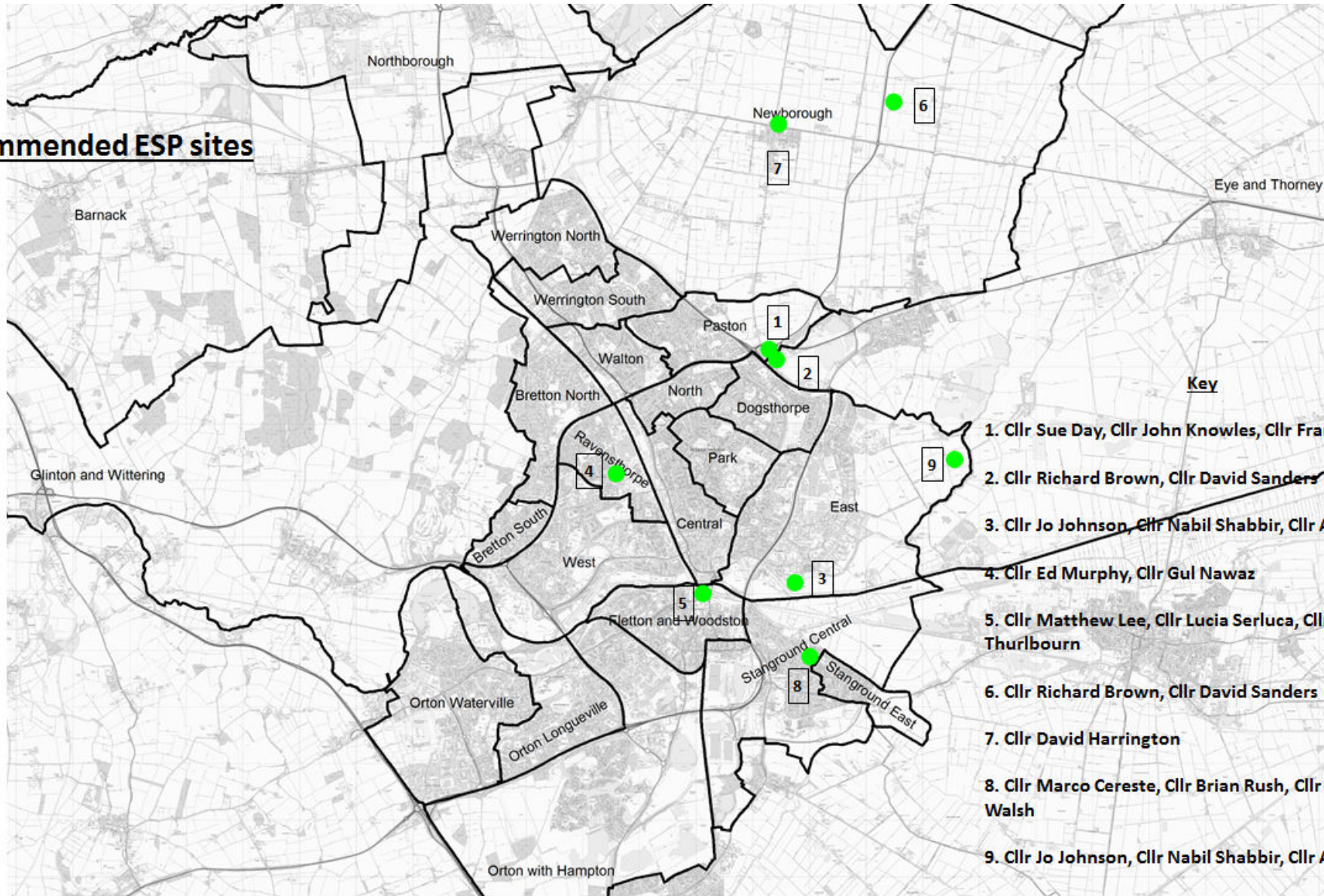
44	Parcel of land at Splash Lane	Splash Lane	Castor	N	Access difficult due to road being waterlogged and prone to flooding. Some of the land is leisure centre which would cause an impact to community.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
45	Woodcroft Road	Marholm	Marholm	N	Area has been occupied by travellers in the past prompting numerous complaints from local residents.	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
46	Land at	Wansford Triangle	Wansford	N	Subsequently found not owned by PCC	Glington and Wittering	Councillor John Holdich Councillor Diane Lamb
47	A16 Eye bypass (underpass off Middle Road, Newborough)	Newborough	Newborough	N	Public right of way, Road safety concerns with vehicles pulling out on to main carriageway.	Newborough	Councillor David Harrington
48	Land at Baxters Bridge	Thorney Road	Newborough	N	Site not fit for purpose due to access and lack of hard standing. Land is liable to be waterlogged.	Newborough	Councillor David Harrington
49	Land at	Bluebell Avenue	Dogsthorpe	N	Existing allotments and playpark area, large open space backed onto by housing, well used by community.	North	Councillor Keith Sharp Councillor Charles Swift
50	Allotments	Everingham	Orton Brimbles	N	Existing allotment use which would require hard standing and other infrastructure.	Orton Waterville	Councillor Sue Allen Councillor Gavin Elsey Councillor June Stokes

51	Allotment Land	Maxwell Road	Woodston	N	Existing use as allotment land	Ortons and Hampton	Councillor Nigel North Councillor Shelia Scott Councillor David Seaton
52	Caravan Park	Norwood Lane	Paston	N	Existing and permanent Gypsy/Traveller site. A transit site has been tried at this location previously and was not successful.	Paston	Cllr Sue Day Cllr John Knowles Cllr Francis Fox
53	Saville Road Turning Circle	Westwood	Westwood	N	Area used by businesses for lorries as turning circle, site too small for ESP use.	Ravensthorpe	Councillor Ed Murphy Councillor Gul Nawaz
54	Allotment land at	Coneygree Road	Stanground	N	Existing allotment land, no hard standing.	Stanground Central	Councillor Marco Cereste Councillor Brian Rush Councillor Irene Walsh
55	Land at	Kings Road	Fletton	N	Backs onto Hope House which would impact residents. Potential access issues off Fletton High Street.	Stanground Central	Councillor Marco Cereste Councillor Brian Rush Councillor Irene Walsh
56	Land at Tenter Hill	Thistle Drive	Stanground	N	Open recreational space, liable to flooding.	Stanground Central	Councillor Marco Cereste Councillor Brian Rush Councillor Irene Walsh
57	Buntings Lane, Stanground	Stanground	Stanground	N	Residential area (housing estate / cul-de-sac).	Stanground Central	Councillor Marco Cereste Councillor Brian Rush Councillor Irene Walsh
58	Land at	Lincoln Road	Werrington	N	Access road leading to factories.	Walton	Councillor Nick Sandford Councillor Asif Shaheed
59	Land at	Churchfield Court	Walton	N	Site would be accessed through a housing estate. Site backs onto several houses and well used public space.	Walton	Councillor Nick Sandford Councillor Asif Shaheed

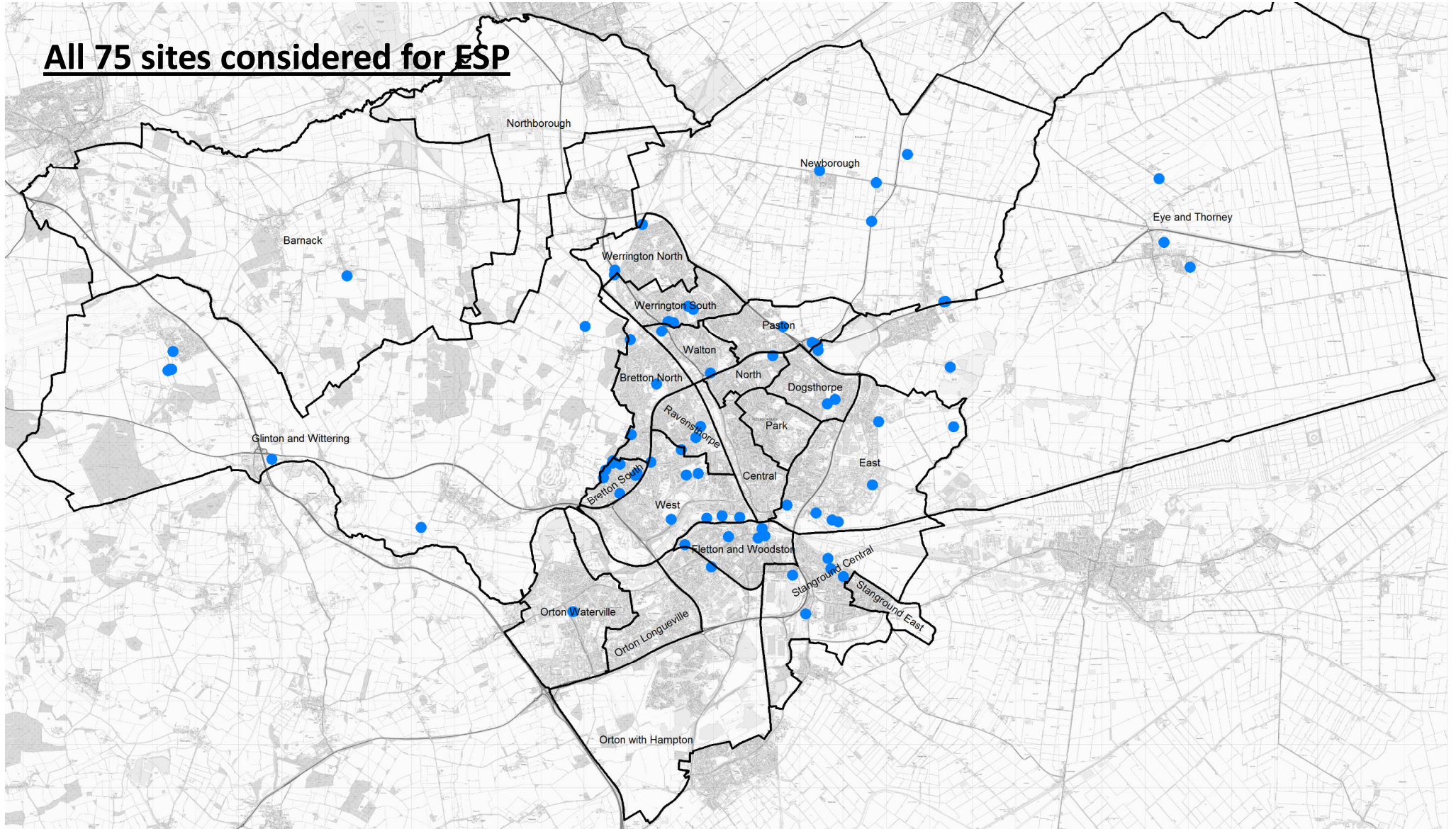
60	Land at	Foxcovert Road	Werrington	N	Woodland area, no vehicular access. Site not large enough for ESP.	Werrington North	Councillor Judy Fox Councillor John Fox Councillor Stephen Lane
61	Land at	Hurn Road (Farm access)	Werrington	N	Access for farm use, no turning circle and insufficient space.	Werrington North	Councillor Judy Fox Councillor John Fox Councillor Stephen Lane
62	Hurn Road (Underpass)	Werrington	Werrington	N	Insufficient space, single track road.	Werrington North	Councillor Judy Fox Councillor John Fox Councillor Stephen Lane
63	Land at	Fulbridge Road	Werrington	N	Existing allotment site, close to housing, access to area is tight and could be hazardous for caravans and other users.	Werrington South	Councillor Julia Davidson Councillor Darren Fower Councillor Paula Thacker
64	Land	Fulbridge Road	Werrington	N	Land is a small grass verge in housing estate. Too small for ESP use.	Werrington South	Councillor Julia Davidson Councillor Darren Fower Councillor Paula Thacker
65	Land	Lincoln Road	Werrington	N	Play area, close to housing with no vehicular access.	Werrington South	Councillor Julia Davidson Councillor Darren Fower Councillor Paula Thacker
66	Land	Lincoln Road	Werrington	N	Play area, close to housing with no vehicular access.	Werrington South	Councillor Julia Davidson Councillor Darren Fower Councillor Paula Thacker
67	Land	Lincoln Road	Werrington	N	Play area, close to housing with no vehicular access.	Werrington South	Councillor Julia Davidson Councillor Darren Fower Councillor Paula Thacker
68	Land at	Buckland Close	Westwood	N	Next to playpark directly opposite housing, no vehicular access.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald

69	Westwood Grange Estate	Grange Road	Westwood	N	Recreational land (football pitches and allotments), access through housing estate and land liable to be waterlogged.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
70	Land at Larklands	Larklands	Longthorpe	N	No vehicular access only via footpath through Hollywell ponds.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
71	Recreation Ground	Thorpe Meadows	Longthorpe	N	Large open public and recreational space, playing fields with housing backing on to site.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
72	Playing Field	Thorpe Lea Road	West Town	N	Large open public and recreational space, playing fields with housing backing on to site.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
73	Playing Field & Electricity Sub Station	Thorpe Lea Road	West Town	N	Large open public and recreational space, playing fields with housing backing on to site.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
74	Molecatcher Piece	Thorpe Park Road	West Town	N	Large open public and recreational space, playing fields with housing backing on to site.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald
75	Land at	Cranford Drive	Netherton	N	Existing open space and recreational area. Previously used as an unauthorised site which attracted numerous public complaints.	West	Councillor Nick Arculus Councillor Yasmeen Maqbool Councillor Wayne Fitzgerald

Recommended ESP sites



All 75 sites considered for ESP



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Annex B – checklist for potential ESP site

	Description	Y/N	Comments
(i)	Is this site a recreational facility like a sports pitch, playground or picnic site or required for another use?		
(ii)	Is this site a reasonable distance from housing?		
(iii)	Does the site require special protection to wildlife, landscaping etc?		
(iv)	Does the site by its nature give rise to risks of health and safety (e.g. through pollution or road safety) to campers?		
(v)	Does the site cause problems of traffic and access and any vehicle parked should not cause an inconvenience or adverse effect on the safety of users of the land?		
(vi)	Is there likely to be any anti-social behaviour impact to neighbouring properties or other users of the site?		
(vii)	Have there been any complaints from members of the public from previous occupations?		
(viii)	Any there issues of flytipping at this location?		
(ix)	Any animal related issues? Any animals should be tethered accordingly and not cause a nuisance especially dogs and horses.		
(x)	Has there been any damage to property from previous Traveller encampments?		
(xi)	Has the site been recently occupied by travellers?		
(x)	Is the site large enough to accommodate approximately six caravans?		
(xii)	Does the site obstruct any footpath, Cycleway or other Public Right of Way?		

Signed

Date

Print name

Annex C

ESP Weighted Scoring Criteria

	Community and Business Perception	Gypsy and Traveller Suitability	Crime and Disorder	Logistics	
Proposed ESP location					
Disused road at Dogsthorpe Triangle	5	3	5	4	86%
Land near Household Recycling Centre, Dogsthorpe	4	3	4	4	74%
Land at Corporation Farm (near Greyhound Stadium) First Drove	3	5	3	4	74%
Hartwell Way / Saville Road Industrial Estate	3	4	2	5	66%
Pleasure Fairground car park	2	3	3	5	56%
Olympia Farm / Powder Blue Farm, Newborough	2	2	4	4	52%
Willow Drove, Newborough (Bull Bridge)	1	3	4	1	44%
Land at Coneygree Road, Stanground	1	4	1	2	40%
America Farm, East	1	2	4	1	38%

(Adverse visual impact, local tensions, historical issues, proximity to other Traveller sites)

40%

(Transport, education, health, facilities, safety and desire)

30%

(Possibility of anti-social behaviour, call outs, cohesion etc)

20%

(Any additional works required to make the site suitable)

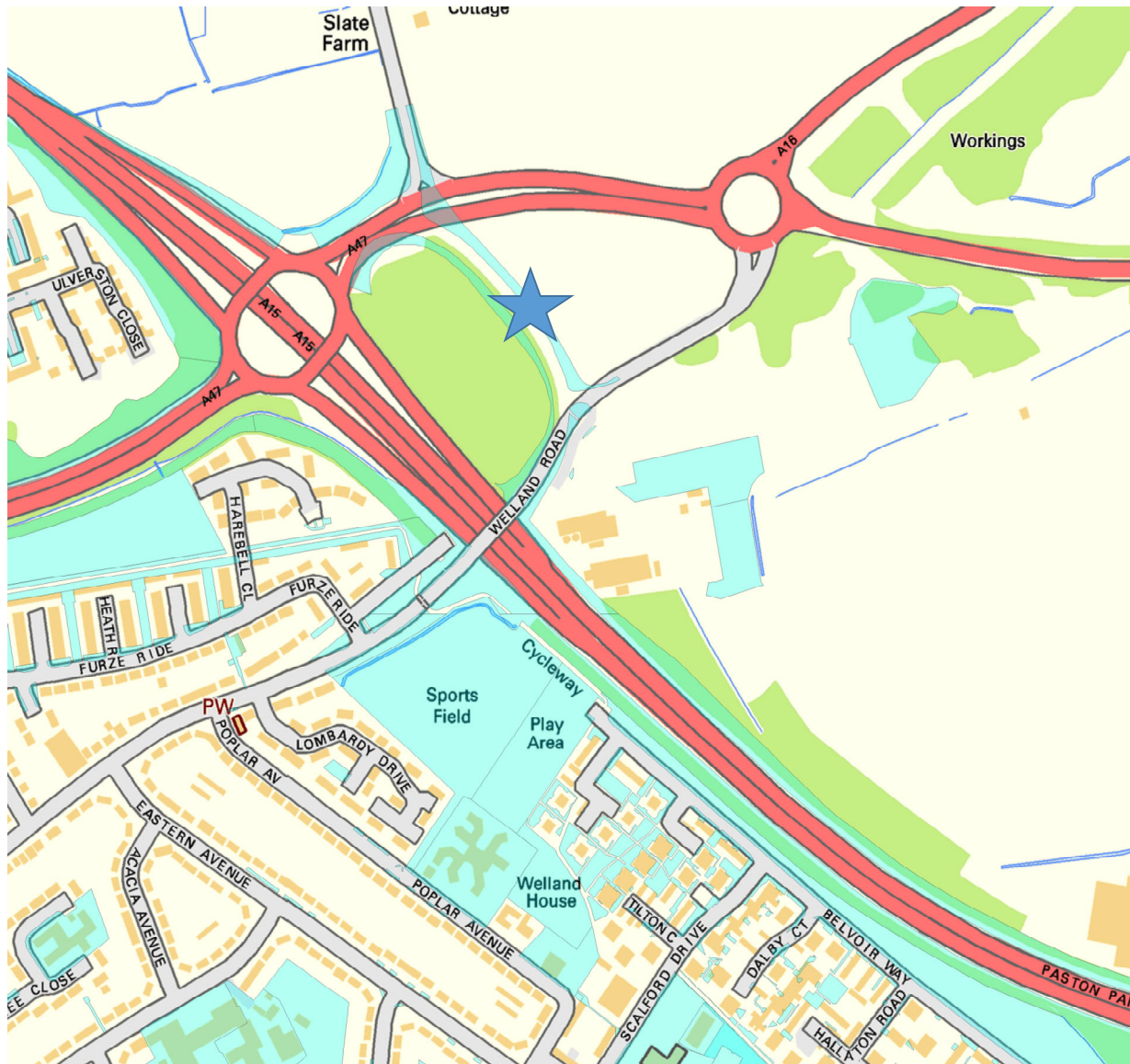
10%

These scores are weighted to ensure that more importance is placed upon potential community impacts

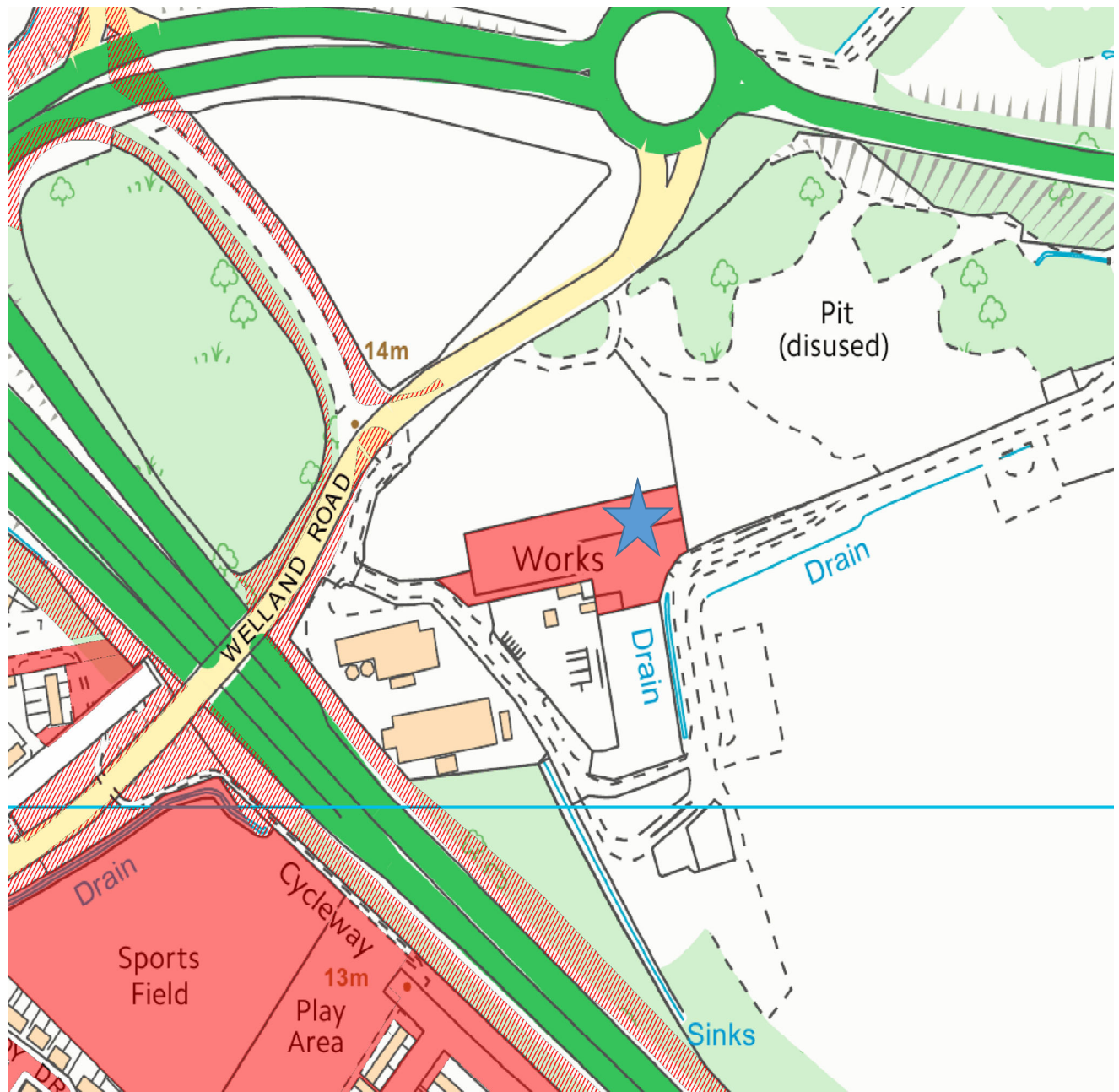
Annex D -Proposed Emergency Stopping Places

Site Locations

1. Disused road at rear of Dogsthorpe Triangle



2. Land near Household Recycling Centre, Dogsthorpe



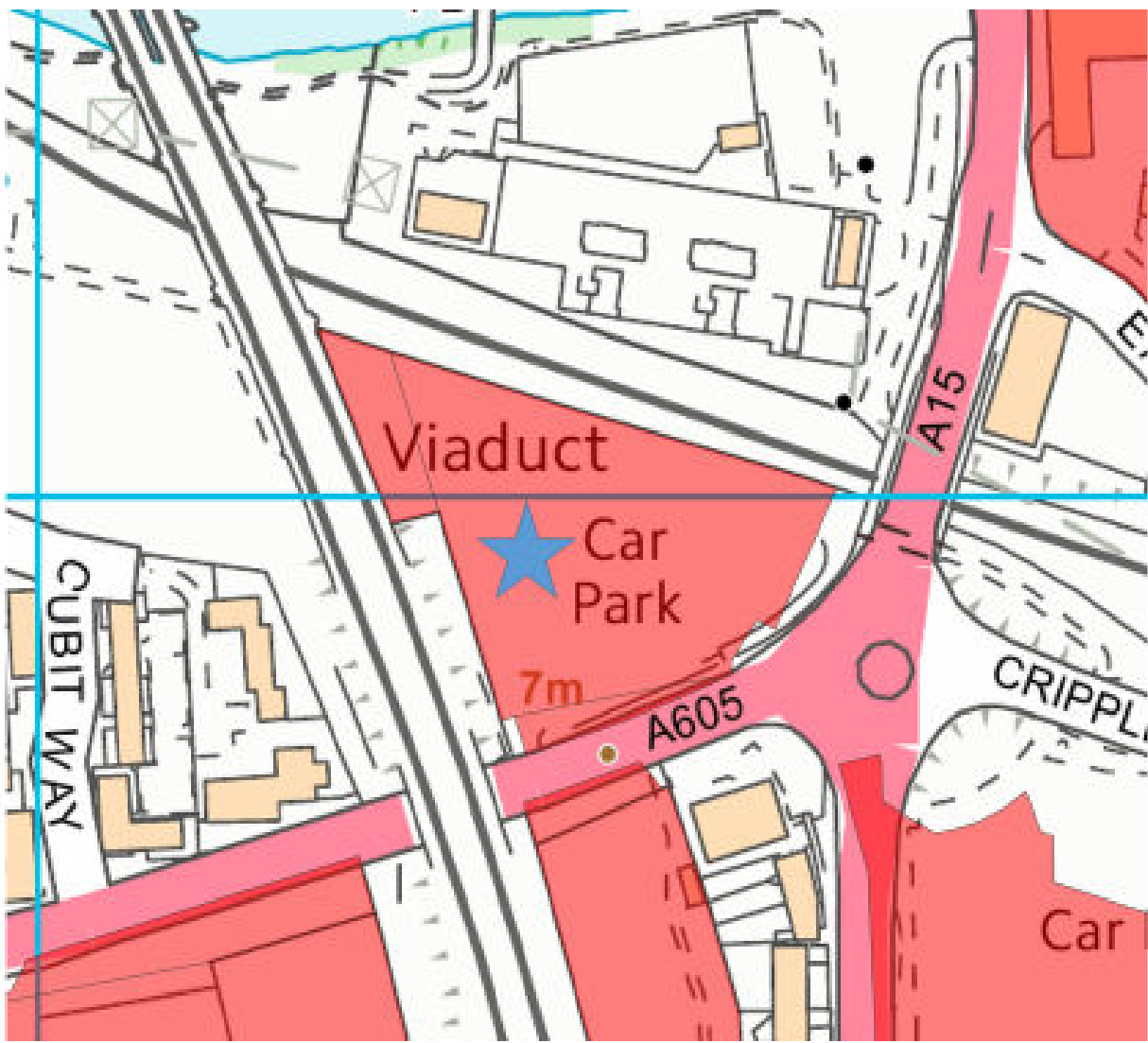
3. Land at Corporation Farm (near Greyhound Stadium) First Drive



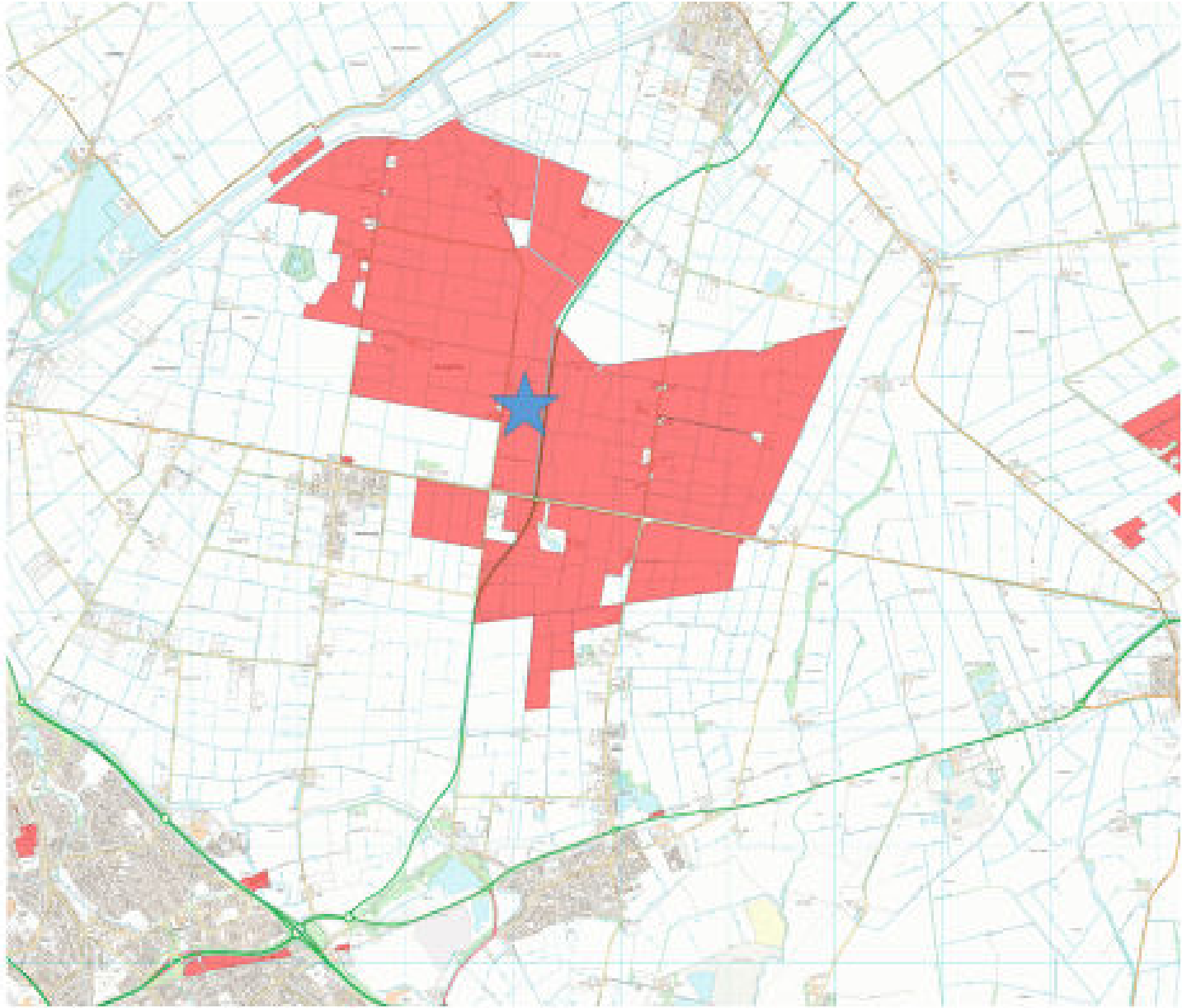
4. Hartwell
Way / Saville
Road
Industrial
Estate



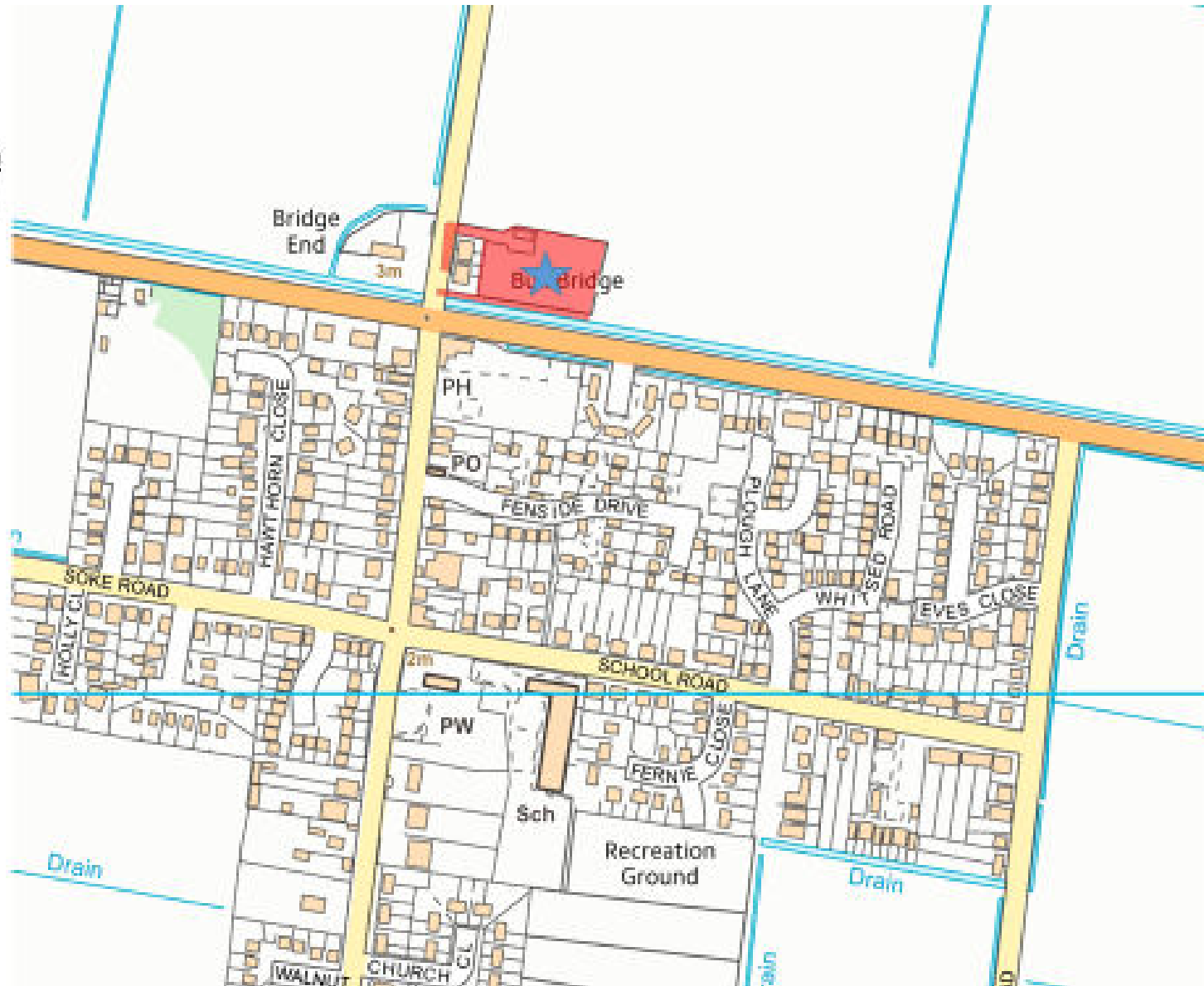
5. Pleasure
Fairmeadow
Car Park



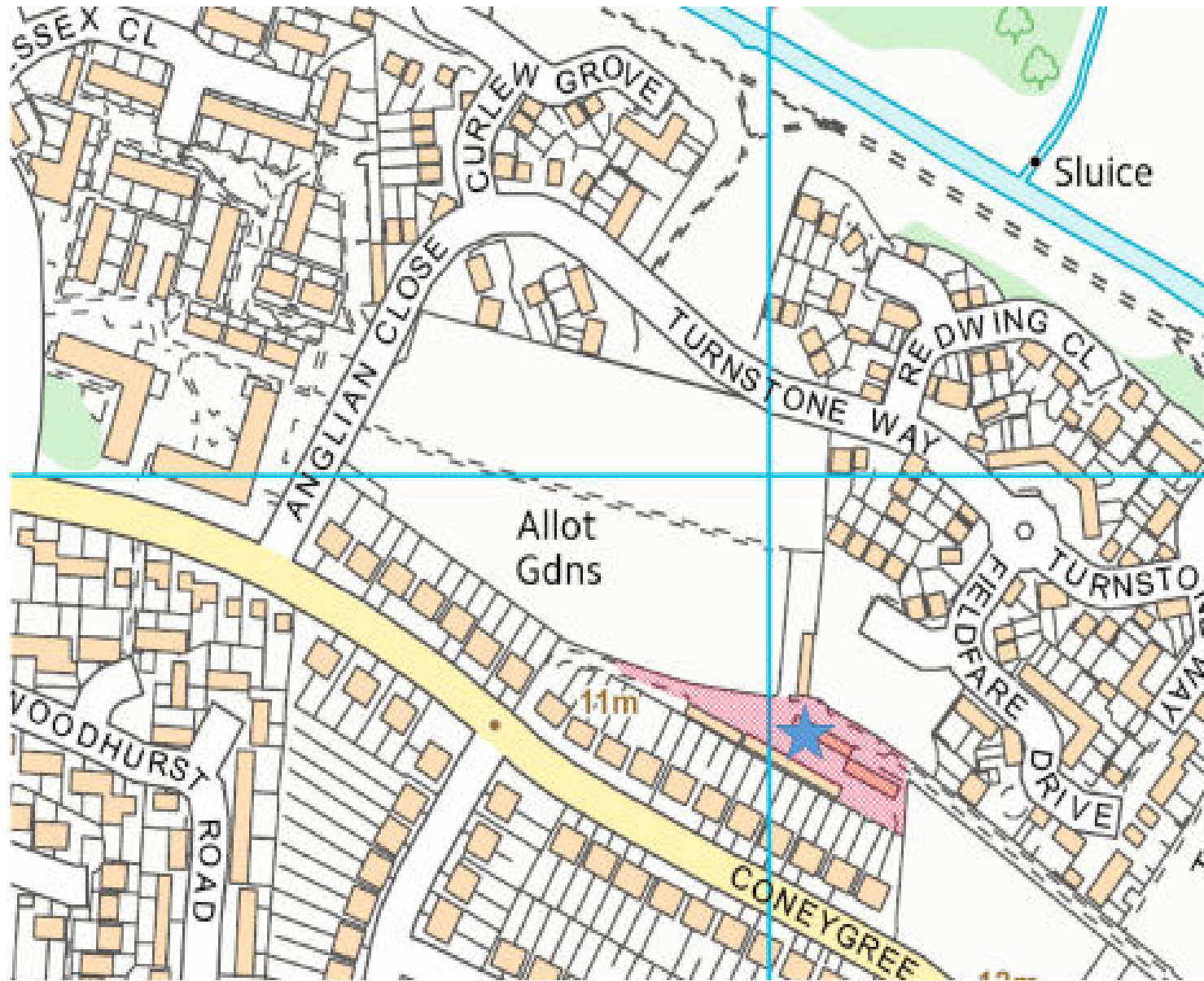
6. Olympia
Farm /
Powder Blue
Farm,
Newborough



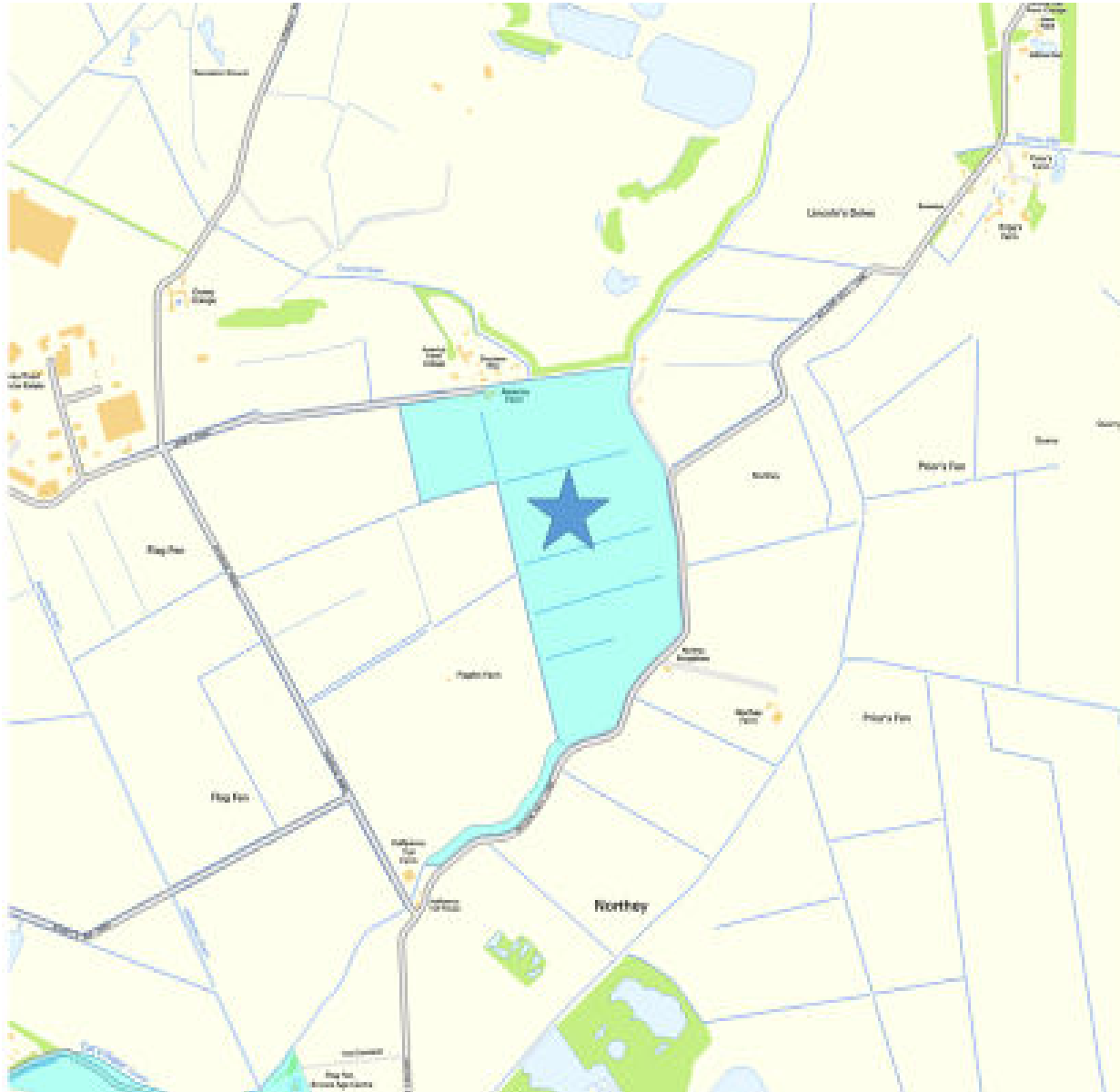
**7. Willow
Drove,
Newborough
(Bull Bridge)**



8. Land at
Coneygree
Road,
Stanground



**9. America Farm,
East**



CABINET	AGENDA ITEM No. 6
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Peter Hiller, Cabinet Member for Planning and Housing Services	
Contact Officer(s):	Simon Machen, Director of Growth and Regeneration Julia Chatterton, Flood and Water Management Officer	Tel. 453475 Tel. 452620

PETERBOROUGH FLOOD RISK MANAGEMENT STRATEGY

R E C O M M E N D A T I O N S	
FROM : Councillor Hiller, Cabinet Member for Planning and Housing Services	Deadline date : N/A
<ol style="list-style-type: none"> 1. That Cabinet approves the Draft Peterborough Flood Risk Management Strategy (Appendix A) for the purpose of it being publically consulted on during October and November 2014. 2. That Cabinet supports the proposal of the Sustainable Growth and Environment Capital Scrutiny Committee to include further explanatory text in the FMS prior to its publication, as set out in paragraph 5.7 of this agenda report. 3. That Cabinet supports the recommendation of the Sustainable Growth and Environment Capital Scrutiny Committee to amend the Constitution and thereby place the FMS as a Major Policy item. 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following a referral from CMT on 5th August 2014.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to:

- introduce the statutory requirement for Peterborough to have a local flood risk management strategy,
- present the resulting Draft Peterborough Flood Risk Management Strategy (FMS),
- to consult and seek approval from Cabinet for public consultation to take place on the FMS.
- convey the formal recommendation from Sustainable Growth and Environment Capital Scrutiny that the City Council's Constitution is amended to make the FMS major policy and ask you to decide on this.

2.2 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 Statutory Plan?	Yes	If Yes, date for relevant Cabinet meeting	22 nd September 2014
---------------------------	-----	---	---------------------------------

Is this a Major Policy Item?	No (see Scrutiny recommendation)	If Yes, date for relevant Council meeting	8 th October 2014
------------------------------	----------------------------------	---	------------------------------

4. PETERBOROUGH FLOOD RISK MANAGEMENT STRATEGY

Background to the FMS

4.1 The Flood and Water Management Act 2010 (FWMA 2010) makes Peterborough City Council a Lead Local Flood Authority with responsibility for co-ordinating the management of surface water flood risk (flooding from surface runoff, groundwater and ordinary watercourses). Lead Local Flood Authorities have a duty to develop, maintain, apply and monitor a 'local flood risk management strategy' which must specify:

- The level and types of flood risk in the area
- The flood management organisations and their responsibilities
- The functions these organisations carry out
- Objective for managing the risk
- The costs of the actions and how these will be paid for
- The benefits of the actions
- How the strategy contributes to the wider environmental objectives

4.2 The statutory obligation for the local flood risk management strategy is to consider the types of flood risk for which Peterborough City Council is responsible. However the FMS has been developed as a partnership plan with all of the flood and water management organisations. The FMS therefore proposes to cover flood risk from all sources and includes actions from all partners in order to prepare one document that can be a resource and central point of contact for all organisations, City Council officers and residents interested in finding out about flood risk.

4.3 Key FMS issues for focus

- Understanding the City Council's responsibilities (Chapter 1)
- Understanding the most significant flood risks in Peterborough (Chapter 7)
- The need for all flood and water management organisations to financially contribute to schemes in order to unlock any Government funding (Chapter 9)
- The range and type of actions to be delivered and the costs of these (Chapter 10 and appendix F)

5. CONSULTATION

5.1 Extensive engagement with the public and partner organisations has taken place since the enactment of the Flood and Water Management Act 2010. Evidence from this has been gathered to shape the emerging FMS. The engagement includes holding public flood awareness events and flood warden training, consulting on the Flood and Water Management Supplementary Planning Document, writing to Parish Councils, attending resident, neighbourhood and Scrutiny meetings, learning from flood incidents and working very closely with other flood management organisations to share understanding and develop the FMS.

A list of engagement events and consultations already undertaken is included on page 2 of the FMS.

5.2 The principal flood and water management authorities involved in developing this plan (the Environment Agency, the Internal Drainage Boards and Anglian Water) have supplied information and have had the opportunity to review the FMS iteratively as it has developed.

5.3 If Cabinet approves the draft FMS, subject to changes based on Scrutiny's recommendation, it will be published for six weeks public consultation in October to November 2014. This will provide an opportunity for the public to input to and comment on both the main strategy document and the action plan. The City Council can then make any necessary changes to the FMS and adopt it in early 2015.

- 5.4 Progress with the action plan within the FMS will be monitored on a yearly basis with updates made as required. The rest of the FMS will be reviewed on a five year cycle.
- 5.5 As business cases are worked up for projects within the action plan more detailed consultation will be undertaken with communities, Ward Councillors and Parish Councillors.
- 5.6 In addition to the main FMS, the following supporting documents will be available on the website during the period of consultation:
- Strategic Environmental Assessment
 - Equality Impact Assessment

5.7 **Scrutiny**

The Sustainable Growth and Environment Capital Scrutiny Committee considered this item at its meeting on 4th September and made a formal recommendation and the following comments:

- 5.8 **General comments** – The Committee was supportive of the FMS. Suggestions were made about providing additional examples of how multiple benefits will be delivered through the FMS actions (e.g. for green infrastructure, biodiversity and amenity), and about providing more description of how the local climate change sensitivity section is derived. Some other minor suggestions were raised. If Cabinet agree, all of these suggestions will be included in the FMS before it goes to public consultation.
- 5.9 **Formal recommendation** – The Committee recommended that Cabinet recommend to Council that the Peterborough Flood Risk Management Strategy be added to the Major Policy Framework and the Constitution be amended accordingly.

6. **ANTICIPATED OUTCOMES**

6.1 The following outcomes are anticipated:

- I. that Cabinet will approve the Draft Peterborough Flood Risk Management Strategy for public consultation.
- II. that Cabinet will agree with Scrutiny's recommendation and convey the recommendation to Full Council that the FMS is incorporated into the Constitution as part of the Major Policy framework.

After six weeks consultation the comments received will be addressed and a final strategy will be prepared for Cabinet and, subject to it becoming a Major Policy item, for Full Council. This is expected in early 2015.

7. **REASONS FOR RECOMMENDATIONS**

7.1 The FMS will:

- Meet statutory requirements;
- Make Peterborough more resilient to flooding;
- Help to co-ordinate and attract investment into Peterborough for both flood risk management and wider environmental and amenity improvements;
- Assist with delivering a sustainable city that can embrace growth targets
- Be a reference guide for City Council officers, Flood Warden, Parish Council and communities who want to more know more about flood and water management.

8. **ALTERNATIVE OPTIONS CONSIDERED**

The Council is required to produce a local flood risk management strategy in accordance with its duties as a Lead Local Flood Authority. It is therefore not an option to not produce a strategy. The only available alternative is to produce a document that covers only the

sources of flooding that Peterborough City Council is responsible for. This option was rejected in favour of preparing a plan in partnership with all other flood risk management authorities, covering all sources of flood risk. The chosen option is believed to be more useful for the reader, more efficient and more likely to enable Peterborough to draw down partnership funding.

9. IMPLICATIONS

9.1 The FMS will have implications for all areas of Peterborough and anyone that is at risk of flooding.

9.2 Location

The impact of the FMS is city-wide.

9.3 Equality

No significant equality impacts have been raised by the FMS. In future if the FMS is adopted and if individual schemes within the action plan are implemented, the equality impacts of these schemes will need to be fully considered through the design and consultation processes.

9.4 Legal

The Council must prepare an FMS and must follow due Regulations in its preparation in order to fulfil the requirements under the FWMA 2010.

The legal impacts of the FMS becoming Major Policy is that changes will be required to the Constitution. The FMS will need to be presented to Full Council.

9.5 Financial

At this stage the draft FMS is proposed for public consultation, so the immediate costs are those associated with consultation and these can be easily covered by existing budgets. If the plan should be adopted there are future financial implications to be considered. All of the projects proposed in the action plan will need to have business cases developed and approved before delivery could take place, and approval would be sought from all project partners.

9.6 The following City Council budgets are currently funding the type of flood risk and water management related work that is included in the action plan: Resilience, Flood and Drainage, Highway Maintenance, Highways Salary budget, Strategic Planning and the Future Cities Demonstrator project (Peterborough DNA).

9.7 Implementation of the FMS does not require any additional City Council revenue budgets. Delivery of the draft action plan in full would require budgets to remain at their present value but at this stage the action plan is effectively a wish list until business case approval is granted for each scheme. The significant budgetary constraints that the City Council faces are well noted. Projects will have to be carefully prioritised based on the benefits, and funding will be sought from a range of sources. While the total cost of the ten year partnership action plan is notable the larger schemes making up most of these actions are Main River schemes proposed for Government funding. These will be led by the Environment Agency. In order for Government funding to be drawn down, local contributions from the Regional Flood and Coastal Committee, local authorities, communities and/or businesses are required for all schemes. The split of this contribution over several sources means, however, that direct contributions from the City Council will be small compared to the total project costs and the benefits that would be delivered.

9.8 Currently the City Council's flood and water management function has no capital budget. Depending on the designs of schemes and agreements over which organisation is to own the asset(s) produced we may need to establish a small capital budget stream in future. This will not be a significant budget pressure as few City Council capital schemes are currently proposed. In the first instance projects that deliver growth benefits will apply for monies collected through the Planning Obligations Implementation Scheme (POIS) or

Community Infrastructure Levy (CIL). The risk with regards to competition for these funds is noted.

9.9 Dependencies and Risks

Delivery of projects may be affected by the need to obtain planning consent; flood defence or ordinary watercourse land drainage consent, landowner permission, maintenance agreements, funding and partner approval as well as by updated information about the levels of risk (e.g. flood modelling).

9.10 Environment Capital

The FMS is consistent with creating the UK's Environment Capital as its aim is that wherever possible the delivery of flood risk management schemes must also bring wider environmental benefits such as improvements to water quality, biodiversity and public amenity. The FMs also covers issues relating to Peterborough becoming more resilient to changes in climate and availability of water as a natural resource.

9.11 Cross-Service Implications

Preparation of the FMS has involved several teams with the Growth and Regeneration Directorate. Delivery will principally be by this Directorate but there will need to be cross-Directorate working with Finance, Legal, Neighbourhoods, the Peterborough Highways Services Framework and the Strategic Resources/Serco framework all of whom are aware of the FMS. Consultation will continue with all relevant teams as projects within the action plan are worked up in more detail.

10. BACKGROUND DOCUMENTS

10.1 Flood and Water Management Act 2010

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Peterborough Flood Risk Management Strategy (FMS)



Peterborough Flood Risk Management Strategy

Consultation Preface

How to get involved

You can see the full consultation draft version of the Peterborough Flood Risk Management Plan at: www.peterborough.gov.uk/floodstrategy

A copy of the consultation draft is also available to view at Peterborough City Council's Customer Service Centre at Bayard Place.

The Flood and Water Management Officer will be attending the Parish Council Liaison Group meeting on 24th September 2014.

Please send your comments either by email to watermanagement@peterborough.gov.uk or in writing to:

Flood and Water Management
Growth and Regeneration
Peterborough City Council
Town Hall
Bridge Street
Peterborough
PE1 1HF

Please clearly let us know what section of the document you are commenting on.

The closing date for all comments is midnight on Thursday 20th November 2014

Flood Risk Management Strategy Production

This document is the draft Flood Risk Management Strategy for public consultation. It has been prepared by Peterborough City Council (the Lead Local Flood Authority) with input from the Environment Agency, Anglian Water, North Level District Internal Drainage Board, Middle Level Commissioners, Welland and Deeping Internal Drainage Board, the Highways Agency and the Local Resilience Forum.



This is not the final strategy and we want to know what you think through this consultation period.

This document has been prepared by collecting information over the last three and a half years about flood risk in Peterborough and about the needs to build resilience against flooding. The following table sets out some of the major events that have contributed to the development of this strategy and the remaining stages required for finalisation and adoption.

Stage	Event	Date
Evidence gathering - significant community engagement	Continuous involvement of Flood and Water Management Partnership	2010 - 2014
	City Centre Flood Awareness Fair	September 2011
	Letters sent to all Parish Councils to invite them to nominate flood wardens	September 2011
	Issued community newsletter	Spring 2012
	Development of Flood and Water website for residents and developers	April 2012
	Thorpe Gate Residents meeting	April 2012
	Flood Awareness Fair – West Ward	February 2013
	Preparation of Flood and Water Management Supplementary Planning Document	December 2012 – December 2013
	Presentation to Scrutiny Commission for Rural Communities	March 2013
	Cambridgeshire Community Resilience Event	April 2013
	Peterborough Community Resilience Event	June 2013
	Association of Drainage Authorities Woking Demonstration Fair	July 2013
	Engagement as part of response to Main River flood incidents	November – December 2013, February 2014
	Engagement as part of response to surface water flooding incidents	August 2011, April - August 2012, Winter 2013/14, June 2014
Development	Consultation draft being developed	2014
Consultation draft published	Public consultation on the draft Flood Risk Management Strategy	October – November 2014
Revision	Comments assessed and incorporated wherever appropriate	November – December 2014
Partnership approval	Review and approval as joint strategy by the Flood and Water Management Partnership	March 2015
Adoption	Peterborough Flood Risk Management Strategy adopted by Peterborough City Council	2015
Implementation and monitoring		2015 – 2020
First review		2020

Related documents also currently out for consultation

1. *Strategic Environment Assessment of the Peterborough Flood Risk Management Strategy*, Peterborough City Council: www.peterborough.gov.uk/floodstrategy
2. *Flood and Water Management Supplementary Planning Document version 2*, Peterborough City Council www.peterborough.gov.uk/waterdocuments
3. *Anglian Flood Risk Management Plan*, Environment Agency: < TO BE ADDED ONCE LINK BECOMES AVAILABLE IN SEPTEMBER >

Further information

For all general queries about flood risk and water management visit the website at www.peterborough.gov.uk/water.

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1. Introduction

1.1. Aims

1.1.1. The aims of the Peterborough Flood Risk Management Strategy are:

- a) To confirm and raise awareness of the risk and management of flooding in Peterborough
- b) To set out a clear plan of actions to tackle local issues and opportunities that is updated each year.
- c) To take a holistic and cross-partner approach to flood risk management, considering other elements of water and environmental management that are affected or can be improved.
- d) To co-ordinate partner actions to ensure projects and schemes are as efficient as possible and that joint funding opportunities are sought.

1.1. Requirement, review procedures and Peterborough's approach

Requirement

1.1.1. The Flood and Water Management Act 2010 (FWMA 2010) set out a significant change to responsibilities with regards to how flood risk is managed in England and Wales. Under the FWMA 2010, Peterborough City Council is a Lead Local Flood Authority (LLFA) with a responsibility for co-ordinating 'local flood risk' management. With this comes several other new duties and powers. Each of these is explained further in chapter 3.

1.1.2. Section 9 of the Act sets out the requirement for LLFAs to develop, maintain, apply and monitor a 'local flood risk management strategy'. The strategy must specify:

- a) The flood risk in its area
- b) The risk management authorities
- c) The management functions carried out
- d) Objectives for managing the risk
- e) The actions to achieve the objectives
- f) The costs of those actions and how they are to be paid for
- g) The benefits of the actions
- h) How and when the strategy will be reviewed
- i) How the strategy contributes to the achievement of wider environmental objectives

1.1.3. The local flood risk management strategy for Peterborough is entitled the Peterborough Flood Risk Management Strategy and given the acronym FMS.

1.1.4. The Act requires the FMS to be consistent with the National Flood and Coastal Erosion Risk Management Strategy. Further details can be found in sections 3.3 and 3.4.

Local' flood risk

1.1.5. In setting out the statutory requirement in the FWMA 2010 for a local flood risk management strategy, the term 'local' is specifically defined in paragraph 9, section (2) as flood risk from:

- a) ordinary watercourses
- b) groundwater, and
- c) surface runoff

1.1.6. This has been defined in order to clearly set out with the new responsibilities for Lead 'Local' Flood Authorities. These sources of risk are explained in paragraph 1, section 6 of the FWMA 2010 as:

<p>(3) "Ordinary watercourse" means a watercourse that does not form part of a main river.</p> <p>(4) "Groundwater" means all water which is below the surface of the ground and in direct contact with the ground or subsoil.</p> <p>(5) "Surface runoff" means rainwater (including snow and other precipitation) which –</p> <ul style="list-style-type: none"> (a) is on the surface of the ground (whether or not it is moving), and (b) has not entered a watercourse, drainage system or public sewer. <p>(6) In subsection (5)(b) –</p> <ul style="list-style-type: none"> (a) the reference to a watercourse includes a reference to a lake, pond or other area of water which flows into a watercourse, and (b) "drainage system" has the meaning given by paragraph 1 of Schedule 3.

Figure 1-1: Extract from section 6 of the FWMA 2010

Peterborough City Council must co-ordinate management of flooding from:		
		
Surface runoff (often referred to as surface water)	Ordinary watercourses	Groundwater

Figure 1-2: Illustration of the sources of flood risk for which an LLFA is responsible for managing

Peterborough's approach

1.1.7. To meet the regulations and Peterborough City Council's legal responsibilities, it would be acceptable if the FMS only dealt with this 'local' risk. However it is felt by the City Council to be more appropriate for the FMS to be inclusive of all types of flood risk management. Seventeen of the watercourses in urban and rural areas of Peterborough are classified as Main River and present a notable risk to both homes and businesses. These would otherwise be excluded from the FMS. Flood risk from surface runoff, groundwater and ordinary watercourses may also interact with other sources of flooding including sewers and Main Rivers to worsen the impacts. It is important to consider the interaction of flooding from all sources to correctly assess the actual flood risk to a location. For example, since many ordinary watercourses

and surface water sewers (taking rainwater) in the city ultimately flow into a Main River, when river water levels are very high, water will not be able to discharge and will instead overflow from the ordinary watercourses and the sewers.

- 1.1.8. Responsibility for different sources of flood risk sits with different organisations, for example, Main Rivers are managed by the Environment Agency. However through working together with all of the water management organisations operating in Peterborough, the City Council has produced a strategy that co-ordinates flood risk management, and which residents and businesses can use to find answers to the questions they wish to ask.
- 1.1.9. The Government's National Flood and Coastal Erosion Risk Management Strategy sets out certain visions and aims for the FMS (section 3.3.3) which have been followed in the preparation of the FMS, as required by the FWMA 2010. Taking these as a starting point, the FMS aims to be more holistic than requirements set out. We have instead discussed all sources of flood risk relevant to Peterborough and set out how other water and environmental management issues and pieces of legislation affect flood risk management and taken these into consideration in the plan of action that the City Council and its partners wishes to take forward.
- 1.1.10. It is inevitable that there will be competing demands across the Peterborough area as the differing landscapes and characteristics mean that the needs of each area will differ. The aim of the FMS is to bring all these flood risk management needs together and try to ascertain the overall priorities on which the City Council and its partners will invest resources over the coming years.

Completing and reviewing the FMS

- 1.1.11. There is no statutory deadline for producing a local flood risk management strategy, nor is there a prescribed format or scope beyond the legislative requirements contained in the Act. Guidance notes have however been developed by the Local Government Association and Peterborough City Council has considered these in the production of the FMS.
- 1.1.12. Since the City Council's role and expertise as an LLFA is still developing, it is likely that the FMS will need to be updated as new information comes forward. It is intended that the FMS will be formally updated every 5 years. It is hoped that future reviews will align with updates to a related but separate document, produced by the Environment Agency (EA), called the Anglian Flood Risk Management Plan.

Status in the planning system

- 1.1.13. As with any document, the FMS can be used as a material consideration in planning. In order to ensure that flood risk development policies have the required weight in the planning system a separate Supplementary Planning Document (SPD) has been prepared that is part of the Peterborough planning policy framework. The Flood and Water Management SPD specifically covers elements of flood risk and drainage which are relevant to new development and is discussed briefly in section 3.5.5 and in more detail in section 10.6.

2. Peterborough Background

- 2.1.1. Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises a large urban area and 25 villages set in countryside extending over an area of approximately 344 square kilometres. The area borders the other Lead Local Flood Authorities of Rutland, Lincolnshire, Cambridgeshire and Northamptonshire County Councils. The total population of Peterborough is estimated as 183,631 (2011 Census).
- 2.1.2. There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen, the nearby Roman town of Durobrivae and the Saxon settlement of Medehamstede. The Norman Cathedral still stands at the heart of the modern city; a city which expanded in Victorian and Edwardian times as Peterborough developed as a significant railway town, and then experienced further rapid growth from 1967 under the New Towns programme. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area. Peterborough's rich archaeological heritage is demonstrated through its 40 archaeological sites of national importance designated as Scheduled Monuments, as well as by the existence of over 1,060 listed buildings.
- 2.1.3. Peterborough is surrounded by contrasting countryside. This is illustrated in Appendix A by the national landscape area classifications that feature in Peterborough. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau, with a denser pattern of attractive stone villages. To the east of the City, the fen landscape is flat and open, with the villages of Eye and Thorney on islands of higher ground and a settlement pattern of dispersed hamlets and farms. This eastern area was originally marshy fen area subject to periodic flooding. In the 17th century the Fens were drained to create a new landscape with rich soils well suited to agriculture and horticulture. Water levels in this landscape are now continually managed to reduce flood risk and to support strong economic communities of agriculture and horticulture, as well as to allow navigation and encourage important nature and tourism opportunities. Appendix B provides more detail about the wider Fens landscape and about the objectives for managing it.
- 2.1.4. Two different river catchments cover the majority of Peterborough; the Welland and the Nene. The Welland flows through Peterborough from its source in Hothorpe Hills, Northamptonshire to its mouth in the Wash. The River Welland itself forms the northern boundary of Peterborough but its catchment extends further south and includes the villages of Barnack, Ufford, Etton, Marholm, Glington and Peakirk as well the northern part of Peterborough's urban area. The rivers making up the Peterborough Brooks form notable tributaries to the Welland. The greater part of Peterborough is within the River Nene catchment which includes tributaries such as Thorpe Meadows, Orton Dyke and Stanground Lode. The River Nene which is formed from three sources, the main one being Arbury Hill in western Northamptonshire, and flows to the Wash, divides Peterborough city centre in half. For this reason the Nene historically provided a principal transport route for trade and for building materials such as those used to construct the Cathedral and more recently the railways. The Nene and Welland Rivers have had their courses and floodplains altered significantly over time to aid such uses. Both are now managed by the Environment Agency for flood risk and navigation purposes. A small area in the southwest of Peterborough drains via the Whittlesey and District Internal

Drainage Board District to the Old Bedford including Middle Level catchment. This area includes part of Stanground and the agricultural land to the east of the urban boundary. All three catchments are shown in figure 2-2.

- 2.1.5. Both the landscape and water environments of Peterborough contains a rich biological diversity. Peterborough has three internationally designated sites; Barnack Hills and Holes Special Area of Conservation (SAC), Orton Pit SAC and the Nene Washes SAC which is also a Special Protection Area (SPA) and a Ramsar site. There are also 17 Sites of Special Scientific Interest (SSSI), of which three are designated National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); 107 County Wildlife Sites of value and five Local Nature Reserves. Twenty-nine areas of Peterborough have also been recorded as Conservation Areas, some in the city centre and some in outlying villages. The majority of these villages are located in the west and north-west of Peterborough. There are two country parks, a number of parklands and a 'Green Grid' of walking and cycling routes across the authority.
- 2.1.6. Peterborough has experienced and will continue to experience rapid growth requiring new housing, infrastructure and commercial/industrial development. Local planning policy makes provision for a net increase of at least 25,000 new homes and 20,000 new jobs between 2009 and 2026. As of 1st April 2014 there was an outstanding requirement of 21,309 homes. The spatial strategy provides for housing growth at a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area.
- 2.1.7. The city centre is a key area of focus for the City Council to ensure that Peterborough remains to be a regional service centre. The city centre presents a wide range of constraints and opportunities linked to flood risk. Prime redevelopment opportunities exist along the Nene which would help improve the connection between the existing centre around Cathedral Square, the River itself and the communities south of the Nene. The River is a hugely underutilised asset which would benefit from revitalisation, additional presence and environmental improvements. Housing growth, a clear route for ensuring investment in this area, comes with its own water related constraints to overcome, not least land contamination, flood risk from the river and the existence in many areas of combined sewers which can limit capacity for wastewater discharge.
- 2.1.8. It is against this background that the risks, challenges and opportunities related to local flooding have been considered and presented in the FMS.

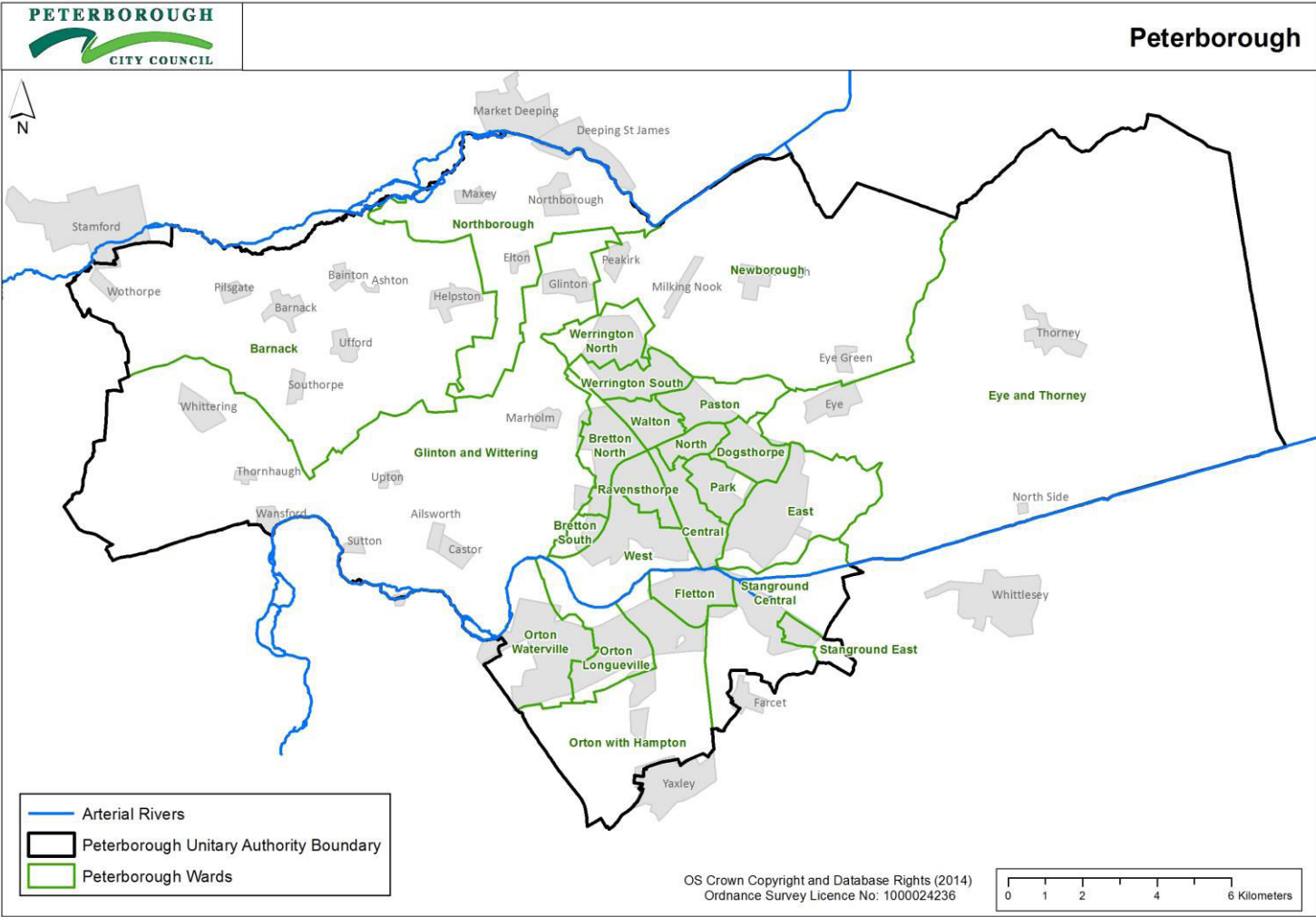
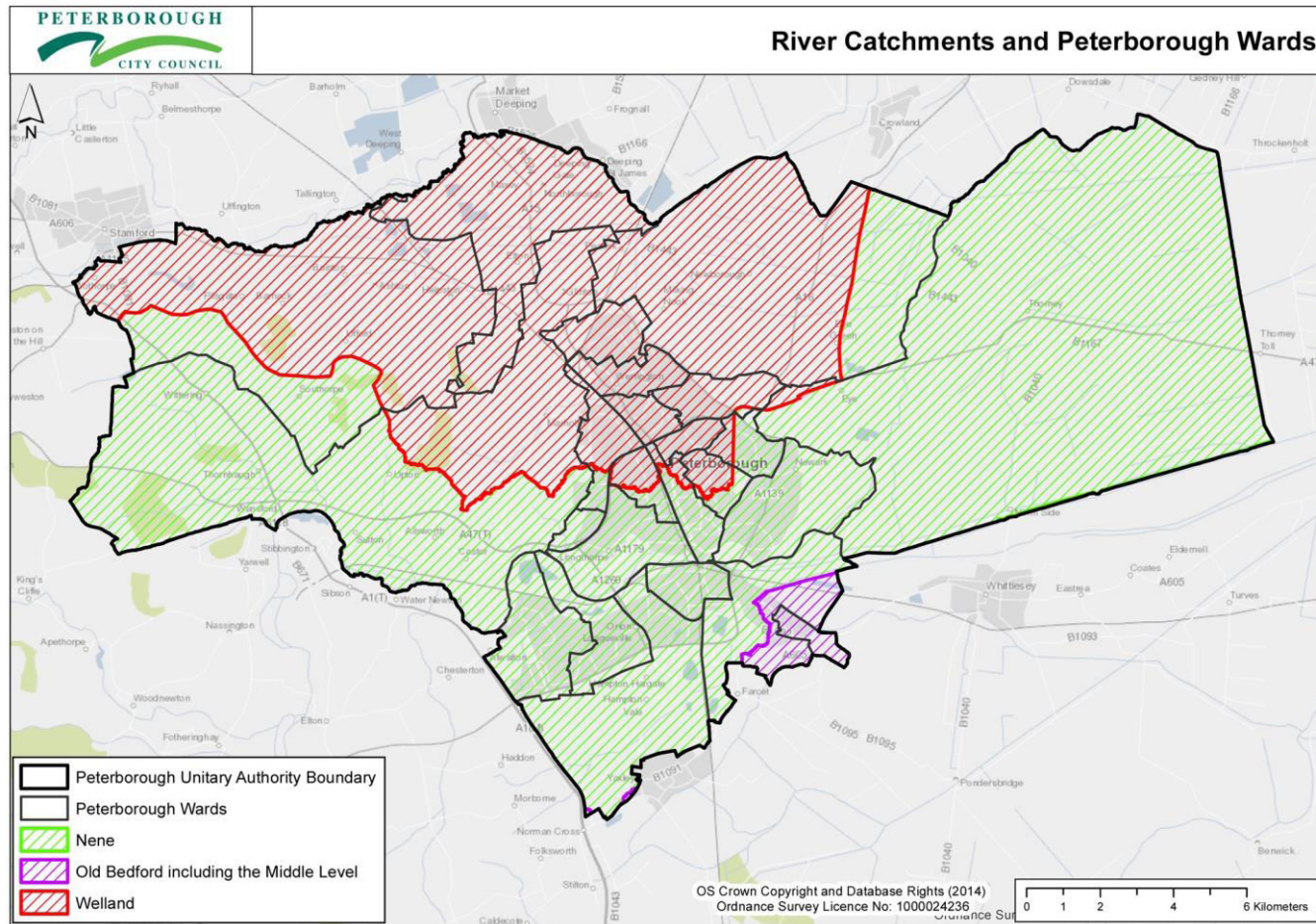


Figure 2-1: The area of Peterborough City Council (a unitary authority) with village and ward labels

Figure 2.2:



3. Policy, Legislation and Guidance

3.1. Links between legislation and guidance documents

3.1.1. Flood and water management in Peterborough is influenced by European, national and local policy and legislation as well as technical studies and local knowledge. Figure 3-1 below attempts to summarise the main different types of contributing document.

3.1.2. The key drivers for the production of the FMS are the FWMA 2010, the National Strategy, the Flood Risk Regulations 2009 and the Water Framework Directive. These are explained below alongside related policies and documents.

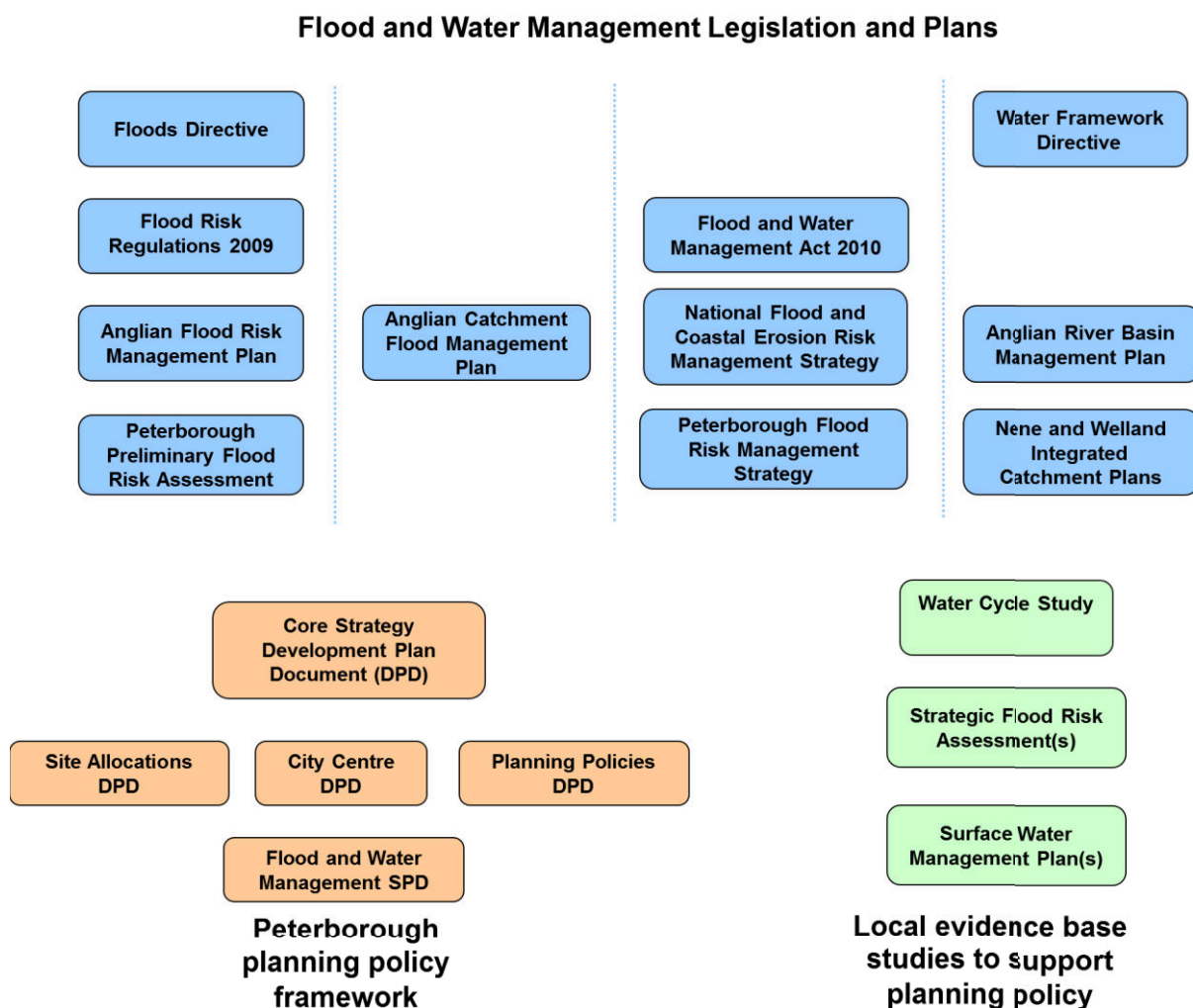


Figure 3-1: Legislation, strategies, policies and plans affecting flood risk management

3.2. European context

The Floods Directive

- 3.2.1. The EU Floods Directive - 2007/60/EC came into force due to a need for European Union countries (member states) to better understand and gather accurate data about the risks from surface water flooding. In the UK the Directive came into force via the Flood Risk Regulations 2009 which in turn sets the requirement for Preliminary Flood Risk Assessments (PFRA) and Flood Risk Management Plans to be produced. The Peterborough PFRA and the Anglian Flood Risk Management Plan are discussed below under the heading on local background.

The Water Framework Directive

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

- a) improve and protect inland and coastal waters
- b) promote sustainable use of water as a natural resource
- c) create better habitats for wildlife that lives in and around water
- d) create a better quality of life for everyone

- 3.2.3. The Directive requires European Union member states to:

- a) prevent deterioration in the status of aquatic ecosystems, protect them and improve the condition of water for ecology
- b) protect deterioration in the status of aquatic ecosystems, protect them and improve the condition of waters for ecology
- c) aim to achieve a defined standard termed 'good ecological status' for all water bodies by 2015. If a water body has good ecological status it means that it has biological, chemical and structural characteristics similar to those expected under natural conditions. Where it is not possible to achieve this by 2015, and subject to criteria set out in the Directive, the aim is to achieve good ecological status by 2021 or 2027;
- d) promote sustainable use of water as a natural resource;
- e) conserve habitats and species that depend directly on water;
- f) progressively reduce or phase out the release of individual pollutants or groups of pollutants that present a significant threat to the aquatic environment;
- g) progressively reduce the pollution of groundwater and prevent or limit the entry of pollutants;
- h) contribute to mitigating the effects of floods or droughts.
- i) meet the requirements of the Water Framework Directive Protected Areas.

- 3.2.4. River Basin Management Plans produced by the Environment Agency (see section 3.4.6) detail the pressures facing the water environment and what actions need to be taken in order for the WFD to be met in each area.

3.3. National context

Flood and Water Management Act 2010

- 3.3.1. The FWMA 2010 takes forward some of the proposals in three water strategy documents previously published by the UK Government: Future Water, 2008; Making space for water, 2005 and the UK Government’s response to Sir Michael Pitt’s Review of the Summer 2007 Floods, 2008.
- 3.3.2. The FWMA 2010 makes many changes to the way that flood risk is managed in the UK. Some of the most significant changes are set out below:
- i. Development of a national flood and coastal risk erosion management strategy and the need to act consistently with it.
 - ii. Giving the responsibility for co-ordinating management of flooding from surface runoff, ordinary watercourses and groundwater to lead local flood authorities (unitary and county councils)
 - iii. Development of local flood risk management strategies and the need to act consistently with these.
 - iv. The ability for risk management authorities to designate structures and features that affect flooding.
 - v. Establishing a sustainable drainage systems approval body (SAB) to approve and ultimately adopt proposed drainage systems in new and re-developments.
 - vi. A strengthening of the need for landowners to gain consent to carry out works on or near a watercourse.
 - vii. New arrangements for reservoir safety based on risk rather than size of the reservoir.
 - viii. Updates to the Regional Flood Defence Committee to make them Regional Flood and Coastal Committees.
 - ix. A duty for authorities to co-operate and provide information.

Other Legislation

Table 3-1: Other water related legislation that governs current roles and responsibilities with respect to flood and water management

Acts	Subject Matter
Environment Act 1995	Establishment of the Environment Agency and transfer of powers from the National Rivers Authority
Land Drainage Act 1991	The powers and responsibilities of local authorities, Internal Drainage Boards (IDBs) and riverside landowners.
Water Industry Act 1991	Supply of water and sewerage services
Water Resources Act 1991	The powers and responsibilities of the National River Authority
Water Act 1989	Establishment of water companies and of the National Rivers Authority (predecessor to the Environment Agency)
Highways Act 1980	Management and operation of the road network (including surface water drainage)

National Flood and Coastal Erosion Risk Management Strategy

- 3.3.3. Local flood risk management strategies must be consistent with the National Flood and Coastal Erosion Risk Management Strategy for England (the National Strategy) which was approved in July 2011 by Parliament. The National Strategy aims to ensure the risk of flooding and coastal erosion is properly managed by using the full range of options in a co-ordinated way. In order to deliver this it sets three objectives for communities, individual, voluntary groups and private and public sector organisations, and five objectives for Government to deliver. The former, which the FMS should deliver are set out below.
- i. Manage the risk to people and their property.
 - ii. Facilitate decision-making and action at the appropriate level whether this is individual, community, local authority, river catchment, coastal cell or national.
 - iii. Achieve environmental, social and economic benefits, consistent with the principles of sustainable development.
- 3.3.4. The National Strategy highlights that flood management may mean that difficult decisions have to be taken on where risk management activities can and cannot be carried out at both national and local levels. These decisions and the processes by which they are taken should be based on a clear set of high-level guiding principles:
- a) Community focus and partnership working
 - b) A catchment and coastal 'cell' based approach
 - c) Sustainability
 - d) Proportionate, risk-based approaches
 - e) Multiple benefits
 - f) Beneficiaries should be encouraged to invest in risk management

National Planning Policy Framework

- 3.3.5. Section 10 of the National Planning Policy Framework (NPPF) sets out the government's intention that planning should proactively help mitigation of, and adaptation to, climate change including management of water and flood risk.
- 3.3.6. The NPPF aims to *"ensure that flood risk is taken into account at all stages in the planning process to avoid inappropriate development in areas at risk of flooding, and to direct development away from areas at highest risk. Where new development is, exceptionally, necessary in such areas, policy aims to make it safe without increasing flood risk elsewhere and where possible, reducing flood risk overall."*
- 3.3.7. The NPPF states that both Local Plans and planning applications decisions should ensure that flood risk is not increased and that development should only be considered appropriate in flood risk areas where it can be demonstrated that:
- a) a site specific flood risk assessment has been undertaken which follows the Sequential Test, and if required, the Exception Test; and
 - b) within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location; and
 - c) development is appropriately flood resilient and resistant, including safe access and escape routes where required; and

- d) that any residual risk can be safely managed, including by emergency planning; and
- e) the site gives priority to the use of sustainable drainage systems

3.3.8. Government has produced technical guidance to the National Planning Policy Framework which covers flood risk. This is a web-based resource entitled Planning Practice Guidance – Flood Risk and Coastal Change.¹

3.4. River basin and catchment focused flood risk and water management

3.4.1. Water doesn't flow according to political boundaries. Each river and its tributaries form a catchment area in which water is expected to ultimately flow into the named river. Understanding the management of flood risk across catchments is essential to ensure that flood risk is managed effectively without the creation of unintended downstream impacts. When larger catchments are grouped together this is known as a river basin. Peterborough is part of the Anglian River Basin District.

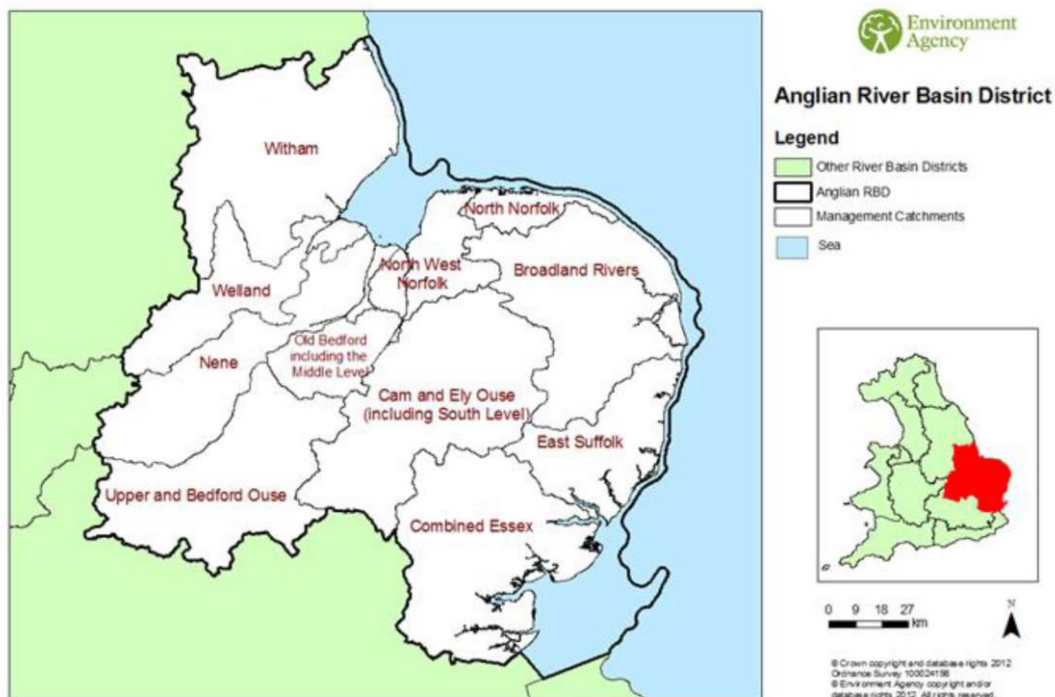


Figure 3-2: The Anglian River Basin District and its river catchments

Nene, Welland and Great Ouse Catchment Flood Risk Management Plans

3.4.2. In 2009 the Environment Agency completed Catchment Flood Management Plans (CFMPs) for each of Peterborough's river catchments. Within each river catchment areas were broken down for management's sake into policy units, where each unit represents similar types of flood risk in terms of the mechanisms of flooding, the level of risk and the type of receptor (people, environment etc). Each unit was assigned a policy to guide management in the area. The same policy covered all parts of Peterborough within the Nene, Welland and Great Ouse catchments:

¹ <http://planningguidance.planningportal.gov.uk/> (2014)

Policy Four – Areas of low, moderate or high flood risk where we are already managing flood risk effectively but where we may need to take further actions to keep pace with climate change.

- 3.4.3. Since preparation of the CFMPs the Great Ouse Catchment has been split down into smaller catchments for easier management. These are known as Upper and Bedford Ouse, Cam and Ely Ouse (including the South Level), North West Norfolk, and Old Bedford (including the Middle Level). South east Peterborough falls into the latter of these named catchments.

Anglian Flood Risk Management Plan

- 3.4.4. The Flood Risk Regulations implement the Floods Directive, and require the preparation and publication of Flood Risk Management Plans (FRMPs) by December 2015. The Environment Agency must prepare FRMPs covering flooding from main rivers, the sea and reservoirs.^[1] These will draw on the relevant CFMPs covering Peterborough, to develop the FRMP. The Anglian Flood Risk Management Plan will be a river basin district level plan which highlights flood risk across the district and identifies the types of measures which need to be undertaken. The plan will enable effective co-ordination across catchments and better co-ordination with river basin management planning in support of Defra's Catchment Based Approach^[2]. The Environment Agency will use FRMPs to inform investment in flood risk management.
- 3.4.5. The Anglian FRMP is being prepared on very similar timescales to the FMS and hence the two are being written in alignment. The Anglian FRMP will include local flood risk management, on a voluntary basis, while the FMS will also include flooding from main rivers, the sea and reservoirs. The FMS will complement the Anglian FRMP and provide a more local context to flood risk management.

Anglian River Basin Management Plan

- 3.4.6. The Environment Agency also produces plans for each river basin district to cover other elements of water management, such as water resources and protection of the water environment. The Anglian River Basin Management Plan (Anglian RBMP) is being updated on the same timescales as the Anglian Flood Risk Management Plan.
- 3.4.7. One of the aims of the Anglian RBMP is to deliver the improvements required by the European Water Framework Directive (section 3.2.2). This Directive applies to all water bodies. Ensuring that flood risk management abides by the requirements is a key part of delivering the third objective of England's National Flood and Coastal Erosion Risk Management Strategy.

^[1] LLFAs in identified Flood Risk Areas must also prepare FRMPs but covering only 'local' sources of flooding. Peterborough is not part of a Flood Risk Area, so does not need to prepare a FRMP under the Flood Risk Regulations. However it still needs to prepare a local flood risk management strategy under the FWMA 2010.

^[2] <https://www.gov.uk/government/publications/catchment-based-approach-improving-the-quality-of-our-water-environment>

Nene and Welland integrated catchment management plans

- 3.4.8. Integrated catchment management plans have been developed for both the Welland and the Nene to provide more detail on how the actions from the Anglian RBMP and Water Framework Directive can be delivered. These actions are joined by equally important actions to improve the watercourse and our enjoyment of it in a wider sense, for example by improving amenity value for visitors, facilities for boaters and fisherman and bringing communities together to encourage them to help protect and maintain their local water environment.
- 3.4.9. The plan for the Welland, known as the Welland Improvement Plan was finalised in 2013 by the Welland Valley Partnership (see section 6.11) and brings together the work and aspirations of many people and organisations, setting an agenda for the actions needed to enhance the River. Delivery of projects from the Plan is underway and linked Peterborough ones are referenced in Chapter 10 and Appendix F.
- 3.4.10. The River Nene Regional Partnership (see section 6.12) co-ordinated the development of an integrated catchment management plan for the Nene which contains a significant number of Peterborough-based projects. Not all of these will be discussed in the FMS due to some being more about green infrastructure and less about flood risk. Projects identified in the River Nene plan aim to bring about as many different benefits as possible across the full scope of water management work.

3.5. Local context

Peterborough Water Cycle Study (2010)

- 3.5.1. The detailed Water Cycle Study for Peterborough (2010) sets out a range of recommendations for growing Peterborough in a way that ensures the right water infrastructure can be in place to support development.

Peterborough Strategic Flood Risk Assessment(s)

- 3.5.2. A Strategic Flood Risk Assessment (SFRA) provides the essential information on flood risk, allowing local planning authorities to understand the risk across the authority area. SFRAs produced for Peterborough are available online on the City Council's web library of water management documents². The SFRA Level 2 provides breach and hazard mapping information for Peterborough that may be useful to developers in undertaking site specific flood risk assessments (FRAs).

Peterborough Preliminary Flood Risk Assessment (2011)

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

² www.peterborough.gov.uk/waterdocuments

Peterborough Green Grid Strategy

3.5.4. The Green Grid Strategy draws up a framework and action plan for green space provision throughout the Peterborough area. The work was undertaken by a partnership formed from a number of environmental organisations alongside Peterborough City Council and Cambridgeshire County Council. The aim of the strategy is to ensure that Peterborough’s growth goes hand in hand with the protection and provision of quality green infrastructure. The strategy’s objectives relate to improving the quality of life within the region; contributing to sustainable water management, enhancing opportunities for visitors and tourism and delivering high quality sustainable development. A large number of the schemes put forward in the action plan relate to river corridor improvements which would benefit the water environment as well as the surrounding landscapes.

Local planning policy

3.5.5. The City Council’s local planning policy includes those documents listed below. Relevant flood and water management policies are listed alongside.

Table 3-2: Peterborough planning policy documents

Policy document	Adoption date	Role	Flood and water management policies
Core Strategy Development Plan Document	2011	Sets the type and amount of development that will be accommodated in Peterborough up until 2026	CS12 – Infrastructure CS22 – Flood risk
Site Allocations Development Plan Document	2011	Identifies sites for development to meet the vision of the Core Strategy.	-
Planning Policies Development Plan Document	2012	Provides detailed policy to assist in the determination of planning applications.	PP16 – Landscaping and biodiversity implications of development PP20 – Development on land affected by contamination
City Centre Development Plan Document	Expected late 2014	Identifies sites for development and regeneration specifically within the city centre area.	Section 4.9
Flood and Water Management Supplementary Planning Document	2012	Provides detailed guidance about flood risk, drainage and how development can affect the water environment	Whole document

4. Delivering Wider Environmental Benefits

4.1. Introduction

- 4.1.1. The National Strategy requires the FMS to deliver environmental, social and economic benefits through taking an approach that is sustainable, uses community and partnership working, is catchment based and that delivers multiple benefits. This chapter explains why this is important and how we will ensure that this happens.
- 4.1.2. Delivering multiple benefits means that when a flood risk management scheme is designed it should also bring forward other improvements, for example the creation of new green infrastructure such as riverside paths or recreational facilities, improved habitat for biodiversity or improvements in water quality.



Figure 4-1: Pond dipping education at Ferry Meadows, Peterborough.

Figure 4-2: Boating and cycle opportunities, Peterborough

Images courtesy of Chris Porsz and Nene Park Trust.

4.2. Benefits of improved green space and water environments

- 4.2.1. Having an understanding of the benefits of our environment and of water helps to ensure that any projects deliver as many benefits as possible for the local community. Water is an essential ingredient to our lives for drinking and washing but has many other benefits that should not be overlooked. The provision of green space with well integrated water environments for people and wildlife to enjoy, provides benefits to our health and quality of life, recreation and tourism, economic regeneration and house prices, flood risk and water quality management, and our ability to adapt to climate change and the impacts of severe weather.
- 4.2.2. The Forestry Commission and Natural England have both carried out studies looking at calculating the quantitative benefits of green space, for example:

A single large tree can transpire 450 litres of water per day, making urban trees an effective way of reducing temperatures. Street trees and green roofs can reduce runoff by 50% in the immediate area. (Natural England, 2014)

4.3. Sustainable drainage systems (SuDS)

- 4.3.1. One of the principle methods that the City Council uses to encourage the delivery of multiple benefits is sustainable drainage systems (SuDS). These are a collection of

techniques and components that manage surface water by taking into account of water quantity (flooding), water quality (pollution) and amenity and biodiversity issues.

4.3.2. SuDS mimic nature and typically manage rainfall close to where it falls. The benefits of SuDS over traditional drainage methods are:

- i. Management of runoff volumes and flow rates from hard surfaces, reducing the impact of urbanisation on flooding
- ii. Reduction of pollution in the runoff and hence protection or enhancement of water quality
- iii. Protection of natural flow regimes in watercourses
- iv. Provision of an attractive habitat for wildlife
- v. Provision of opportunities for evapotranspiration from vegetation and the surface (reduction in quantity of surface water)
- vi. They can be designed to be sympathetic to the environment and the needs of the local community
- vii. Good SuDS create better places to live, work and play through safer and more aesthetically pleasing communities with better access to green infrastructure provision.

4.3.3. Further information is available from www.susdrain.org and www.peterborough.gov.uk/sustainabledrainage about the different types of SuDS components and what they can do. Figure 4-3 illustrate an example of a swale being used for enjoyment by school children as part of wider use of open spaces (green infrastructure). A swale is a planted shallow SuDS feature which conveys water and also allows infiltration.



Figure 4-3: "Dancing in the swale – Red Hill School Worcester (Bob Bray, 2011)"

4.4. The need for a catchment based approach

4.4.1. The water environment is affected by every activity that takes place on land as well as through our actions of abstracting, using and returning water to rivers, the sea and the ground. River catchments are the natural scale to consider this aspect of the environment as within this area activities will have interlinked impacts. Coordinated action is desirable not only when managing flood risk but also when trying to address the significant pressures placed on the water environment e.g. by diffuse pollution from agricultural and urban sources or the widespread, historical alteration of channel form.

4.4.2. The Government promotes a catchment based approach, encouraging community involvement and partnership working to deliver river improvement schemes. The Department for Food, the Environment and Rural Affairs (Defra) has set out its objectives for a catchment based approach as:

- i. To deliver positive and sustained outcomes for the water environment by promoting a better understanding of the environment at a local level; and
- ii. To encourage local collaboration and more transparent decision-making when both planning and delivering activities to improve the water environment.

4.4.3. Peterborough will endeavour to use this approach wherever possible when delivering flood risk schemes in order to create as many other benefits from the schemes as possible.

4.5. Assessing the environmental impacts of the FMS

4.5.1. In Peterborough the scope for flood risk management actions to impact on the environment is significant. Hopefully actions will bring about improvements to and increased protection for our landscapes and aquatic environments. However with the existence of a number of nationally and internationally designated biodiversity sites in the area and the requirements of the Water Framework Directive it is prudent to undertake thorough environmental assessment of any actions suggested. Therefore alongside the FMS, the Strategic Environmental Assessment (SEA) process is being followed in line with the requirements of the European Union Directive 2001/42/EC (SEA Directive). Assessment of whether the strategy and its actions meets the requirements of the Water Framework Directive assessment and the Habitats Regulations Assessment is also being undertaken and will be incorporated into the SEA.

4.5.2. The Environment Agency are also carrying out SEA for the Anglian Flood Risk Management Plan (FRMP). This will consider cumulative impacts but will be undertaken at a high level with any very preliminary measures and actions (i.e. those recommending further study) scoped out. It has been agreed with the Environment Agency that the SEA for the FMS will not assess new Environment Agency-only schemes since these are not yet confirmed. The FMS SEA will however need to consider cumulative impacts with schemes that are already published in the Environment Agency's Medium Term Plan, such as those that were proposed in the CFMPs.

5. Objectives

5.1.1. The objectives of Peterborough’s FMS are set out in table 5-1. The objectives were developed from a workshop with the Peterborough Flood and Water Management Partnership (section 6.8) where each organisation was asked what themes and outcomes they wanted to see delivered by the FMS. These objectives shape the content and intentions of the FMS.

5.1.2. It is a requirement of the FWMA 2010 that the FMS is consistent with the National Strategy. The alignment between the FMS objectives and the National Strategy objectives and guiding principles is therefore shown in table 5-1.

Table 5-1: Objectives and their consistency with the National Strategy.

FMS Objectives		Consistency with National Strategy objectives (section 3.3.3)	To be delivered using National Strategy guiding principles (section 3.3.4)
1	Improve awareness and understanding of flood risk and its management to ensure that the City Council, partner organisations, stakeholders, residents, communities and businesses can make informed decisions and can take their own action to become more resilient to risk.	(i) Manage risk (ii) Facilitate decision-making and action at the appropriate level (iii) Environmental, social and economic benefits	a) Community and partnerships f) Beneficiaries encouraged to invest
2	Establish efficient co-ordinated cross -partner approaches to flood and water management, response and recovery, sharing and seeking new resources together	(i) Manage risk (ii) Facilitate decision-making and action at the appropriate level (iii) Environmental, social and economic benefits	a) Community and partnerships b) Catchment based approach c) Sustainability e) Multiple benefits
3	Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of protection elsewhere are maintained.	(i) Manage risk	c) Sustainability d) Proportionate and risk-based e) Beneficiaries encouraged to invest
4	Improving the wider sustainability of Peterborough, ensuring an integrated catchment approach and proper consideration of the water environment and its benefits in new and existing town and landscapes.	(iii) Environmental, social and economic benefits	a) Community and partnerships b) Catchment based approach c) Sustainability d) Proportionate and risk-based e) Multiple benefits f) Beneficiaries encouraged to invest

5.1.3. In later chapters proposed actions and management approaches are related back to the FMS objectives to show how these will be met.

6. Roles and Responsibilities

6.1. Organisations involved in flood risk management

6.1.1. There are a number of different organisations, authorities and individuals involved in flood risk management in Peterborough. Figure 6-1 provides a quick reference guide for some of the main flood related issues that may be experienced. The principal management organisations are also discussed in this chapter, setting out what their roles and responsibilities are. A brief paragraph is also included on where the organisation’s funding comes from. Funding for flood risk management schemes in Peterborough is dealt with in more detail in Chapter 9.

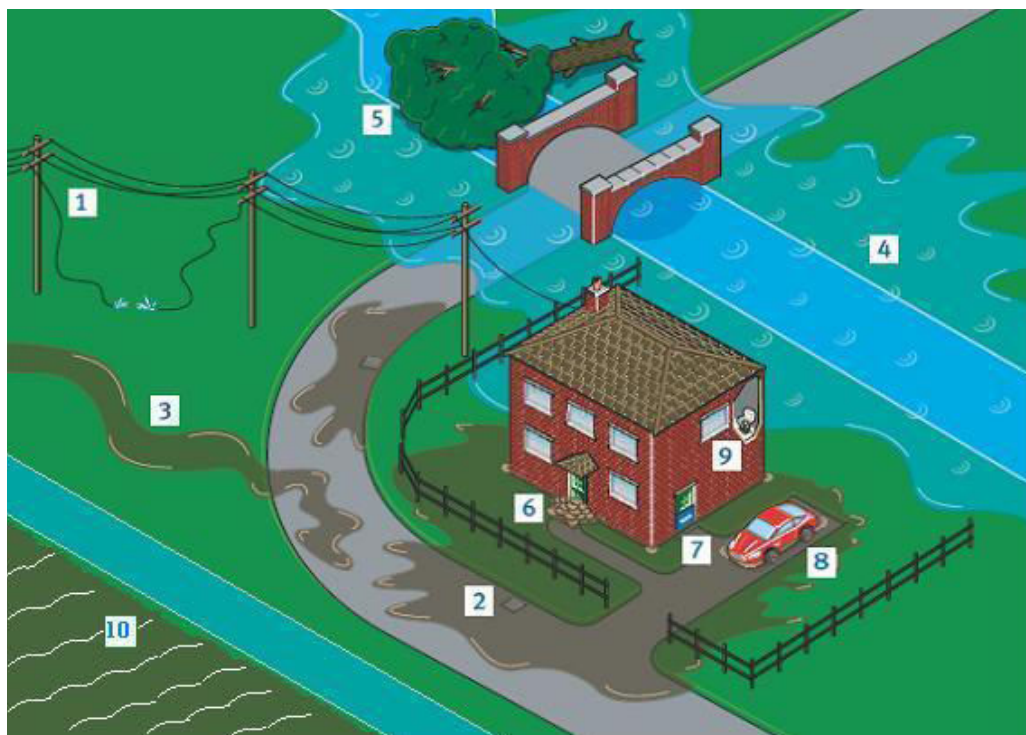
6.1.2. The organisations discussed in sections 6.2 to 6.6 are defined by the FWMA 2010 as ‘risk management authorities’ (RMAs) with responsibilities relating to the FMS. These are set out in table 6-1. All RMAs must also act in a manner which is consistent with the National Strategy and guidance. The other organisations discussed in this chapter have no formal duty in these respects.

Table 6-1: Risk management authorities as defined by the FWMA 2010 and the legislation under which they carry out their flood risk management functions

Organisation	Defined as an RMA (FWMA 2010 section 6)	Legislation under which flood risk management functions may be exercised (FWMA 2010, section 4)	Duty relating to the FMS (FMW Act 2010 sections 9,11)
Peterborough City Council (as LLFA and a highways authority)	Yes	<ul style="list-style-type: none"> FWMA 2010 Flood Risk Regulations 2009 Land Drainage Act 1991 Highways Act 1980 	<ul style="list-style-type: none"> Develop, maintain, apply and monitor Consult the other RMAs Act in a manner consistent with the FMS and related guidance
The Environment Agency	Yes	<ul style="list-style-type: none"> FWMA 2010 Flood Risk Regulations 2009 Water Resources Act 1991 Land Drainage Act 1991 	<ul style="list-style-type: none"> Act in a manner consistent with the FMS and related guidance³
Internal Drainage Boards	Yes	<ul style="list-style-type: none"> FWMA 2010 Land Drainage Act 1991 	
Highways Agency (as a highway authority)	Yes	<ul style="list-style-type: none"> FWMA 2010 Highways Act 1980 	
Anglian Water (as water company)	Yes	<ul style="list-style-type: none"> FWMA 2010 Water Resources Act 1991 Water Industry Act 1991 	<ul style="list-style-type: none"> Have regard to the FMS and guidance

³ When delivering their flood risk management functions as defined by section 4 (2) of the FWMA 2010.

Who to Contact? A Quick Reference Guide



#	Structure or feature where problem is arising	Organisation to contact
1	Utilities	Your gas, electricity or sewerage supplier
2	Surface water runoff and groundwater flooding	City Council *, Anglian Water and the Highways Agency for major roads
3	Rural or farmland runoff, or overtopping from smaller watercourses	City Council, Internal Drainage Boards
4 & 5	Main River flooding and/or obstructions	Environment Agency
6	Sandbags	Builders merchant
7	Household protection	Property owner's responsibility but the Environment Agency and/or the City Council can provide advice.
8	Flood damage cover and claims	Your insurance company
9	Internal wastewater flooding	Anglian Water
10	Fenland drainage and watercourses	Internal Drainage Boards

* Responsibility actually varies between several partners so if you are unclear start by contacting the City Council.

Figure 6-1 and Table 6-2: A quick reference guide, not necessarily to who might be responsible for managing the flooding, but to which organisation is most likely to be able to help with flood related queries on specific subjects.

6.2. Peterborough City Council

As a Lead Local Flood Authority

6.2.1. Under the FWMA 2010 Peterborough City Council became a LLFA with responsibility for co-ordinating the management of flood risk from surface runoff, ordinary watercourses and groundwater. In this context the City Council has the following new responsibilities set out in table 6-3.

Table 6-3: The powers and duties given to Peterborough City Council by the FWMA 2010

Change	Notes	Power or duty?	Paragraph of Act
Local Flood Risk Management Strategy	LLFAs are required to develop, maintain, apply and monitor a strategy for local flood risk management in its area.	Duty	9
Duty to co-operate	All relevant authorities must co-operate with other relevant authorities in the exercise of their flood and coastal risk erosion management functions.	Duty	13 and 14 (4)
Power to delegate	A RMA may arrange for another flood risk management function, except for delivery of the local flood risk management strategy, to be exercised on its behalf by another RMA or a navigation authority.	Power	13 (4)
Power to request information	An LLFA and the EA may request information in connection with their flood risk management functions	Power	14
Investigating flood incidents	LLFAs have a duty to investigate flooding incidents within their area, to the extent that the LLFA considers it necessary or appropriate	Duty	19
Asset Register	LLFAs have a duty to maintain a register of structures or features which are considered to have a significant effect on flood risk and records of details about those structures, including ownership and condition as a minimum. The register must be available for inspection.	Duty	21
Contribution towards sustainable development	In exercising a flood risk management function LLFAs, IDBs and the Highways Agency must aim to make a contribution towards the achievement of sustainable development.	Duty	27
Designation powers	LLFAs, as well as the Environment Agency and Internal Drainage Boards, have powers to designate structures and features that affect flooding or coastal erosion in order to safeguard assets that are relied upon for flood or	Power	30 and Schedule 1

	coastal erosion risk management.		
Works powers	LLFAs have powers to undertake works to manage flood risk from surface runoff, groundwater or ordinary watercourse.	Power	31 and Schedule 2, section 29. Amends Land Drainage Act 1991 section 14.
Overview and Scrutiny	Include arrangements to review and scrutinise the exercise by risk management authorities of flood risk management functions which affect the LLFAs area.	Duty	31 and Schedule 2, section 54. Amends section 21 of the Local Government Act 2000
SuDS Approving Body	Once the duty has come into force, LLFAs will be designated the SuDS Approving Body (SAB) for any new drainage system, and therefore thereafter must approve, adopt and maintain any new sustainable drainage systems (SuDS) within their area which meet the legislation and the National SuDS Standards.	Duty	32 and Schedule 3
Incidental flooding	LLFAs and IDBs can carry out works that cause incidental flooding or increases in the amount of water below the ground if the works satisfy four conditions. Condition 1 – work in interest of nature conservation, cultural heritage or people’s enjoyment of the environment. 2 – Benefits outweigh harmful consequences. 3 – The EA have been consulted and if applicable agreed. 4 - Other local authorities affected and owners and occupiers of land have been consulted.	Power	39

As an Emergency Responder

6.2.2. Under the Civil Contingencies Act 2004 Peterborough City Council is a Category One Emergency Responder. The City Council’s role is principally about recovery after an event but the following actions are undertaken:

- i. Informing and warning activities
- ii. Co-operating with other emergency responders
- iii. Providing rest centres

- iv. Helping to rehabilitate people after an incident

As a Highways Authority

- 6.2.3. Under the Highways Act 1980 Peterborough City Council is classed as a Highway Authority and is responsible for the management of highways including drainage. The City Council manage the majority of Peterborough's highways and footpaths although is not technically the landowner for them. Some highways are privately owned and managed, and others are managed by the Highways Authority as part of the national network.
- 6.2.4. Highway drainage systems are for the primary purpose of accepting surface water runoff from roads and carriageways and the authorities' duties include the need to ensure that the flow of water is not impeded, causing flooding of the highway that could result in a breakdown of the network. Ensuring that the network can function as a whole is the priority; small scale flooding in specific locations may be less of an issue if there are alternative routes that traffic can take.

Funding

- 6.2.5. Peterborough City Council's funding comes from a variety of places. Government provides the most significant input in terms of grants. Unlike in the past these funds are often now not ring-fenced for any specific purpose and have to be allocated according to need. The City Council also collects a percentage of its income from Council Tax. Aside from these the City Council can borrow funds, generate income from selling assets or submit project specific bids to Government agencies or other funding bodies.

6.3. The Highways Agency

- 6.3.1. The Highways Agency is currently an executive agency of the Department of Transport. They are responsible for operating, maintaining and improving the strategic road network in England on behalf of the Secretary of State. The strategic road network in England is some 4,300 miles long and is made up of motorways and trunk roads, the most significant 'A' roads. In Peterborough the Highways Agency manages the A1, A1M and A47, including some but not all slip roads.
- 6.3.2. Part of the Highways Agency's role in managing the roads is a responsibility for managing the quality and quantity of road runoff that is collected within their network. Flood risk must not be increased by new road projects and discharges of water from the highway must not cause pollution to receiving water bodies. In line with this aim a Memorandum of Understanding with the Environment Agency has been developed to support the two agencies working together. More information about the Highways Agency's approach is available on their website.

Funding and changes to the organisation

- 6.3.3. At the moment Highways Agency funding comes from the Department of Transport based on a yearly business plan. It is however expected that by 1st April 2015 the Highways Agency will become a government-owned company, rather than a civil service. This is expected to change and improve the way that they work and attract funding (Department for Transport, 2013). The name of the organisation may also change.

6.4. Environment Agency

- 6.4.1. The Environment Agency is a non-departmental public body and has responsibilities for protecting and enhancing the environment as a whole (air, land and water), and contributing to the government's aim of achieving sustainable development in England and Wales.
- 6.4.2. Following the FMW Act, the Environment Agency was given the strategic overview role for all types of flooding. This involves advising Government, supporting LLFAs with data and guidance and managing the allocation process for capital funding. In addition to this the Agency retains its existing responsibility for the management of flood risk from Main Rivers, the sea and reservoirs. This includes providing advice to planning authorities on development in areas of high flood risk. The Agency does not provide advice on other sources of flood risk as this is the responsibility of the Local Planning Authority.
- 6.4.3. For designated Main Rivers and any associated designated assets (as agreed by the Government Department for the Environment, Food and Rural Affairs [Defra] and the Environment Agency), the Environment Agency has permissive powers to carry out maintenance, improvement and flood defence works. This includes being responsible for controlling works which could affect Main Rivers or flood defences; this is done through the consenting process (see section 10.6.15). The overall responsibility for maintenance of Main Rivers (as with any watercourse) does however lie with the landowner (see section 6.13 on riparian owners).
- 6.4.4. The Environment Agency is the lead organisation responsible for coastal flood risk management and erosion, including tidal flooding and also the enforcement authority for reservoirs in England and Wales that are designated high risk and hold more than 25,000 cubic metres of water. While the safety of reservoirs is the responsibility of the owner, the Environment Agency has responsibility for enforcing safety, maintaining a register of reservoirs and ensuring that flood plans are put in place.
- 6.4.5. Alongside Local Authorities and the Emergency Services the Environment Agency is a Category One Emergency Responder under the Civil Contingencies Act 2004. Their role includes providing coastal and river flood warnings and supporting other emergency responders in the event of flooding.

Funding

- 6.4.6. The Environment Agency is a national organisation with an annual operational budget of over a £1 billion. Its funding is split across many different areas of environmental work, but approximately half is spent on flood risk management. This includes the construction of new flood defences, the maintenance of the river system and existing flood defences together with the operation of a flood warnings system and the management of the risk of coastal erosion. The vast majority of the funding for flood defence comes directly from the Department for the Environment, Food and Rural Affairs (Defra).

6.5. Internal Drainage Boards

- 6.5.1. Over forty percent of Peterborough's land area is classified as being part of the national Fens character area. This is an artificially drained landscape and is part of the wider area of the Fens which overlaps with the local authority boundaries of

Lincolnshire County Council, Norfolk County Council, Cambridgeshire County Council and Suffolk County Council. Land drainage authorities called IDBs were established within the Fens because of the special water level and drainage management needs existing within the area. These land drainage authorities are autonomous public bodies. Peterborough has four land drainage authorities of this type operating within its fenland area, three classified as independent IDBs and one classified as Commissioners. Throughout the FMS the term Internal Drainage Board (IDB) is used to refer to all four of these organisations managing water levels within Peterborough's fenland. Appendix C provides a map of the management area of each IDB.

North Level District Internal Drainage Board (NLD IDB)

- 6.5.2. NLD IDB is a land drainage authority responsible for the drainage and evacuation of surplus water from 33,000 hectares of land. The NLD IDB Board is responsible for the improvement and maintenance of some 613 kilometres of drains within the area and for the operation of 12 pumping stations.

Welland and Deepings Internal Drainage Board (W&D IDB)

- 6.5.3. Welland and Deepings IDB is responsible for supervision over all aspects of land drainage within their district (other than Main River). They have regulatory powers in and adjacent to drainage systems and undertake improvements, maintenance and operation of their flood management assets. Their area extends to some 32,400 hectares and stretches from just north of Peterborough to south of Kirton near Boston.

Whittlesey and District Internal Drainage Board

- 6.5.4. This IDB is responsible for the drainage and evacuation of surplus water from over 8,300 hectares of land. The Board is managed by the Whittlesey Consortium of IDBs. Strategic functions such as responses to planning applications and liaison with local flood risk management strategies is carried out on behalf of Whittlesey and District IDB by the Middle Level Commissioners.

Middle Level Commissioners (MLC)

- 6.5.5. The Middle Level Commissioners are a statutory body with powers and duties under general and local legislation relating to flood risk management and navigation. The Commissioners maintain an arterial system of watercourses and associated apparatus. The Commissioners act as consultants for the Whittlesey and District IDB.

Funding

- 6.5.6. Each of the aforementioned drainage authorities is funded by rates paid by the landowners in their area. This can be broken down into Drainage Rates and Special Levies. Drainage rates are paid by agricultural landowners direct to the IDB based on the area of their property. Where land in the IDB's district is not in agricultural use, the owner instead pays their levy to Peterborough City Council as part of their Council Tax. The relevant amount is then separated out from the Council Tax and paid to each IDB. This is known as a Special Levy.

6.6. Anglian Water Services Ltd

- 6.6.1. Anglian Water (AW) is the water and sewerage undertaker for the Peterborough area and has a statutory obligation to supply water and wastewater services to its customers. AW currently has the responsibility to effectually drain their area and maintain their foul, surface and combined public sewers.

Funding

- 6.6.2. Funding for water companies comes principally from water bills that residents and businesses pay. Larger investment can also come from shareholders and investors. Ofwat (the Water Services Regulation Authority) agrees the cost of water bills for each water company as part of a regular five year review process called the Periodic Review process. Periodic Review 2014 is currently underway to set the management plan for water companies for the period 2015 to 2020, also known as Asset Management Plan period 6.

6.7. Local Resilience Forum

- 6.7.1. The Cambridgeshire and Peterborough Local Resilience Forum (CPLRF) is responsible for developing multi-agency emergency management arrangements in accordance with the Civil Contingency Act, 2004 within the County of Cambridgeshire. The CPLRF covers an area of over 2000 square miles and serves a combined population of approximately 805,000 people. Membership consists of five district councils, one unitary authority (Peterborough) and Cambridgeshire County Council.
- 6.7.2. The CPLRF have identified a number of risks with Cambridgeshire which they publish within the CPLRF Risk Register. The top risks for the county include severe weather, flooding events and pandemic influenza.

6.8. Peterborough Flood and Water Management Partnership

- 6.8.1. The primary partnership arrangement covering the Peterborough area is the Peterborough Flood and Water Management Partnership (the FloW Partnership). This was originally established in 2009 under the name Peterborough Flood Risk Partnership. Its members include the organisations in sections 6.2 to 6.7. The objectives of the FloW Partnership are:
- a) Steer the production of the FMS, ensuring a holistic approach to all sources of flood risk, the different roles and aims of partners, local resilience management and the water environment.
 - b) Implement in partnership the action plan of the FMS to ensure we manage the risk of flooding, improve our sub catchment data and understanding, and enable our communities to be more resilient.
 - c) Enable and support delivery of projects within the Nene and Welland Integrated Catchment Plans.
 - d) Influence planning policy and guidance for developments on all water management issues including reviewing and support the development of local contributing reports and plans such as Strategic Flood Risk Assessments. This includes identification and exchange of appropriate data sets in support of any activity.

- e) Support the implementation of sustainable development through the establishment and workings of the Sustainable Drainage Systems Approving Body.
- f) Coordinate high-level management and maintenance of flood risk assets, features and structures to ensure effective flood risk management.
- g) Promote the dissemination of information about flood risk, water efficiency or other relevant water topics to householders, businesses and other organisations.
- h) Take advantage of partnership funding and financing opportunities including Section 106 agreements and Community Infrastructure Levy (when introduced), preparing bids to external sources, and making the most of match and in-kind funding;
- i) Explore opportunities for collaborative research
- j) Liaise with and support the preparation of emergency plans by the Local Resilience Forum to ensure that management of incidents such as drought and flooding can be handled appropriately

6.9. Anglian Northern Regional Flood and Coastal Committee

6.9.1. Section 23 of the FWMA 2010 required that previously existing Regional Flood Defence Committee were updated and re-launched as Regional Flood and Coastal Committees (RFCCs). The purpose of the RFCCs is to bring together members appointed by LLFAs and independent members with relevant experience to:

- a) ensure there are coherent plans for identifying, communicating managing flood risk across catchments and shorelines;
- b) promote the funding of schemes that benefit local communities and represents value for money
- c) represent the whole of the Northern are regardless of local authority boundaries
- d) provide a link between the Environment Agency, LLFAs, other risk management authorities and other relevant bodies
- e) engage constructively with and offer advice to the Agency having developed its own view as to the flood and coastal risk erosion management needs within its region informed by local knowledge, contacts with other risk management authorities and engagement with risk management planning. This includes providing consent for the Agency's regional programme and agreeing changes to Local Levy rates.

6.10. Parish Councils and Volunteer Flood Wardens

6.10.1. Some Parish Councils and residents associations engage actively in flood risk management, appointing a local flood warden to be a main point of contact between the residents of their area, the City Council and the Environment Agency. The extent of their role is decided by the groups/individuals but often includes staying up to date with local flood risk management news; helping to gather a picture of flood risk in their area; raising awareness among their neighbours of risk and of what to do during an emergency and being the principal emergency contact during flood events.

Flood Warden case study

“As a Flood Warden I take on the responsibility of providing flood risk information to the local residents in my community. To keep up-to-date I attend meetings, events or training sessions with the City Council and the Environment Agency several times a year. I also monitor the river levels using both local measuring equipment that I helped to implement and the Agency’s River Levels Online Service. I have used this knowledge to prepare a flood plan for the whole community so that we can be prepared before, during and after a flooding event. As the primary contact for our community, the City Council send me regular updates during potential flood events and the Environment Agency has provided me with an emergency kit including supplies like a torch, fleece and blanket.

In 2013 I enjoyed organising a community ‘Flood Awareness Fair’ with a number of Peterborough’s flood risk management organisations. This included arranging for property level protection companies to show their products and giving a presentation about local flood risk issues.

The greatest achievement during my time as a Flood Warden has been to get most of the properties in my community surveyed to determine their height in relation to the river level. This allowed us to calculate what level of risk the homes (rather than the gardens) were subject to. Doing this has made a real difference to the residents as we now have a Surveyor’s Certificate which can be sent to insurance companies to try and get cheaper and more realistic household insurance quotations.

All of this has been made possible by the strong working relationship that I have with our local residents group, the City Council and Environment Agency.”

Tony Lambert, August 2014

6.11. Welland Valley Partnership

6.11.1. The Welland Valley Partnership was formed in 2011 in response to the Government’s desire to set up 10 ‘pilot catchments’ to work in partnership to improve rivers and bring about wider environmental and social benefits. The pilots were intended to *“provide a clear understanding of the issues in the catchment, involve local communities in decision making by sharing evidence, listening to their ideas, working out the priorities for action and seeking to deliver integrated actions that address local issues in a cost effective way and protect local resources”* (Richard Benyon MP, the then Minister for Natural Environment and Fisheries). Since the pilot completed, the partnership, which includes local authorities, businesses, charities and interest groups based around the River Welland catchment, has continued to attract new members and implement improvement schemes.

6.12. River Nene Regional Partnership

6.12.1. The River Nene Regional Partnership (RNRP) was originally established in 2004 to co-ordinate green infrastructure activities (planning, economic development, regeneration and leisure) in Northamptonshire and along the Nene. It is now an independent Community Interest Company which develops, enables and implement green infrastructure projects at a sub-regional level. The RNRP has produced the Nene Catchment Plan, an integrated management plan for the River Nene from its

source to its tidal limit. This was also one of the Government's original 10 catchment pilots.

6.13. Riverside landowners

- 6.13.1. A landowner with a water body (e.g. a lake or river) running through or alongside their property is known as a 'riparian owner' as they will own all or part of the water body in the absence of anything in their conveyancing documents to state otherwise. If a watercourse is the boundary to the land then a riparian owner will normally own, and therefore have maintenance responsibilities, up to the centre line of the watercourse.
- 6.13.2. Riparian owners' rights are modified by other duties to the community and to the environment, but in general riparian owners have rights to:
 - a) protect their property from flooding
 - b) protect their banks from erosion
- 6.13.3. In many cases consent is required from a relevant drainage authority (see section 10.6.15) for any works other than routine maintenance and cleansing (section 23 of the Land Drainage Act 1991) and from the Environment Agency for abstraction.
- 6.13.4. Riparian owner responsibilities include:
 - a) a duty to their upstream and downstream neighbours;
 - b) accepting water from an upstream neighbour and allowing it to transfer to a downstream neighbour;
 - c) not causing or perpetuating a nuisance, such as causing obstruction to the flow of water. It is important that access is preserved to the banks for maintenance and safety purposes through controlling vegetation and considering appropriate locations for fencing and access tracks;
 - d) ultimate responsibility in perpetuity for the water body.
- 6.13.5. The Environment Agency, Internal Drainage Boards and the Lead Local Flood Authority share certain powers under the Land Drainage Act 1991, for enforcing riparian responsibilities.
- 6.13.6. The comprehensive guidance document *Living on the Edge* has been prepared by the Environment Agency for riparian owners and can be found on the websites of both the Environment Agency and Peterborough City Council. Landowners with queries are encouraged to contact the Environment Agency, their local Internal Drainage Board or the City Council.

7. The Risk to Peterborough

7.1. Introduction

- 7.1.1. This chapter looks at each type of flood risk that Peterborough is susceptible to and explains how the types of flooding differ, the broad distribution and level of risk in Peterborough and how to find out more. This chapter is predominantly concerned with flooding caused when the received rainfall or river flows exceeds the design capacity of the drainage and flood risk management systems.
- 7.1.2. As well as natural flood risk from weather systems flooding can happen anywhere due to operational issues such as blockages, bursting of pipes or failures of defences. It is harder to predict the likelihood, location and impacts of flooding caused by operational issues and these can only be prevented by appropriate maintenance of assets. Maintenance is discussed in chapter 10. It is important to note that flooding resulting from breaches or bursting of pipes can have a more significant impact than the gradual overtopping of watercourses or surcharging of sewers because the impacts can occur very suddenly, creating a flow of water at speed.

7.2. What is risk?

- 7.2.1. In order to understand flood risk the meaning of 'risk' needs to be clear. Risk is the likelihood of a hazard occurring multiplied by the impact of the hazard when it occurs.

$$\text{Risk} = \text{Likelihood} \times \text{Impact}$$

- 7.2.2. With flooding it is normally the likelihood of it occurring which is discussed. This likelihood is stated in terms of **annual probability**. The most commonly discussed probabilities are shown in table 7-1 below:

Table 7-1: Common flood related probabilities

Annual probability	Annual probability as a fraction	Example
3.3%	1 / 30	The largest flood event for which surface water sewers are designed
1%	1 / 100	The largest flood event for which Main Rivers are designed
0.5%	1 / 200	The largest flood event for which defences on the tidal Nene are designed to defend against
0.1%	1 / 1000	The largest flood event that the banks of the Nene Washes are designed to contain

- 7.2.3. In the past flooding has been described using yearly return periods leading people to believe that a 1 in 100 flood will *only* happen once every 100 years. This can be confusing as the risk is actually 1 in 100 chance of the event happening every year. It could happen twice in a year, or more often.

7.3. Standards of protection for defences

- 7.3.1. In this chapter you will also find mention of standards of protection of various flood defences. The standard of protection (SoP) of a drainage system or flood defence is the level up to which it is expected to provide protection against a flood event.
- 7.3.2. Most Main River defences are built to have an SoP of 1 in 100 (1%). This means that they would provide protection against flood events that have an annual occurrence of up to 1 in 100 (1%). If larger and less likely flood events occur, these could overtop these defences.

7.4. Differing probabilities for river flood events and heavy rainfall events

- 7.4.1. A rainfall event of annual probability 1 in 100 (1%) will not necessarily cause a river flood event of annual probability 1 in 100 (1%). Rainfall landing in a catchment can flow overland into sewers or rivers or filter through the ground to join groundwater supplies. The complexity of different river catchments and landscapes means that the probabilities of rainfall events and river flooding are not comparable.

7.5. Rating the different types of flood risk for Peterborough

- 7.5.1. The types of flooding described in this chapter are laid out in order of the organisations responsible for co-ordinating the management.
- 7.5.2. The risk from different types of flooding varies significantly across Peterborough depending on the landscape, the proximity to watercourses, the style of local drainage system and what would be impacted by the flooding. There are areas in Peterborough where the risk from one source of flooding is 'High'. However, to help give an overall perspective of flood risk in Peterborough, each type of flooding has been rated according to the average likelihood and the average expected impacts of that type. This is set out in table 7-2 based on a risk matrix calculation.
- 7.5.3. Appendix D show the categories for likelihood, impact and risk that were used for this calculation. The likelihood categories have been developed based on the Environment Agency's classification bands for flood risk. Where the annual probability of flooding from a source spans more than one band, the highest likelihood band has been represented.
- 7.5.4. The following risk table and this chapter do not include flooding caused by operational issues such as breaching, bursting pipes or damaged defences.
- 7.5.5. The risk from foul-only sewers is also not included in the table below as the likelihood of properties in Peterborough having capacity issues water companies have the resolution of these issues as a very high priority as dictated by Ofwat.

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Table 7-2: An overall view of the level of flood risk in Peterborough

RISK INFORMATION						WARDS THAT THE RISK IS MOST ASSOCIATED WITH																								
SOURCE OF FLOODING	PAGE	RESPONSIBLE AUTHORITY	LIKELIHOOD	IMPACT	RISK	Barnack	Bretton North	Bretton South	Central	Dogsthorpe	East	Eye & Thorney	Fletton & Woodston	Glington & Wittering	Newborough	North	Northborough	Orton Longueville	Orton Waterville	Orton with Hampton	Park	Paston	Ravensthorpe	Stanground Central	Stanground East	Walton	Werrington North	Werrington South	West	
Sea (coastal)	39	EA	0	N/A	No risk (0)																									
Reservoir		EA	1	5	Low (5)	✓			✓			✓	✓	✓	✓		✓	✓	✓					✓						
Main River - tidal waters (Nene only)	39	EA	1	2	Low (2)						✓	✓																		
Main River – non tidal		EA	4	3	High (12)		✓		✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓		✓		✓	✓	✓	✓	
Combined Nene Event (during Nene tide lock with Washes full)		EA, IDB	2	5	High (10)				✓		✓			✓				✓	✓					✓					✓	
IDB pumped drainage catchments		IDB	4	1	Low (4)	✓						✓		✓	✓		✓													
Ordinary watercourse		PCC	4	1	Low (4)	✓	✓	✓	✓	✓	✓		✓	✓				✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Groundwater		PCC	3	2	Medium (6)	✓	✓		✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓		✓	✓	✓	✓	
Surface runoff (including overflow from gullies and surface water sewers)		PCC and AW	5	1	Low (5)	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	
Sewer - combined foul and surface water		AW, PCC	5	2	High (10)				✓				✓								✓			✓					✓	
Two or more sources e.g. Main River and surface water runoff		EA, PCC, AW, IDB	4	3	High (12)	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	

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7.6. Coastal flooding

- 7.6.1. In the Anglian Region coastal flooding occurs particularly when storms in the North Sea coincide with spring tides, causing the overtopping of coastal sea defences. This occurred in 1953 in East Anglia as well as in 2013. While all of Peterborough’s risk management authorities would give assistance during these events, Peterborough itself is not at risk from the coastal flooding.

7.7. Reservoir flooding

- 7.7.1. The likelihood of Peterborough flooding from large raised reservoirs (ones that hold over 25,000 cubic metres of water – equivalent to approximately ten Olympic sized swimming pools) is very very low. Flooding would need to happen either from the reservoirs either being overtopped (gradual) or failing (catastrophic). The former is unlikely because the water level of large reservoirs is carefully managed and water can be transferred in and out through pipe and Main Rivers systems. The latter is unlikely because the Reservoirs Act requires that, regardless of the level at which a large reservoir might overtop, there must be no risk of catastrophic breach from in an event with an annual probability of occurrence of less than 1 in 10,000 (0.01%). All large reservoirs must be inspected and supervised by reservoir panel engineers. There has been no loss of life in the UK from reservoir flooding since 1925.
- 7.7.2. While flooding is very unlikely, if a reservoir dam did fail, a large volume of water would escape at once with little or no warning. Therefore to ensure that this can be planned for by emergency responders and those living near reservoirs, the Environment Agency produces a map show the extent of flooding that could occur if a reservoir failed. This map can be found on their website. The large reservoirs in and around Peterborough are listed in table 7-3:
- 7.7.3. There are other smaller reservoirs in Peterborough that are privately owned e.g. by farmers and landowners to provide water supply for irrigation. These are not subject to as stringent legislation.

Table 7-3: Large reservoirs in and around Peterborough

Reservoir	Type of reservoir	Bank name if relevant	Standard of Protection (SoP) against overtopping	Standard of protection against catastrophic breach
Nene Washes (also referred to the Whittlesey Washes to distinguish them from the Nene Washlands in Northampton)	Flood storage	South Barrier Bank	Mainly 1 in 1000 (0.1 %) 1 in 10,000 (0.01%) near Eldernell	1 in 10,000 (0.01%)
Rutland Water	Water supply	-	1 in 10,000 (0.01 %)	1 in 10,000 (0.01%)
Burghley House Lake	Amenity	-	1 in 1000 (0.1 %)	1 in 10,000 (0.01%)
Eyebrook	Used to supply water to Corby steel works. Now trout fishery	-	1 in 1000 (0.1 %)	1 in 10,000 (0.01%)

Reservoir	Type of reservoir	Bank name if relevant	Standard of Protection (SoP) against overtopping	Standard of protection against catastrophic breach
	and nature reserve.			
Crowlands Cowbit Washes	Flood storage	-	1 in 1000 (0.1 %)	1 in 10,000 (0.01%)
Deene Lake	Private lake	-	1 in 1000 (0.1 %)	1 in 10,000 (0.01%)
Pitsford	Water supply	-	1 in 10,000 (0.01 %)	1 in 10,000 (0.01%)

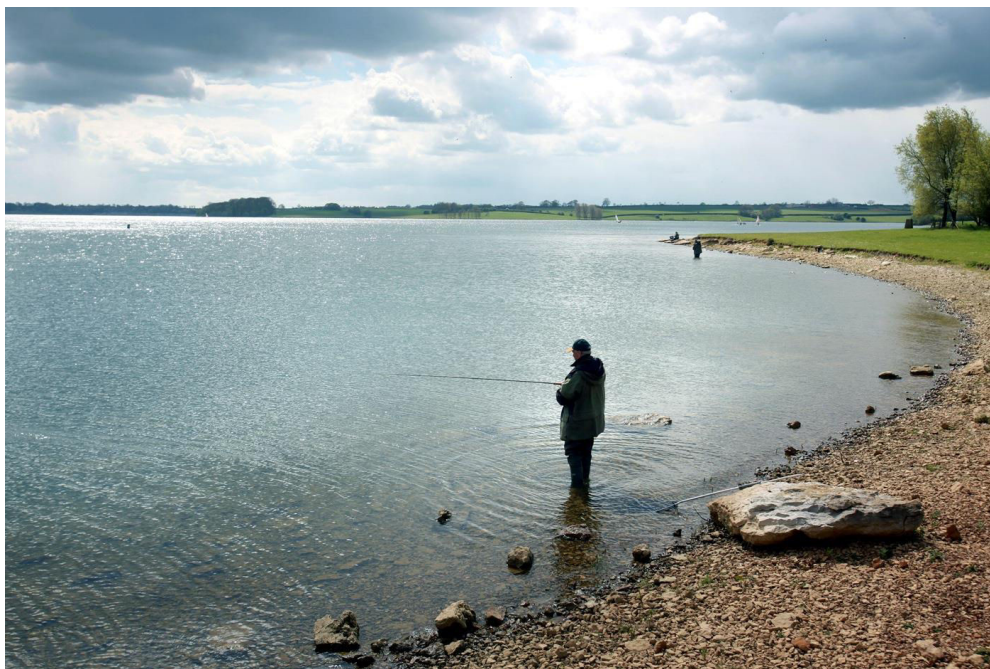


Figure 7-1: Man fishing at Rutland Water reservoir. Source: Anglian Water.

7.8. Tidal Main River flooding

- 7.8.1. Peterborough is at risk from tidal flooding on the Nene. There are however measures in place to manage and minimise this risk. The Dog-in-a-Doublet sluice, shown in figures 7-2 and 7-3, provides a tidal limit, with the gates being closed at high tides to prevent water from entering Peterborough city centre from the downstream end of the Nene. East of the sluice either side of the tidal stretch of the River Nene the flood defences also have a standard of protection of 0.5% which means they protect against a flood event that has a probability of occurring of 1/200 in any one year.
- 7.8.2. The tidal limit on the River Welland is at Fulney Lock and the Marsh Road Sluice, downstream of Spalding. In Peterborough there is no risk of tidal flooding from the Welland.



*Figure 7-2: Dog in the Doublet sluice during a very high tide.
Source: Peterborough City Council*



*Figure 7-3: Dog in the Doublet sluice when the tide is not so high.
Source: Environment Agency.*

1947 Case Study

(The 1947 Flood, 2014 and Dr Mark Saunders, 1998)

The winter of 1947 was extremely cold with strong gales and heavy snowstorms. When temperatures rose in March the snow thawed quickly. The ground was still frozen so the snow melt could not infiltrate and instead ran towards streams and rivers. This coincided with the peak of a spring tide and the high water levels combined with very strong winds pounded flood defences. On 19th March 1947 the water level in the River Nene is reported as having been 2.4 metres above average at Town Bridge in Peterborough. At Wansford data from the Environment Agency and the Institute of Hydrology indicates that the flood flow peak was approximately 255 cubic metres per second.

A breach in the flood defences of Cowbit Washes north of Crowland occurred on 21st March. Water inundated the northern areas of Peterborough and reaching the north of Thorney and Eye Green.



Figures 7-4 (left): It looks like the photographer was standing on a causeway in the middle of a large lake but the view is actually looking south along Crowland Road. The road was previously under water. Credit: John Kemmery.

Figure 7-5 (right): The right-hand image is the same view in 2013. Credit: www.eyepeterborough.co.uk

Flooding occurred in many areas across Peterborough. Flood Zone 2, illustrated in the Environment Agency's Flood Map for Planning, is generally understood to closely follow the outline of flooding in Peterborough in 1947.

Since 1947 significant work has been carried out to upgrade defences in the Fens including the installation of more powerful pumps.

7.9. Main River flooding (non-tidal)

- 7.9.1. Certain watercourses in England have been designated by the Government Department for Food and Rural Affairs (Defra) as 'Main Rivers'. A Main River is defined as a watercourse marked on a Main River map. The larger arterial watercourses are normally designated but some smaller watercourses have also been included because the designation was agreed on the basis of flood risk rather than on size. The Environment Agency have powers to work on Main Rivers for the purposes of managing flood risk. It is important to note however that the ultimate responsibility for maintenance of any river sits with the landowner.

7.9.2. Figures 7-6 and 7-7 illustrate the risk to property across the whole of the Welland and Nene catchments from a Main River flood event with an annual probability of 1 in 100 (1%).

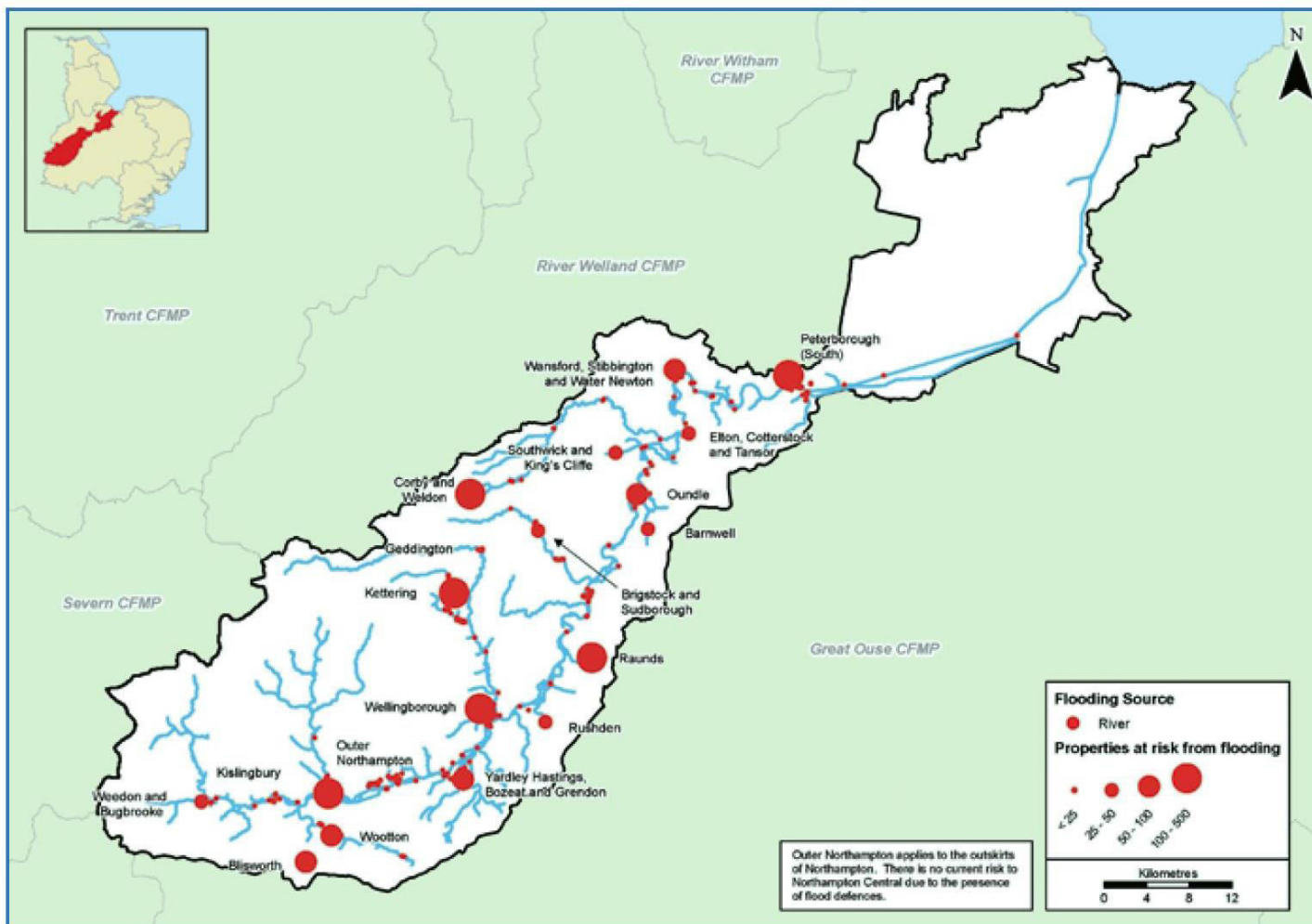


Figure 7-6: Map showing the extent and location of the Nene and, taking into account current flood defences, the areas with properties at risk of Main River flooding from a 1% probability river flood.

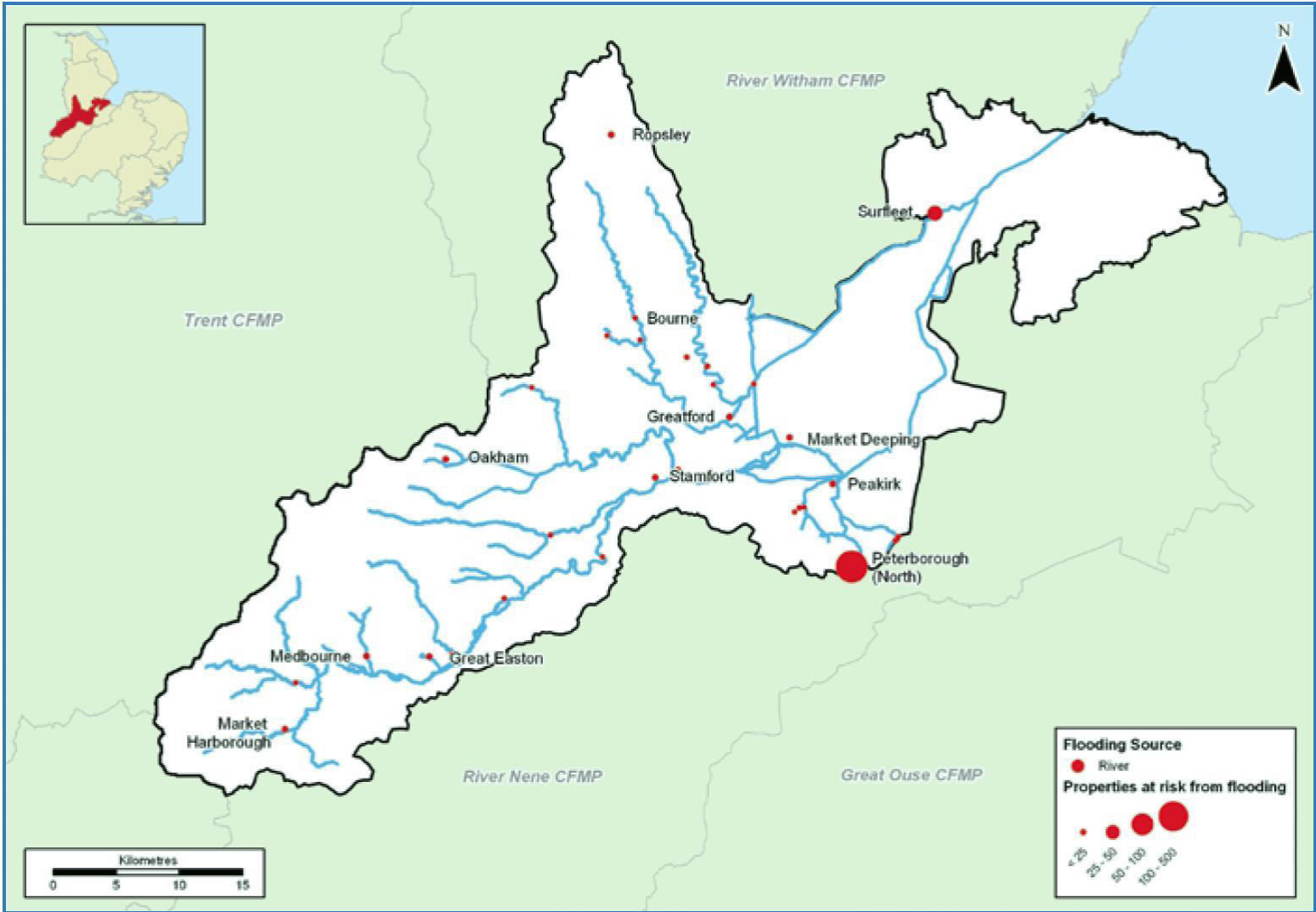


Figure 7-7: Map showing the extent and location of the Welland and, taking into account current flood defences, the areas with properties at risk of Main River flooding from a 1% probability river flood.

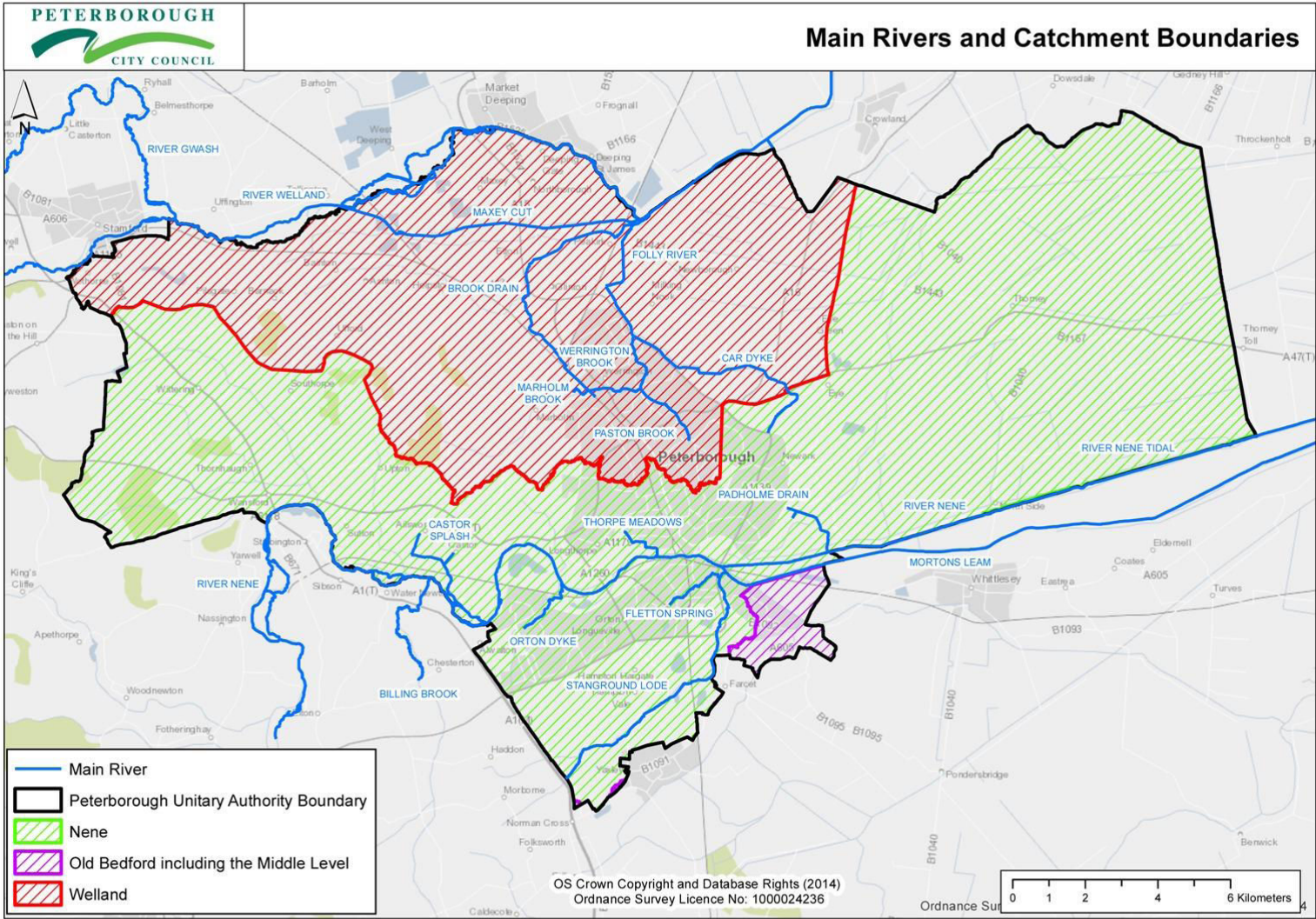


Figure 7-8: Main Rivers and catchment boundaries

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7.9.3. Peterborough has 17 Main Rivers, listed below and illustrated in figure 7-8.:

- i. Billing Brook
- ii. Brook Drain
- iii. Castor Splash
- iv. Car Dyke
- v. Fletton Spring
- vi. Folly River
- vii. Marholm Brook (downstream of Belham Wood only)
- viii. Maxey Cut
- ix. Mortons Leam
- x. Orton Dyke
- xi. Padholme Drain
- xii. Paston Brook
- xiii. River Nene (Non-tidal from Northamptonshire into Peterborough up to the Dog-in-a-Doublet sluice. Tidal downstream from the sluice gate.)
- xiv. River Welland
- xv. Stanground Lode
- xvi. Thorpe Meadows
- xvii. Werrington Brook

7.9.4. Areas at risk of flooding from Main Rivers are usually those within a certain distance from the river itself with risk reducing further from the channel. The area immediately next to a river where the river is expected to flood, or where it would flood if there were not defences, is called floodplain. The size of the floodplain depends on the size and flow of the river and the surrounding landscape.

7.9.5. For many of the watercourses in Peterborough the standard of protection they provide is given by the size and shape of the river, its banks and the level of maintenance undertaken. However some Main Rivers also benefit from formal flood defence structures. For example, alongside the Nene Washes the River Nene has a design standard of protection (SoP) of 1 in 200 (0.5%) created by the formal flood defence embankments on either side of the river channel. Tables 7-4 and 7-5 below give the standard of protection for formal flood defences in Peterborough within the Nene and Welland catchments. This is based on information held within the National Flood and Coastal Defence Database.

Table 7-4: SoP for formal Main River defences within the Nene Catchment

Defence type	Watercourse	Standard of Protection (SoP)
Raised (man-made) river embankments	River Nene north bank: Fitzwilliam Bridge to Dog in a Doublet	1 in 100 (0.1%)
Raised (man-made) river embankments	River Nene Cradge Bank (southern bank): Fitzwilliam Bridge to Dog in a Doublet	1 in 100 (0.1%)
Sea defence (man-made) tidal embankments	River Nene both banks: Dog in a Doublet to Halls Farm	1 in 150 (0.67%)
Raised (man-made) embankment - designated reservoir embankment serving the Nene/Whittlesey Washes reservoir	South Barrier Bank	1 in 1000 (0.1 %)

Table 7-5: SoP for formal Main River defences within the Welland Catchment

Defence type	Watercourse (alphabetical order)	Standard of Protection (SoP)
Raised (man-made) river embankments	Car Dyke western bank: Werrington Bridge Road to opposite Hawkshead Way	1 in 50 (2%)
Raised (man-made) river embankments	Car Dyke eastern bank: Werrington Bridge Road to Whitepost Road	1 in 50 (2%)
Raised (man-made) river embankments	Folly River both banks: Peakirk Bridge to Peakirk pumping station	1 in 100 (1%)
Raised (man-made) river embankments	Maxey Cut north bank: Loham Sluice to confluence with River Welland	1 in 100 (1%)
Raised (man-made) river embankments	Maxey Cut south bank: Loham Sluice to Peakirk Viaduct	1 in 100 (1%)

Find out about the risk of flooding in your area from Main Rivers

7.9.6. The Environment Agency produces two different maps that can be used when looking at flood risk from rivers and the sea. These maps include the risk of flooding from tidal events (section 7.8), Main Rivers and IDB Fen ordinary watercourses (section 7.10).

Flood Maps

To view the maps described below and the risk for your area please visit:
<http://maps.environment-agency.gov.uk/>

7.9.7. **Risk of Flooding from Rivers and the Sea map-** This map shows the actual risk of flooding on a scale of very low, low, medium and high as well as the flood extents. The map takes flood defences and management actions into account. However please note that flood defences can be overtopped or fail (e.g. conditions greater than the risk that the defence was designed for or if the defences are in poor condition). Therefore some areas behind defences are still shown as having a level of risk. The map uses the following risk bands:

- i. High – each year there is a chance of flooding of greater than 1 in 30 (3.3%).
- ii. Medium – each year there is a chance of flooding of between 1 in 30 (3.3% and 1 in 100 (1%)
- iii. Low – each year there is a chance of flooding of between 1 in 100 (1%) and 1 in 1000 (0.1%)
- iv. Very low – each year there is a chance of flooding less than 1 in 1000 (0.1%)

7.9.8. **Flood Map for Planning (Rivers and the Sea)** - This map is designed for use in the planning system when allocating development to appropriate sites and when assessing submitted applications. The map does not show the presence of defences because of the risk that these can fail or be overtopped and the need for

development to consider lower risk areas where minimal flood risk management works are needed before considering higher risk development sites. The Flood Map for Planning shows the flood extents possible from a flood event of annual probability:

- i. of up to a 1 in 100 (1%). This is often referred to as Flood Zone 3.
- ii. of up to 1 in 1000 (0.1%). This is often referred to as Flood Zone 2.
- iii. less than 1 in 1000 (0.1%). This is often referred to as Flood Zone 1 and is considered to be the area of lowest and minimal risk.

Case Study – 1998

(Met Office, October 2012)

At the start of Easter 1998 (9-10th) April a stationary band of heavy rain led to saturated ground and excessive surface water runoff. On Good Friday levels in the Nene were very high, with the flood flow peak at Wansford being approximately 200 cubic metres per second. 18 homes were flooded from the Nene in a variety of locations and many roads across Peterborough were flooded from surface water. Two days later on Easter Sunday 100 homes flooded from the Thorpe Meadows watercourse, a smaller Main River. This was due to the effect of significant local rainfall and surface water entering the watercourse from the Longthorpe catchment of Peterborough, and the watercourse not being able to discharge out into the River Nene. Since this event a flood defence wall has been installed to protect properties from overtopping of Thorpe Meadows watercourse.

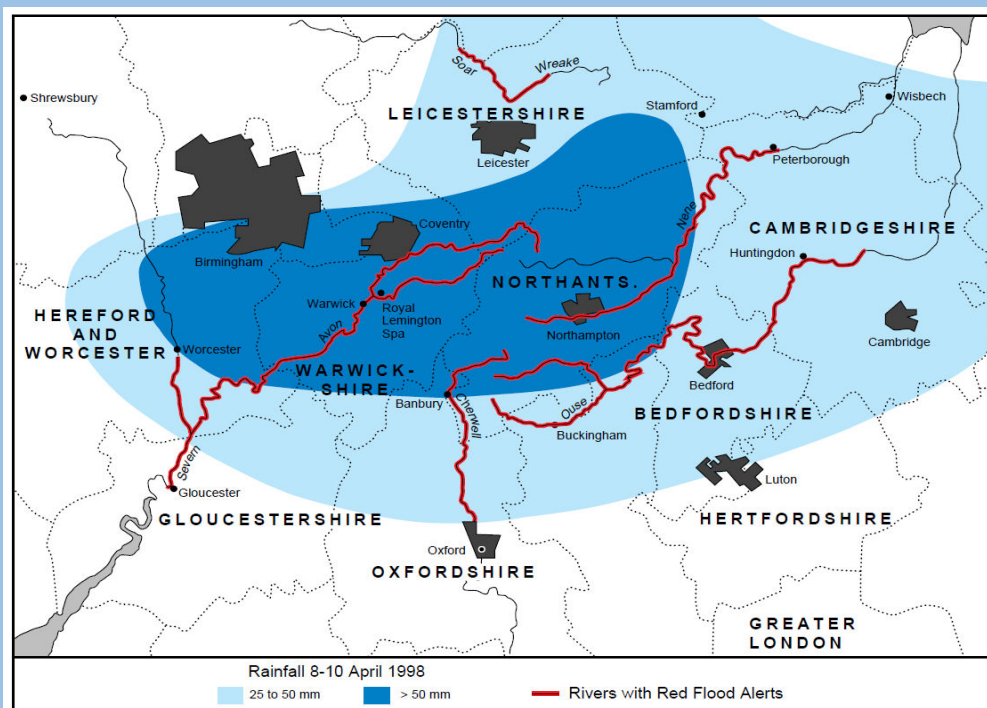


Figure 7-9: Map showing the contours of the heaviest rainfall for the three day period 8-10 April 1998, together with the rivers put on Red Flood Alert by the UK Environment Agency, over Easter 1998. (Saunders, 1998).

7.10. Internal Drainage Board watercourses

7.10.1. The Fens is managed by a large grid-like network of open watercourses (classed as ordinary watercourses) which carry water from principally agricultural fields out towards downstream tidal sections of the Nene and Welland. The land is relatively flat with the gradient across the land to the watercourses being only 6 inches to 1 mile (1 centimetre to 106 metres). Therefore the movement of water is due to the presence of large diesel and electric pumps within the network. These are housed in pumping stations as shown within figures 7-10 and 7-11.



Figures 7-10 and 7-11: Cross Guns Pumping Station inside (left) and outside (right).
Source: North Level District IDB

7.10.2. Protection for the Fens is effectively provided on three different levels; primary coastal defences (remembering that IDB districts extend much further towards the Wash than the boundary of Peterborough City Council); Main River defences and flood risk management assets e.g. on the Welland and Nene; and the network of IDB watercourses, pumping stations and other associated water level management structures. Therefore Peterborough's Fens effectively have three different levels of risk. In order of likelihood of occurrence these are:

- a) the risk of individual ordinary watercourses overtopping. *Probability < 1 in 50 (2%) - event is not severe.*
- b) the risk of Main River defences being locally overtopped. *Probability < 1 in 100 (1%);*
- c) the risk of complete system failure due to an 'combined high tide and river flow event', where a spring tide in the North Sea coincides with intense rainfall in Peterborough and high river levels from upstream. *Probability < 1 in 200 (0.5%) - event is more severe.* This third type of flood risk event is discussed in section 7.16.

7.10.3. The standard of protection of the IDB systems, including the ordinary watercourses and related infrastructure is known to be at least 1 in 50 (2%) i.e. the watercourses are not expected to overtop in an event of lower probability than this. However given investment in the network in previous years it is believed that these systems actually has a higher standard of protection of approximately 1 in 75 (1.33%). Drainage district modelling is planned in order to confirm this.

7.10.4. The intensity of rainfall is more of a problem for IDB watercourses than the length of the rainfall period. For example in January 2014 Peterborough experienced four times the average expected monthly rainfall but this total was distributed over the whole month and the IDB pumps could continue to pump the water away. This

increases the cost of the water level management (more pumps need to be used for longer) but is well within the capacity of the system. During a very heavy rainfall event all of the IDB pumps would need to be operating and if the intensity was greater than that of a 1 in 100 (1%) probability rain event the watercourses could be overtopped in some locations. This would cause localised flooding in some parts of the district but is unlikely to cause a complete failure of the system as intense rainfall tends to be very localised.

- 7.10.5. It should be noted that risk to power supplies is an important factor in protecting our fen areas as IDB systems depend on this. To increase their resilience they have both electric and diesel pumps and these are serviced regularly.
- 7.10.6. Due to the close linkages between Main River flooding and ordinary watercourse flooding in the Fens, flood risk from IDB ordinary watercourses is included in the Environment Agency's Flood Maps for Rivers and the Sea described on page 45.
- 7.10.7. As mentioned in section 7.9 the Main Rivers protecting Peterborough's IDB districts have a 1 in 200 (0.5%) standard of protection.

7.11. Ordinary watercourse flooding

- 7.11.1. Any river not designated as a Main River is an ordinary watercourse. Ordinary watercourse flooding can be caused when heavy rainfall results in water overtopping the banks of the channel on to surrounding land.
- 7.11.2. In Peterborough there are three types of ordinary watercourse:
 - i. Those owned by principally agricultural landowners in the Fens and managed as part of the IDB network.
 - ii. Those owned and managed by private landowners. The exact number of these drains present is not recorded. This is in part due to the broad definition of what a watercourse can be.
 - iii. Those where maintenance is undertaken by City Council. This could be either because the Council is the landowner (these watercourses are known as CRA Dykes) or where there is a private landowner but due to the associated flood risk, the Council historically agreed to take on management (these watercourses are known as Parish Dykes). In total the Council has 55 ordinary watercourses under its management.
- 7.11.3. Flood risk from IDB ordinary watercourses in the Fens is covered in the previous section (section 7.10).
- 7.11.4. No known modelling or mapping of the risk level from the ordinary watercourses as listed in ii) to iii) has been undertaken. The action plan includes an action to do further mapping work for these watercourses and this is also discussed further within chapter 10.
- 7.11.5. The City Council has no records of flooding caused by ordinary watercourses on its own land. Flooding from Parish Dykes has occurred from Racecourse Drain in Fengate. In the past flooding has occurred from watercourses that were previously classed as ordinary watercourse, but these have since been designated as Main Rivers due to the level of risk; Brook Drain, Marholm Brook and Thorpe Meadows.

7.12. Surface runoff / surface water

- 7.12.1. Peterborough is susceptible to flooding from surface water runoff. This generally results from very intense rainfall exceeding the capacity of local drainage networks (whether sewers, ordinary watercourses or other drainage features such as lakes) and therefore flowing across the ground. Peterborough has also experienced flooding in these two opposing situations:
- i. sudden or high volumes of melting snow cause surface runoff which exceeds the capacity of the local drainage system. If the ground is frozen then minimal water can infiltrate naturally in these conditions which can make surface water flooding worse.
 - ii. The ground is very hard and dry from lack of rainfall (e.g. in drought periods). This also makes the ground solid and reduces the ability of rainwater to infiltrate, creating more runoff.

The term **surface water** is normally used in relation to surface runoff, particularly with regards to the naming of **surface water sewers** that take rainwater from roofs and highways.

These sewers (also sometimes called storm water sewers) do not take water to be treated, but to local watercourses. It is therefore important that contaminants that need treating are not put down drains in the highway or drains at the bottom of household or commercial downpipes!

- 7.12.2. Flooding from surface runoff tends to be very localised due to the fact that the most intense rainfall within a storm is often itself localised. The existence on the ground of structures or land heights that may channel water into certain locations also adds to this. Whatever the source, surface runoff will tend to flow towards low spots where it collects. Flooding can occur both to land or property which lies in the flow path of the water or to property situated in the low spot where the water finally collects. While flooding tends to be localised the actual risk is fairly well spread across Peterborough indicating that surface water flooding can happen almost anywhere.
- 7.12.3. In practise if heavy rainfall is particularly intense or occurs for long periods of time it can be difficult to differentiate it from other sources of flooding. Heavy rainfall can quite quickly cause flooding from surface water sewers, from ordinary watercourse flooding or from groundwater if the groundwater in the catchment is quick to respond. Ultimately full surface water sewers and ordinary watercourses can lead to increased levels in the Main Rivers and flooding from this source.
- 7.12.4. It is quite common for parts of Peterborough to experience small scale flooding of highways, footpaths and private gardens from surface runoff, as surface water sewers (sometimes called storm water sewers) are only designed with a standard of protection of 1 in 30 (3.3%). The number of homes that have flooded from surface runoff in the past is thankfully relatively low but we know from recent events that the risk exists and both new development and existing maintenance practises need to take this risk into consideration.
- 7.12.5. Figure 7-11 illustrates how the existing highway drainage system in Peterborough functions. Highway gullies owned by Peterborough City Council feed into surface water sewers currently owned by Anglian Water. As the increased future impacts of

heavier rainfall and severe weather are better understood, the use of sustainable drainage systems (introduced in chapter 4) needs to become more common to make Peterborough more resilient.

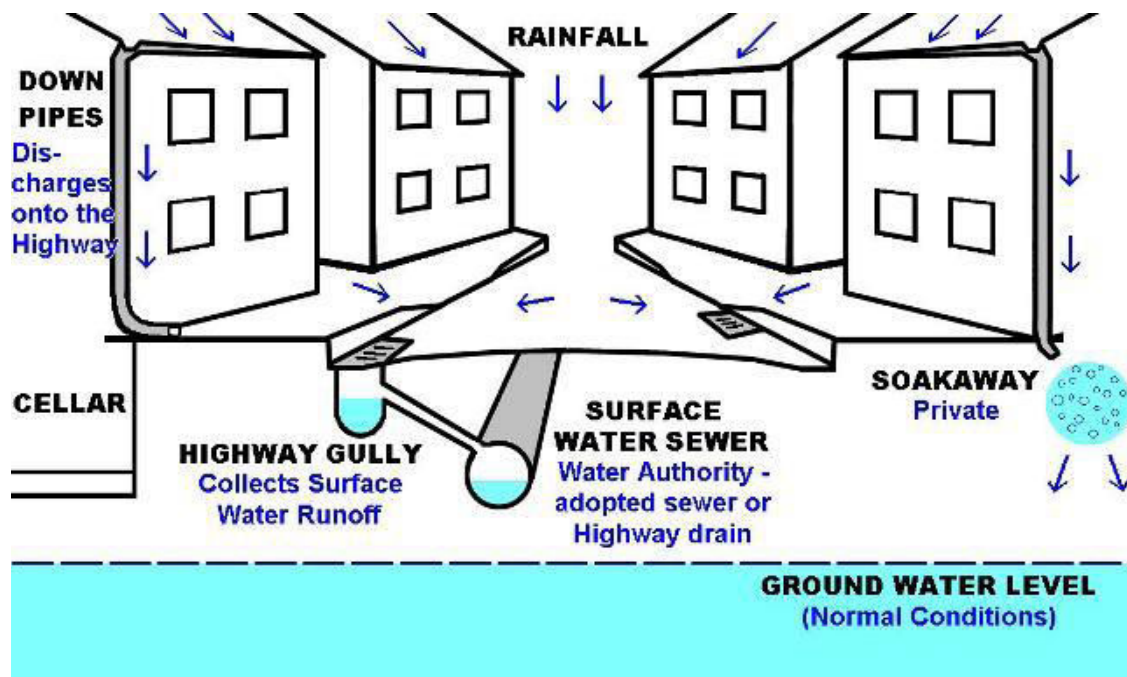


Figure 7-12: Illustration of how the highway drainage and surface water networks function.

- 7.12.6. Approaches to manage surface water that take account of water quantity (flooding), water quality (pollution) and amenity issues are collectively referred to as sustainable drainage systems (SuDS). SuDS mimic nature and typically manage rainfall close to where it falls. They are technically regarded as a sequence of management practises, control structures and designs to efficiently and sustainably drain surface water.
- 7.12.7. Further information is available from www.susdrain.org and www.peterborough.gov.uk/sustainable Drainage about the different types of SuDS components and what they can do.
- 7.12.8. The localised nature of thunderstorms with intense downpours makes it very difficult to accurately forecast and provide warnings for surface water flooding. Rain totals experienced even in neighbouring wards can vary significantly. Since water follows flow routes based on land heights and runs towards low spots, properties in one part of a street may well be affected while those further along the street may be fine. The Council recommends that communities and businesses check their risk level online and keep abreast of weather forecasts and weather warnings issued by the Met Office to give them as much notice as possible. To find out about the surface water risk in your area see box below.

Flood Maps

To view these maps and the risk for your area please go to:
<http://maps.environment-agency.gov.uk/wiyby>

7.12.9. The FWM Act 2010 defines flooding from surface runoff as that generated from rainwater (including snow and other precipitation) which is on the surface of the ground (whether or not it is moving), and has not yet entered a watercourse, drainage system or public sewer. This coincides with the type of flooding shown by the Environment Agency’s Risk of Flooding from Surface Water maps.

7.12.10. **Risk of Flooding from Surface Water map-** This map shows the risk of surface water flooding and includes information on depth and velocity of water. The map does not take thresholds heights of individual properties into account and therefore cannot be used to identify properties that will flood from surface water. It can only give an indication of the broad areas at risk.

7.12.11. The map uses the following risk bands:

- i. High – each year there is a chance of flooding of greater than 1 in 30 (3.3%).
- ii. Medium – each year there is a chance of flooding of between 1 in 30 (3.3% and 1 in 100 (1%)
- iii. Low – each year there is a chance of flooding of between 1 in 100 (1%) and 1 in 1000 (0.1%)
- iv. Very low – each year there is a chance of flooding less than 1 in 1000 (0.1%)

7.12.12. Table 7-12 below shows other ways to explain the main risk categories used for the mapping:

Table 7-6: Understanding the main risk categories shown on the Risk of Flooding from Surface Water map

Level of risk	Chance of flooding in any given year (1 year)	Chance of flooding in a typical mortgage (30 years)	Chance of flooding in a lifetime (80 years)
High	Greater than 1 in 30 (3.3%)	Greater than 2 in 3 (64%)	Greater than 14 in 15 (94%)
Medium	Between 1 in 30 (3.3%) and 1 in 100 (1%)	Between 2 in 3 (64%) and 1 in 4 (26%)	Between 14 in 15 (94%) and 1 in 2 (55%)
Low	Between 1 in 100 (1%) and 1 in 1000 (0.1%)	Between 1 in 4 (26%) and 1 in 34 (3%)	Between 1 in 2 (55%) and 1 in 13 (8%)
Very Low	Less than 1 in 1000 (0.1%)	Less than 1 in 34 (3%)	Less than 1 in 13 (8%)

7.13. Groundwater flooding

7.13.1. Groundwater flooding relates to the movement of water through the soils and bedrock and is different to land being waterlogged. Clay, for example, can become easily waterlogged after long periods of rain. The water is held in the soil which becomes boggy and new rainfall is unable to drain away and instead becomes surface water runoff as discussed in section 5.7. A large area of Peterborough has clay-based soil.

7.13.2. Groundwater flooding occurs as a result of water rising up from the underlying aquifer or from water flowing from abnormal springs. It can also result from local

rivers being in flood over land that is very permeable as groundwater levels have a natural tendency to balance out other water levels across the area. Flooding tends to occur after long periods of sustained high rainfall, and the areas at most risk are often low-lying where the water table is more likely to be at shallow depth.

Groundwater flooding is known to occur in areas underlain by major aquifers and in areas with floodplains made of sands and gravels.

- 7.13.3. In sands and gravels water can actually move through the soils due to the gaps between soil particles. This means that water can flow from place to place under the surface of the ground and hence flooding can be experienced in areas not directly next to a river or where rainfall has directly fallen. There are several places in Peterborough that have these kind of soils and hence are more susceptible to the movement of groundwater and flooding from this source.

7.14. Sewer Flooding

- 7.14.1. Peterborough has three different types of sewers: surface water sewers, foul sewers and combined sewers. Surface water runoff caused by surface water sewers reaching their capacity is dealt with in section 7.12. This section discusses the risk from foul sewers which carry wastewater from homes and businesses (e.g. from washing machines and toilets) and the risk from combined sewers which carry both foul water and rainwater.

Combined sewer flooding

- 7.14.2. Combined sewers are generally associated with having the greatest risk of flooding within the wastewater network; during intense rainfall events large quantities of rainwater can take up the capacity in the sewers. This can cause foul water to back up from manholes or inside homes e.g. from toilets. Much of Peterborough's existing city centre, the old hospital and station quarter and Central Ward contain combined sewers and this risk should be borne in mind when opportunities arise to make these areas more resilient for the future.

Foul flooding

- 7.14.3. There are not many locations in Peterborough which are classified as being at risk from foul flooding due to a lack of capacity in the network. This is because resolving foul flooding is a key priority for water and sewerage companies. Anglian Water is obliged to report to Ofwat where there are properties at risk of internal flooding due to hydraulic incapacity in the system. This is known as the DG5 register. The location of properties in Peterborough on the DG5 register is not discussed within the FMS due to very localised nature of this flooding; the implications for the property itself and because the register changes regularly as issues are resolved or in some cases as new problem areas are discovered. Foul flooding is therefore not covered by the risk matrix in table 7-2.
- 7.14.4. Peterborough has also experienced foul flooding due to operational issues. Since these events can happen anywhere no specific levels of risk are formally associated with different parts of Peterborough. There are two main operational issues that the area suffers from:
- a) Blockages in the network which preventing pumping stations from working and hence can create significant risk to properties on the same network as the blockage. Blockages are often caused by fats, oils and greases which are put down the drains at home and at work. The sewer system is not

designed to be able to cope with these materials which act to clog up the pipes and removal is generally expensive.

- b) Surface water infiltrating into the foul system (for which it is not designed) and caused capacity issues and surcharging. Most foul systems are not vacuum sealed and hence rainwater can get into them through structures like manholes. However it is when very large volumes appear in the network that this causes flood risk and investigation is needed into how the water is getting there.

Notes about the foul network

Foul water sewers carry used water from sinks, baths, showers, toilets, dishwashers and washing machines.

These sewers take water to be treated at sewage treatment works. Discharge containing chemicals should go into the foul network and not into surface water sewers as described in section 7.12. Detergents from car washes or oil leaks from cars are two examples of contaminants that often end up going into surface water sewers (and therefore untreated into rivers) when they would ideally go into the foul network.

The 'waste' from sewage treatment works is very often recycled into products for use in industrial and agricultural processes. For this reason you may hear Anglian Water refer to sewage treatment works as *water recycling plants*.

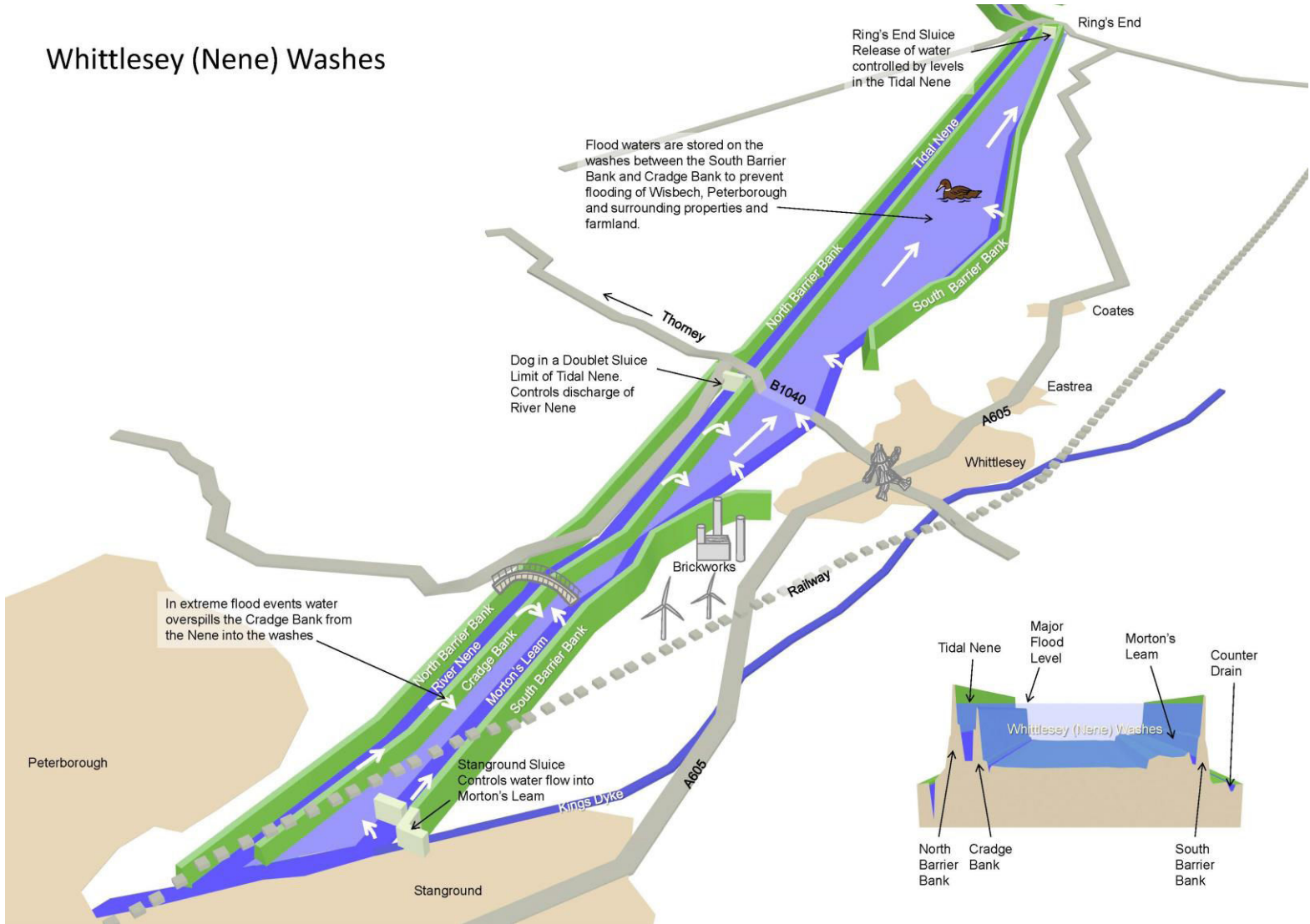
7.15. Impacts of Main Rivers water levels on other sources of flooding

- 7.15.1. Water levels in Main Rivers can easily impact upon flooding from other sources. Most ordinary watercourses, smaller Main Rivers and sewers flow or outfall into another river. If the larger river is full then the smaller watercourse or sewer will not be able to discharge freely and may back up. This will cause flooding higher up the network potentially quite far from a river.

7.16. Combined high tides and river flows

- 7.16.1. As described in section, when high tides occur in Peterborough the Dog-in-a-Doublet sluice is closed to prevent tidal waters flooding homes, businesses and land. When a high tide occurs at the same time as a high river flow on the River Nene the closure of the sluice gates means that water from the Nene cannot escape out to sea. For this reason water from the Nene is channelled into the Nene Washes flood storage reservoir via Stanground Sluice. The Nene Washes is also known to some as the Whittlesey Washes. When the tide begins to go out and river levels have reduced the stored water is released back into the Nene downstream at Rings End. This is demonstrated in figure 7-13 below.

Whittlesey (Nene) Washes



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Figure 7-13: Diagram of the operation of the Washes. Formally water enters the Washes at Stanground Sluice via Morton's Leam and leaves at Rings End Sluice. When water levels in the Nene are very high water can also overtop the Cradge Bank into the Washes.

- 7.16.2. The original design capacity of the Washes is 1 in 200 (0.5%) as shown in figure 7-14. The existence of the North Bank embankment and the South Barrier Bank means that flood water would not however actually be expected to overtop onto surrounding land north or south of the Washes until a 1 in 1000 (0.1%) event was reached. It is important to note, however that by the time this happened large areas of Peterborough, both along the Nene, around Stanground sluice and else, would already be flooded.
- 7.16.3. In theory there could also be a risk of breach from the South Barrier Bank from flood events of annual probability between 0.5% and 0.1%. Breaches can take place when defences are weakened e.g. by continued severe weather or by the actions of humans (insufficient maintenance) or animals (burrowing). Significant works are currently being led by the Environment Agency along this bank to ensure that the probability and impact of such a breach is minimised.

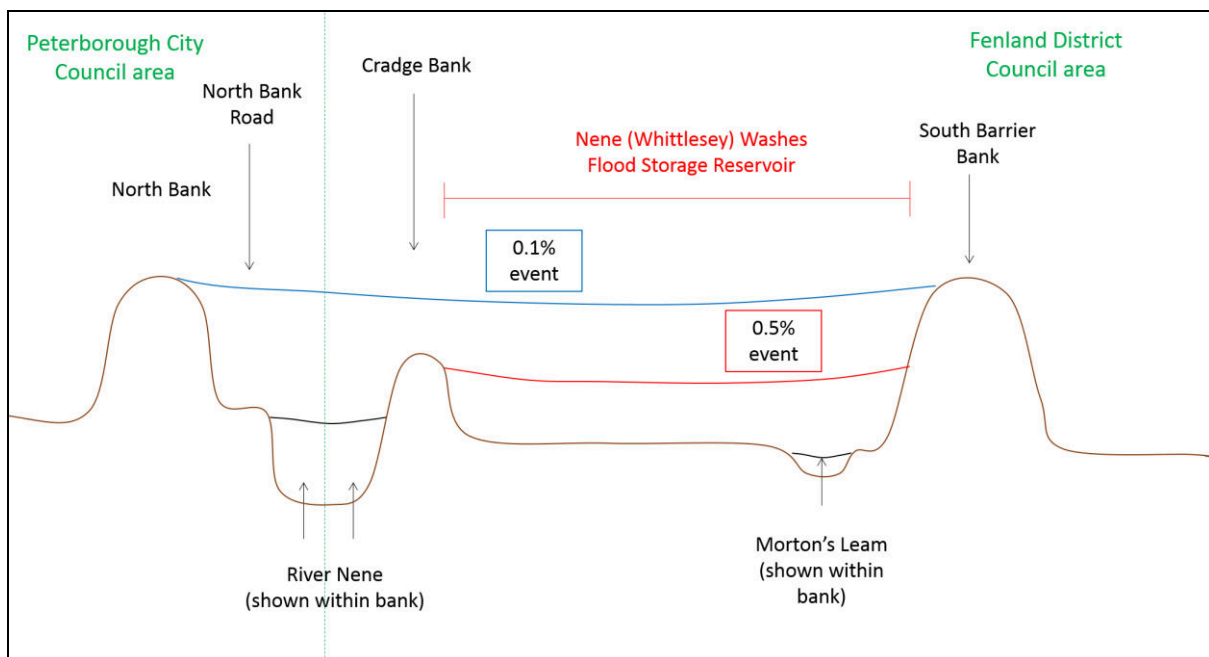


Figure 7-14: Diagram explaining the Nene (Whittlesey) Washes

- 7.16.4. The worst case situation for Peterborough is one where very intense local rainfall, coincides with maximum flow in the Nene for several days and a North Sea spring tidal surge occurs meaning that the Dog in a Doublet has to be closed often. This is because the chances of the Washes reaching its design capacity (0.5%) is increased and once this happens there is an increased risk that water will start to overtop the Nene in various places through Peterborough.
- 7.16.5. Significant local rainfall amounts would also mean that ordinary watercourses and sewers are likely to be unable to discharge into Main Rivers and hence surface water flooding will occur around low points, manholes, and where ordinary watercourses overtop.

Worst case impact on IDB systems

- 7.16.6. IDB systems are a secondary defence. While section 7-10 discusses the local risks of flooding from IDB systems, the large scale failure of an IDB system depends on the overtopping or failure of its primary defences; the Main Rivers defences of the

Nene or Welland. The situation on the Nene discussed in section 7.16 is that which could lead to the overwhelming of IDB systems. Intense local rainfall puts pressure on IDB systems and combined with overtopping from Main this could weaken an otherwise robust system. IDBs have several pumps they can use depending on demand and in such an event all pumps would be in use trying to remove water from the land as quickly as possible. In effect a circular motion could be created where water spills onto their land as quickly as they can pump it off.

- 7.16.7. It is this kind of event, potentially combined with the power outages that can occur during flooding, that would cause the large scale failure of the IDB systems and result in the widespread flood extents that are shown on the Environment Agency's Flood Map for Planning. This map shows the extent of flooding without considering defences and hence returns the Fens to an area of periodic flooding as would have been the case prior to the formal drainage of them in the 17th Century.

7.17. Flooding related to operational issues

- 7.17.1. Although flooding is usually caused by heavy or long duration rainfall, it can be easily made much worse by the presence of operational issues. The following are counted as operational issues:
- c) Flytipping – large waste items e.g. tyres, sofas etc.
 - d) Littering – smaller items.
 - e) Plant and tree roots growing into piped systems and reducing the capacity.
 - f) Damaged pipes from wear and tear, vandalism, or movement of the ground.
 - g) Collapse of banks of a watercourse e.g. gradually over time (lack of maintenance) or suddenly due to ground instability or movement.
- 7.17.2. Since it can never be known exactly when such issues may occur, flooding from a watercourse could be caused after less rainfall than would be expected for a more natural flood event. The FMS cannot provide details of the risk of operational issues occurring, but it does give details of the approach which is taken to minimise this type of event in Peterborough e.g. regular maintenance. Maintenance is covered in chapter 10.

7.18. Summary

- 7.18.1. Peterborough is at risk from many different types of flooding. Main river, the larger combined tidal and river events and flooding from combined sewers are the types that present the greatest risk on average across the City. However, surface water, groundwater and sewer flooding can still have devastating effects within very localised areas. Further efforts to promote an understanding of surface water flood risk are included with the action plan and discussed in chapter 10. Flood risk from groundwater and ordinary watercourses are the least well understood types and are areas proposed for further investigation in future. The likelihood of flooding from reservoirs is so low that even with widespread consequences the overall risk remains small. Peterborough's fenland areas are carefully managed. Very localised waterlogging and surface water flooding is possible over short time frames but with minimal impacts. However large scale failure of the drainage board systems is of considerably lower probability and would have to coincide with significant flooding elsewhere in Peterborough and the region. Flooding from operational issues in any part of Peterborough's watercourse or sewer network is impossible to model and map, but remains a risk for Peterborough and is identified as an area of work for Peterborough's water management authorities.

7.19. In the future

7.19.1. It is expected that flood risk from all sources will increase in the future. This is due to factors such as urban creep and climate change.

Urban creep

7.19.2. Over time the following noticeable development-related trends have an impact on flood risk, particularly causing an increase in surface water flooding:

- a) an increase of hard paving being laid over grassed areas
- b) in-fill developments and extensions being added to existing buildings

8. Climate Change Implications for Flood Risk

8.1. Context

- 8.1.1. There is clear scientific evidence that global climate change is happening now. It cannot be ignored.
- 8.1.2. Over the past century around the United Kingdom we have seen sea level rise and more of our winter rain falling in intense wet spells. Seasonal rainfall is highly variable. It seems to have decreased in summer and increased in winter, although winter amounts have only changed a little in the last 50 years. Some of the changes might reflect natural variation; however the broad trends are in line with projections from climate models.
- 8.1.3. Greenhouse gas (GHG) levels in the atmosphere are likely to cause higher winter rainfall in future. Past GHG emissions mean some climate change is inevitable in the next 20-30 years. Lower emissions could reduce the amount of climate change further into the future, but changes are still projected at least as far ahead as the 2080s.
- 8.1.4. Figure 8-1 below shows the expected temperature changes related to three different future scenarios for greenhouse gas emissions as set out by the Intergovernmental Panel on Climate Change (IPCC) and the United Kingdom climate projections.

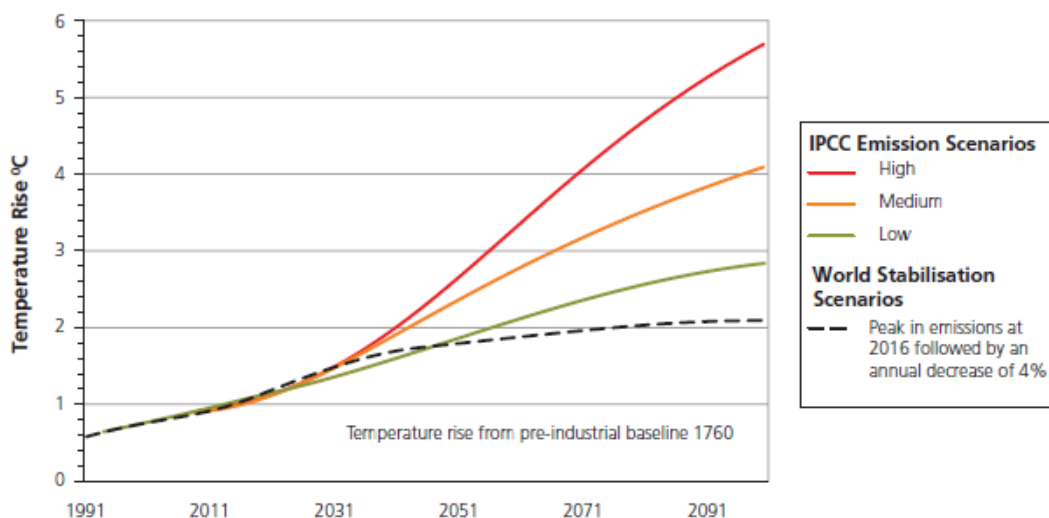


Figure 8-1: Temperature rise expected based on different emissions scenarios.

- 8.1.5. There is enough confidence in large scale climate models to say that Peterborough must plan for the implications of climate change. There is more uncertainty at a local scale but model results can still help us plan to adapt. For example rain storms are likely to become more intense, even if it isn't known exactly where or when. By the 2080s, the latest United Kingdom climate projections⁴ are that there could be around three times as many days in winter with heavy rainfall (defined as more than

⁴ UK Climate Projections 2009 (UKCP09) tool is a climate analysis tool, which funded by Defra, features the most comprehensive climate projections this country has. It provides information designed to help those needing to plan how they will adapt to a changing climate.

25mm in a day). It is plausible that the amount of rain in extreme storms (with a 1 in 5 annual chance, or rarer) could increase locally by 40%.

- 8.1.6. Between 1961 and 2006 UKCIP reports that the Anglian Region experienced:
 - i. An annual daily mean temperature increase of 1.4-1.8C
 - ii. An average increase in annual precipitation of 9%

8.2. Key projections for the Anglian River Basin District

- 8.2.1. The Environment Agency’s Flood Risk Standing Advice on climate change allowances for planners sets out allowances that must be applied to flood risk assessments to account for climate change. The recommended allowances for net sea level rise since 1990, peak rainfall intensity and peak river flow are set out below in table 8-1.

Table 8-1: Allowances and sensitivities to be applied for climate change (Environment Agency, 2013)

Parameter	1990 to 2025	2025 to 2055	2055 to 2085	2085 to 2115
Sea level rise for the East of England (mm per year) ⁵	4.0	8.5	12.0	15
National peak rainfall intensity ⁶	+5%	+10%	+20%	+30%
National peak river flow	+10%	+20%		

8.3. Implications for flood risk

- 8.3.1. Climate changes can affect local flood risk in several ways. Impacts will depend on local conditions and vulnerability.
- 8.3.2. Wetter winters and more rain falling overall during wet spells may increase river flooding. More intense rainfall also causes more surface runoff, increasing localised flooding and erosion. In turn, this may increase pressure on drains, sewers and water quality. Storm intensity in summer could increase even in drier summers, so we need to be prepared for the unexpected.
- 8.3.3. Rising sea or river levels may also increase local flood risk inland or away from major rivers because of interactions with drains, sewers, groundwater and smaller watercourses. Even small rises in sea level could add to very high tides so as to affect places a long way inland. Significant future increases in both river levels and high tides could start to cause an impact on Peterborough’s IDB systems (see section 7-11)

⁵ You can derive sea level rise up to 2025 by applying the 4mm per year back to the 1990 level. You can derive sea level rise from 2026 to 2055 by adding the number of years on from 2025 to 2055.

⁶ You can derive peak rainfall by multiplying the rainfall measurement (in mm per hour) by the relevant percentage so if there is a 10mm per hour rain event for the 2025 to 2055 period this would be 11mm per hour and for the 2055 to 2085 period this would be 12 mm per hour.

- 8.3.4. Flood and coastal erosion risk management guidance issued on adapting to climate change provides estimates for how river flood flows will change within the Anglian River Basin District. These are shown in table 8-2.

Table 8-2: Climate Change predictions for the Anglian Region
(Environment Agency, Unknown)

Anglian Region	Total potential change anticipated for 2010 - 2039	Total potential change anticipated for 2040 - 2069	Total potential change anticipated for 2070 - 2099
Upper end estimate	30%	40%	70%
Change factor	10%	15%	25%
Lower end estimate	-15%	-10%	-5%

8.4. Local sensitivity to climate change

- 8.4.1. The impacts of climate change in Peterborough can only be understood fully from carrying out local studies. In 2012, Peterborough City Council therefore completed a Local Climate Impacts Profile to look at how changing weather patterns affect City Council services. Peterborough City Council is also keen to have a wider understanding of the sensitivity of Peterborough to climate change, but undertaking new modelling of the extent and scale of flood risk with climate change is beyond the scope of the FMS. A simple analysis has therefore been undertaken using existing data and tools to support existing plans and assessments.
- 8.4.2. Using maps showing different annual probabilities of flooding, the extent of flooding on a wide range of receptors around the City was recorded. Receptors include homes, hospitals, schools, nature reserves, listed buildings, roads and wastewater treatment works. The change in sensitivity of the receptors across the different annual probability events can be used as a proxy to climate change. The risk of flooding from rivers shown in flood zone 3 was compared with that in flood zone 2 and the risk of flooding from surface water for a 1 in 30 annual probability event was compared with that of a 1 in 1000 annual probability event. The wards showing the greatest difference are those most likely to be sensitive to heavier storms and increased river flows as a result of climate change. The impact of flood risk and the sensitivity to climate change of a ward is a factor not only of the extent of flooding but also of the types of receptors existing within that ward and the significance of those receptors being flooded.
- 8.4.3. The wards with medium to very high sensitivity to climate change are listed in table 8-3 below. Figures 8-2 and 8-3 show the relative sensitivity of all wards. Note that the wards scoring highly are those expecting the biggest *change* in future years. A ward with a consistently high risk of flooding from both low and high probability flood events will not score as having a high sensitivity to climate change.

Climate Change Implications for Flood Risk

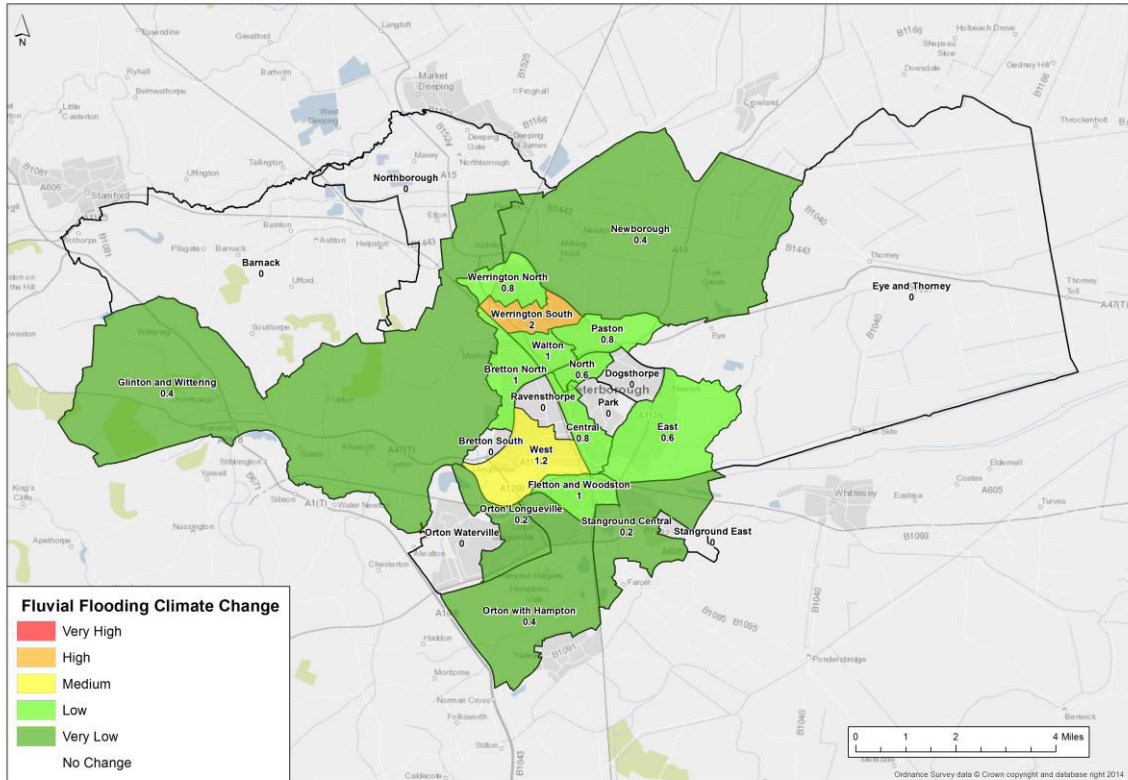


Figure 8-2: Map showing the sensitivity of wards to changes in river flooding

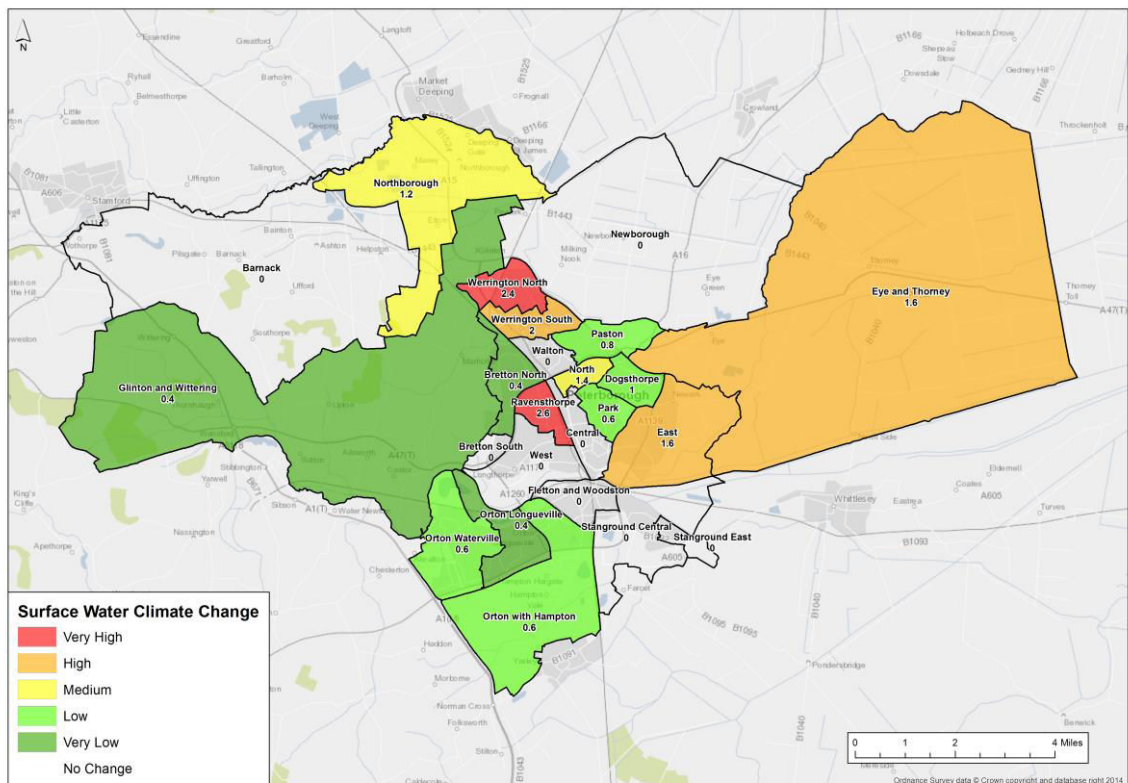


Figure 8-3: Map showing the sensitivity of wards to changes in surface water flooding

Table 8-3: Wards that are expected to be most susceptible to the flood risk implications of climate change

Source of flood risk	Ward	Rating
River flooding	Werrington South	High
	West	Medium
Surface water flooding	Ravensthorpe	Very High
	Werrington North	Very High
	East	High
	Eye and Thorney	High
	Werrington South	High
	North	Medium
	Northborough	Medium

8.5. Adapting to change

- 8.5.1. Past emissions mean some level of climate change is inevitable. It is essential we respond by planning ahead. We can prepare by understanding our current and future vulnerability to flooding, developing plans for increased resilience and building the capacity to adapt. Regular review and adherence to these plans is key to achieving long-term, sustainable benefits.
- 8.5.2. Although the broad climate change picture is clear, we have to make local decisions against deeper uncertainty. We will therefore need to consider a range of measures and retain flexibility to adapt. This approach, embodied within flood risk appraisal guidance, would help to ensure that we do not increase our vulnerability to flooding.
- 8.5.3. The FMS raises the need to ensure that all City Council services and can adapt to changing weather and become more resilient. Suggested adaptation measures for severe weather and flood risk include:
 - a) Appropriate management and maintenance of existing flood risk assets;
 - b) Ensuring development is sustainable with appropriate drainage systems and flood resilience measures;
 - c) Improving the resilience of city infrastructure (pumping stations, sewage treatment works and powers stations etc) against flooding;
 - d) Improving the resilience of our highway network against droughts (can cause road subsidence and cracking in Fen areas), flooding and ice (blockage of drainage systems and potholes);
 - e) Recording the impact on City Council resources and services of severe weather events to improve our understanding;
 - f) Increasing summer and winter water storage to be used for periods of flooding and drought;
 - g) Developing a specific adaptation plan for City Council services;
 - h) Increasing tree cover across Peterborough to reduce urban heat island effect and slow down the movement of water.

9. Partnership Funding

9.1. Introduction

- 9.1.1. This chapter provides background on the different types of funding which may contribute towards a flood management action or a water environment action proposed in Peterborough. National funding is explained in the most detail as this system has changed in recent years and often attracts questions. The sections following that are laid out in terms of how they are referred to in national funding guidelines and examples are given of average expenditure of Peterborough's flood risk management organisations.
- 9.1.2. Expenditure for all flood risk and water management schemes is split down into capital works (that create, purchase, significantly improve or replace new assets) and revenue works (operational maintenance). Maintenance is often funded by the owner of, or the organisation responsible for, a certain type of watercourse or management asset. Capital funding often requires more levels of approval. Capital budgets are not allocated as routine by organisations so money often has to be bid for in competition with other projects.

9.2. Grant in Aid - national funding

Flood risk funding

- 9.2.1. The way that flood risk management projects are managed and funded has recently changed in the UK. Since April 2012 the new government policy *Flood and Coastal Resilience Partnership Funding* has controlled how money is allocated to capital projects. In theory under the new approach every project providing a certain level of benefits has the potential to be supported by support from national funding over time. The amount of national funding, known as Grant in Aid (GiA) available to any capital project will directly relate to the outcomes the project delivers. GiA for flood risk management projects is called Flood Defence Grant in Aid (FDGiA). The outcomes measures for capital flood risk management schemes have been set by Defra and are as below:
- Outcome Measure (OM) 1 – Economic benefits
 - OM 2 – Households at risk
 - OM 2b – Households at very significant and significant risk
 - OM2c – Deprived households at very significant and significant risk
 - OM3 – Households at risk from coastal erosion
 - OM3b – Households at risk from coastal erosion in 20 years
 - OM3c – Deprived households at risk from coastal erosion in 20 years
 - OM4a – Hectares of water dependent habitat created or improved
 - OM4b – Hectares of intertidal habitat created
 - OM4c – Kilometres of rivers protected under the EU Habitats/Birds Directive
- 9.2.2. Each outcomes measure has a payment rate associated with it. Households better protected against flood risk or coastal erosion in the 20% most deprived areas of the country have the greatest payment rate; in this case OM2c and OM3c have a payment rate of 45p per £1 of the scheme cost. This clearly highlights the need for additional non-Government funding to enable any scheme to be delivered.

- 9.2.3. Defra have produced a spreadsheet calculator which allows flood risk management authorities to calculate what percentage of costs might be covered by central government through GiA funding and what other contributions they will need to raise locally. It is intended that beneficiaries to the scheme will contribute in some way, whether they be LLFAs, IDBs, Parish Councils, communities, or private companies. As well as direct financial contributions, agreements to carry out maintenance or other in-kind contributions that a cost could be put against may also be considered. Any contribution put towards the scheme improves the overall Partnership Funding score of the scheme. Every scheme must score a minimum of 100% to be eligible for GiA.
- 9.2.4. Schemes requesting FDGiA need to be submitted to the Environment Agency's / RFCC's Medium Term Plan (MTP). The MTP sets out a six-year programme of works that the RFCC would like to deliver subject to funding, further development of business cases and final scheme approvals. This is a very similar situation to the Peterborough action plan (Appendix F) for the FMS but for the Anglian region. Projects to be delivered in Peterborough that require FDGiA need to be in both the FMS and the MTP.
- 9.2.5. There is a limited pot of central government funding so FDGiA payments to approved projects will be subject to availability of funds. Each year competing projects will be prioritised by RFCCs to ensure projects provide good value for money and to achieve national and regional targets. As of 2014/15 there are several very large capital projects in the UK that already have expenditure in future years committed to them. This reduces the amount of money available to new schemes. Therefore the Partnership Funding score needed is very high, almost 250%. This may change in future years and so it is encouraged that projects are still submitted to the Medium Term Plan even for the future even if they cannot yet reach a suitable score to enable delivery.
- 9.2.6. It is expected that through the need to work in partnership all schemes proposed will now consider management of flood risk in an area from all sources, proposing joint solutions that reduce the overall flood risk to a community or area.
- 9.2.7. The inclusion of amenity benefits for local communities is one way of attracting wider support for schemes from local communities and helps to draw in local contributions.
- 9.2.8. All schemes are also encouraged financially to include the delivery of multiple benefits related to other themes of water management other than flood risk. Outcome measures 4a to 4c specifically encourage habitat benefits.

Water Environment funding

- 9.2.9. For schemes where the main driver is environmental improvement, the source of Government funding is instead Water Framework Directive Grant in Aid (WDGiA). These schemes may include work to improve habitats, increase biodiversity, remove obstacles to fish and eel migration, and improve water quality. Ultimately the schemes should bring about an improvement to, or help to prevent a deterioration in the status of a watercourse under the Water Framework Directive.
- 9.2.10. The investment plan in which all such schemes needs to be entered is called the Integrated Environment Programme (IEP). This is the equivalent of the flood risk management MTP. The process for submitting projects is largely similar to that for

flood risk management and schemes will need to demonstrate how they meet the IEP's outcome measures in order to attract funding.

- 9.2.11. If schemes deliver significant benefits to flood risk and to the water environment they can be entered into the MTP and the IEP and apply to use both FDGiA and WFDGiA.

9.3. Public contributions

Environment Agency funding

- 9.3.1. As discussed in section 6.4, the majority of the Environment Agency's funding for flood and coastal risk management comes directly from the Department for the Environment, Food and Rural Affairs (Defra). This is the same for water environment works to meet the Water Framework Directive. For new capital schemes, the Environment Agency need to put their projects on the MTP and IEP and submit project bids to Defra for GiA in the same way that LLFAs and IDBs can. Therefore there is no additional source of Environment Agency funding that could be added to a bid, e.g. as a local contribution, in order to raise the partnership funding score.

Regional Flood and Coastal Committee

Section 6.9 explains the role of the Anglian Northern Regional Flood and Coastal Committee. Part of this role is to oversee the MTP work programme of flood risk management schemes in the region. Within the region of the Anglian Northern Regional Flood and Coastal Committee the gross expenditure of the Environment Agency was £33,119,000 in 2013/14 and is £44,679,000 for 2014/15. These values include money collected from Local Levy, General Drainage Charges and IDB Precepts as shown in table 9-1.

Table 9-1: RFCC income

Income source	Income in 2014/15 (£k)
Government FDGiA	37,988
IDB precepts	2,167
General Drainage Charges	1,420
Local Levy payments from LLFAs	1,681
Movement in balances	1,423
Total Income	44,679

- 9.3.2. The RFCC collects and allocates IDB Precepts, General Drainage Charge and Local Levy funding which can be used as match funding for capital schemes requiring FDGiA or to support delivery of the revenue maintenance programme. For very small schemes that are deemed locally significant, it is sometimes possible for these to be funded directly from these sources. Therefore any schemes hoping for regional contributions need to be submitted to the MTP.

Local Levy

- 9.3.3. Under the FWMA 2010 and the Environment Agency (Levies) (England and Wales) Regulations 2011, local levy is collected annually from all Lead Local Floods Authorities in the area of the RFCC. The levy is agreed annually in January and are

often based on an average increase of between 0% and 5%. The total levy payment is shared between all contributing bodies in the committee area on the basis of the number of Council Tax Band D equivalents that each has. The table below illustrates the total value of the Local Levy collected by the RFCC and the contribution from PCC for the last few years.

Table 9-2: Local Levy paid by the City Council

Budget	Amount 2012/13	Amount 2013/14	Amount 2014/15
Average voted change from previous year*	0%	+ 5%	+ 3.5%
Actual Peterborough Local Levy contribution (£k)	147	154.5	161.4
Total Levy collected by Anglian Northern RFCC (£k)	1,547	1,624	1,681

General drainage charges

- 9.3.4. General Drainage Charges are charged directly to agricultural landowners who are not in an IDB area. The charge is deemed to be a contribution towards the management of water and flood risk for those landowners. It is calculated on a rate per hectare basis using the Council Tax Base of Band D equivalent properties.

IDB precepts

- 9.3.5. Precepts are paid by IDBs to the Environment Agency for works done by the Environment Agency on channels or defences that affect or are in an IDBs area. The works are normally maintenance based. The formula for calculating the precept is complex but is approximately based on the number of hectares of land protected. The value of precepts has not been raised for a few years.

Lead Local Flood Authority funding

- 9.3.6. Money spent by the City Council on flood and water related actions comes from un-ringfenced Government flood risk grants, from allocating a share of the corporate budget to this area or from ringfenced commuted sums relating to specific development schemes. Since becoming an LLFA, the Council has had an average total budget of approximately £600k for all drainage, flood risk management and water management activities. This expenditure goes on:
- a) highway drainage maintenance, schemes and reactive works (gullies and watercourses);
 - b) maintenance of adopted drainage systems on specific development sites;
 - c) relevant staff salaries and on-costs;
 - d) asset surveys;
 - e) flood awareness community events

- f) delivery of required flood risk reports or policies e.g. for developing the
- g) training and software; and
- h) flood and water management projects.

9.3.7. The sum in section 9.3.6 excludes the drainage and flood risk sums collected through Council Tax each year which are then:

- i. paid as a Local Levy contribution to the Environment Agency for management by the RFCC; or
- ii. transferred to the IDBs as a Special Levy.

As of 2013/14 information is included in Peterborough's Council Tax booklet about these levies.

9.3.8. To obtain corporate capital funding to deliver significant capital schemes, officers would need to submit a separate bid for funding as part of the annual budget setting process.

9.4. Internal Drainage Board funding

9.4.1. As discussed in section 6.5 drainage boards are funded by rates paid by the landowners in their area. This can be broken down into Drainage Rates and Special Levies. Drainage rates are paid by agricultural landowners direct to the IDB based on the area of their property. Where land in the IDB's district is not in agricultural use, the owner instead pays their levy to Peterborough City Council as part of their Council Tax. The relevant amount is then separated out from the Council Tax and paid to each IDB. This is known as a Special Levy.

9.4.2. The total expenditure for Peterborough's two largest IDBs for the year 2014/15 is shown in table X. The area of Peterborough that falls within the Middle Level and with the Whittlesey and District IDB is small and hence the details of these organisations is omitted below. It is important to note that the IDBs' funding is for maintenance and capital works across their whole areas, not just in Peterborough.

Internal Drainage Board	Total Expenditure for 2014/15
North Level District IDB	£1,514,778
Welland and Deepings IDB	£2,100,367

9.5. Private contributions (community and commercial)

9.5.1. Partnership funding guidance intends that those benefitting from the proposed flood management scheme contribute towards its costs. This could be local residents, a Parish Council or a local business, for example. Securing contributions from private sources is not easy, especially as it is a relatively new system, and therefore Peterborough City Council will endeavour to engage with all beneficiaries as early as possible in the process of developing new schemes. If there is an expectation that others will contribute then it is important that they are involved in designing the scheme.

Anglian Water

- 9.5.2. Contributions from water companies count as private contributions. In order to secure funding from Anglian Water, projects need to be part of the company's five yearly Asset Management Plan (AMP) which is agreed by Ofwat, the water company regulator. The upcoming AMP period is called AMP 6 and covers 2015 to 2020. Prices are set by Ofwat at the beginning of each AMP period, following submissions from the water company about what it will cost to deliver their business plan.

9.6. Impact of local funding contributions

- 9.6.1. In order to demonstrate the importance of local funding being available to contribute to schemes applying for FDGiA, the following figures have been calculated by the RFCC:

Figure 9-1: Example of the multiplying benefit of Local Levy

For a Levy contribution of	= £1000
Actual cost to the Local Authority	= £667
Expected funding levered in from GiA	= £3,000 to £15,000
Actual benefit to the local community	= £20,000 to £120,000

10. Management and Action Plan

10.1. Introduction

- 10.1.1. This chapter provides the context to and the benefits of the different management procedures, policies and actions of Peterborough's flood and water management organisations. The chapter is intended to be read alongside the Completed Action Reference Table in Appendix E and the proposed Action Plan in Appendix F.
- 10.1.2. Since the introduction of the FWMA 2010 the organisations managing flood risk in Peterborough have come a long way in terms of working together to understand and manage risk. The Flood Risk Partnership was established (now the Flood and Water Management Partnership as described in section 9), and many actions have been delivered in partnership. There has been a significant increase in communication and awareness raising activities and in the consideration of surface runoff and groundwater flooding. Appendix E has been put together to illustrate the actions delivered since the FWMA 2010 was enacted.



Figure 10-1: Completed action to create a new ditch near Eye Green to reduce flooding

- 10.1.3. A major role of the FMS is to set out actions for the future. The proposed Action Plan (in Appendix F) includes the following information about individual projects:
- i. Name
 - ii. Action Reference
 - iii. Ward
 - iv. Management area
 - v. Description of the action
 - vi. Lead partner
 - vii. Other partners
 - viii. Time frame
 - ix. Funding source
 - x. Cost
 - xi. Objectives and benefits
 - xii. Priority of the action
 - xiii. Progress

- 10.1.4. A more comprehensive action plan is available on request that also contains information about the: catchment, the source of flood risk being addressed, the objective that the action meets, project risks, legislation or policy drivers, and action plan review dates.
- 10.1.5. Some actions apply fairly consistently across Peterborough. These actions are listed as having a Peterborough-wide management area and are discussed next. Some actions are specific to different areas of Peterborough due to local characteristics (e.g. landscape type) dictating the need for different approaches. For the purpose of discussing these latter actions, Peterborough has been divided into three management areas: Urban, Fens (Rural North and East) and Rural West as shown in figure 9-1.

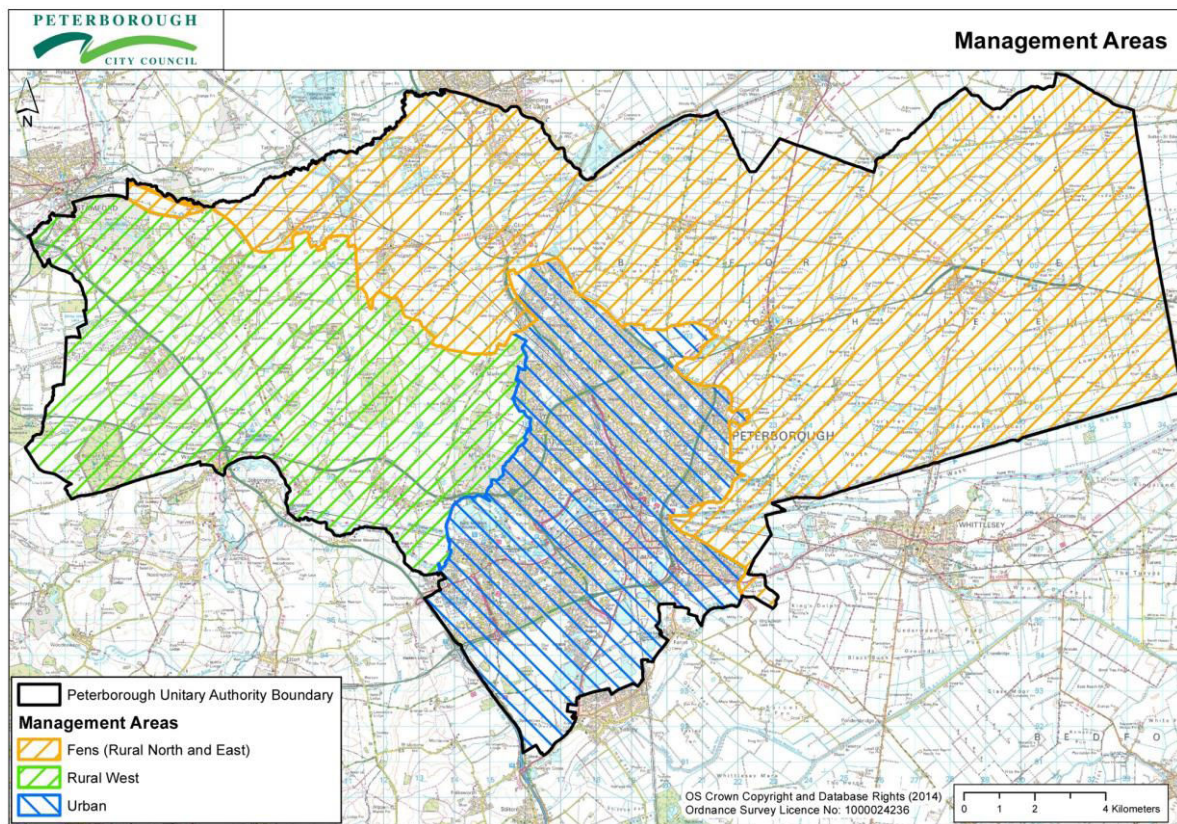


Figure 10-2: Management areas into which Peterborough has been divided for the purpose of the Action Plan

- 10.1.6. Against each action listed in the action plan it is noted which objectives the action meets and what type of benefits the action has. The meeting of FMS objectives allows the achievement of the objectives in the National Flood and Coastal Risk Erosion Management Strategy as set out in 3.3. Below is a reminder of the FMS objectives:

Objective 1 – Improve awareness and understanding of flood risk and its management, to ensure that everyone can make informed decisions and take their own action to become more resilient to risk.

Objective 2 – Establish efficient co-ordinated cross-partner approaches to flood and water management, response and recovery, sharing and seeking new resources together.

Objective 3 - Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of protection elsewhere are maintained.

Objective 4 – Improve the wider sustainability of Peterborough, ensuring an integrated catchment approach and proper consideration of the water environment and its benefits, in new and existing environments.

10.1.7. Some schemes have direct benefits to a numbers of home and businesses, some to infrastructure or the natural environment and some actions are more about improving the efficiency of management processes and expanding flood risk knowledge. The latter category will still have benefits to homes and businesses but they may be indirect. Once schemes are worked up in more detail in terms of development of the detailed business cases, it will be possible to provide further information about the exact benefits achieved. A list is provided below of the benefit categories used for the actions:

A	Agriculture
B	Businesses
C	Community amenities and public services
D	New development
E	Efficiency of management
H	Homes
I	Infrastructure
L	Better local knowledge and understanding
N	Natural environment

Dependencies and risks

Funding

All of the schemes proposed in the strategy will require individual business cases to be developed by the lead partner. They will not be able to progress beyond this stage unless approval is obtained from all stakeholders and funding partners. Appropriate funding needs to be secured from a range of different sources to meet Partnership Funding requirements (see chapter 9). This may result in some schemes being delayed until these requirements are met.

Priority changes

Priorities may need to change, for example, as a result of updated information about the flood risk in an area (i.e. from modelling), the specific risks associated with delivering the project, and /or the availability of resources to deliver the schemes.

Land ownership and maintenance agreements

If third party land is required for a scheme, the landowner’s approval will need to be sought. It is also essential that an agreement is put in place about the long-term maintenance of any structure or feature being constructed.

Flood defence or ordinary watercourse land drainage consent

Changes to watercourses require consent under the Land Drainage Act 1991. Consent requires the project to demonstrate that there will be no negative impacts on flood risk elsewhere, on the watercourse or on elements of the habitat and water quality that are governed by the Water Framework Directive.

Planning consent

Some projects may require planning permission or traffic regulation orders.

10.2. Management - Peterborough-wide

10.2.1. This section gives an overview of the different types of management taking place now and in the future that are not specific to one particular area of Peterborough. This section should be read alongside the section which specifically relates to your area of interest to give a full picture of flood risk management in your area.

Watercourse maintenance

<i>Action reference</i>	<i>Benefits to</i>
A1	H, B, A, I, C
A2	H, B, A, I, C

10.2.2. Each water management organisation undertakes a variety of maintenance activities to look after their infrastructure. Details are provided in table 10-2 below.

10.2.3. Some watercourses have much higher or lower risk associated with them and therefore the maintenance required will vary according to the risk profile. For example Peterborough City Council uses the following classification for its watercourses as shown in table 10-1:

Table 10-1: Watercourse classification

Class	PCC Classification
1	Critical
2	Non critical – high risk
3	Non critical – medium risk
4	Non critical – low risk
5	No routine maintenance

Table 10-2: Maintenance activities undertaken in Peterborough

Organisation	Location of activity	Maintenance activity	Average frequency
PCC (Drainage and Highways Functions)	Higher risk watercourses (classes 1-3)	Vegetation management	Annually
		Rubbish removal and headwall and screen clearance	As required
		De-silting	Every 30 years, plus localised high silt levels
	Lower risk watercourses (class 4)	Vegetation management, litter removal and desilting	As required
	Highway gullies	Carriageway and footway gully cleaning	Routinely as well as on a reactive basis
Environment Agency	Nene	Vegetation maintenance	As required
		De-silting	Annually at Popley's Gull where silt collects
	Welland	Vegetation maintenance	As required
		De-silting	Not applicable
	Higher risk Main Rivers (excluding Nene and Welland)	Vegetation maintenance	As required
	Lower risk Main Rivers	Vegetation maintenance	As required
	All raised defences	Vermin control of raised defences	As required

10.2.4. The maintenance works carried out by IDBs is covered in section 10.5 as this is specific to the Fens (Rural North and East).

10.2.5. Each organisation also undertakes upgrade schemes in specific locations depending on the areas of greatest need and the funding available. The schemes proposed for the upcoming years are included in the Action Plan.

Emergency planning

Action reference	Benefits to
C4	H, B, C, L
C13	H, B
P1	H, B, I, E, L
P24	H, B, I, C

- 10.2.6. Under the Civil Contingency Act 2004, Peterborough City Council and many of the other flood management organisations are also emergency responders. There are two categories of emergency responder:
- i. Category 1 – the core responders. Includes the ‘blue-light’ services (Police, Fire and Rescue, Ambulance Service), the NHS, local authorities and the Environment Agency.
 - ii. Category 2 – co-operating responders that act in support of the category 1 responders. Includes utility companies such as Anglian Water and UK Power Networks, and transport organisations such as the Highway Agency.
- 10.2.7. In planning for flooding the following different roles exist under this legislation:
- a) Warning and informing people – all
 - b) Putting joint response plans in place - all
 - c) Response actions – blue light services
 - d) Recovery – Local authorities i.e. Peterborough City Council
- 10.2.8. All local authorities will have an emergency flood plan. Peterborough’s Flood Guidance Document was last reviewed in 2011 and there are currently separate plans for Peterborough and Cambridgeshire. It is intended now to create one plan covering both local authority areas as this would then align with the area over which the Emergency Services operate, making response more efficient. The plan would be used by all emergency responders and is therefore to be called a Multi-Agency Flood Plan. The Environment Agency will also be involved in the development of both this plan and others from surrounding areas to ensure full coverage of the Nene and Welland catchments.
- 10.2.9. One of the most controversial elements of the November/December 2012 flood events was the issues of sandbags. The need for clarity over the policy of the Council and its partner organisations is very important. Some local authorities do provide sandbags, knowing that the presence and actions of Council and emergency services officers on site delivering sandbags and helping local people is one that reassures. However many other Council do not provide sandbags. This is because while they can slow floodwater, they do not stop it; they provide no protection if the flooding is due to rising groundwater; and after the floods the disposal of large numbers of contaminated sandbags can be very difficult and expensive. Efforts can sometimes be better focused on investing in other, better and reusable defence measures. At any time you will be able to find the sandbag policy of Peterborough City Council online at www.peterborough.gov.uk/floodinformation. A proposed future action is for PCC to investigate the benefits of procuring any longer lasting ‘temporary’ defences. While a storage location for these would need to be found, the defences could be used to help protect Council property, such as the Key Theatre, as well as other key infrastructure.
- 10.2.10. As part of their role in managing flood risk from Main Rivers, the Environment Agency provide a Main River forecasting and flood warning service. It is their intention to continue this service, to work with local communities and other risk management authorities to promote awareness of flood risk and the warning service.
- 10.2.11. Activities are included in the Action Plan to help us better plan for and improve resilience against surface water flooding. Surface water flooding is very hard to predict due both to the nature of heavy rain showers being very localised and changes in land levels having a very significant effect on where the runoff ends up.

To try and improve our understanding and management of surface water the following actions are being considered:

- a) Raising awareness through our website and targeted communications of the risk of surface water flooding, of weather warnings and of what people can do and who they can contact.
- b) Continue to follow the current national and European research (such as the RAINGAIN programme⁷) on the development of surface water flooding warning systems. Incorporate learning and actions into our plans whenever possible.

Resilience of critical infrastructure

<i>Action reference</i>	<i>Benefits to</i>
C14	I

10.2.12. Peterborough’s critical infrastructure (electricity substations, water treatment plants, care homes, schools etc) are often owned by a range of different organisations, many of them not part of the FloW Partnership. Peterborough City Council and the FloW Partnership have highlighted an action to work with the owners of critical infrastructure wherever possible to ensure that flood risk to the infrastructure is minimised.

Flood risk communication and awareness

<i>Action reference</i>	<i>Benefits to</i>
C2	E, L, C
C3	E
C4	H, B, C, L
C5	H, B, N, C, E, L
C6	H, B, I, E
C7	H, I
C11	H, I

10.2.13. Communication about flood risk with residents and businesses is very important. The principal areas of communication which are required are:

- a) Warning people of imminent flooding.
- b) Making people aware of flood risk in their area (outside of flood events) and ensuring they know where to look and who to contact for further information.
- c) Encouraging people to prepare themselves mentally and physically for flooding and make their homes more resilient.
- d) Encouraging and supporting communities and Parish Councils to prepare their own emergency plans.
- e) Helping people to understand what organisations and processes are currently in place to manage flood risk in their area and who to contact.
- f) Being clear about things that residents, businesses, developers can do to make sure that they do not increase flood risk such as not paving over gardens with impermeable materials or putting fats, oils, greases and other ‘unflushables’ such as baby wipes down the sink, drains or toilets.

⁷ <http://www.raingain.eu>

- g) An awareness raising campaign about the responsibilities of riparian owners (those owning land which is alongside or which contains a watercourse) and the flood risks that are caused when appropriate maintenance is not carried out. Many residents and organisations in Peterborough, including the Council, the Environment Agency and Anglian Water, are riparian owners. If we can ensure that watercourses do not get forgotten about and receive an appropriate level of maintenance this will reducing the changes of flood risk being caused by blockages or a lack of care. In Peterborough, tree clippings, rubble and flytipping have all been dumped in watercourses from time to time. Each time this happens these will significantly increase the risk of flooding for those living alongside that watercourse.

10.2.14. All of these elements are included in the Flood and Water Management Partnership’s intended actions (Appendix F). The communication messages will be delivered through a range of mediums such as website updates, flood warden training sessions and larger scale public events.

Integrated landscape and water management

<i>Action reference</i>	<i>Benefits to</i>
P4	H, B, I, E, N, C, D
P5	H, B, I, N, C, D
P8	H, B, E
P9	B, I, D
P16	H
P17	H, B, C
P18	A, I
P19	H, B
P20	H, B, A, I, D
P21	H, B, I, E

10.2.15. When flood management schemes are being proposed, consideration will be given to other water and green infrastructure management actions in the same catchment or sub-catchment that could be combined to create a larger joint scheme. This could deliver a wider range of benefits as discussed in chapter 4, increase the number of outcomes measures for Partnership Funding (section 9) and therefore increase the chance of a scheme going ahead. Actions from the Green Grid Strategy and the Nene and Welland integrated catchment management plans are included in the Action Plan for the FMS where these seeks to deliver notable benefits to flood risk.

Flood investigations and thresholds

<i>Action reference</i>	<i>Benefits to</i>
A3	H, B, A, I

10.2.16. Section 19 of the FWMA 2010 sets out that LLFAs have a duty to investigate flooding incidents within their area, to the extent that the LLFA considers necessary or appropriate. The investigation must set out:

- a) *which risk management authorities have relevant flood risk management functions, and*

- b) *whether each of those risk management authorities have exercised, or is proposed to exercise, those functions in response to the flood.*

10.2.17. Where an authority carries out an investigation:

- a) *it must publish the results of its investigation, and*
- b) *notify any relevant risk management authorities.*

For the City Council to undertake formal investigation it must be made aware of the flooding, whether from officers, contractors, other risk management authorities or members of the public. An incident notification form exists for this purpose and is in Appendix G. People are encouraged to send in photographs with the form to aid the investigation.

10.2.18. In order to determine situations where formal investigation is necessary, Peterborough City Council has established thresholds. Flooding must meet the criteria set out below for a section 19 investigation to take place:

Thresholds for FWMA 2010 section 19 flood investigations

- a) Internal flooding to any one dwelling
- b) Internal flooding to more than one business premises
- c) Flooding to any critical infrastructure or critical services
- d) Flooding that causes significant disruption to a transport link for a defined period*

10.2.19. In d) above the definition of 'defined' period is dependent on the transport link affected. The following thresholds have been derived for each of the highway categories set out in the UKRLG Code of Practice for Highway Maintenance:

Table 10-3: Thresholds for the City Council to carry out and publish flood investigations

Category	Name	Description	Example	Duration of significant disruption to network
1	Motorway	Motorway	A1(M)	Over 1 hour
2	Strategic Route	Trunk roads and some principal 'A' roads	A15 Glington Bypass, A1139 Fletton Parkway, A1260 Nene Parkway	Over 1 hour
3a	Main Distributor	Main urban network and inter-primary links	A605 Oundle Road, A15 Bourges Boulevard, A15 London Road	Over 4 hours
3b	Secondary distributor	Classified road: B and C class	B1443 Helpston, B1091 Peterborough Road Stanground, B1081 Old Great North Road Wothorpe, Taveners Road (C60), Eastfield Road (C51), Gresley Way (C299)	Over 4 hours
4a	Link Road	Roads linking the Main Distributor network to the secondary Distributor	Stamford Road Marholm (C40), Deeping Road Peakirk (C6), Oakdale Avenue Stanground, Hartwell Way Ravensthorpe, Werrington Bridge Road (C47)	Over 24 hours
4b	Local Access Road	Roads serving limited numbers of properties carrying only access traffic	Any small cul-de-sac or similar residential estate road	Over 24 hours

10.2.20. The City Council commits to starting the investigation within 30 days of the flood event. The investigation will be shared with the other risk management organisations and the results of the investigation will be published on PCC's website within six months of the date of the incident. No personal information will be included in the reports. Photographs supplied will not be included in the final report without the owners' permission.

Measuring the impacts of severe weather

Action reference	Benefits to
P2	E, L

10.2.21. In 2012 Peterborough City Council prepared a Local Climate Impacts Profile (LCLIP) which illustrates the effects that severe weather has had on City Council services over the years. The report set out that:

- a) Between 2000 and 2012 a total of 220 media stories reported extreme weather events in Peterborough, with more than 500 consequences to city services and the wider community.
- b) These consequences include impacts on transport systems, health and social systems and service provision.
- c) Excessive rainfall/flooding and ice/snow are the most common events impacting city services, although hot weather and wind are also significant.
- d) Severe weather events affect services both directly and indirectly and these events normally have cost implications, whether through direct action or lost opportunity costs. While some costs can be ascertained, the majority are not recorded in an accessible manner, or are hidden costs.
- e) The financial impact of severe weather differs according to the services and weather types in question. Loss of income and increased costs are the most commonly associated with these events, in particular snow/ice, ground movement and excessive rainfall/flooding.
- f) Existing budgets may not be able to cope with the expected increase in severe weather events and the resulting reactive works required. This makes the case for changing the way Peterborough approaches its work to make the City more resilient, rather than just focusing on post-event recovery and repair.

10.2.22. In order to be able to know how much to invest in more adaptable designs it is important to know what the costs of the severe weather impacts are. Therefore it is proposed that the Council adopts a severe weather recording system. One called SWIMS (Severe Weather Information and Monitoring System) has already been used by Kent County Council and all their emergency response partners. It has been very successful and now allows the organisations to collectively assess the costs of flooding, for example on staff resources and contractor availability, lost working hours, costs of repair and insurance claims.

Adapting to changes in climate and natural resource availability

<i>Action reference</i>	<i>Benefits to</i>
C10	H, B, N, L
P14	H, B, A, I, N, C, E, L, D
P23	E, N

10.2.23. As soon as possible the Council and its partners must also plan for change by developing an Adaptation Action Plan. The plan would need to look at changes to organisations’ internal processes and to construction designs and methods so that companies, residents and public services can better cope with changing environmental and weather conditions. This would be made easier once better impact data has been collected through the implementation of a recording system as discussed in the previous paragraph. The LCLIP also noted that measures to adapt to and minimise the impacts of severe weather events require cross service collaboration. This demonstrates the need for a Peterborough-wide Adaptation Action Plan rather than just a City Council-based one, for example.

Asset register

<i>Action reference</i>	<i>Benefits to</i>
A7	E, L
A8	E, L
A9	E, L
A10	E, L
A11	L
A13	A, I

10.2.24. Section 21 of the FWMA 2010 requires the City Council to maintain a register of flood risk related structures. The legislation is provided below.

<p>21 Lead local authorities: duty to maintain a register</p> <p>(1) A lead local flood authority must establish and maintain –</p> <p style="margin-left: 40px;">(a) a register of structures or features which, in the opinion of the authority, are likely to have a significant effect on a flood risk in its area, and</p> <p style="margin-left: 40px;">(b) a record of information about each of those structures or features, including information about ownership and state of repair.</p> <p>(2) The Minister may by regulations make provision about the content of the register and record.</p> <p>(3) The lead local flood authority must arrange for the register to be available for inspection at all reasonable times.</p>

Figure 10-3: Extract from the FWMA 2010

10.2.25. The asset register provides a useful tool for:

- a) ensuring that members of the Flow Partnership are aware of important assets belonging to other partners e.g. in case it would be useful to link the maintenance or operation of them;
- b) the Flow Partnership to identify areas where joint actions may need to be planned and funding sought
- c) providing a list of significant assets in certain locations so that if and when flood events occur the Council can quickly identify what partner organisations it needs to consult and which partners may need to be part of any investigation undertaken (section 10.2.24)

10.2.26. It is intended that the asset register will be reviewed annually by the Flow Partnership to ensure it is both useful and up-to-date.

10.2.27. Several actions are included in the action plan with regards to gradually increasing the data held about assets in Peterborough. This will continue to improve the understanding of the level of flood risk and the condition of the assets being used to manage this risk.

Designation of features or structures

10.2.28.

Sharing services

Relevant to most actions

10.2.29. Section 13(4) of the FWMA 2010 allows a risk management authority may arrange for a flood risk management function to be exercised on its behalf by another risk management authority. The proposal, listed as an action in Appendix F is that when the Council has works to do that are close to the boundary of one of Peterborough's IDB areas or that the IDB can easily provide, that the Council uses them to deliver this function. This could for example be emergency maintenance, asset inspection and maintenance, or more significant watercourse works. The agreement clearly brings best value since the IDB costs would be cost recovery only. A guide agreement already exists and a formal agreement has already been made between the Environment Agency and various local IDBs to allow the IDBs to carry out works for the Agency that are of a common purpose and which relate to their respective risk management functions.

10.3. Management – Urban Peterborough

10.3.1. The soils underlying the urban area (and future urban extension area) of Peterborough are heavy clay with the characterised by Natural England as Bedfordshire and Cambridgeshire Claylands. The clay soils along with impermeable urban surfaces have so far acted to limited infiltration potential and increase surface runoff after heavy rain. The urban area of Peterborough also has many Main Rivers running through it. In and near to the floodplain the soil type is more consistent with sand and gravels and hence can also be susceptible to groundwater flooding. The varying sources of risk and the high number of sensitive receptors (homes, roads and other infrastructure) make it a key area for investment in flood risk management.

Comprehensive flood alleviation and water environment schemes

<i>Action reference</i>	<i>Benefits to</i>
P8	H, B, N, C, D
P9	B, I, D, N
P10	H, I, N
P16	H, C, N

10.3.2. At Brook Drain in North Bretton and at Paston Brook in North Ward, the Environment Agency intend to undertake specific projects to review Main River assets and how these are managed. These projects had already been identified by the Agency in the Welland CFMP but will also form part of the catchment based approach of the project described in the previous paragraph. At North Bretton changes proposed to the river by Network Rail will also drive a review of the Dukesmead Penstock and significant environmental improvements, while at Paston Brook the A47 culvert is being considered for improvement. The latter may have benefits for surface water flood risk as well as Main River risk due to nature of the catchment.

10.3.3. In Bretton North, Werrington North and Werrington South, a comprehensive water environment management project is underway which seeks to bring flood risk improvements as part of a wider scheme seeking improvements in the water quality, habitat, biodiversity and amenity value of water bodies. The project is focused on the Main Rivers of Brook Drain, Marholm Brook, Werrington Brook and

Paston Brook, on Cuckoos Hollow lake and on the ordinary watercourses that are part of this sub catchment of the River Welland. This project has many themes including in-channel improvements, working with industry, working with farmers, looking for sewer misconnections and ensuring community involvement in improving their local environment. The project is already a fantastic example of using a catchment based approach to maximise the deliverability of projects and multiple benefits. The involvement of many different organisations and community members in this project is what has made it a success so far.

- 10.3.4. In Dogsthorpe Ward a scheme is proposed to reduce the risk of surface water flooding to residential properties by increasing storage within the surface water network. The intention is to consider the retrofit of sustainable drainage systems, diverting and providing attenuation for excess flows that would otherwise put pressure on the surface water sewers. It is hoped to also provide a public amenity feature(s) and habitat as part of these works.

Understanding the risk and developing appropriate management

<i>Action reference</i>	<i>Benefits to</i>
P3	H, B
P6	H
P7	H, B
P11	H, B, E
P12	B
P22	H, L

- 10.3.5. A variety of projects have been proposed in the following urban wards in order to improve our understanding of the current and future risks: Fletton and Woodston, Orton Longueville, Orton Waterville, Ravensthorpe, Stanground Central and West Ward. These projects are about better understanding the risk, promoting awareness and resilience in the community and about investigating what other solutions might be deliverable to assist communities with protecting their properties. These areas do not rate as high flood risk areas in national assessments and hence will attract minimal Government funding. Working in partnership to identify alternative funding mechanisms for proposed solutions will be integral to these projects.

Understanding surface water flooding

<i>Action reference</i>	<i>Benefits to</i>
P2	E, L
C5	H, B, N, C, E, L
C6	H, B, I, E
C7	H, I
C11	H, I

- 10.3.6. Surface water flooding can occur anywhere and is often very localised. In order to try and improve our understanding and management of surface water Peterborough would benefit from increased data about rainfall both during and after the storms occur. The Fens and rural areas of Peterborough are home to several rain gauges managed by the Environment Agency and North Level District Drainage Board. However, the urban area has a lack of rain gauges. It is therefore proposed to install gauges on every school in Peterborough plus a few other sites where

coverage is poor. These will serve two main functions, firstly real-time data to allow the City Council and its contractors to respond quickly, and secondly a bank of data that can be used to compare different locations and impacts. The data would be available for use (alongside other weather and air pollution data) in school science and research projects to encourage children to take a close interest in their environment.

10.3.7. Engagement campaigns are proposed to promote awareness around issues that can increase the risk of surface water flooding. These issues are not unique to the urban area but they do cause a greater severity of problems here and hence it is proposed to focus this activity in the urban area initially to ensure best use of resources. Communications will cover:

- a) the paving of front gardens;
- b) looking after your sewers and spotting misconnections;
- c) minimising flood risk from watercourses by keeping them maintained and clear of debris.

10.4. Management - Rural West

10.4.1. The Natural England National Character Area assessment of landscape types characterises this area as Rockingham Forest and Northamptonshire Vales (see Appendix A). Tree cover and large areas of woodland are a significant feature of the Rockingham Forest landscape but the Northamptonshire Vale area contains less in the way of the woodland cover which can bring valuable water quality and flood risk benefits by slowing down water. Pastoral and arable farming and water supply abstraction also shape the landscape of the Vales. Soil compaction and erosion contributes to rural runoff in some places and along with nutrient and pesticide loss into watercourses these factors can affect water quality. Soils vary from clay to more permeable limestone, the latter being more prone to groundwater movement. The Northamptonshire Vales contain the river valleys of the Nene and Welland and are important areas of habitat which need further protection. Most ordinary watercourses in the rural west are privately owned and hence riparian maintenance is very important. The City Council has taken on maintenance of the higher risk watercourses in this area, known as Parish Dykes.

Comprehensive flood alleviation and water environment schemes

<i>Action reference</i>	<i>Benefits to</i>
P5	H, B, I, N, C, D
P19	H, B

10.4.2. The Environment Agency previously carried out a study to look at the potential for additional storage along the Nene to assist with flood management. As the next stage of this work, the project is being broadened to include environmental as well as flood benefits. Although the scheme will be directed at achieving benefits in the Northamptonshire there may be knock on benefits downstream in Peterborough either for flood risk or for improvements to the natural environment. The scheme, known as the Middle Nene WFD and flood risk management project includes:

- a) investigating the use of gravel pits and reinstated wetlands to attenuate and store water;
- b) use of sustainable drain systems to mitigate flow and pollution issues;

- c) modelling and mapping to quantify flood benefits, and
- d) investigating measures to mitigate the impacts of climate change

10.4.3. A project has been proposed in the Environment Agency’s Flood Risk Management Plan to develop a flood management scheme for Wansford. This will include a comprehensive review of the risk and existing management assets and investigation of appropriate solutions. Funding needs to be sought for this scheme.

Riparian owner engagement

<i>Action reference</i>	<i>Benefits to</i>
C5	H, B, N, C, E, L

10.4.4. The FloW Partnership would like to work more closely with riparian owners in this area to share knowledge and experience, see if we can support each other and gain a better understanding of the different ordinary watercourses and private reservoirs that are present in Peterborough. Ensuring that water bodies are maintained to prevent flooding is crucial.

10.4.5. There are also other water management schemes that landowners in this area may have already been engaged in which bring a wide range of other benefits to Peterborough. Farm stewardship schemes encouraged by Natural England and Nene Park Trust seek to reduce soil erosion into nearby water bodies and therefore improve water quality. Anglian Water is also increasing the scale of its catchment advisory scheme which aims to help reduce the impacts of chemical fertilisers and pesticides in our water supply. It is important that any proposed new schemes with riparian owners are complimentary and do not create a burden for agricultural landowners or detract from these existing beneficial schemes.

10.4.6. Section 6.13 discussed the rights and duties of riparian owners. Ultimately the City Council, the Environment Agency and IDBs have powers under the Land Drainage Act 1991 that they can use where appropriate to require certain essential works to be carried out and to enforce prohibitions on obstructions being placed in watercourses. Legislation related to flytipping may also be used where this is appropriate. Any obstructions to the flow of watercourses could increase local flood risk.

10.5. Management - Fens

10.5.1. Peterborough’s rural north and east are part of the wider Fens landscape area as described in Appendix B. The Fens is an intensively managed environment created in the 17th century from large scale drainage of the fertile peat soils. IDBs (IDBs) undertake specialist water management to maintain these areas. Their areas are split up into several pumped catchments, which are referred to as drainage districts. The actions listed in this section are specific to the area managed by Peterborough’s IDBs.

Maintenance of Fen watercourses and structures

Action reference	Benefits to
A1	H, B, A, I, C
A2	H, B, A, I, C

10.5.2. Table 10-4 below illustrates the maintenance undertaken regularly by Peterborough’s IDBs.

Table 10-4: Maintenance activities undertaken in IDB areas

Organisation	Location of activity	Maintenance activity	Average frequency
Internal Drainage Boards	Arterial ordinary watercourses within district	Vegetation management	Annually (More often for some watercourses that serve urban areas)
		De-silting	5-10 year rotation depending on watercourse
		Fallen trees and obstructions removed	As necessary
		Servicing of pumping stations by an engineer or pumping station attendant	Annually
		Test on pumping stations and defects noted and dealt with	Daily/weekly by a station attendant. Monthly by a Board engineer.
		Inspection of control structures by Board engineer	As required
	Landowner watercourses	Ratepayers and board members must notify IDB of any defects in assets	As soon as they are discovered

Works and asset upgrades

Action reference	Benefits to
P17	H, B, C
A13	A, I

10.5.3. Improvements are being proposed to Stewards House Drain in Thorney which drains surface water from an area of approximately 300 houses within the villages and from agricultural land. The Drain has been running at full capacity in recent years, overflowing into adjoining gardens and hence improvements are proposed to raise the standard of protection to prevent more significant flooding. This is a partnership scheme that has been submitted to the Medium Term Plan for Grant in Aid funding. Contributions are also coming from the Council, the Parish Council and the local school.

- 10.5.4. North Level Drainage Board and Peterborough City Council have also identified several culverts within the North Level area that could do with upgrades or improvement works. Partnership work is needed to first of all identify the ownership of the culverts. After this condition assessments are required and agreement is needed as to who will carry out the maintenance or upgrades required. This work will consider use the FWMA 2010 section 13 arrangement discussed in section 10.2.28 of the FMS.

Drainage district modelling

<i>Action reference</i>	<i>Benefits to</i>
A16	L

- 10.5.5. Welland and Deepings IDB and North Level District IDB have begun modelling their drainage districts in order to find out what the district wide standard of protection now is. Over the years the systems will have changed significantly with regular improvements being made. Therefore the SoP is hoped to be greater than the previously noted 1 in 50 (2%). The Action Plan includes an action to continue with this work, spread out over the next few years.

Counter Drain

<i>Action reference</i>	<i>Benefits to</i>
P18	A, I, N

- 10.5.6. There has been a desire for many years among partners to improve the resilience of the Counter Drain. This channel carries a small amount of surface water from the urban area but its principal use is to carry the treated water discharged from Flag Fen Water Recycling Centre. The Drain is in a poor state with slipped banks in some places and trees and weed growth causing obstacles in other areas. The flow in the drain is pumped and the water flows eventually into the Nene at the Dog in a Doublet sluice downstream of Peterborough city centre. A study has been carried out which demonstrates that when the pumps are working, despite the current condition of the drain, most of the time it does have capacity for the flows which it receives now and increased flows which may result from new development. However when the pumps fail in power cuts or due to their own flooding issues, water flows from the drain onto adjacent agricultural land. This has happened on several occasions and results in a measurable loss of potato crops for the landowner(s). Ideally the drain should be improved in partnership by all its riparian owners to prevent further decline and measures needs to be put in place to improve the resilience of the system with regards to pump failure There are however many obstacles to this work being carried out. These are outlined below and discussed in more detail in the Counter Drain Study:

- e) The impacts of this flooding on agricultural land are not deemed significant enough by Partnership Funding guidelines for Peterborough to be able to secure GiA funding from Government.
- a) Landownership (riparian ownership) is spread across several different partners including the Environment Agency, Peterborough City Council, businesses, Anglian Water and agricultural landowners.
- b) The watercourse is not a Main River and so does not feature on the Environment Agency’s regular maintenance schedule.

- c) The watercourse is not designated as a public sewer and therefore is also not recognised by Ofwat, the Water Company regulator, as an asset which Anglian Water can significantly invest in.
- d) The priorities for this watercourse are very different for each stakeholder.

10.6. Management - New Development

10.6.1. Although this section includes discussion of newly proposed actions that are Peterborough-wide, it has been separated out from the rest of the management chapters to make it easier to locate information relating to new development. It aims to give a brief overview of some of the current priorities for new development with regards to flood and water management. Before proposed actions are discussed the status of funding with regards to new development is confirmed.

Note about funding flood risk management schemes for new development

- 10.6.2. The Partnership Funding process described in section 8.2 will not fund flood risk management works to 'new' development. This is defined as any development built since 1st January 2009. This is because the appropriateness, design and safety of all new developments with regards to all sources of flood risk should have been fully considered as part of the planning process. If funding is required for schemes that relate to new development or redevelopment it will be sought through the Community Infrastructure Levy, Section 106 agreements, the Local Enterprise Partnership⁸ or from organisations with an interest in the land or improved infrastructure. The potential for funding from CIL and S106 is explained further in the Peterborough Planning Obligations SPD (to be replaced by the Developer Contributions SPD in early 2015) available from the City Council's website.
- 10.6.3. The following schemes might be eligible to apply for use of Community Infrastructure Levy due to the delivery of reductions in flood risk to sites available for growth and regeneration in Peterborough: P4, P5, P8, P9, P10, P17, P18, P21)

Strategic Flood Risk Assessment

<i>Action reference</i>	<i>Benefits to</i>
D2	D

- 10.6.4. An update to our SFRAs is included in the FMS action plan. SFRAs should be updated regularly to ensure continued relevance with regards to changing flood zones and new flood risk data. Since the production of the Peterborough SFRA Levels 1 and 2 several new and/or updated data sets are available for use when planning new developments:
- a) Publicly available data about areas at risk of surface water flooding
 - b) Privately developed groundwater maps available for purchase
 - c) Information about the impacts of climate change on development sites particularly in the city centre.
 - d) Critical drainage areas
- 10.6.5. **Critical drainage areas** are recognised as areas in Main River Flood Zone 1 that actually have special drainage requirements. These can include:

⁸ Greater Cambridge Greater Peterborough Enterprise Partnership <http://www.gcgp.co.uk/>

- a) existing flood records
- b) capacity issues which, with extra flows, would create increased surface water flood risk.
- c) sensitive receiving environments
- d) the potential for development to significantly change drainage patterns

10.6.6. The formal definition in the Town and Country Planning (General Development Procedure Amendment 2, England) Order 2006 for these is: *“an area within Flood Zone 1 which has critical drainage problems and which has been notified [to] the local planning authority by the Environment Agency”*.

10.6.7. However with the introduction of the FWMA 2010, LLFAs are now the principal authority managing surface water flood risk and so it is more likely that LLFAs would need to identify these areas. The definition of critical drainage areas is therefore out of date. However given the current recognition of this term based on its original intention the City Council proposes to continue use of it in identifying areas that need further flood risk consideration during the planning process.

10.6.8. A review of Peterborough’s critical drainage areas has been undertaken and a map of the new areas is included in Appendix HI. Critical drainage areas are identified in the following wards and locations:

- a) Central (2)
- b) Dogsthorpe
- c) East (2)
- d) Fletton and Woodston
- e) Newborough
- f) North Bretton (2)
- g) North
- h) Orton Waterville
- i) Ravensthorpe
- j) Stanground Central
- k) West

10.6.9. These locations will also be included in the update to the Strategic Flood Risk Assessments.

Resilient development

<i>Action reference</i>	<i>Benefits to</i>
D1	D
D2	D

10.6.10. As development in low risk areas continues and the impacts of climate change on flood risk increases, land for development that is low risk will eventually be in short supply. Planning ahead for the future, it is important that the City Council and other risk management authorities agree what resilient development looks like in Peterborough. This will involve considering what makes appropriate access and egress routes for sites that are at risk of flooding, what emergency plans should consist of and the consideration of alternative designs that may be appropriate. This work will also link in with the development of an adaptation plan for Peterborough.

Flood and Water Management Supplementary Planning Document

Action reference	Benefits to
D3	D

10.6.11. This SPD is a formally adopted part of Peterborough’s suite of planning policy documents. One of the principal actions set out in the FMS is to ensure that the SPD is used, understood and followed by planners working on new development. The SPD provides planning guidance on:

- a) How to assess whether or not a site is suitable for development based on flood risk grounds.
- b) The use of different sustainable drainage measures within Peterborough.
- c) The protection of aquatic environments and how development can contribute positively to the Water Framework Directive.

Sustainable Drainage Systems

Action reference	Benefits to
D4	D
D5	D

10.6.12. Schedule 3 of the FWMA 2010 sets out a requirement for LLFAs to become Approving Bodies in a new sustainable drainage process for new development and redevelopment. This process would be separate from the planning process but has the potential to provide not only a clear process for managing surface water within and from developments, but also the certainty needed for both developers and local authorities in terms of the adoption and future maintenance responsibilities of new assets. Being a unitary authority which manages both planning and highways processes Peterborough City Council is confident it can provide an efficient process which would aid development. However implementation of Schedule 3 has now been delayed several times by Government; one issue being working out how to fund the maintenance of the new drainage systems. In July 2014 the UK Government issued a statement saying: *“The Government is committed to implementing SuDS as soon as possible but not in a way that affects development”*.

10.6.13. Regardless of the implementation of the SAB it is important that sustainable site drainage is given more consideration through the planning process. This is both to ensure that there will be no conflicts between what is agreed at planning and what will be needed for SAB approval but also to ensure that the benefits that SuDS can bring are achieved on our development and regeneration sites. The City Council and all of Peterborough’s flood risk management organisations will continue to work closely with developers to improve the quality of drainage advice and design through the planning process. Planners and developers are referred to the Flood and Water Management SPD for guidance.

10.6.14. Peterborough City Council’s new specific SuDS website will be available soon at www.peterborough-suds.org.uk. This site will provide comprehensive information for developers and others needing to consider site drainage in Peterborough. In the meantime information is available at www.peterborough.gov.uk/sustainabledrainage.

Works to watercourses – byelaws, consents and culverts

- 10.6.15. If it is proposed to undertake construction within the locality of, including over, under and within, a watercourse a specific consent is needed from one of Peterborough's flood and water management organisations. This consent is not included within planning permissions but may be sought at the same time. The type of consent required and the distance from the watercourse for which it is needed depends on what area of Peterborough the site is in and the classification of the watercourse. The requirements are set out clearly in chapter 8 of the Flood and Water Management SPD.
- 10.6.16. It is the Flow Partnership's intention to ensure that such works have clearly included consideration of the environmental impacts in terms of biodiversity, habitat and water quality. Therefore example assessments that may be required in order for Land Drainage Consent to be granted for works to an ordinary watercourse, would be a water vole survey or a Water Framework Directive assessment.
- 10.6.17. The Council seeks to avoid culverting and its consent (see section 10.6.17) will not normally be granted except where there is a clearly demonstrated need to enable access. Further to this where the Flow Partnership progresses projects in areas where culverts already exist, alternative options for the culverts will be considered as part of the development of these schemes. If there is an appropriate option to enable the culvert to be daylighted (removed) then this will rate as a high priority.

11. Monitoring and Review

- 11.1.1. The FloW Partnership meetings will provide a method for monitoring the progress on activities listed with the FMS's action plan. Actions will be rated as:
- i. Completed (in which case they will be moved to the other spreadsheet) - blue
 - ii. On target – dark green
 - iii. Progress - light green
 - iv. Some obstacles - yellow
 - v. At risk – red
 - vi. Not started - white
- 11.1.2. The Partnership will then be able to work together to try and progress past any arising barriers to ensure that schemes can be delivered. Part of the process will also be about ensuring that the actions do deliver the FMS objectives.
- 11.1.3. The FMS should be updated every 5-6 years. The FloW Partnership may wish this to be done to best co-ordinate with updates to the Environment Agency's Flood Risk Management Plans. Some of the background sections may change very little but updates may be needed to the risk, climate change and management chapters.
- 11.1.4. It is intended that the Action Plan will be reviewed every year at a FloW Partnership meeting alongside monitoring progress on the existing actions.

12. Glossary and References

12.1. Glossary

Term	Explanation
Annual flood probability	The estimated probability of a flood of given magnitude occurring or being exceeded in any year, expressed as, for example, a 1 in 100 or 1% chance.
Asset Management Period (AMP)	The five year business planning period for UK water companies as set by the regulator, OfWAT. AMP 5 is 2010-2015, AMP 6 is 2015-2020 and AMP 7 is 2020-2025.
Aquifer	Layer of water-bearing permeable rock, sand, or gravel which is capable of providing significant amounts of water
Climate Change	A change of average global climate caused by an alteration of the composition of the atmosphere that is due directly or indirectly to human activity and is in addition to natural climate variability.
Combined sewer overflow	Overflow that might be needed to prevent internal flooding of foul water. During intense rainstorms, when combined sewerage system can reach capacity diluted but untreated wastewater can be discharged from these overflows into a watercourse.
Combined sewer system	Sewer system that carries both foul water and rainwater
Community Infrastructure Levy	The Community Infrastructure Levy (CIL) is a new levy that local authorities in England and Wales can choose to charge new developments in their area to help pay for infrastructure which is needed to support those developments. CIL can be used to fund a wide variety of infrastructure including transport schemes, flood defences, schools, hospitals, parks, leisure centres etc.
Community Related Asset (CRA) land and dykes	Strips of land transferred from the Development Corporation, when it closed, to the City Council. Much of this land contains watercourses known as CRA dykes.
DG5 register	Register of properties at risk of internal sewer flooding. Register maintained by the sewerage undertaker at the requirement of their regulator, Ofwat.
Flood risk	An expression of the combination of a flood probability and the magnitude of the potential consequences of a flood event.
Floodplain	Area of land that borders a watercourse over which water flows in time of flood, or would flow but for the presence of defences.

Flood Zones	Flood Zones are defined in Government's National Planning Policy Framework. They indicate land at risk by referring to the probability of flooding from river and the sea, ignoring the presence of defences.
Highway authority	An organisation with responsibility for maintenance and drainage of highways
Infiltration	The passage of surface water through the surface of the ground
Lead Local Flood Authority	A Unitary or County Council
Local Levy	A sum collected annually by the Regional Flood and Coastal Committee from all Lead Local Flood Authorities in the region under the FWMA 2010 and the Environment Agency (Levies) (England and Wales) Regulations 2011.
Main River	A designated watercourse shown on the official Main River maps
Ordinary watercourse	Any watercourse which is not a Main River
Regional Flood and Coastal Committee	A committee established by the Environment Agency under the Flood and Water Management Act 2010 that brings together the Agency, members from Lead Local Flood Authorities and independent members with relevant experience
Scheduled Monuments	Archaeological sites or historic buildings considered to be of national importance.
Stakeholders	Individuals and organizations that are actively involved in a project, or whose interests may be affected as a result of the project execution
Sustainable Drainage Systems	Concept of surface water drainage which takes into account the quantity and quality of runoff, and the amenity value of surface water in the urban environment. The main focus is on source control and the mimicking of natural processes.
Unitary Authority	A local authority that is one-tier and has no separate County Council
Watercourse	A natural or artificial channel that conveys surface water

12.2. Acronym glossary

AMP	Asset Management Period
Anglian RMBP	Anglian River Basin Management Plan
AW	Anglian Water
CCC	Cambridgeshire County Council
CCTV	Closed Circuit Television
CFMP	Catchment Flood Management Plan
CIL	Community Infrastructure Levy
CPLRF	The Cambridgeshire and Peterborough Local Resilience Forum
CRA dyke	Community Related Asset dyke
Defra	Department for Environment, Food and Rural Affairs
DPD	Development Plan Document
EA	Environment Agency
EU	European Union
FloW Partnership	Peterborough Flood and Water Management Partnership
FRA	Flood Risk Assessment
FRMP	Flood Risk Management Plan
FMS	Peterborough Flood Risk Management Strategy
FWMA 2010	Flood & Water Management Act 2010
GHG	Greenhouse Gas
GiA	Grant in Aid
IDB	Internal Drainage Board
IPCC	Intergovernmental Panel on Climate Change
LCLIP	Local Climate Impacts Profile
LDF	Local Development Framework
LLFAWD IDB	Lead Local Flood Authority
LPA	Local Planning Authority
MLC	Middle Level Commissioners
MP	Member of Parliament
NCC	Northamptonshire County Council
NLD IDB	North Level District Internal Drainage Board
NPPF	National Planning Policy Framework
OfWAT	Water Services Regulation Authority (was the Office of Water Services and the previous acronym has remained)
OM	Outcome Measure
PCC	Peterborough City Council
PFRA	Preliminary Flood Risk Assessment
RFCC	Regional Flood and Coastal Committee
RMA	Risk Management Authority
RNRP	River Nene Regional Partnership
SAB	SuDS Approving Body
SAC	Special Area of Conservation
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SuDS	Sustainable Drainage Systems

SoP	Standard of Protection
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Sites of Special Scientific Interest
SWIMS	Severe Weather Information and Monitoring System
SWMP	Surface Water Management Plan
UKCIP	United Kingdom Climate Impact Profile
UKCP09	United Kingdom Climate Projections 2009
UKRLG	United Kingdom Roads Liaison Group
uFMfSW	updated Flood Map for Surface Water
WFDGiA	Water Framework Directive Grant in Aid
WFD	Water Framework Directive
W&D IDB	Welland and Deepings Internal Drainage Board
WVP	Welland Valley Partnership

12.3. References

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13. List of Appendices

Appendix A – Natural England’s National Landscape Character Areas

Appendix B – The Fens

Appendix C – Map of Internal Drainage Boards

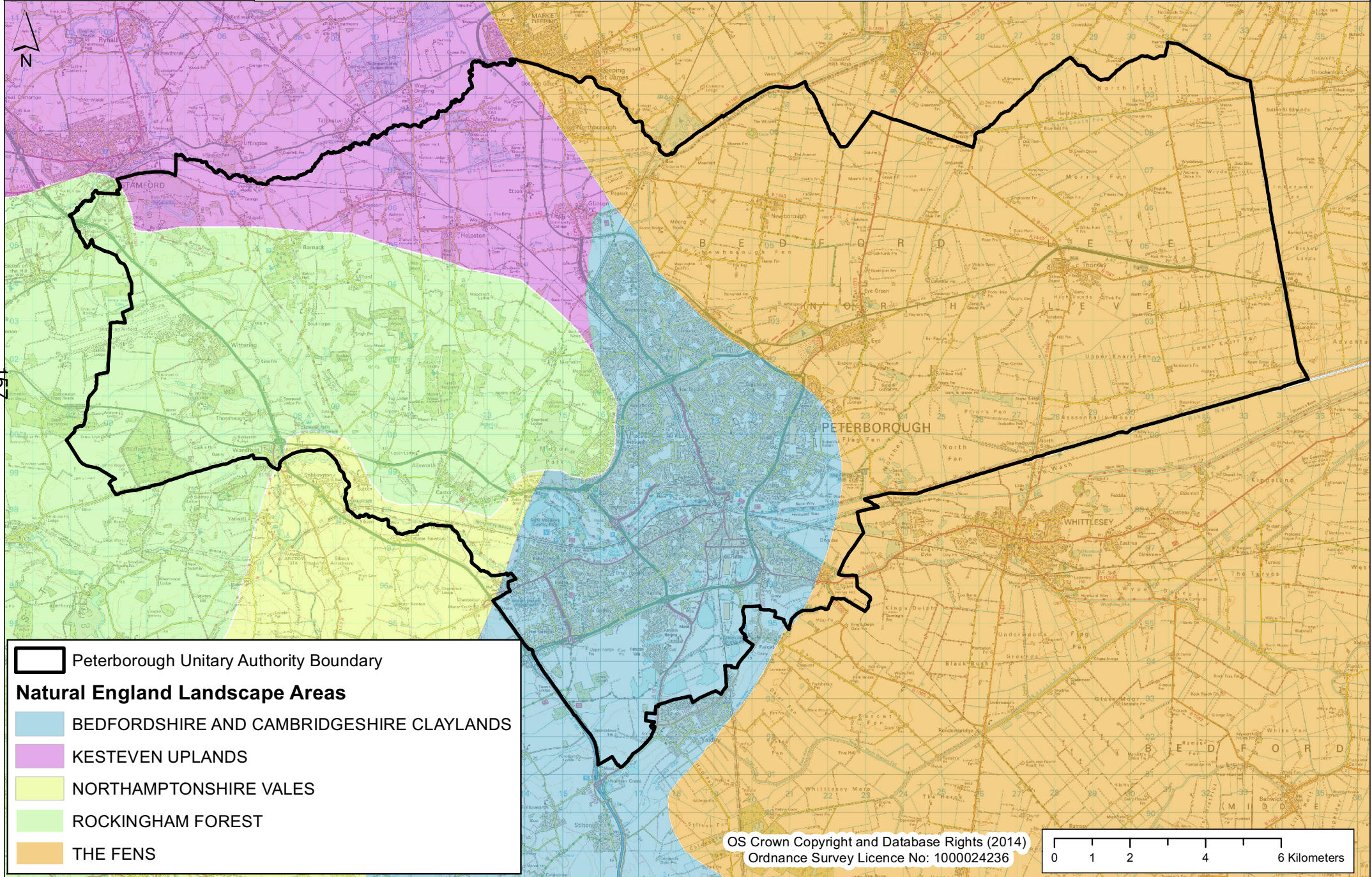
Appendix D – Risk Matrix Method

Appendix E – Completed Action Plan

Appendix F – Plan of Proposed Actions

Appendix G – Flood Incident Notification Form

Appendix H – Critical Drainage Areas



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Appendix B

1.1. Introduction to the Fens Area

1.1.1. The Fens cover a large area of eastern England, stretching from the Wash out to Lincoln, Peterborough and Cambridge (see figure B1). Five different rivers – the Witham, Welland, Glen, Nene and Ouse, carry water from surrounding uplands through the Fens and into the Wash.

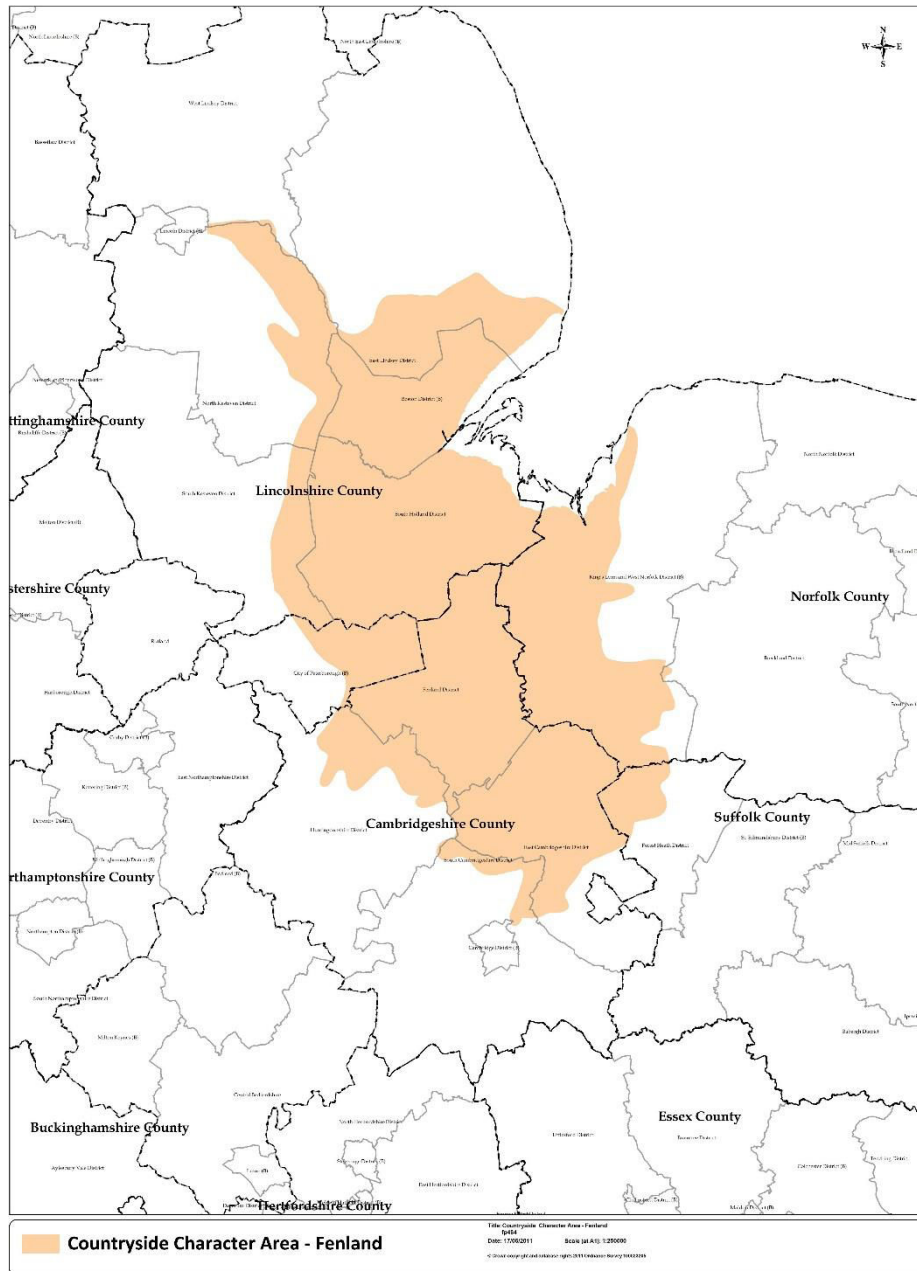


Figure B1: The position of the Fens in eastern England.

1.2. Background to the Fens

An illustration of the Fens before drainage.

This illustration depicts how the Fens landscape might look now had the area not been drained from the medieval period onwards. It has been created using geological, height, and contour information in conjunction with advice and guidance from Cambridgeshire County Council's Ecologist.

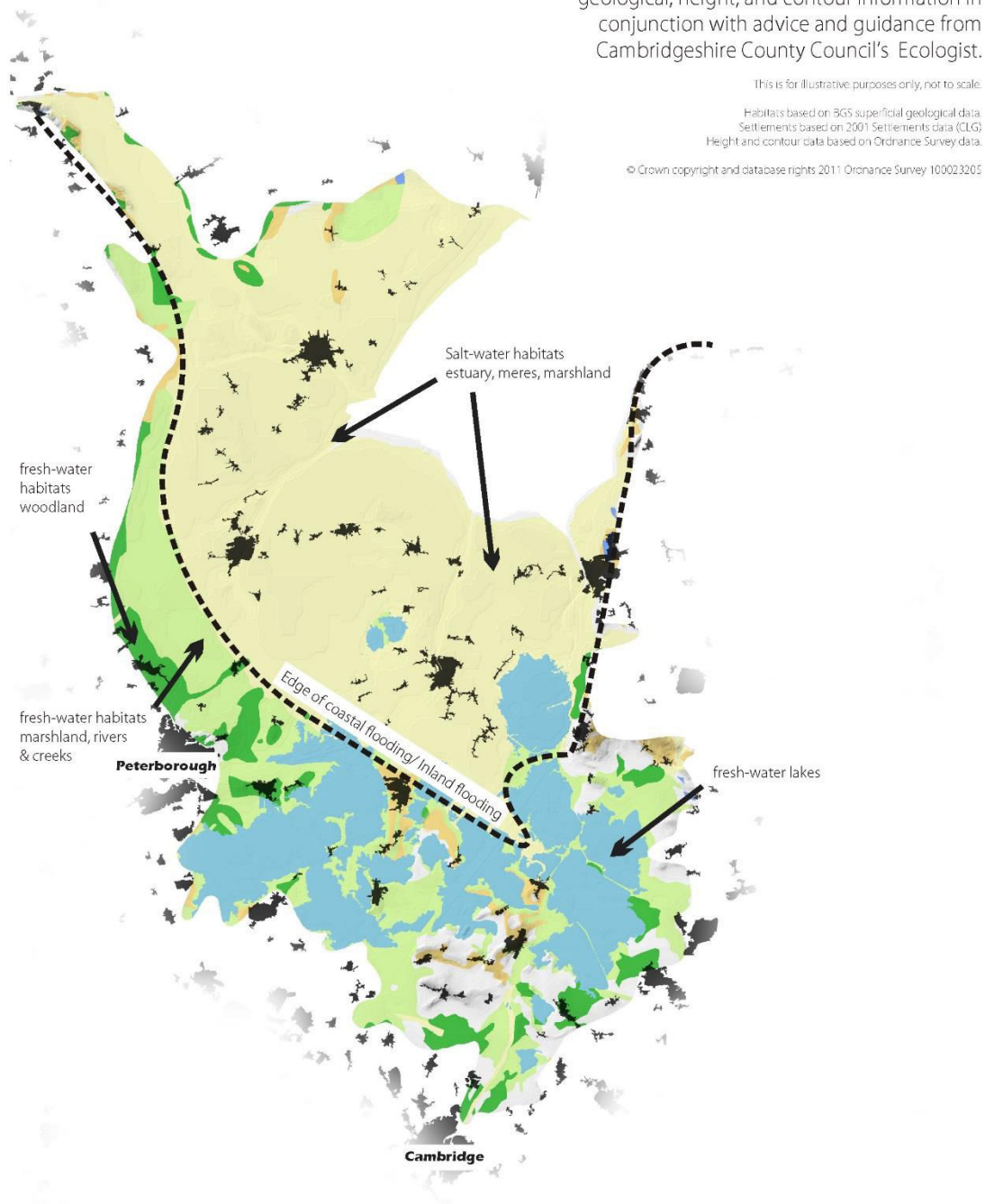


Figure B2: All illustration of the Fens before drainage

- 1.2.1. Localised drainage took place in the fenland landscape from as early as the medieval period. However, large scale drainage of the Fens first began in the 17th

Century, when the 'Fens' as we now know it began to take shape. Today this artificially drained landscape is home to approximately half a million people. The Fens cover an area of almost 1,500 square miles, divided between eleven District and five County Councils. For comparison, figure B2 depicts how the Fens landscape might look now had the area not been drained from the medieval period onwards.

- 1.2.2. Well maintained coastal and fluvial flood defences are essential to providing the conditions in which Internal Drainage Boards can maintain extensive artificial drainage of the area. Across the Fens, IDBs maintain 3,800 miles of watercourse, 200 miles of watercourse embankment and 286 pumping stations. Coupled with over 60 miles of coastal sea walls and 96 miles of river embankments, the Fens has a high level of protection, and is classified as a defended flood plain. Climate change, however, poses a serious threat to the Fens and a continued programme of investment in flood defences and drainage systems will be needed for existing standards of protection, including provision for climate change, to be maintained in the medium and long term.
- 1.2.3. The Internal Drainage Boards within the Fens have been established over many years because of the special water level and drainage management needs existing within this area, and the particular need for lowland and inland local flood risk management activities. These local works are funded in the main from funds levied locally by IDBs, and present an effective example of the Government's 'localism' agenda.
- 1.2.4. It is essential for the promotion of sustainable growth that coastal defences and the extensive drainage infrastructure behind them are well maintained. Housing, jobs and services that meet the needs of the market towns and the rural communities can only happen if drainage and flood risk is well managed. Growth in the Fens will need to be embraced in a sustainable way; balancing development needs with the need to promote and protect open spaces, natural habitats, landscapes, the built environment and the unique qualities of the Fens. It is therefore essential that 'Flood Risk Management Authorities', utilities and local communities continue to work closely with local planning authorities, so that consideration of sustainable drainage in particular and flood and water management in general are an integral part of the planning and development control process.
- 1.2.5. Farming contributes significantly to the success of the local economy, supporting a large number of businesses involved in the production of food and rural tourism. The important role that farming plays in the Fens is emphasized by the steady decline in self-sufficiency in the UK, and the Government's renewal of the food security agenda. The Fens account for 50% of all Grade 1 agricultural land in England, producing 37% of all vegetables and 24% of all potatoes grown in the country, as well as enough wheat to make 250 million loaves of bread every year.. The area also supports significant livestock, dairying and outdoor pig production as well as about 18 million hens, ducks, turkeys and geese in the Lincolnshire Fens alone. This supports a large well-established food processing industry. It is critical, therefore, that appropriate flood risk and drainage management measures are taken to protect this nationally important food production area.
- 1.2.6. In addition to food production, the Fens is popular for tourism, attracting more than 15 million visitors a year. The Fens provide a unique and rich habitat for wildlife and include the Ouse and Nene Washes which while providing flood storage capacity, also retain important wetland for birds. There are also major transport networks, road and rail, as well as houses, critical infrastructure, water, gas and electricity that

would be affected if fenland areas were to flood. The Fens also contain heritage sites and form three sides of the Wash, which is internationally designated for animal and plant biodiversity. There are also numerous local sites, ranging from SSSIs to Local Nature Reserves which need to be protected.

Management plans for the Fens

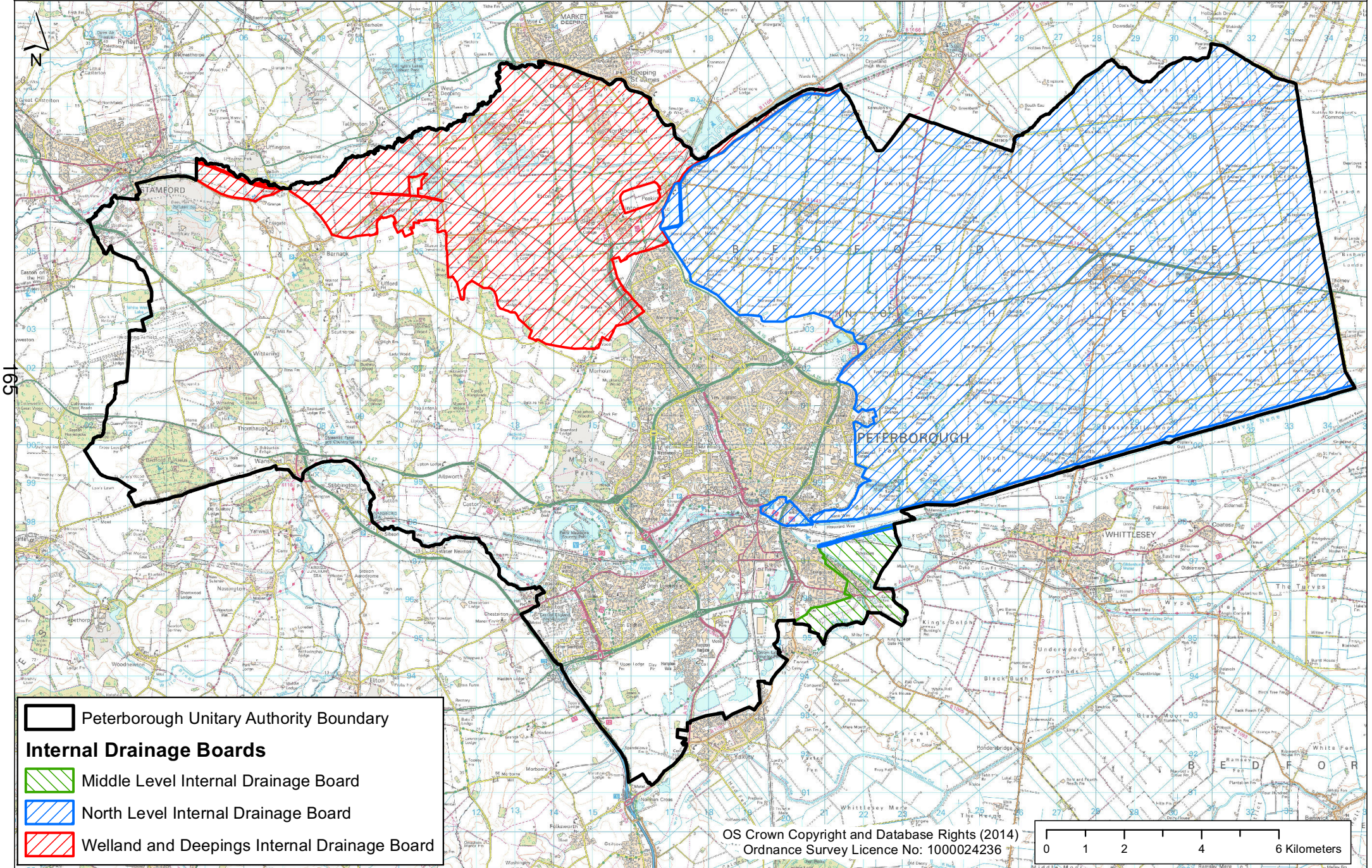
- 1.2.7. The Environment Agency previously developed Catchment Flood Management Plans for the Anglian Region with the aim of taking a broad view of flood risk at catchment level over the next 100 years. Factors such as climate change, future development and changes in land use and land management were taken into account in developing sustainable policies for managing flood risk in the future.
- 1.2.8. The Fens area is covered by four different Catchment Flood Management Plans (CFMPs); one for each of the fenland catchments of the Nene, Welland and Glen, Witham and Great Ouse and also by the Wash Shoreline Management Plan (SMP). All five plans recommended that an integrated plan is produced specifically for the Fens in order to develop a sustainable, integrated and long term flood risk management approach for this landscape area. There was also a need for any future plan to bring together organisations and other plans and projects from across the Fens.
- 1.2.9. Since the development and approval of the CFMPs, the legislative framework for flood risk management landscape has changed considerably, providing opportunities to develop a more integrated approach to upland and lowland flood risk and drainage management from all sources. The introduction of the duties for LLFAs to produce local flood risk management strategies and the Environment Agency to produce flood risk management plans provides an opportunity for integrating and delivering the aims for the Fens.
- 1.2.10. Local flood risk management strategies and flood risk management plans need to integrate the needs and opportunities of the local Fens and fenland communities with those of the rest of the local LLFA area while also promoting a consistent approach across the Fens as a whole. This consistency is crucial, for example, to IDBs, who often span more than one local authority and whose practices will be similar throughout their area. The LLFAs of Lincolnshire, Peterborough, Cambridgeshire, Norfolk and Suffolk have therefore agreed to work together closely to achieve this aim. Forest Heath District Council has been involved on behalf of Suffolk County Council since Suffolk's fenland is principally located in this area.





Aspirations

- 1.2.11. To reflect the importance of the Fens as a highly productive and precious resource the following joint aspirations have been identified for the wider area in respect of flood risk and drainage management:
 - i. Continue to ensure that appropriate flood risk and drainage management measures are taken to protect the nationally important food production areas in the Fens
 - ii. Ensure that where appropriate, current levels of protection are maintained in the Fens taking into account climate change
 - iii. Manage flood risk and drainage in accordance with principles of sustainable development
 - iv. Ensure that development is undertaken appropriately, so that adverse consequences of flood risk are not increased

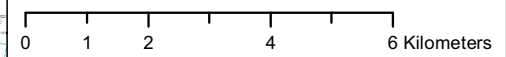
- v. Contribute towards the protection and enhancement of the environmental heritage and the unique landscape character of the Fens including biodiversity;
- vi. Support promotion and use of the waterways and other areas in the Fens for tourism and recreation
- vii. Develop effective dialogue with local communities to facilitate their involvement in flood risk management in the Fens;
- viii. Work with local planning authorities to help them grow the economy in the Fens, through the early consideration of flood and water management needs.

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-  Peterborough Unitary Authority Boundary
- Internal Drainage Boards**
-  Middle Level Internal Drainage Board
-  North Level Internal Drainage Board
-  Welland and Deepings Internal Drainage Board

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Appendix D

1.1. Risk calculation

To give an overall perspective of flood risk in Peterborough, each type of flooding (referred to here as the hazard) has been rated according to the average likelihood and the expected impacts of that type. The results are set out in table C1 in the main report based on a risk matrix calculation. This appendix shows the categories for likelihood, impact and risk that were used for this calculation. The likelihood categories have been developed based on the Environment Agency's classification bands for flood risk. For each source of flood risk, where the risk in Peterborough from this source spans more than one band the highest likelihood band has been chosen.

1.2. Likelihood

After the hazard has been identified, the likelihood of it occurring each year is calculated. The following table outlines the five different probability categories ranging from low to high.

Table C1: Likelihood score

Level	Descriptor	Likelihood, written as annual probability	
		Annual probability	Annual probability as a percentage chance
5	High	$1/30 \leq X < 1$	$3.3\% \leq X < 100\%$
4	Medium	$1/100 \leq X < 1/30$	$1\% \leq X < 3.3\%$
3	Medium-Low	$1/200 \leq X < 1/100$	$0.5\% \leq X < 1\%$
2	Low	$1/1000 \leq X < 1/200$	$0.01\% \leq X < 0.5\%$
1	Very Low	$1/10000 \leq X < 1/1000$	$0.001\% \leq X < 0.01\%$

1.3. Impact

The following table sets out the Health, Social, Economic and Environmental impact for each impact level. When scoring the overall impact level of a type of a flooding the highest relevant impact (health, social, economic or environmental) level was recorded.

Table C2: Impact explanation

Impact category	Meaning
Health – casualties	Injuries directly attributable to the emergency
Health – fatalities	Deaths directly attributable to the emergency
Social	The social consequences of an event, including availability of social welfare provision; disruption of facilities for transport; damage to property; disruption of a supply money, food, water, energy or fuel; disruption of an electronic or other system of communication; homelessness, evacuation and avoidance behaviour; and public disorder due to anger, fear, and/or lack of trust in the authorities
Economic	The net economic cost, including both direct (e.g. loss of or damage to goods, buildings, infrastructure) and indirect (e.g. loss of business, increased demand for public services) costs

Environmental	Disruption to or destruction of plant or animal life, contamination or pollution of land, water, or air, with harmful biological/chemical/radioactive matter or oil.
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Table C3: Impact scores

Level	Health – casualties	Health – fatalities	Social	Economic (£)	Environmental
1	0-5	0	Limited	Thousands	Insignificant
2	6-10	0	Some / local	Millions	Minor
3	11-50	1-20	Moderate / local – medium to long term	Tens of millions	Limited – long/short term
4	51-200	21-50	Significant local / local and regional	Hundreds of millions	Significant – medium/long term
5	200+	151	Severe local, regional and national	Billions	Serious long term

1.4. Risk calculation

The risk matrix combines both the score from impact and likelihood to give an overall score for the area from a particular known hazard. The numbers correspond to the overall risk rating given in the Peterborough Flood Risk Management Strategy.

Table C4: Risk matrix

Catastrophic 5	Impact	5	10	15	20	25
Significant 4		4	8	12	16	20
Moderate 3		3	6	9	12	15
Minor 2		2	4	6	8	10
Insignificant 1		1	2	3	4	5
		Likelihood				
		Very Low 1	Low 2	Medium - Low 3	Medium 4	High 5

Overall Risk Rating	Low 1-5	Medium 6-9	High 10-14	Very High 15+
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Appendix E: Completed Actions

Action Name	Action Reference	Ward	Management Area	Action Description	Lead Partner	Other Partners	Risk source	Funding Source	Cost (£)	FMS Objectives				Progress
										1	2	3	4	
Parish Dykes	A	Several Wards	RW & U	Asset survey of Parish dykes	PCC	-	Ordinary watercourse	PCC	10 - 50 k	1				Completed
CPLRF	C	All	P-wide	Strengthen relationships within the Cambridge and Peterborough Local Resilience Forum	PCC	LRF		PCC, CPLRF	Staff-time		2			Completed
Staffing 1	D	All	P-wide	Creation of Flood and Water Management Officer post	PCC	-	All	PCC	10 - 50 k	1	2	3	4	Completed
Staffing 2	D	All	P-wide	Creation of a Drainage Team - recruitment	PCC	-	Surface water	PCC	50 - 100 k	1	2	3	4	Completed
Planning	D	All	P-wide	Improve consideration of drainage in planning considerations - greater involvement of PCC Drainage Team and raising awareness of future sustainable drainage requirements	PCC	-	Surface water	PCC	Staff-time	1				Completed
Training	D	All	P-wide	Training of Drainage Team and all council officers to be involved in sustainable drainage processes	PCC	-	All	PCC	≤ 10 k	1				Completed
Planning policy	D	All	P-wide	Development, adoption and implementation of Flood and Water Management Supplementary Planning Document as part of planning policy framework.	PCC	FloW Partnership	Main river & surface water	PCC	Staff-time	1			4	Completed
SuDS software	D	All	P-wide	Purchase new software to manage SuDS inspection and adoption process	PCC	-	Surface runoff, ordinary watercourse, groundwater	PCC	10 - 50 k		2			Completed
Land Drainage Consent	D	All	U & RW	Establish a Council system for approval of third party works on ordinary watercourses and raise awareness among planners and developers	PCC	-	Ordinary watercourse	PCC	Staff-time	1			4	Completed
Padholme	D	East	U & RNE	Put in place final processes for completing the conditions of the Padholme Catchment agreement	PCC	HCA, EA, NLD IDB	Main river & ordinary watercourse	Padholme Agreement (HCA)	Staff-time		2			Completed
Partnership creation	C	All	P-wide	Create Peterborough Flood Risk Partnership	PCC	FloW Partnership	All	PCC	Staff-time		2			Completed
RFCC input	C	All	P-wide	Strengthen the involvement of PCC in the Regional Flood and Coastal Committee - regular attendance, amended voting regime, officer attendance	PCC	EA	All	PCC, RFCC	≤ 10 k	1	2	3	4	Completed
Keep it Clear Central Ward	C	Central Ward	U	Reduce the chance of sewer flooding in Central Ward - Keep it Clear campaign, working with businesses and residents to keep fats, oils, greases and rag out of sewers.	AW	-	Foul sewer	AW	10 - 50 k	1		3		Completed
Keep it Clear Stanground	C	Stanground Central	U	Reduce the chance of sewer flooding in Stanground Central Ward - Keep it Clear campaign, working with businesses and residents to keep fats, oils, greases and rag out of sewers.	AW	-	Foul sewer	AW	10 - 50 k	1		3		Completed

Insurance	C	All	P-wide	Stay abreast of changes to the flood insurance situation; keep flood wardens up-to-date, develop procedure for residents with insurance queries and lobby with the RFCC for improvements.	FloW Partnership	-	All	PCC	Staff-time	1				Completed
Surface water maps	C	All	P-wide	Develop and publish first set of surface water maps on Environment Agency website (uFMfSW)	EA	-	Surface runoff	EA	50 - 100 k	1		3		Completed
Main River Map update	C	All	P-wide	Publish new format Main River flood risk maps on Environment Agency website	EA	-	Main river	EA	10 - 50 k	1		3		Completed
Flood Fair	C	West Ward	U	Work with Flood Wardens and community to put on a Flood Fair in Thorpe Meadows	Flood Warden(s)	FloW Partnership	All	EA, PCC, Community, Ramada Hotel	≤ 10 k	1		3		Completed
PCC flood and water website	C	All	P-wide	Keep Flood and Water website up-to-date and useful	PCC		All	PCC	Staff-time	1				Completed
SuDS website	C	All	P-wide	Develop new SuDS website (microsite)	PCC	-	Surface runoff, ordinary watercourse, groundwater	PCC	≤ 10 k	1			4	Completed
North Bank Highway Protocols	C	Eye and Thorney	RNE	Review of Highway Protocol document relating to closures of North Bank caused by flooding	PCC	EA	Surface runoff	PCC	Staff-time		2	3		Completed
FloW Partnership	C	All	P-wide	Change function of Peterborough Flood Risk Partnership to cover all water issues - becoming the Peterborough Flood and Water Management (FloW) Partnership	PCC	FloW Partnership	All	PCC	Staff-time		2		4	Completed
ADA Demo	C	Eye and Thorney	RNE	ADA Demonstration Event to raise awareness of IDB roles and drainage capabilities and equipment	NLD IDB	FloW Partnership	Ordinary watercourse	NLD IDB, ADA, many other organisations	10 - 50 k	1				Completed
Werrington Brook	P	North Bretton, Walton, Werrington North, Werrington South	U	Werrington Brook Improvements Project - Feasibility Study	PCC	EA, WVP, WNC	Main river & surface runoff	WVP, EA, PCC	10 - 50 k				4	Completed
SWMP	P	All	P-wide	Improving baseline knowledge about surface water flood risk through the Surface Water Management Plan process - feeds directly into development of the Peterborough Flood Risk Management Strategy. Includes identification of partner roles, existing maintenance, hotspots, key actions required etc.	PCC	FloW Partnership	Surface runoff	Defra	10 - 50 k	1	2	3		Completed
Corporate Tactical Team	P	All	P-wide	Improve and implement internal emergency planning procedures across the Council - Establish a council Tactical Team of officers who can co-ordinate /prepare for any emergency	PCC	-	All	PCC	Staff-time					Completed
Red Cross support	P	All	P-wide	Develop relationship with the Red Cross to enable improved recovery procedures and facilities.	PCC	LRF	All	PCC	Staff-time		2			Completed
Flood wardens	P	All	P-wide	Increase the number of Peterborough flood wardens	PCC	EA	All	EA,PCC	Staff-time	1	2	3		Completed

Test emergency plans	P	All	P-wide	Cary out response exercises with other emergency responders and services	CPLRF	-	All	CPLRF	10 - 50 k		2		Completed
Whitecross subway	P	Ravensthorpe and Bretton North	U	Flood reduction scheme in Whitecross subway	PCC	-	Surface runoff	PCC	£5,000			3	Completed
Rural highway drainage assets	P	Several wards	RW & RNE	CCTV surveys of rural highway assets	PCC	-	Surface runoff, ordinary watercourse, groundwater	PCC	10 - 50 k	1	2		Completed
New England sewers	P	North Ward	U	Investigate and resolve flooding issues in New England - large scale cleanse of sewers along Lincoln Road and removal of tree roots from surface water sewer under A47	AW	FloW Partnership	Foul and surface water sewers	AW	10 - 50 k			3	Completed
Ham Lane ditch	P	Orton Waterville	U	Ham Lane ditch works	PCC	-	Ordinary watercourse	PCC, NPT	≤ 10 k			3	Completed
Upton highway drainage works	P	Glington and Wittering	RW	Jetting and cleansing of the highway drainage system, Church Walk, Upton	PCC	-	Surface runoff	PCC	≤ 10 k			3	Completed
Gully connection investigations	P	Several Wards	U	Investigations of problem gully lateral connections - various locations	PCC	-	Surface runoff	PCC	≤ 10 k	1			Completed
CCTV and root cutting various	P	Several Wards	P-wide	CCTV and root cutting, cleansing at Cannons Barn Farm Lincoln Road Werrington, Rectory Lane Etton and Church Walk Marholm.	PCC	-	Surface runoff, ordinary watercourse, groundwater	PCC	≤ 10 k	1		3	Completed
Monarch Avenue	P	Stanground Central	U	Monarch Avenue CCTV and cleansing	PCC	-	Surface runoff	PCC	≤ 10 k	1		3	Completed
Stewards House Drain	P	Eye and Thorney	RNE	Stewards House Drain surveys, investigation and scheme design	NLD IDB	PCC	Ordinary watercourse	NLD IDB, PCC	≤ 10 k		2	3	Completed
Parkway drains	P	Several wards	U	Major cleansing and de-rooting programme of parkway highway drains	PCC	-	Surface runoff	PCC	50 - 100 k	1		3	Completed
Nene measurement boards	P	West Ward, Central Ward	U	Nene measurement boards at Thorpe Meadows and Town Bridge	PCC	-	Main river	PCC	≤ 10 k	1			Completed
Dams Pond de-silt	P	West	U	De-silting of Dams Pond	PCC	-	Ordinary watercourse	PCC	10 - 50 k			3	Completed
Racecourse Drain	P	East	U	De-silting culverted and open sections of Racecourse Drain - two phases	PCC	-	Ordinary watercourse	Padholme Agreement (HCA)	50 - 100 k			3	Completed
Hampton investigations	P	Orton with Hampton	U	Investigations into foul sewer issues and first phase implementation measures related to resilience of pumping station control panel	AW	-	Foul and surface water sewers	AW	10 - 50 k			3	Completed
North Ward flood alleviation works 1	P	North Ward	U	Works to improve surface water drainage system on Welland Road, removing inadequate soakaway function	AW and PCC	-	Surface runoff	AW	≤ 10 k			3	Completed
North Ward flood alleviation works 2	P	North Ward	U	Works to improve surface water drainage system in Welland Close	AW and PCC	-	Surface runoff	AW	≤ 10 k			3	Completed

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APPENDIX F: Peterborough Flood Risk Management Strategy (FMS) Action Plan

Caveat: All schemes listed here will still need to gain business case approval before works can take place. See page 69 of the FMS for the full caveat.

KEY TO ACRONYMS

Management area	Fens U	Fens (rural north and east) Urban	P-wide	Peterborough wide	RW	Rural west
Organisations/partners	AW CCC EA FloW	Anglian Water Cambridgeshire County Council Environment Agency Flood and Water Management Partnership	IDBs MLC NCC NLD IDB	All Internal Drainage Boards Middle Level Commissioners Northamptonshire County Council North Level District IDB	PCC Peterborough DNA W&D IDB WVP	Peterborough City Council Future Cities Demonstrator project (Peterborough DNA) Welland and Deeping IDB Welland Valley Partnership
Funding source	AW AMP	Anglian Water Asset Management Plan	FDGiA	Flood defence Grant in Aid	WDGiA	Water Framework Directive Grant in Aid
Benefits to	A B C D	Agriculture Businesses Community amenities & public services Supports new development	E H I L	Efficiency of management Homes Infrastructure e.g. highways, power, water Better local knowledge/understanding for use in management, planning schemes and resilience, new development and insurance)	N	Natural environment (biodiversity, water quality etc)

Action Name	Action Ref	Ward	Management area	Action Description	Lead Partner	Other Partners	Time Frame	Funding source	Cost (£)	FMS Objectives				Benefits to	Priority	Progress
										1	2	3	4			
Maintenance	A1	All	P-wide	Continue current maintenance actions for watercourses, major assets and all other assets as identified in management chapter. Exceptions where new projects result in changes and improvements to operation.	All	N/A	Ongoing	All partners budgets and contractor frameworks	Maintenance frameworks			3		H, B, A, I, C	Very high	On-target
Proactive maintenance	A2	All	P-wide	Carry out additional proactive targeted maintenance based on incident and asset registers, forecasts and budgets.	All	N/A	Ongoing	All partners budgets and contractor frameworks	Maintenance frameworks			3		H, B, A, I, C	Moderate	On-target
Incident recording	A3	All	P-wide	Record flooding incidents occurring or occurred in Peterborough and keep an up-to-date incident database. Investigate incidents meeting PCC thresholds and plan appropriate future actions.	PCC	FloW Partnership	Ongoing	PCC in-house resources	Staff-time	1	2			H, B, A, I	High	Some obstacles
Partnership issue resolution	A4	All	P-wide	Resolution of the issues and incidents identified to FloW Partnership (these are the more complex, long lasting issues).	PCC	FloW Partnership	Ongoing	All partner in-house resources. Potential to need funding bids depends on the issue arising.	Unknown		2	3		H, B, A, I	Very high	In progress
Padholme Catchment	A5	East	U	Continue to maintain and operate Padholme main river systems and controls including undertaking desilting.	EA	PCC, NLDIDB	2015 - 2020	Maintenance funding from Padholme Catchment Agreement	50 - 100 k		2	3		H, B	Moderate	On-target
SAMPs	A6	All	P-wide	Review System Asset Management Plans (SAMPs) to determine appropriate levels of maintenance, taking into account the level of risk, funding and asset condition.	EA	-	2015 - 2020	EA in-house resources	≤ 50 k	1				E	Moderate	New

Asset register	A7	All	P-wide	Maintain and further develop partner asset register with yearly updates.	PCC	FloW Partnership	2014 - 2015	PCC in-house resources	≤ 50 k	1	2			E, L	High	In progress
Data plan	A8	All	P-wide	Prepare and implement data management plan for shared asset data to ensure data sets are kept up-to-date and used correctly.	PCC	FloW Partnership	2014 - 2015	PCC in-house resources	Staff-time		2			E, L	Moderate	In progress
PCC asset survey	A9	All	P-wide	Undertake full asset survey of all PCC key assets to inform local knowledge and feed into asset register. Prioritise and implement according to budget and deliverability.	PCC	N/A	2015 - 2020	PCC LLFA budget	≤ 50 k	1				E, L	Moderate	In progress
SW sewer surveys	A10	All	P-wide	Obtain additional data on the public surface water sewer network in priority areas to improve partner knowledge and aid scheme design.	AW	PCC	2020 - 2025	AW Business Plans AMP 6/7, PCC LLFA budget, joint funding bids	50 - 100 k	1				E, L	Low	New
Private assets	A11	All	P-wide	Gather mapping and condition information about private assets e.g. ordinary watercourses and small reservoirs to determine their risk level. Requires standardised framework for inspection findings.	PCC	Riparian owners	2020 - 2025	PCC LLFA budget / other stakeholder funds on case by case basis	≤ 50 k	1				L	Very low	New
Designation	A12	All	P-wide	Designate third party assets (natural or man-made structures or features) deemed to affect flooding. Agree on process, criteria for designation, evidence required, appeal system and protocol for enforcement.	PCC	AW, EA, IDB	2015 - 2020	PCC in-house resources	Staff-time	1				H, B	Low	New
Culverts and bridges	A13	Eye & Thorney	Fens	Work together to clarify ownership of culverts and bridges throughout IDB area with the aim of developing an efficient working plan to improve asset data and improve conditions.	PCC and NLDIDB	Other IDBs	2015 - 2020	IDB and PCC in-house resources	Staff-time	1	2	3		A, I	High	New
Peakirk pumping station	A14	Newborough	Fens	Investigate issues at Peakirk pumping station and resolve any mechanical issues.	AW	Peakirk Parish Council	2014 - 2015	AW AMP 5 / 6	≤ 50 k	1		3		C	Very high	In progress
Fletton and Woodston	A15	Fletton & Woodston	U	Investigation of sewer networks in Fletton High Street to update asset records and identify if improvements can be made to the existing routing of surface water.	AW	PCC	2015 - 2020	AW AMP 5 / 6	50 - 100 k	1		3		H, B	Moderate	In progress
Drainage district modeling	A16	Barnack, Eye & Thorney, Glinton & Wittering, Newborough, Northborough, Stanground Central, Stanground East	Fens	IDBs to model their drainage districts to get an updated idea of the standard of protection offered.	NLDIDB, W&D IDB, MLC	-	Ongoing	IDBs	50 - 100 k	1				L	Moderate	In progress
Resilient development	D1	All	P-wide	Define PCC approach to resilient development in planning, including clearer policy on exceedance flows and resilient construction in new and redeveloped buildings.	PCC	EA	2015 - 2020	PCC in-house resources	Staff-time				4	D	Moderate	New
SFRA	D2	All	P-wide	Review the Strategic Flood Risk Assessment including climate change impacts and critical drainage areas approximately every five years in line with the Local Plan review.	PCC	FloW Partnership	2015 - 2020	PCC strategic planning budget and EA in-house resources	≤ 50 k	1			4	D	High	New
SPD	D3	All	P-wide	Review Flood and Water Management Supplementary Planning Document approximately every five years in line with the Local Plan review.	PCC	FloW Partnership	2015 - 2020	PCC in-house resources	Staff-time	1	3	4		D	Moderate	New

Development management	D4	All	P-wide	Improved focus on surface water management and sustainable drainage through the Planning (Development Management) process including improved consultation with AW and IDBs.	PCC	FloW Partnership	2014 - 2015	PCC in-house resources	Staff-time	1	3	4	D	High	In progress
SAB	D5	All	P-wide	Implement the SuDS Approving Body (SAB) including setting out a clear process for SuDS adoption and maintenance. Promote the aims and requirements for SuDS and the SAB.	PCC	FloW Partnership, Developers	2015 - 2020	PCC in-house resources	Staff-time		3	4	D	High	On-target
WCS	D6	All	P-wide	Review the Water Cycle Study approximately every five years in line with the Local Plan review.	PCC	FloW Partnership, Developers	2015 - 2020	PCC strategic planning budget	50 - 100 k			4	D	Moderate	New
FloW Partnership	C1	All	P-wide	Communication across the FloW Management Partnership organisations and within PCC - continue 6-monthly external meetings, and regular internal meetings, monitor progress against action plan and objectives, and establish sub groups as required.	PCC	FloW Partnership	Ongoing	All partner in-house resources	Staff-time	1	2		E, L	Very high	On-target
Council website	C2	All	P-wide	Ensure water and flood risk information is available on the City Council water website and it is useful and up-to-date. Implement and maintain new SuDS website.	PCC	Communities and developers	Ongoing	PCC in-house resources	Staff-time	1			E, L, C	High	On-target
Co-ordinate engagement	C3	All	P-wide	Undertake and co-ordinate appropriate engagement activities to promote greater awareness of flood and water-related management in Peterborough. Involve community groups in the establishment of campaigns.	FloW Partnership	-	Short	PCC in-house resources	Staff-time	1			E	Moderate	New
Flood awareness	C4	All	P-wide	Deliver targeted community engagement to encourage people to be flood aware, to sign up to receive flood warnings and to understand what action to take to protect themselves on receipt of a warning. Continue to promote and use the EA's Floodline Warnings Direct service but also investigate other warning and engagement tools related to surface water flooding or different types of social media. Learn from the outcomes of the Northamptonshire County Council pathfinder project and implement recommendations as appropriate.	EA and PCC	FloW Partnership	2015 - 2020	EA budgets and PCC LLFA budget	≤ 50 k	1			H, B, C, L	Moderate	New
Community involvement	C5	All	P-wide	Engagement campaigns encouraging community involvement in managing rivers and the environment. Includes working closely with RiverCare groups in Peterborough and with landowners, as well as generally raising awareness of riparian responsibilities.	FloW Partnership	RiverCare, landowners, communities	2015 - 2020	PCC LLFA budget, AW AMP 6/7, Keep Britain Tidy (RiverCare), EA budgets	≤ 50 k	1	3	4	H, B, N, C, E, L	High	New
Keep it Clear 1	C6	Orton with Hampton	U	Keep it Clear: Campaign to encourage communities to help our work by playing their part in protecting the sewer network. This includes not disposing of fats, oils, greases and other non-flushables down the sink or toilets or putting anything into surface water drains in the road.	AW	PCC, Parish Council	2015 - 2020	AW AMP 6 and PCC LLFA budget	≤ 50 k	1	3		H, B, I, E	Very high	New
Keep it Clear 2	C7	Barnack, Glinton & Wittering, Newborough, Northborough	Fens	Keep it Clear: Campaign to encourage communities to help our work by playing their part in protecting the sewer network. This includes not disposing of fats, oils, greases and other non-flushables down the sink or toilets or putting anything into surface water drains in the road.	AW	PCC, Parish Councils	2015 - 2020	AW AMP 6 and PCC LLFA budget	≤ 50 k	1	3		H, I	High	New

Existing flood wardens	C8	Newborough, Orton Waterville, West	U, Fens	Maintain relationships with existing flood wardens.	PCC	EA	Ongoing	PCC and EA in-house resources	Staff-time	1	2	3		E, L	Very high	On-target
New flood wardens	C9	All	P-wide	Actively recruit more volunteers to the Flood Warden Scheme starting in priority areas. Provide annual training and relationship building event for all flood wardens and interested residents. Ideally would have one warden for each Parish area, subcatchment area or Ward.	PCC and EA	FloW Partnership	2015 - 2020	PCC LLFA budget and EA budgets/ in-house resources	≤ 50 k	1	2	3		E, L	Moderate	New
Sustainable water	C10	All	P-wide	Continue campaigns and projects promoting sustainable water to communities including Drop 20 water efficiency campaigns and RiverCare support (flood risk benefits come from general improvement in people's understanding of water management and their actions).	AW	EA, PECT, Keep Britain Tidy, PCC	2015 - 2020	AW AMP 6 , EA budgets	≤ 50 k	1			4	H, B, N, L	High	Progress
Permeable driveways	C11	All	P-wide	Set up a campaign to discourage the paving over of drives and gardens with impermeable surfaces and raise awareness about the problems of urban creep.	PCC	AW	2015 - 2020	PCC LLFA budget	≤ 50 k	1		3	4	H, I	Moderate	New
Developer engagement	C12	All	P-wide	Continue and increase engagement with developers regarding surface water management through forums, website, pre-application advice and promotion of Supplementary Planning Document.	PCC	FloW Partnership	2014 - 2015	PCC in-house resources	Staff-time	1			4	D	Very high	In progress
Flood warnings	C13	All	P-wide	Flood forecasting/warning service: Maintain current services, undertaking reviews of community based flood warning areas after improvements to forecast models or post-incident performance analysis. This service is underpinned by maintenance of flow gauging station and rain gauges throughout the catchment. Links to be made to PCC and NCC's rain gauge projects.	EA	NCC, PCC	Ongoing	EA budgets	≤ 50 k					H, B	Very high	In progress
Utilities and infrastructure	C14	All	P-wide	Continued engagement with energy and water companies and other service providers about ensuring the resilience of infrastructure in Peterborough. Joint projects will be considered where appropriate.	PCC	EA, AW, UK Power Networks, Network Rail	Ongoing	PCC in-house resources. Potentially CIL if joint projects are identified.	Staff-time	1	2	3	4	I	Medium	In progress
MAFP	P1	All	P-wide	Update Cambridge and Peterborough Multi-Agency Flood Plan using new flood maps, incident database and SFRA mapping to identify priority areas.	PCC	LRF	2014 - 2015	PCC in-house resources	Staff-time	1	2			H, B, I, E, L	Very high	New
Severe weather system	P2	All	P-wide	Consider the use of a severe weather recording system to enable the LRF to be able to assess impacts on resources and budgets of extreme weather events.	PCC	LRF	2015 - 2020	PCC in-house resources / environment budget	≤ 50 k	1				E, L	High	New
Understanding the risk - Ortons	P3	Orton Waterville, Orton Longueville	U	Complete flood risk assessment from all sources, communicate to community and work with community to understand future options for resilience.	EA	PCC	2014 - 2015	EA budgets and PCC LLFA budget	≤ 50 k	1		3		H, B	Very high	Some obstacles
Welland flood banks refurbishment	P4	Newborough, Glington & Wittering, Northborough	Fens	Re-review Welland Cradge Bank Performance Review project using outputs from updated River Welland model. Include review of the operation of the Crowland and Cowbit Washes. Implement recommendations from review sustaining the standard of service provided. Opportunities to improve river corridor habitats and improve the ecological resilience of the Maxey Cut to extreme high and low flows will be included as part of this project.	EA	PCC, Lincolnshire County Council, W&D IDB, Communities, WVP, Welland Rivers Trust	2015 - 2020 and 2020 - 2025	FDGiA, WFDGiA, several other sources to be sought including CIL	5 m - 10 m			3	4	H, B, I, E, N, C, D	High	New

Middle Nene WFD and flood risk management project	P5	Outside Peterborough	RW	Develop project and secure funding to implement WFD measures that reduce flood risk to communities. Includes investigating use of gravel pits and reinstated wetlands to attenuate and store water; use of sustainable drainage systems to mitigate flow and pollution issues; modelling and mapping to quantify flood risk benefits; and investigating measures to mitigate the impacts of climate change.	EA	NCC, Natural England, CCC, PCC, landowners and community	2020 - 2025	FDGiA, several other sources to be sought including CIL.	> 10 m				3	4	H, B, I, N, C, D	High	New
Understanding the risk - West ward	P6	West	U	Continue to work with the community and Flood Wardens to develop understanding of the local river response based on river levels and local knowledge. Develop appropriate actions to manage the risks.	EA and PCC	Flood Wardens, community, Flow Partnership	2015 - 2020	PCC and EA in-house resources. Other sources of funding will be sought as appropriate.	≤ 50 k	1			3		H	High	New
Understanding the risk - Fletton & Woodston	P7	Fletton & Woodston	U	Work with the community to better understand flood risk in this ward, including the impact of combined sewers, and develop appropriate actions to manage the risk. Assess the modelling required to determine actual allowable discharge rates for sites discharging to Fletton Spring.	EA and PCC	Community, Flow Partnership	2015 - 2020	PCC and EA in-house resources. Other sources of funding will be sought as appropriate.	≤ 50 k	1			3		H, B	Moderate	New
Werrington Brook improvements programme	P8	Werrington North, Werrington South, Walton, North Bretton	U	A programme of works: Appraise options and develop detailed designs for water quality, habitat and flood risk improvements. Seek additional funding. Deliver community and business engagement schemes. Deliver in-channel improvements at various points along Marholm Brook and Werrington Brook.	EA and PCC	Werrington Neighbourhood Council, Welland Valley Partnership, Flow Partnership, Network Rail, local businesses and landowners	2015 - 2020	PCC LLFA budget, WFDGiA, FDGiA, WVP, AW AMP 6, CIL, other funding sources being sought such as community grants and business funding.	100 - 500 k				3	4	H, B, N, C, D	Very high	On-target
Brook Drain flood alleviation scheme	P9	North Bretton	U	Comprehensive review of system. Develop and secure funding for a flood alleviation and WFD improvements scheme linked to Network Rail's proposed works to Werrington Junction. Investigate the need for and improvements to be gained from changing the operation of the Werrington penstock at the confluence with Marholm Brook and Brook Drain. Investigate options for control of diffuse pollution.	EA	PCC	2015 - 2020	FDGiA, Network Rail, CIL, PCC LLFA budget, WFDGiA	500 k - 1 m				3	4	B, I, D, N	High	New
Paston Brook flood alleviation scheme	P10	North Ward	U	Comprehensive review of flood risk, investigating appropriate solution to manage the risk, which may include improving the A47 culverts on Paston Brook.	EA	PCC, AW	2020 - 2025	FDGiA, PCC LLFA budget, AW AMP 6	1 m - 5 m				3		H, I, N	Moderate	New
Understanding the risk - Stanground Central	P11	Stanground Central	U	Work with the community to better understand flood risk in this ward and develop appropriate actions to manage the risk. Includes consideration of flow monitoring on the Lode, modelling to determine the actual allowable discharge rates for sites discharging to Stanground Lode, and removal of surface water from combined sewers.	Flow Partnership	Community	2015 - 2020	EA and PCC in-house resources. Other sources of funding will be sought as appropriate.	≤ 50 k	1			3		H, B, E	Moderate	New

Understanding the risk - Rivergate	P12	Central	U	Work with local businesses and partners to better understand the risk around Rivergate. Undertake additional mapping of sewers if needed. Determine whether further works are required. Link works in with highway improvements.	FloW Partnership	Local businesses	2020 - 2025	AW AMP 7 business plan, PCC LLFA budget, local businesses	≤ 50 k				3	B	Low	New
River Nene structure automation	P13	East, Fletton & Woodston, Glinton & Wittering, Orton Longueville, Orton Waterville, Stanground Central, West	P-wide	Review existing operational regime of river (flow) control structures along the main River Nene. Undertake automation of structures, where financially cost beneficial and feasible, to improve the speed of river regulation and minimise active intervention on site where possible.	EA	-	2015 - 2020	EA budgets	1 m - 5 m			2		E, I	Moderate	New
Peterborough adaptation plan	P14	All	P-wide	Develop a partnership adaptation plan for Peterborough to enable the City to be more resilient to changes in severe weather, climate, resource availability etc.	PCC	FloW Partnership, Environment Capital Steering Group	2015 - 2020	PCC environment budget and other sources of funding will also be sought.	≤ 50 k	1	2	3	4	H, B, A, I, N, C, E, L, D	Moderate	New
Rain gauges	P15	Barnack, Bretton North, Central, Dogsthorpe, East, Eye & Thorney, Fletton & Woodston, Glinton & Wittering, North, Northborough, Newborough, Orton with Hampton, Orton Longueville, Orton Waterville, Paston, Stanground Central, Werrington North, West	P-wide	Install rain gauge(s) in Peterborough to provide data for warnings and response, incident reporting and long-term records for use by schools and PCC.	Peterborough DNA	Local schools	2014 - 2015	Peterborough DNA, PCC LLFA funding	≤ 50 k	1	2			E, L	Moderate	New
Dogsthorpe Ward flood alleviation scheme	P16	Dogsthorpe	U	Work in partnership with the community to better understand the risk in this area and to develop options for reducing surface water flood risk. Consider retrofit of sustainable drainage systems and an outlet in the embankment. Implement preferred option.	PCC	AW, community	2015 - 2020	PCC, AW AMP 7 business plan	50 - 100 k				3	H	High	New
Stewards House Drain	P17	Eye & Thorney	Fens	Undertake capacity improvement works to Stewards House Drain	NLDIDB	PCC, local school, Parish Council	2014 - 2015	FDGIA, NLD IDB budget, PCC LLFA budget, local beneficiaries	50 - 100 k				3	H, B, C	High	On-target
Counter Drain flood resilience scheme	P18	East	Fens	Make the channel more resilient to pump failure and failure of the banks. Reduce the frequency of flooding.	Flow Partnership	Landowners	2015 - 2020	All riparian owners	100 - 500 k		2	3	4	A, I, N	High	Some obstacles

Wansford flood alleviation scheme	P19	Outside Peterborough, Glinton & Wittering	RW	Work with professional partners and community to develop and secure funding for a flood alleviation scheme. Involves a comprehensive review of flood risk and existing management assets and investigation of appropriate solutions to sustain the standard of service that they provide.	EA	CCC, NCC, Community, PCC	2020 - 2025	FDGiA, other funding to be sought	500 k - 1 m			3		H, B	High	On-target
Whittlesey Washes (Nene Washes) works	P20	Outside Peterborough	Fens	Improvement to banks of the Washes to reduce the chances of breach. Essential works under the Reservoirs Act, arising from the Whittlesey Washes Probable Maximum Flow study and the section 10 Inspection Report. Includes work to Stanground green wheel cycle route.	EA	NLD IDB, PCC, CCC	2014 - 2015	FDGiA, local levy, NLD IDB, local beneficiaries	> 10 m			3		H, B, A, I, D	Very high	In progress
City centre combined sewers	P21	Central, West	U	Upon redevelopment of sites or significant highway improvements consider partnership projects in the surrounding areas to remove surface water completely from the combined sewers.	PCC	AW, developers	2015 - 2020	CIL, new PCC capital budget, developers, AW AMP 6 and 7	100 - 500 k			3	4	H, B, I, E	High	New
Understanding Ravensthorpe	P22	Ravensthorpe	U	Exercise to understand why Ravensthorpe scores highly in the climate change susceptibility work and plan for this accordingly with future actions.	PCC	FloW Partnership	2015-2020	PCC in-house resources	Staff-time			3	4	H, L	Moderate	New
City Council - sustainable water	P23	All	P-wide	Undertake a variety of measures to help deliver the Environment Capital Action Plan, by ensuring best use of natural resources and promoting protection of water environments (e.g reducing water consumption and minimising pollution).	PCC	-	2015 - 2020	PCC strategic resources, framework contractors or environment budget	Staff-time				4	E, N	High	In progress
Emergency response	P24	All	P-wide	As warning of flooding is given prepare for the event through communications and implementation of the Multi Agency Flood Plan. Undertake response activities in accordance with the roles of Category 1 and 2 emergency responders.	LRF	Flood wardens, FloW Partnership	Ongoing	In-house budgets, emergency resilience budgets	Unknown	1	2	3		H, B, I, C	Very high	On-target
Riverside pathway flood alleviation	P25	Fletton & Woodston	U	Work with landowners in the area to develop options and seek funding to reduce the impact of flooding to key city centre cycle and pedestrian routes (Green Wheel and other highways). Could be combined into a more holistic community scheme involving improvements to aesthetic environment, amenity, safety and biodiversity.	Railworld and PCC	Network Rail, EA, RiverCare, PECT	2015 - 2020	In-house resources plus other funding sources to be sought	≤ 50 k			3	4	C, I	Moderate	New

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Appendix G - Flood Incident Notification Form

Please note that the Peterborough thresholds for the investigation under section 19 of the Flood and Water Management Act 2010 are set out at the end of this form.

Incident notification being sent to Peterborough City Council by:

These details will not be included in the published results

INDIVIDUAL OR ORGANISATION	✓	INDIVIDUAL OR ORGANISATION	✓
Peterborough Resident		North Level District IDB	
Peterborough Business		Peterborough City Council officer	
Anglian Water		Peterborough City Council call centre	
Cambridgeshire Fire and Rescue		Peterborough Highway Services	
Cambridgeshire Police		Welland and Deepings	
Environment Agency		Whittlesey and District	
Middle Level Commissioners		Other (please specify)	

NAME OF PERSON REPORTING	TELEPHONE	EMAIL ADDRESS

Incident details

Question number	Question	Response
1	Date and time	
2	Name and contact details of person reporting incident <i>(in case we have to check further details later on e.g. officer or resident details)</i>	
3	Location of flooding. <i>e.g. 1 Beasley Road, Bretton Must include a clear address, or landmark (such as or the junction of X and Y roads or outside Z school) or will be rejected. By the bus stop on Thorpe Rd is no good!</i>	
4	Depth and extent of water <i>e.g. within highway, up to properties or inside properties</i>	

Question number	Question	Response
5	Duration of flooding <i>e.g. if residents tell you it has been like that for 2 hours</i>	
6	Suspected cause of flooding <i>e.g. from sewers, river</i>	
7	Other notes <i>e.g.</i> <ul style="list-style-type: none">• <i>any significant weather to note</i>• <i>has this happened before</i>• <i>is it getting worse?</i>	

Initial flood category rating

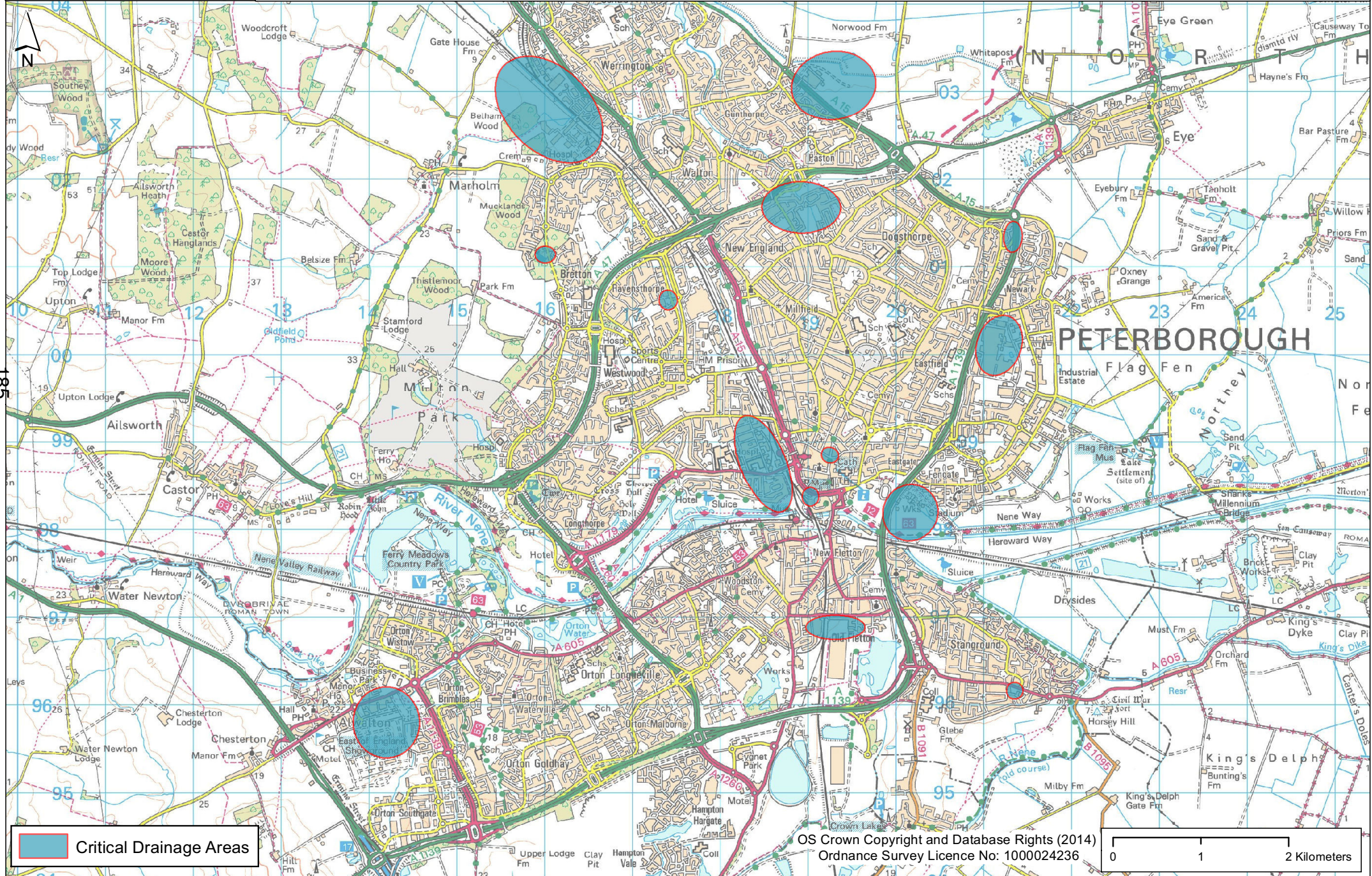
Category	Description	Tick relevant category based on information above
1	Meets a PCC threshold	
2	Doesn't meet a PCC threshold but flooding is very close to a property or with fair chance of reaching property with similar future rain events e.g. within property boundary	
3	Flooding within carriageway or within a field with low chance of reaching property	

Peterborough City Council thresholds (for information)

1. Flooding internally to one or more residential properties
2. Flooding to critical infrastructure (e.g. electricity substation)
3. Flooding to five or more commercial properties
4. Flooding which causes a transport link to be totally impassable for a significant period*
5. Reoccurring flooding on five or more occasions over a period of separate flood events of strategic highway routes or within property boundaries

For the purposes of threshold 4 above the definition of "significant period" is dependant on the transport link affected. The highway categories are as set out in Table 1 of the UKRLG Code of Practice for Highway Maintenance, but the timings for significant period have been derived for the purpose of the Local Flood Risk Management Strategy They are as follows:

- Category 1 Motorway - over 2 hours
- Category 2 Strategic Route (Trunk Roads and some Principal "A" roads) – over 4 hours
- Category 3a Main Distributor (Major Urban Network and Inter-Primary Links) – over 4 hours
- Category 3b Secondary Distributor (Classified Road (B and C class) – over 10 hours
- Category 4a Link Road (Roads linking the main distributor network to the Secondary Distributor) – over 10 hours
- Category 4b Local Access Road (Roads serving limited numbers of properties carrying only access traffic) – over 24 hours



PETERBOROUGH

Critical Drainage Areas

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0 1 2 Kilometers

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Peterborough Flood Risk Management Strategy (FMS)



Public Summary

1. Introduction

What is the Peterborough Flood Risk Management Strategy (FMS)?

The FMS is Peterborough’s strategy and action plan for the future of flood risk management. It explains the flood risk in Peterborough, who the responsible organisations and individuals are, how funding for flood risk management projects works and what actions are proposed to manage the risk. The FMS has been prepared as a draft for public consultation. It has been written by Peterborough City Council with input from the Environment Agency, Anglian Water, North Level District Internal Drainage Board, Middle Level Commissioners, Welland and Deeping Internal Drainage Board, the Highways Agency and the Local Resilience Forum.

This document is a summary, provided to give an overview of the contents of the FMS. This document is also open to consultation.

This is not the final document and we want to know what you think through this consultation period.



Why is it being prepared?

Under the Flood Water Management Act 2010 Peterborough City Council is now a Lead Local Flood Authority (LLFA). This means that the City Council is responsible for co-ordinating the management of flood risk from surface water, groundwater and ordinary watercourses. The Act brings many new powers and duties, one of which is the preparation of a local flood risk management strategy.

It has been agreed by the flood risk management authorities in Peterborough that the FMS will cover all sources of flood risk, not just those managed by the City Council. This will enable better co-ordination of approaches and actions across organisations.

Aims

The aims of the Peterborough Flood Risk Management Strategy are:

- a) To confirm and raise awareness of the risk and management of flooding in Peterborough
- b) To set out a clear plan of actions to tackle local issues and opportunities
- c) To take a comprehensive partnership approach to flood risk management, considering other elements of water and environmental management that are affected or can be improved.

The full Peterborough Flood Risk Management Strategy can be viewed online at: www.peterborough.gov.uk/floodstrategy

- d) To co-ordinate the actions of the different water management authorities to ensure projects and schemes are as efficient as possible and that joint funding opportunities are sought.

2. Who is responsible for what?

If the flooding is an emergency affecting safety please call 999.

Organisation	Responsibility	Contact details
Peterborough City Council	Surface runoff from heavy rainfall (including highway drainage) Ordinary watercourses Groundwater	Tel: 01733 747474 Out of hours tel: 01733 864157 Email: watermanagement@peterborough.gov.uk
The Environment Agency	Main Rivers Tidal flooding Reservoirs	General tel: 03708 506506 Floodline: 0345 988 1188
Internal Drainage Boards	Managing the water levels in watercourses within IDB Fen areas (the northern and eastern rural areas of Peterborough)	North Level District IDB Tel: 01733 27033 Email: eng@northlevelidb.org
		Welland and Deeping IDB Tel: 01775 725861 Email: info@wellandidb.org.uk
		Middle Level Commissioners Tel: 01354 653232 Email: admin@middlelevel.gov.uk
Highways Agency	Draining the major A roads in Peterborough	Tel: 0300 123 5000 Email: ha_info@highways.gsi.gov.uk
Anglian Water (as Peterborough's water company)	Wastewater (foul) sewers	Tel: 0800 771 881 Email: anglianwatercustomerservices@anglianwater.co.uk
Non water utility companies	Electricity, gas, and communication networks	UK Power Networks (electricity) Tel: 0800 783 8838
		National Grid gas emergencies (gas) Tel: 0800 111 999
Property owners	Protection of your individual property from flooding	-
Riverside landowners	Ensuring the flow of water in watercourses on or adjoining your land	
Developers	Ensuring development has no negative impact on flood risk and wherever possible provide improvement	-

3. What flood risk does Peterborough face?

The full Peterborough Flood Risk Management Strategy can be viewed online at: www.peterborough.gov.uk/floodstrategy

What different types of flood risk exist in Peterborough and how significant is the risk?

A variety of different sources of flood risk are relevant to Peterborough. Each risk is discussed below on the basis of flooding that could occur when the capacity of the system is exceeded.

Main River – These are watercourses which have been designed as Main River by the Government due to their risk level. Peterborough has 17 Main Rivers listed in section 7.9.3 of the Peterborough Flood Risk Management Strategy. Some of these flow into the River Nene and some into the River Welland (both of which are Main Rivers themselves). Main Rivers can be tidal or non-tidal. In Peterborough the only tidal stretch of river is on the Nene downstream of the Dog in a Doublet sluice. The FMS rates the risk of non-tidal Main River flooding in Peterborough as being **high** on average and the risk of tidal Main River flooding as **low**.



Combined Nene river and tidal event - This is the risk of a North Sea high tide occurring at the same time as a Main River event. When this occurs water is directed into the Nene (Whittlesey) Washes flood storage reservoir to prevent flooding of Peterborough. Should the Washes ever reach capacity e.g. because both river levels and high tides are higher than normal for several days, the impact of flooding would be significant. Overall, the risk is shown as being **high** in the FMS.



Combined sewer – Combined sewers take both rainwater (surface water) and wastewater (foul water). The risk of flooding from these comes when very heavy rainfall reduces the capacity in the sewer. On average the FMS rates the risk from this type of flooding as **high**.

Surface water – Flooding from surface water occurs when very intense rainfall causes surface water sewers and/or drainage ditches to become full and so water instead flows

The full Peterborough Flood Risk Management Strategy can be viewed online at:
www.peterborough.gov.uk/floodstrategy

across the ground. Surface water flooding can be common but is generally very localised and so the overall average risk is **low**.



Groundwater – When water rises up from underlying rocks and emerges onto the surface of the ground this can cause groundwater flooding. Flooding tends to occur after long periods of sustained rainfall and in low lying areas where the water table is at a shallow depth. On average the FMS rates the risk from this type of flooding as **medium**.



Ordinary watercourses – Any ditch or watercourse not designed as Main River is known as an ordinary watercourse. Flooding generally occurs when local rainfall is so great that the watercourse flow overtops the banks. The FMS rates the risk from this type of flooding as **low**.

Internal Drainage Board pumped catchments The Fen areas of Peterborough have a carefully managed pumped catchment which uses ordinary watercourses and diesel and electric pumps to manage the water levels in the land. Very localised waterlogging and surface water flooding is possible over short time frames but with minimal impacts and hence the FMS rates the risk from this type of flooding as **low**. Large scale failure of the drainage board systems is of considerably lower probability and would have to coincide with significant Main River flooding elsewhere in Peterborough and the region.



The full Peterborough Flood Risk Management Strategy can be viewed online at: www.peterborough.gov.uk/floodstrategy

Foul sewers – There are not many locations in Peterborough classed as being at risk from foul flooding due to capacity issues. Therefore the FMS does not rate this risk. Any properties that are at risk in this way, are recorded by Anglian Water on a register called the DG5 register.

Reservoirs - The risk in Peterborough of flooding from reservoirs is considered **low**. This is because reservoirs are generally well designed, managed and monitored to reduce this risk and because the landscape means that any water escaping from the reservoir would spread far producing low flood depths.



Flooding can also occur due to **operational issues**. This could be because of blockages in the network e.g. from fat put down the drains, fly tipping or tree roots; from damage to pipes e.g. from wear and tear or vandalism; or from the collapse of a pipe or river bank.

How can I find out about the risk in my local area?

Publically available flood maps exist for Main River risk, for surface water risk and for the risk from reservoirs. To view these maps and discover the risk for your area please visit:

<http://maps.environment-agency.gov.uk/>

4. Flood Warnings

The Environment Agency provide a free flood warning service to properties mapped within the Environment Agency Main River flood zones. You can sign up to receive flood warnings by calling **Floodline on 035 988 1188** or by [signing up online](#).

To find out about flood alerts or warnings please visit the [Environment Agency's flood warning pages](#).

There is currently no warning system for surface water flooding but we recommend keeping an eye on the local weather forecast for heavy rainfall warnings.

The full Peterborough Flood Risk Management Strategy can be viewed online at: www.peterborough.gov.uk/floodstrategy



5. How will the risks be managed?

In order to manage the risks that Peterborough faces, the FMS sets out an action plan of more than 50 actions to be implemented. This follows the successful delivery of a series of actions after the Flood and Water Management Act 2010 was first put in place. Appendix F of the FMS in the action plan and Appendix E lists the major actions completed so far.

In Appendix F of the FMS the actions are listed with details about the lead organisation, timescales and costs. Actions are also measured against a set of objectives to ensure that the actions bring a range of different benefits to Peterborough.

The table below sets out by objective, examples of the different types of actions in the FMS.

Objective 1 - Improve awareness and understanding of flood risk and its management, to ensure that everyone can make informed decisions and take their own action to become more resilient to risk.

- Deliver targeted community engagement to raise awareness of flood risk
- Recruit more flood wardens
- Keep a record of flood incidents in Peterborough
- Undertake surveys of watercourses and sewers to improve our data
- Update the Strategic Flood Risk Assessment for new development
- Run Keep-it-Clear campaigns in areas experiencing sewer blockages
- Develop a severe weather recording system to enable analysis of the impacts of extreme weather events
- Install rain gauges around Peterborough to provide better rainfall data
- Deliver wider engagement campaigns to encourage community involvement in protecting watercourses and the environment

Objective 2 - Establish efficient co-ordinated cross-partner approaches to flood and water management, response and recovery, sharing and seeking new resources together.

- Maintain a register of important assets across Peterborough that affect flood risk
- Continue working together under the umbrella of the Peterborough Flood and Water Management Partnership to seek opportunities and resolve issues as they arise
- Work closely with other flood risk management organisations to find the most efficient ways of delivery services
- Update the Multi Agency Flood Plan for emergency response

Objective 3 - Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of protection elsewhere are maintained.

- Continue to carry out maintenance of watercourses, pumps, sewers and other assets
- Improve the focus on surface water management through the planning process
- Work with the community within several wards to better understand the flood risk in those areas
- Reducing the risk from city centre combined sewers
- Brook Drain project
- Dogsthorpe flood alleviation project

- Paston Brook culvert improvements
- Nene (Whittlesey) Washes works
- Continue to engage with utility companies about infrastructure resilience projects
- Welland Flood Banks refurbishment scheme

Objective 4 - Improve the wider sustainability of Peterborough, ensuring an integrated catchment approach and proper consideration of the water environment and its benefits, in new and existing environments.

- Werrington Brook improvements programme – develop a programme of works to improve water quality, habitat and flood risk in the northern urban area of Peterborough. Will include business and community engagement, funding bids and channel works.
- Welland Flood Banks refurbishment scheme – combined scheme to ensure standards of flood protection are maintained in the catchment and improve the river corridor habitat of Macey Cut to make it more resilient to change.
- Prepare an Adaptation Plan to help Peterborough become more resilient to climate change and changes in natural resources.
- Review the Flood and Water Management Supplementary Planning Document in line with the Local Plan review.
- Undertake a variety of actions within the City Council to help deliver the sustainable water theme of the Environment Capital Action Plan.

For further information on actions please consult the full Peterborough Flood Risk Management Strategy. Chapter 10 of the FMS provides a description of the proposed projects and the full action plan table is included in appendix F.

6. How is it funded?

There are many different sources of funding which may contribute towards a flood management action proposed in Peterborough. The main sources are discussed below with a brief description of their applicability:

Government Grant-In-Aid - Will fund 45% of large capital schemes. It is essential that local contributions are also put forward to part match fund.

Regional Flood and Coastal Committee Local Levy and IDB precepts - Can top up applications for Government Grant in Aid or fund smaller schemes or preliminary studies. Counted as a local contribution.

Contributions from organisations such as Peterborough City Council, Anglian Water and the Internal Drainage Boards - Can fund or top up the funding for any type of project. The schemes have to be in the organisation's business plans in advance and internal business case approval will still be required. Counted as local contributions.

Funding provided by a local business and/or community benefitting from the scheme Development related funding such as Community Infrastructure Levy - Can fund or be used to top up funding for projects. Project must have benefits for new growth in Peterborough.

In-kind funding e.g. in the form of hours spent maintaining a feature - Can be used as part match funding. Demonstrates support of a project by the organisation / community group proposing to contribute their time.

Staff time provided by all organisations - Officers carrying out research, data compilation, report writing or preparing funding applications etc.

7. What happens next?

Consultation

We want your views on the FMS and this public summary. Public consultation is open from **<DATE TO BE INSERTED>**. Send your views to the contact details provided at the end of this document.

After consultation the FMS will be reviewed and updated accordingly and then adopted by the City Council with approval from the other flood management organisations in Peterborough. It is hoped that the final strategy will be adopted in early 2015.

Monitoring and review

Once the FMS has been adopted it will be reviewed every 5-6 years but the action plan will be monitored and updated annually as projects evolve.

What can I do to help reduce flood risk?

- Respond to this consultation
- Keep your drains at home clear of fats, oils, greases, baby wipes and other 'unflushables' which can also cause flooding
- Become a flood warden - if you live in or near a flood risk area and would be happy alerting and supporting other residents when a warning is issued as well as being a central point of contact for the Environment Agency and the City Council.
- Help to keep local watercourses free of blockages which can cause flooding, for example, don't drop litter or tree cuttings into them
- Get involved in community activities to care for your local river by joining a local RiverCare Group in Peterborough. Find out more on the RiverCare website (part of the Keep Britain Tidy Campaign) or contact the Peterborough RiverCare Project Officer, based at Peterborough Environment City Trust, on (01733) 568408.



- Tell us what you know - If you live in the Peterborough City Council area and have seen or experienced flooding in the past we would like to hear from you. We want to improve our records of historic flood events to help us better understand flood risk.

For further information or enquiries you can:

Email: watermanagement@peterborough.gov.uk

Telephone: 01733 452650, or

Write to: Flood and Water Management
Growth and Regeneration
Peterborough City Council
Town Hall, Bridge Street
Peterborough
PE1 1HF

CABINET	AGENDA ITEM No. 7
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources	
Contact Officer(s):	John Harrison, Executive Director Resources	Tel. 452520

ICT STRATEGY 2014-2019

R E C O M M E N D A T I O N S	
FROM : Corporate Management Team	Deadline date : not applicable
<ol style="list-style-type: none"> 1. That Cabinet approves the Council's ICT Strategy 2014-19 (Appendix A). 2. The Executive Director Resources in consultation with the Cabinet Member for Resources be authorised to deliver future work streams arising from the strategy. 3. The Executive Director Resources be authorised to agree to changes to the ICT Managed Service contract with Serco resulting from the ICT Strategy 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following a referral from CMT on 5th August 2014.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to seek Cabinet's approval of a new 5 year ICT Strategy that will underpin major transformation projects and enable the council to transform the delivery of services to a customer specific approach utilising cloud technologies.

2.2 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	If Yes, date for relevant Cabinet Meeting	
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4. *Key Points Arising from the Strategy*

4.1 The council as part of its transformation programme has created a forward thinking ICT strategy that will stand the council ahead of most local authorities and in line with private sector thinking which will bring new ways of working, collaborating and serving our residents citizens whilst enabling more cost effective services to be delivered.

4.2 The strategy is a customer focused strategy looking to improve customer satisfaction and enabling services to be accessed from anywhere on any device and promoting the use of online services without the need to remove alternative service methods.

- 4.3 The strategy is based around building a core platform of software established from the requirements of Customer Experience and Adult Social Care and then building out across the rest of the estate from this platform.
- 4.4 The strategy has a focus on reducing applications across the estate and consolidating the current siloed approach to ICT to a more corporate level approach and ensuring departments are working collaboratively.
- 4.5 A SOCITM study estimated that average UK council costs per transaction are £8.62 for face to face; £2.83 for telephone and £0.15 for digital. It is therefore essential that to reduce cost that the shift to online channels will need to be made through making these channels as simple and easy to use as services residents choose to use, such as online shopping. In doing so, those residents who find this method of transacting with the council the most convenient will choose to use digital channels without the council having to turn off alternative channels for those residents who choose not to use digital.

The Technology

- 4.6 Cloud technology that requires little or no infrastructure will form the model for the strategy. This will remove a large amount of back end, unseen tasks undertaken by ICT. This means ICT can work more closely with departments to ensure that we are developing solutions and enhancements on the platform to enable greater efficiencies.
- 4.7 Salesforce will become the key component of the council's ICT product set. It is used across the world by brand leaders such as Coca-Cola, Burberry and Stanley Black and Decker as well as some forward thinking local authorities such as LB Hounslow, Bristol and RB Windsor and Maidenhead.
- 4.8 Salesforce can be configured to meet virtually every need of every department within the council. The true value is then realised through the data that the council holds corporately instead of being held in the current siloed approach.

Additional Points

- 4.9 ICT are also working to produce complimentary Enterprise Architecture and Information Governance documentation. The Enterprise Architecture will in essence explain how to get to the end goal, and the Information Governance will set in place principles around using and sharing data across the council and cloud technologies.

5. CONSULTATION

- 5.1 The underpinning technology components in the ICT Strategy have been compiled through consultation with the Adult Social Care and Customer Experience Transformation programmes. These requirements have been matched with the ongoing requirements of the ICT department taking into account the budget pressure that the council faces.
- 5.2 Consultation has also been undertaken with Serco ICT, the council's Delivery and Commissioning Board and a number of third party specialists including Methods Digital.
- 5.3 All staff have had the opportunity to provide feedback on the council's proposals.
- 5.4 Consultations with citizens and council partners will be initiated as and when required to ensure the Council is delivering the services that are required not the ones that the council believe are required.

6. ANTICIPATED OUTCOMES

- 6.1 That the new ICT Strategy 2014-19 is approved and that work can be undertaken to improve service delivery for the citizens of Peterborough.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The ICT strategy will help to fundamentally change the way that the council operates and will lead to improved service provision and availability for all residents.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative option for the ICT Strategy is to remain as is and continue to use the current traditional technology that the council has in place. This option has been rejected as it will not allow the council to change the way that it operates to take advantage of the new solutions and practices that have emerged in the technology market. In order to meet the budget pressures that the council is facing the council must adapt its processes and utilise the flexibility and collaborative nature of these technologies to underpin its council wide transformation programmes.

9. IMPLICATIONS

- 9.1 The implications of the ICT strategy will affect the entire council. To underpin the strategy ICT have been tasked with creating a “toolbox” of software that will enable savings to be delivered through technology based on the requirements of Customer Experience and ASC transformation, but in a way that the whole council can benefit from, whilst at the same time resolving some of the ongoing performance issues ICT also has. This toolbox will allow staff to take advantage of new ways of working and collaborating. Mobile and remote working will be enabled to become more prevalent, allowing property to reconsider the council’s estate portfolio, whilst joined up and accessible data will allow for better service provision and collaboration with our partners and emergency services.

9.2 Financial

- 9.2.1 The council’s costs in relation to the ICT Strategy will be met through the existing ICT budgets in the councils MTFS.
- 9.2.2 Savings will not be attributed to the ICT Strategy. Instead the savings will be delivered by the departments through transforming the services delivered in a more efficient and cost effective way through the use of modern technology.

10. BACKGROUND DOCUMENTS

None.

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PETERBOROUGH TECHNOLOGY STRATEGY 2014 - 2019



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EXECUTIVE SUMMARY

Since the first iPhone was released in 2007 the way in which people interact with friends, family, services and businesses has changed. And it keeps changing. For a Local authority, with its wide array of services, keeping pace with the advancement of technology and communication methods is very challenging. New digital technologies such as wearable devices, mobile apps and massively scalable computing power are combining with mobile connectivity and social media to transform how organisations and their customers interact.

At the same time as this global shift takes place, Local Government is undergoing major changes with reduced budgets, localism and commissioning acting as key disruptive themes. As this challenging political environment meets with digital customer preferences and behaviour, the best Local authorities are under pressure to:

- Re-think their customer strategy
- Transform their business models
- Redesign and streamline their business processes
- Allow Citizens to co-create and personalise services with Local Government
- Build a more flexible, agile and integrated technology infrastructure

Peterborough City Council (PCC) recognises that this last bullet point is crucial to all modern organisations acting as it does as an essential enabler for the first four points. In turn, this PCC Technology Strategy recognises that flexible, agile and integrated technology will only be delivered to the Council and its Citizens if the Council adopts the same leading edge models of some of the most forward thinking and efficient companies across the globe.

The following is a high level description of the Strategy, more detail is provided in the main body of the report.







PCC Technology Strategy 2014 - 2019

The Council will adopt a globally available, modern, and citizen centric digital platform at the heart of its technology and business architecture. This core platform will seamlessly connect customers with the Council's front and back-office processes, providing a personalised multi-channel experience. It will be possible to build or buy other business capabilities on this platform meaning that siloed, traditional line of business applications can be gradually retired.

Because the core platform will run from a public cloud it will require minimal local infrastructure and support giving ICT more time to focus on dynamic and rapid service improvement.

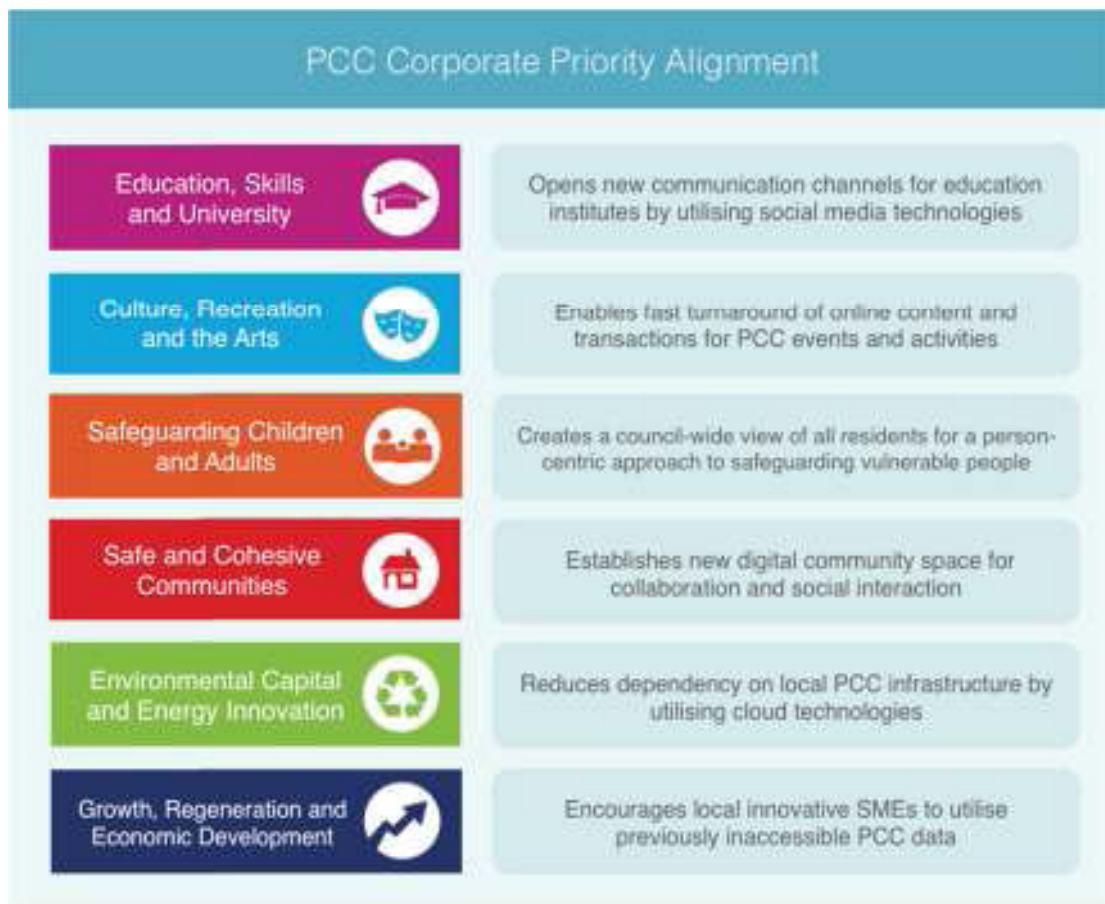
Key benefits will be:

- Improved customer satisfaction
- Anytime, Anywhere, Any Channel access for Citizens
- Maximum operational efficiency
- Mobility for Citizens, Members and Staff
- Greater measurement and transparency of data
- Agility, flexibility and responsiveness

PCC Strategy Benefits		
Strategy Focus	Features	Benefits
 <p>Cloud Platforms</p>	<ul style="list-style-type: none"> • Web accessible applications • Configurable common functions • Scalable usage of services • No local infrastructure • Low maintenance • Centralised platform 	<ul style="list-style-type: none"> • Replace legacy applications with cloud alternatives • Cost reductions in legacy licenses and support costs • Reduce large up-front capital investments • Reduce lengthy projects with slow delivery • Release configurable incremental cloud products • Enables a single view of a customer • Reduce legacy supplier lock-in • Supports a dynamic commissioning approach
 <p>Mobile</p>	<ul style="list-style-type: none"> • Mobile device ready applications • Accessible anytime, anywhere • Remote workstations in Libraries • Improved wireless internet infrastructure 	<ul style="list-style-type: none"> • Staff use mobile devices to conduct work • Remote staff do not require PCC locations for access to their applications • Reduce office desk overheads • Increased flexible working for staff
 <p>Data</p>	<ul style="list-style-type: none"> • Centralised data • Data accessible on mobile devices • Publish open data • Enabler for data analytics • Unlimited document storage 	<ul style="list-style-type: none"> • Council-wide data shared • Improved service decisions and delivery • Reduce FOI requests • Reduce infrastructure costs
 <p>Open Source</p>	<ul style="list-style-type: none"> • Freely available applications • Alternative operating systems • Alternative productivity suites • Alternative low-cost hardware 	<ul style="list-style-type: none"> • Reduce legacy license costs • Modifiable • Reduce single supplier lock-in • Support communities • Open standards for interoperability across platforms
 <p>Digital Change</p>	<ul style="list-style-type: none"> • Up-skill staff in digital skills & thinking • Digital-by-default approach • Alternatives to communication and collaboration technologies 	<ul style="list-style-type: none"> • Increased awareness of digital technologies • Enables service delivery processes to adapt to a digital age • Reduced dependency on email culture • Increased capacity of ICT staff to support the platform roll-out
 <p>Citizen Engagement</p>	<ul style="list-style-type: none"> • Modern & simplified website • New self-service functionality • Multiple device accessibility • Social media channel management 	<ul style="list-style-type: none"> • Reduce back-office activity by channel shift to self-service • Services are accessible 24-7 • Increased customer engagement

Through this core platform PCC's ability to push information out via the channel, time and location of a citizen's choosing will be greatly enhanced. This technology offers a unified solution for managing all channels, allowing a publish once and deploy everywhere strategy, including across social channels and mobile devices. Customer interactions will be transitioned seamlessly across channels and across PCC business areas, providing a transparent, consistent experience no matter how many channels are used.

This vision will support the Council's Corporate Priorities in practical ways as shown below:



A Mixed Supply Chain

Although the Council will have a single customer platform at its heart the Strategy has been designed to avoid long term lock in to single suppliers. There will be a small number of other cloud based platforms and web applications that will complement the customer platform. This will ensure that the Council can continue to exploit emerging products and services that enhance customer service and efficiency. The selected platforms will be typified by the large community of companies and individuals across the globe that build add-on and enhanced products and services on top of them.

The Strategy is "principles led" and these principles will guide future buying decisions alongside more practical principles such as cost and functionality ensuring that the Council will only select modern, web-based technologies where practically possible. The guiding principles will be fully defined as part of the council's Enterprise Architecture document. However, in principle they will support:

- Seamless integration with other modern technology
- Implicitly mobile technology
- New internet based technologies as they emerge
- Open standards, so that sharing across local authorities is made easier and quicker

Whilst there are small number of commercial public cloud platforms at the heart of this Strategy the Council will be able to change and refresh the supply chain that develops and

maintains its technology stack according to the needs of the organisation. This is because the platforms upon which this vision is based offer, commoditised, re-usable components that can be delivered rapidly by a wide range of suppliers or by council staff themselves.

Disruptive Change

The Council recognises that whilst there are opportunities on offer from adopting this Strategy, its implementation will not always be an easy or comfortable process. Digital technology forces change across all levels of an organisation. For example, the Council will be able to build out new business processes on the platform in a matter of days and weeks rather than the current months and years.

Traditionally, Governance process are set to make decisions over an extended period of time, often with a requirement to involve many of the most senior Members and Officers in the organisation. This will need to be adapted to allow for the speed of change in citizen requirements that is unlocked by the technology.

At a more tactical level staff will need to become comfortable in using different tools with modern designs and interfaces and adaptable to changes. Outside of face-to-face and verbal approaches Email is currently the communication tool of choice within the Council. Over 15,000 internal emails are sent every day across the Council. The Strategy will bring in new choices for collaboration and sharing that remove this reliance on email. Teams will need to adopt an “internal multi channel” approach using web based tools to share and develop ideas and relying less on storing documents on closed, local drives. It takes time for this to become the new normal and it will cause some disruption as staff adjust to these new ways of working.

Training and communication materials will be developed by the programme team to equip staff with new skills and knowledge and to emphasise the benefits that they and their customers will gain from the Strategy. Where-ever possible the program will use a “show don’t tell” approach to change management allowing staff the opportunity to test out technology and offer feedback at an early stage in its development cycle. Training will also use modern tools such as videos and webinars to ensure staff can access knowledge at a time and location of their choosing.

Trust

The Council’s vision recognises that in a world of online, multi channel services and distributed personal data, trust is an essential ingredient of success. As long as it is cost effective Citizens will expect PCC to adopt modern technology to deliver better services. However, they also expect PCC to capture, use and store their data with care, ensuring that their identity, sensitive information and financial details are secure and only used for appropriate purposes.

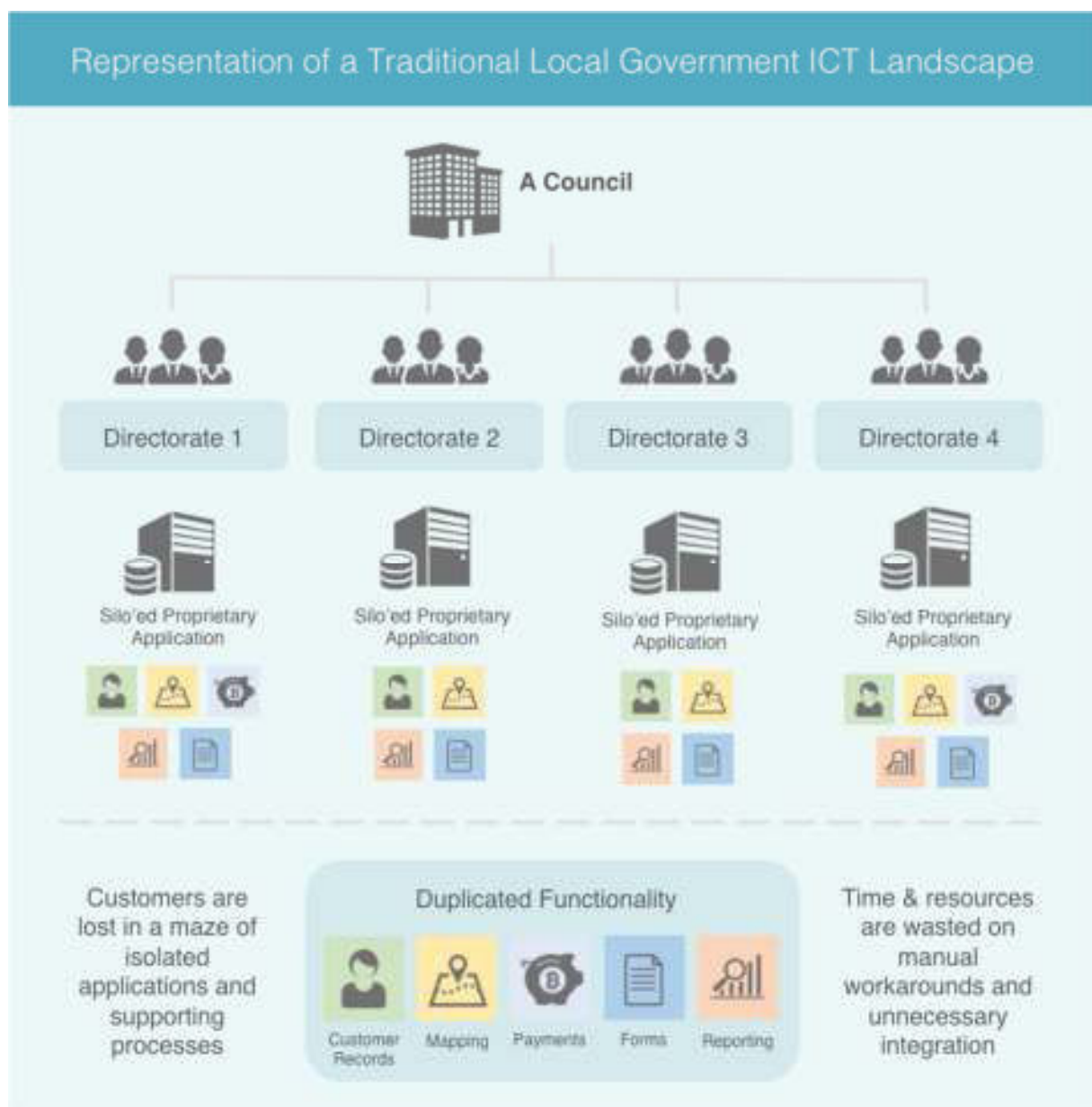
This Strategy will be underpinned by a risk-based approach to the management of data. It will select technologies that conform to globally recognised accreditation standards such as Safe Harbor registration, SAS70 Type ii and ISO27001. For especially sensitive data PCC will adopt tools that comply with or are accredited to Government security classifications.

A substantial amount of the information and data held by PCC is neither personal nor personally sensitive in nature. Data security concerns will be appropriately managed but will not be an excuse for technology choices that offer poor citizen and user experience or that are excessively expensive. The approach to data security will be covered in an accompanying Information Governance Strategy.

What is Different about this Technology Strategy?

This Strategy delivers a technology model that is fundamentally different to the current models in place across the many UK Local Authorities. There are 433 principle Local Authorities in the UK so it is impossible to generalise as if they all follow the exact same model. For example, different types of councils offer different services so they select different technology products to support that.

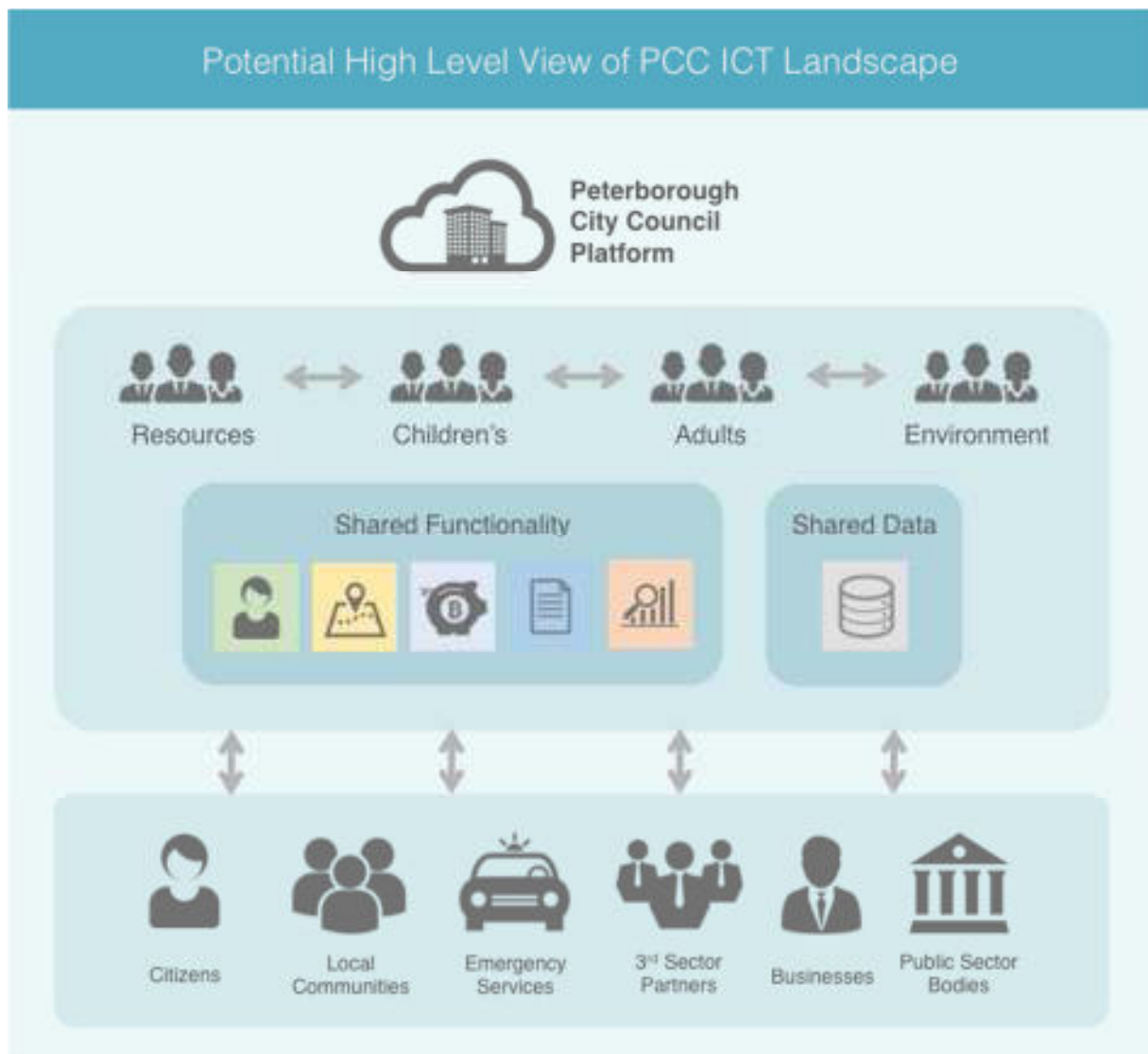
However, it is possible to generalize that much of the Local Government technology landscape is characterised by siloed and ageing applications in which both data and processes are duplicated and offer a poor experience for users and citizens alike. Social Media and new technologies are not coherently exploited and mobility is limited.



Communication with customers still takes place predominantly through face-to-face contact, the phone and email. All of these last three channels are expensive when they are unnecessary. This situation, if unresolved will hold the Council back as it will impede:

- Connecting across the overall service chain (including customers and partners) via preferred channels including social media
- Personalising interactions and information to address customer-specific needs
- The agility to launch campaigns or new Council services over different channels
- A shift to lower cost channels preferably handled by customers themselves
- Joining up processes, leading to lack of visibility into the end-to-end process, particularly at an enterprise level
- Process optimisation and improvement to adapt to changing business scenarios and continuous improvement

This Strategy will move PCC to a model as shown below:



The use of these platforms will offer PCC customers the opportunity to personalise and develop services that match their needs rather than only receiving standard services that PCC decides they need.



The Broader Context of PCC's Vision

The Council's choice of technology and enterprise wide approach is groundbreaking and innovative, not only within Local Government but also across the wider public and private sectors. This strategy looks across a wide field of best practice across a range of sectors including the global private sector, the UK public sector and non-UK public sector. Gaining insight from complex organisations such as Coca-Cola, Toyota, Stanley Black and Decker and Burberry on how they respond to customers and how they use digital tools to drive their companies is vital as the Council adapts its processes.

Private sector organisations whose business models include the use of digital tools and who show best practice in the banking industry such as HSBC and Barclays, the airline industry such as EasyJet and Virgin America and market leaders in their sector such as comparethemarket.com can provide the Council with valuable lessons in channel shift and customer experience to provide users with a seamless experience.

There are even more obvious examples of companies that have exploited cloud platforms and digital technologies to the full – Amazon, Netflix, Airbnb, Apple to name a few. But these businesses did not just take new, better technology and incrementally improve their existing processes. They adopted new business models and cultures and completely re-wrote the rules of their sectors. Amazon re-designed retail, Apple re-designed the music industry, AirBnB re-designed the hotel industry... The list is growing every month.

This strategy acts as a call to arms for non-technology leaders at the Council to ensure that their business areas make the most of possibilities offered by this Technology Strategy. In particular, it will form an essential and enabling supporting foundation of the Council's two major business change activities - Customer Experience and Adult Social Care transformation programs.

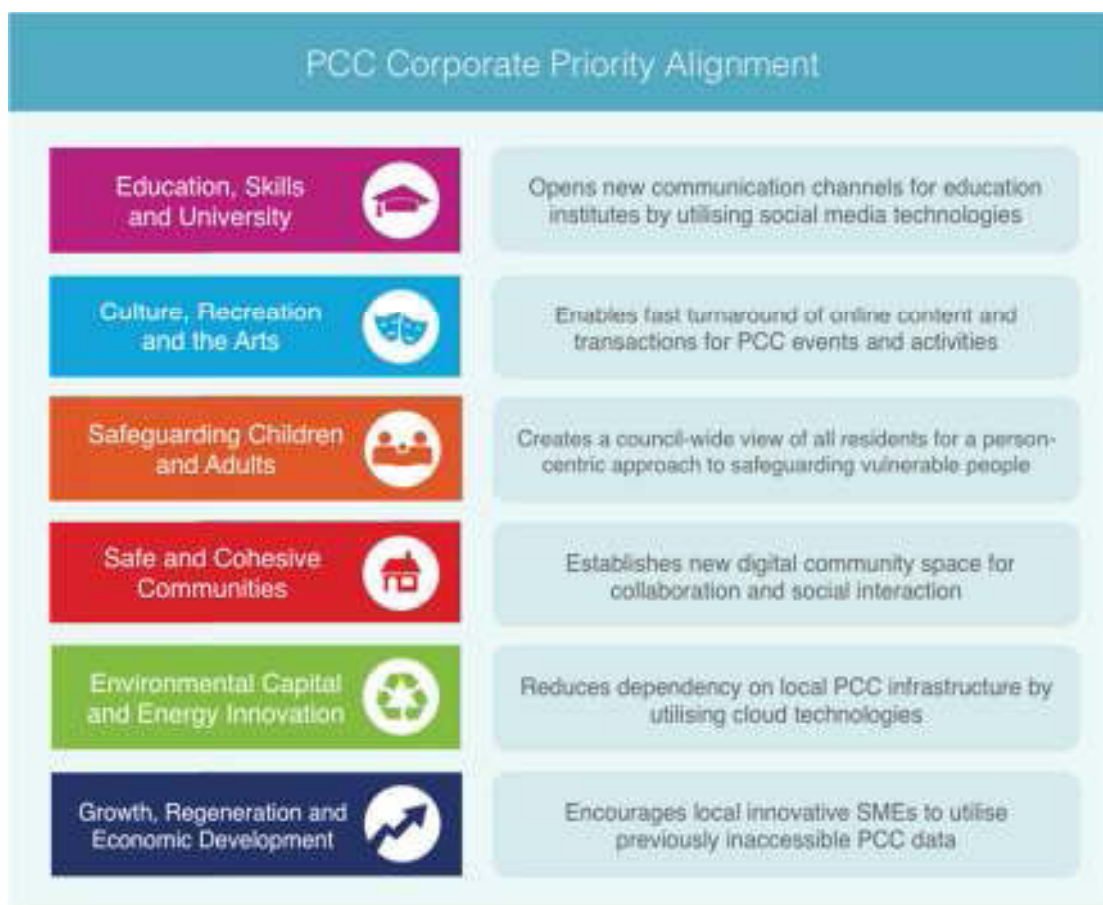
We hope you enjoy reading the rest of this Strategy. We have tried to keep it in plain English and as non-technical as possible but, inevitably with a change of this significance some detail and jargon is inevitable.

OVERVIEW AND PURPOSE

This Strategy sets out Peterborough City Council’s (PCC) approach to technology from 2014 to 2019. It will describe how the strategic adoption of cloud platforms and digital techniques will allow the organisation to become more:

- Citizen focused
- Flexible
- Collaborative and
- Efficient

In turn, these features will enable PCC to deliver against its key priority areas. These priorities and some practical examples of how the Strategy will support them are included in the diagram below:



The Strategy is split into 5 sections:

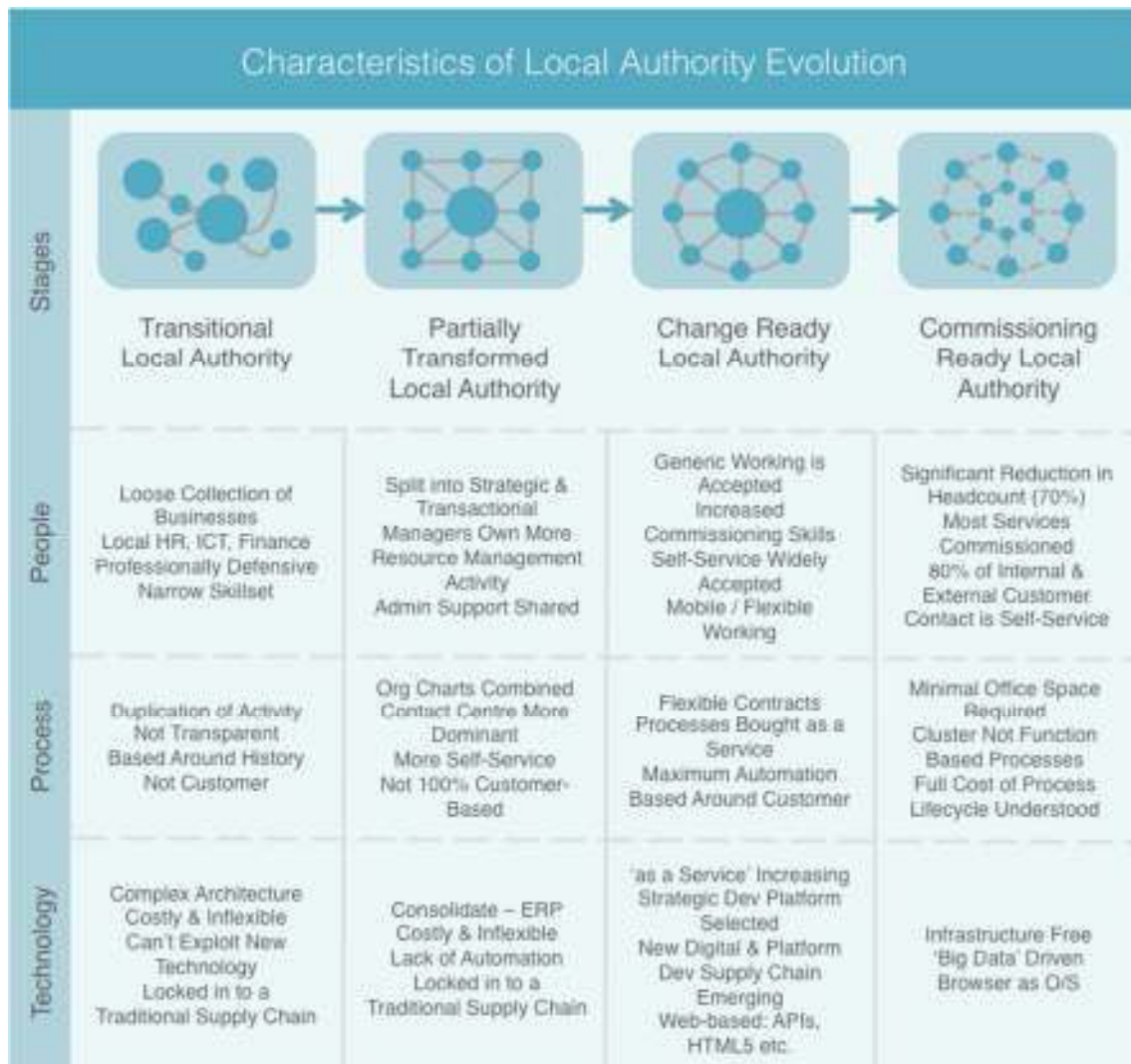
- Section 1: The Problem
- Section 2: The Global Context
- Section 3: The Strategy
- Section 4: The Roadmap
- Section 5: Beyond Technology

This Strategy has been constructed using input from Richard Godfrey, a number of Methods Digital Consultants, using their knowledge and experience combined with collateral provided by PCC including documentation, workshops and 1-2-1 meetings with key staff and stakeholders to develop and test the findings.

SECTION 1: THE PROBLEM

PCC, like all other Councils, is under continual pressure to balance budgetary cuts with business as usual operations, managing unforeseen events and changing political priorities. The on-going need to react to these pressures means that Councils have not been deliberately architected or designed, even at a high level. Understandably therefore, they have evolved; layering on more and more departmental silos, vertically focused business processes and, in the last 15 or so years, inflexible technology products and contracts. Somewhere in this evolution it has become very difficult to efficiently service the needs of the citizen and other stakeholders.

This situation has many drawbacks but the main one is that, in a world where competitive advantage is increasingly created through innovation, agility and flexibility, it sometimes feels to Members, Officers and Citizens that Councils have evolved to achieve an opposite outcome: inflexible silos of activity where innovation and change are difficult to deliver and where pace and agile thinking are stifled.



The first two columns in the figure above broadly describe the current situation of most Local authorities across all levels – County, District, Unitary, Metropolitan or London Borough. The defining feature is of functional silos of activity. The siloed approach diffuses all the way down through each professional “stack” permeating its way into staff, processes and ultimately into the technology supply chain for each of these areas. The technology supply chain comes to replicate these silos so closely that it mirrors it back to the organisation, enforcing its continuation.

Siloed Technology

This last point happens because each silo is locked into long-term contracts for specialist software. Even if the software has become anachronistic or comparatively expensive it is usually too costly and complex to move to other solutions. Even if the particular silo does secure the funds to adopt a different technology product it will choose a slightly more up to date application but one that keeps it locked within its silo. Scant regard is given to wider strategic architectural principles when these buying decisions are made.

So, for example a Local authority may procure its Adult Social Care application and its Revenues and Benefits application from different divisions of the same company. Each system will have components – workflow, case management, payment engines etc. - that are common to both, but the Authority will in effect pay for each component twice to the same supplier. Multiply the cost of buying these components many times across the 180 to 300 applications that Local authorities typically manage and the cost to Council Tax and Business Rates payers becomes clear.

As many of these traditional applications are built from the ground up on proprietary technology it is costly and difficult to integrate them, resulting in a sprawling technology architecture through which it is difficult to facilitate a positive citizen and user experience. As a simple analogy, imagine if screw heads, nuts and bolts had not been standardised. How many tools would be needed to carry out relatively straightforward DIY projects and how much frustration it would cause? In effect, this is the lot of the Members, staff and customers of Local Government.

PCC has already begun to address some of these issues through previous change activities and in particular through the transformational elements of its ICT outsourcing programme. However, as the next section highlights, the technological and new business model opportunities that are now available to PCC mean that the organisation can take a leap forward in its evolution in order to meet the growing expectations of customers and partners.

SECTION 2: THE GLOBAL CONTEXT

So far we have described technology issues from a very Local Government centric perspective. But this Strategy has been developed in the knowledge PCC cannot operate as if it exists in isolation from wider, global forces.

Some of these forces are very positive for PCC as they offer the opportunity to exploit new technology and new business models to meet the challenges of the next 5 years.

There are private sector organisations whose business models include the use of digital tools and who show best practice in the banking industry such as HSBC and Barclays, the airline industry such as EasyJet and Virgin America and market leaders in their sector such as comparethemarket.com. These can provide the Council with valuable lessons in channel shift and customer experience to provide users with a seamless experience.

However, there are even more obvious examples of companies that have exploited cloud platforms and digital technologies to the full – Amazon, Netflix, AirBnB, Apple to name a few. These businesses did not just take new, better technology and incrementally improve their existing processes. They adopted new business models and cultures and completely re-wrote the rules of their sectors. Amazon re-designed retail, Apple re-designed the music industry, AirBnB re-designed the hotel industry... The list is growing every month.

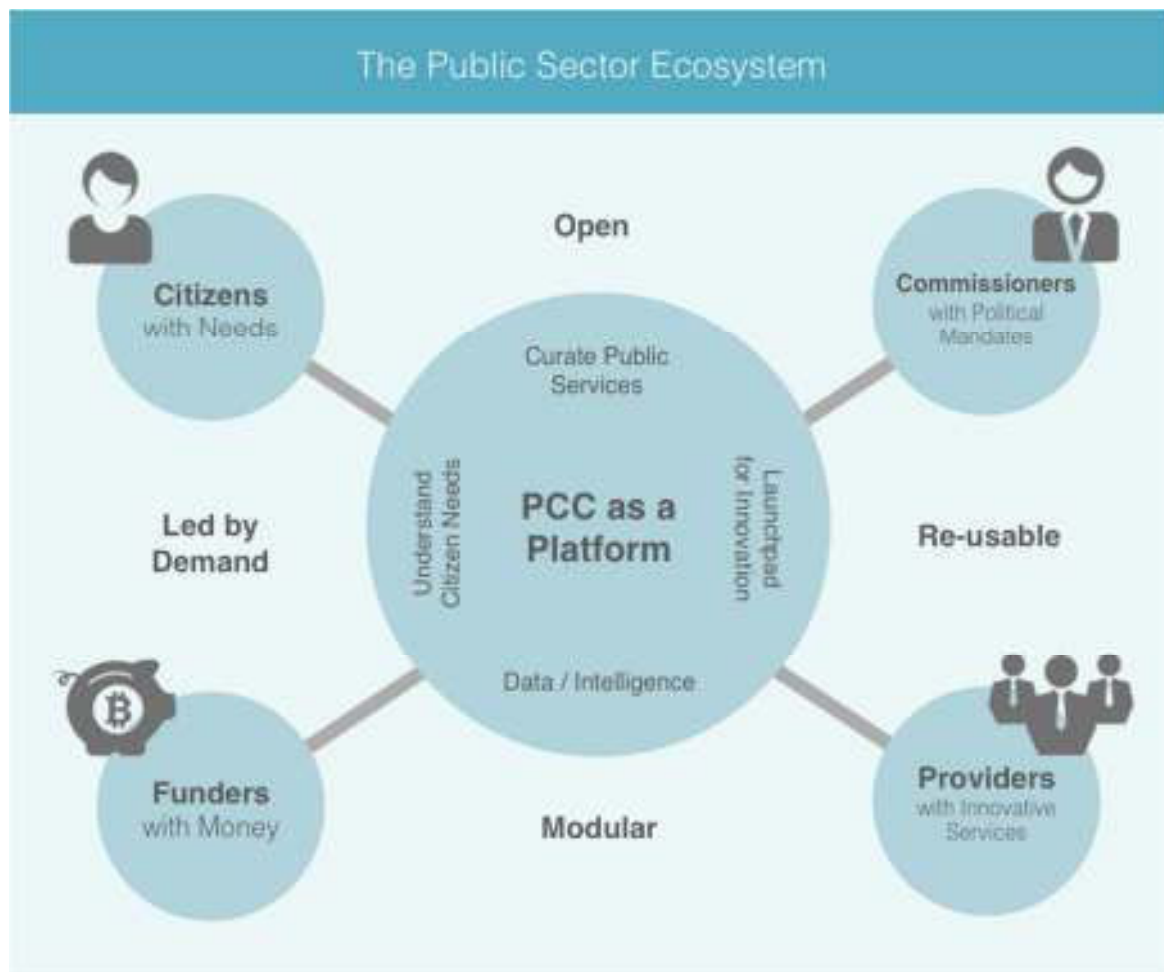
Platform Based Business Models

These organisations operate platform-based business models. Platform-based business approaches are an attempt to address the siloed and inflexible design of many traditional organisations.

In its broadest sense a platform-based business looks to exploit common components across technology, design, people and process to the maximum extent, allowing more time to be spent on the specific, bespoke activities required to serve their customers. Platform businesses accept that innovation will not come solely from those within its organisational boundaries but through communities of interest across a wider horizon.

Examples of organisations that have exploited such models are Apple and Google. They offer software developers from anywhere in the world the opportunity to develop new products and capabilities on the IOS and Android platforms respectively.

Arguably, the Local Government equivalent of being a platform-based business is through transforming into becoming a commissioning organisation. This is a stated strategy of PCC. The Council will offer the “platform”, set the desired outcomes, framework, standards and measurement for citizens, suppliers, Members and other parties to interact, transact and deliver services. To do this the Council will need to offer agile technology and up to date data and management information.



Cloud and Platform-Based Business Models

Platform-based business models are not defined purely by technology but they do share a preference for exploiting public, cloud-based technology to support their business activities. This is because well implemented and adopted cloud platforms offer:

- **Flexibility:** Ensuring that systems are available to those who need them from a wide range of locations and across platforms and that they can meet changing customers needs and circumstances quickly.
- **Affordability:** Ensuring that solutions offer best value for money and that they pay for what they use.
- **Scalability:** Ensuring that computing power is capable of being scaled both up and down as the requirements of the organisation change.
- **Security:** Maintaining trust with customers that access to the network is undertaken in a secure manner and that all communications including transfer of data is undertaken in line with data security principles.
- **Mobility:** Ensuring that staff are able to work from the best possible locations from a number of various platforms as required, making staff truly mobile workers.
- **Standardisation:** Ensuring that the infrastructure and platforms across organisations are designed around a standard build ensuring value for money, increased supportability and a more efficient ICT service. Offering standard platforms allows other individuals to develop and build new services and products. For example the force.com platforms.

PCC as a Platform

Customer expectations are changing. Customers will compare their experience of PCC services to their digital interactions with consumer organisations such as Amazon and eBay, business services such as Google Apps or application developer services such as Stripe Payments.

Given this context, the transition to a commissioning model and the financial pressure on PCC in the next 5 years, the widespread adoption of flexible, scalable cloud and digital technologies will be an essential enabler of success.

This platform-based transformation will be challenging using PCC's current technology landscape which is characterised by:

- Siloed data
- Use of legacy technology
- Over reliance on not fit for purpose legacy technology
- Low adoption of some existing business applications
- Over lapping and duplicated horizontal capabilities
- An historic "non-architected" approach to technology choices

The following sections outline an alternative approach for PCC. Emphasising the maximum adoption of appropriate and strategically selected public cloud platforms to enhance:

- Collaboration
- Agile Change
- Scalability and
- Flexibility

PCC, Serco and other partners have already been working together to understand this approach, trialing and testing cloud technologies to identify those that will bring the biggest benefit to the Council and its customers. This has been done against current and pressing PCC business requirements. Some of these early choices are shown in the indicative architecture below:



At the heart of this indicative architecture sits the world's leading customer relationship management (CRM) platform, Salesforce.com. This is central to the Strategy as it offers:

- mobile access
- quick configuration to meet changing customer needs
- easy integration with other cloud based tools.

The indicative architecture recognises that for several years to come, legacy data and tools will still need to be used to support certain customer processes. The integration layer will ensure the flow of data across the organisation, from existing systems into new platforms, so that a joined up view of PCC customers can be achieved.

More detail on the future data model will be provided in accompanying Enterprise Architecture and Information Governance Reports in the coming months.

SECTION 3: PCC TECHNOLOGY STRATEGY

New technology is only one element of creating a flexible, platform-based business and it is clear that even the most sophisticated, well-designed technology landscape cannot on its own deliver an agile and flexible Local authority. So, for example, modern technology does not create a more flexible workforce or leaner business processes. PCC will need to work hard across people, process, culture and governance to ensure it can exploit these technology platforms and digital approaches. More is included on business change later in the document.

However, when the problem is expressed from the opposite perspective the importance of technology becomes clear: Without well designed, user-centred, platform-based and increasingly open technology architecture, all other initiatives aimed at creating a more flexible, responsive organisations will fail or be severely hampered. To address this, PCC will adopt the following approach.

The Vision

As PCC moves to become a commissioning organisation, technology will be used to reduce friction in transactions for citizens, businesses, suppliers and partners. Use of modern technology will offer those groups the right tools to work flexibly to improve and develop new services and new opportunities for Peterborough. Delivery of this Strategy will enable the effective use and sharing of data and the agility to respond quickly to new threats and opportunities. In other words it will be possible for PCC to become a fully digital organisation as shown in the figure overleaf.

The Approach

To enable the above vision PCC's future technology landscape will exhibit the following characteristics:

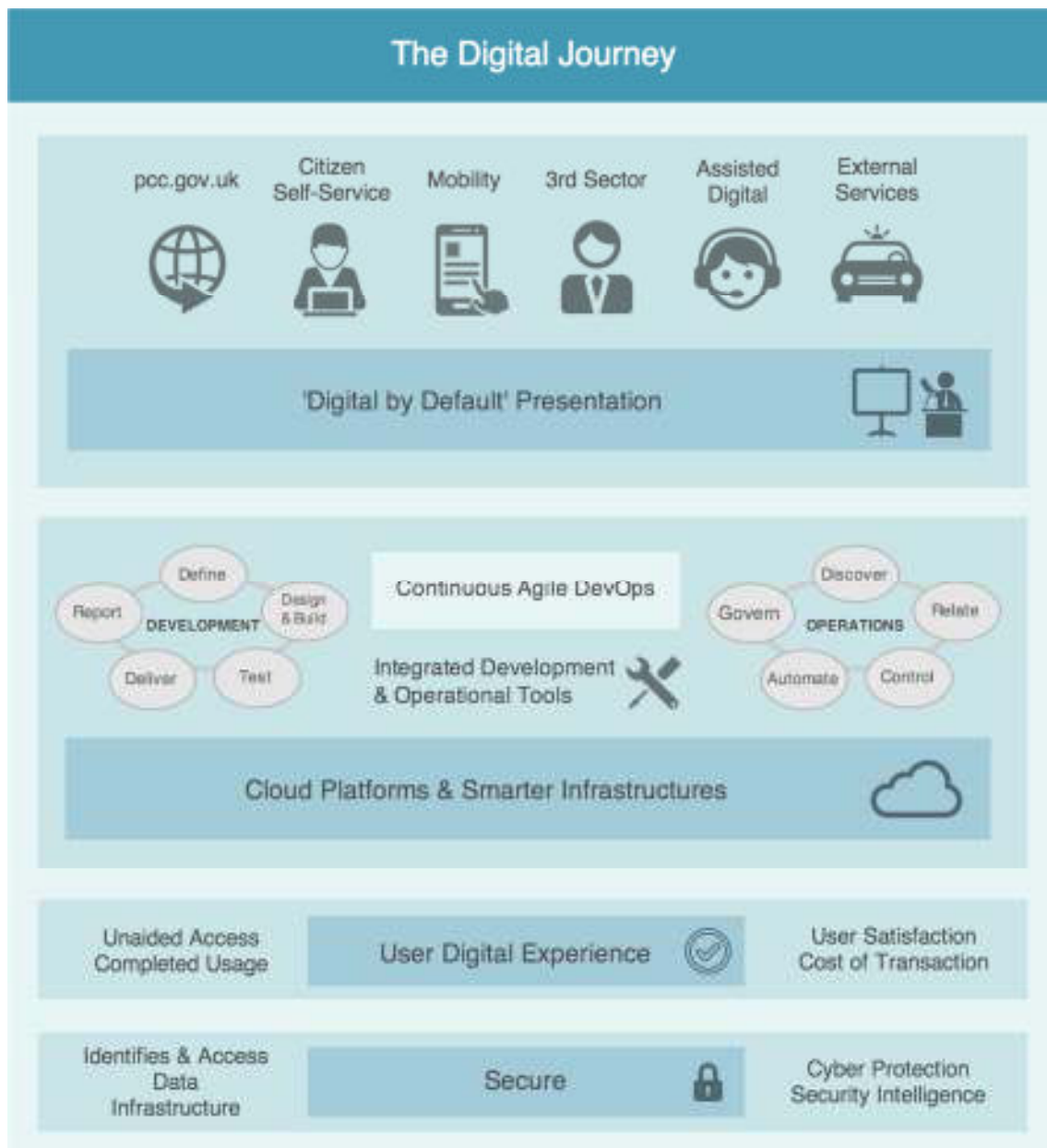
- It will be designed with the expectation of change
- It will flexible enough to cope with unanticipated change
- It will enable services that are cheaper, better and faster

To support the above principles PCC will fundamentally change the way in which ICT software and services are consumed and paid for.

PCC will adopt an organisational wide methodology to refresh the current application portfolio. The technology architecture will align itself with the business architecture, and the business should be the driving force for the change in approach.

The new approach will encourage the emergence of the following attributes to PCC technology choices:

- Citizen contribution and collaboration
- Use of social media and digital media
- Transparency in processes, practices, policies
- Lightweight web development practices
- Cloud computing architecture



To support the above, PCC technology decisions will align with the following principles:

- PCC places the needs of its users at the heart of its technology choices
- PCC technology choices support flexibility and change
- PCC will adopt technology that will enable a wide range of suppliers of all sizes to compete on a level playing field
- PCC will make technology choices with knowledge of developments in the wider market

The Cloud Platform

All of the principles listed above cannot be delivered through traditional technology products and infrastructure. In order to facilitate this architecture PCC will strategically select a limited number of cloud platforms and toolsets for building, digitizing, and exposing new services. Given that, in common with many service companies, Local authorities have customers,

contact centres and a severe requirement to reduce costs, an enterprise grade CRM with a linked development platform is an attractive option to sit at the heart of the technological architecture. The platform needs to have:

- Web-centric tools and practices for digitization and delivery
- Common approaches and technologies to improve the efficiency and effectiveness of new service delivery
- Compliance with appropriate levels of security and data standards
- A balance of the advantage of “open” with the cost of development and enterprise features
- Access to a mature eco-system of products and services based on the platform to deliver generic activity
- The ability to offer rapid development of applications and capability to satisfy specific Local Government business activities.

The CRM and Linked Development Platform

PCC have been trialing Salesforce.com CRM and its associated development platform for some time. This Strategy will place Salesforce.com at the heart of PCC’s technology approach.

The introduction of Salesforce’s platform capability will provide the toolset upon which combined Council development teams and development partners will begin to build, consolidate, integrate and rationalise the majority of its application portfolio. The resultant application platform can offer a common interface for business users for the majority of their technology requirements.

Some of the most appealing aspects of Salesforce for PCC are outlined below:

Salesforce: Mobility, Flexibility and Ease

Salesforce.com is a public cloud-based, software as a service (SaaS) product. This means it can be securely accessed through a browser at any time and at any location (subject to internet connection). Users can download the Salesforce1 app for both Android and IOS and access their data through smart phones and tablets. The application is upgraded 3 times a year with no support or professional services required from PCC. The product is used by organisations around the world and therefore is kept up to date with wider technology developments such as new social media channels and the Internet of Things.

Salesforce has a mature application eco-system

The most compelling reason for PCC to adopt Salesforce is its superior eco-system of SaaS apps: both those built on Force.com available to buy on AppExchange, and those available elsewhere with off-the-shelf deep integration into Salesforce. Put simply, Salesforce is the only CRM SaaS likely to be pre-integrated with any SaaS business app available to buy that PCC is likely to want to consume.

Salesforce has a mature developer eco-system

Similarly, as the leading enterprise SaaS CRM/platform offering, Salesforce has acquired a large and active developer following. Salesforce wrappers, libraries and SDKs exist for a wide range of programming languages and platforms, enabling rapid development of integrations. While Salesforce development has not yet become ubiquitous, there is a large enough developer eco-system to guarantee PCC will be able to acquire the skilled resource (either in-house or in partnership with suppliers) needed to sustain its platform over the coming years.

Salesforce has well-developed point-and-click configuration capabilities

The ability offered by Salesforce to create customised workflows, objects and fields without recourse to more expensive APEX/VisualForce development is crucial to the speedy and cost effective delivery of the core CRM and platform; as well as facilitating an efficient applications development process in the medium term.

Service Cloud is well placed to meet many of PCC's common customer service capability requirements

Salesforce Service Cloud, along with its configuration options, can meet most of PCC's immediate customer service needs without significant APEX/VisualForce development.

The Line of Business Applications

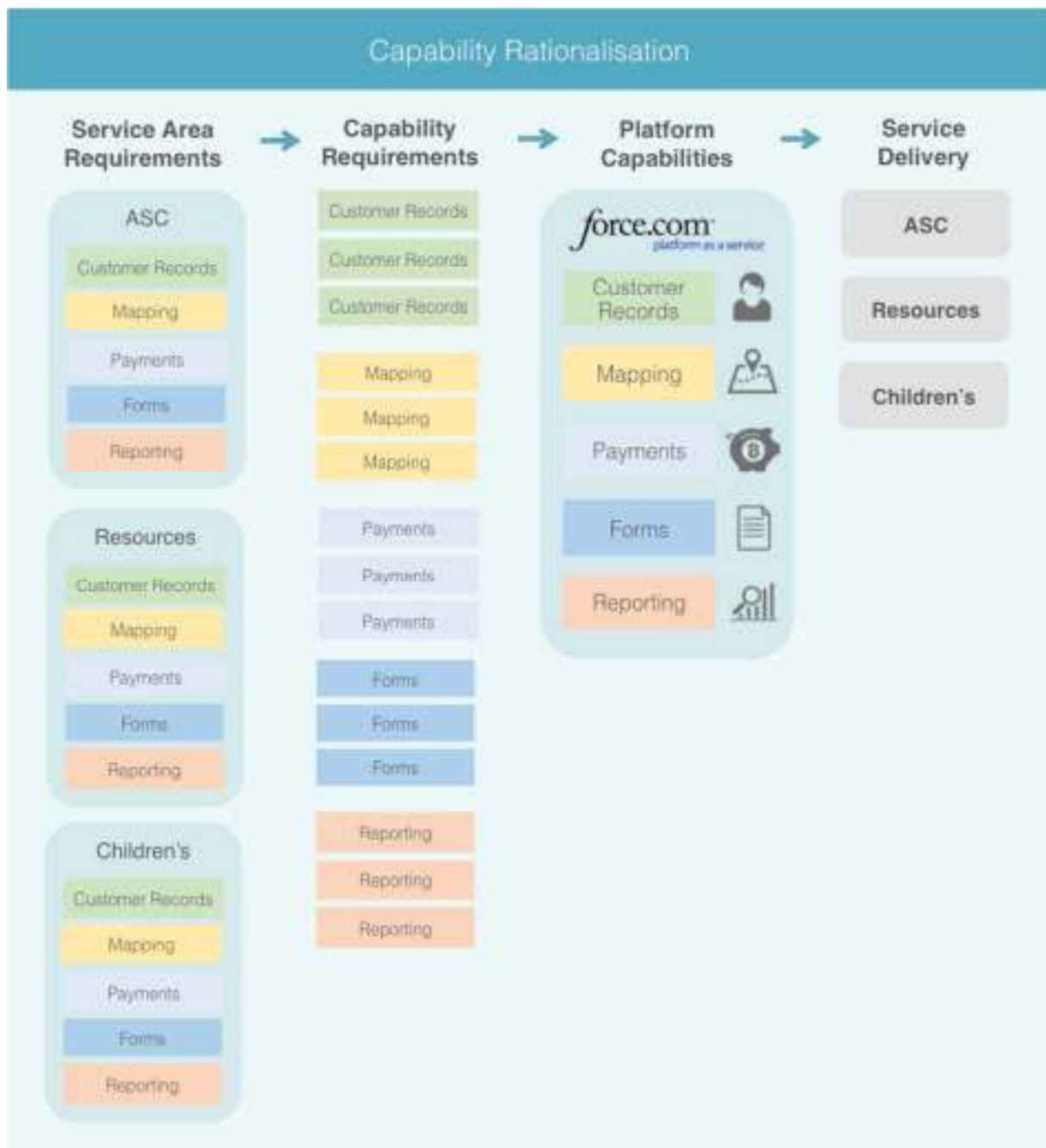
Salesforce/Force.com provides a framework through which business capabilities can be consolidated on to a common platform, reducing dependency on siloed line-of-business applications. Many capabilities can be configured using the point-and-click interface provided on the Salesforce/Force.com platform; others can be coded in the APEX/VisualForce languages on the platform; yet more can be bought or built elsewhere and deeply integrated with the platform; whilst legacy apps can – to varying degrees – be integrated with the platform, too. This is shown in the diagram overleaf.

The Supply Chain

The cloud platform-based architecture doesn't just offer technological opportunities and advantages for PCC; it also opens up PCC to an eco-system of often innovative SMEs and developers. These companies develop their products and services on the platform allowing other users of the same platform to access that capability. Under the traditional procurement and technology approaches these organisations would not have a chance to bring their innovation and functionality to PCC and, in turn, the citizen.

Although PCC will have a single customer platform at its heart, the Strategy has been designed to avoid long term lock-in to single suppliers. There will be a small number of other cloud-based platforms and web applications that will complement the customer platform. This will ensure that PCC can continue to exploit emerging products and services that enhance customer service and efficiency. The selected platforms will be typified by the large community of companies and individuals across the globe that build add-on and enhanced products and services on top of them.

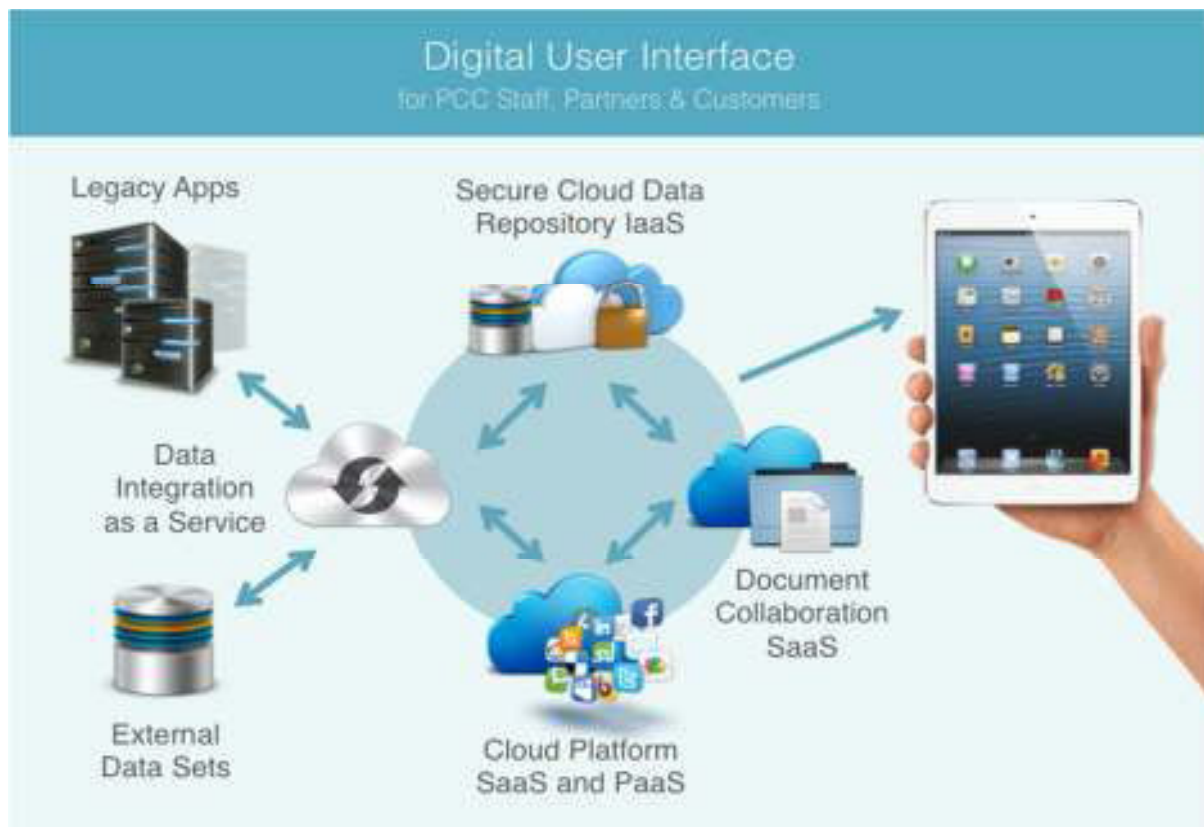
So for example at one end of the spectrum if PCC wants to survey its customers on a particular issue it might simply decide to go into the Salesforce.com AppExchange and download a customer survey application that has been built and installed there. On the other hand if PCC requires an application to support more complex and Local Government specific activity it may decide to develop that capability on the force.com platform with Serco and/or other partners.



The Architecture

Although the importance of a strategic platform for PCC cannot be overstated it must form part of an architectural approach to technology that steers how the platform will align and interact with other technology sets within the Council and with partner organisations.

A CRM linked platform will not satisfy all business requirements across the organisation. Elements of the legacy ICT estate will have to interoperate with the CRM and Platform. Architectural principles must be established at the beginning of the transition and these must be adhered to – the last thing PCC needs is for individual business areas to select different, tactical platform solutions. A separate and more detailed Enterprise Architecture is in development.



The Architectural Principles

The following principles are proposed to guide the delivery of the Strategy. These are well aligned with modern technology approaches and Government Digital Service principles:

Business focused

- Drive Service Delivery Improvement
- Improve visibility and transparency
- Enable business transformation
- Enable the delivery of the Target Operating Model

Cloud First

- Platform Based
- Infrastructure Free
- Mobile by default
- Scalable and flexible

Architecturally Driven

- Less complex and more standardised
- Categorise, rationalise and consolidate applications
- API-based messaging architecture
- Open Standards

Data and Information Led

- Information Management as an enabling and supportive function
- Labelling, classification and segregation of data
- Recording of datasets in a central register
- Transparency and public availability of data
- Partner access to data within the secure platform

Secure and Compliant

- Demand highest levels of compliance in the most sensitive systems
- Allow greater levels of flexibility in more general technology - only the most sensitive systems will be subject “restricted” classification
- Sensitive data will be stored separately from other data
- Security should never be an excuse to reduce service provision

Green and environmentally sustainable

- Environmental impact will become a formal part of technology selection process
- Infrastructure free – outsourcing via different ‘as a Service’ approaches to ensure maximum efficiency of our infrastructure
- Thin client – reduce energy consumption through thin client and virtual
- PCs with the ultimate aim of chrome book style devices for most users

Driven by Total Cost of Ownership (TCO)

- Utility and commoditised ICT solutions will be the first choice for PCC
- Adoption of an enterprise-wide view of technology – supporting business capabilities rather than specific systems
- No departmental software budgets
- Services should be built in accordance with the Government Service Design Standard: <https://www.gov.uk/service-manual>.

The Foundations

PCC have already begun to trial, test and use products that meet the architectural principles. These are show in the indicative architecture diagram below and will be use to deliver the first phase of key functional capabilities;

- Account Management
- Activity Management
- Case Management
- Reports and Dashboards
- Internal Social Media and collaboration
- Mobile app
- Knowledge Management
- Integrated single sign-on (SSO)
- Document Management & Unstructured Data Collaboration
- Appropriate IaaS
- CRM Centric PaaS
- Integration as a Service/ESB/MDM
- SaaS commoditised software capabilities from the wider platform eco-system

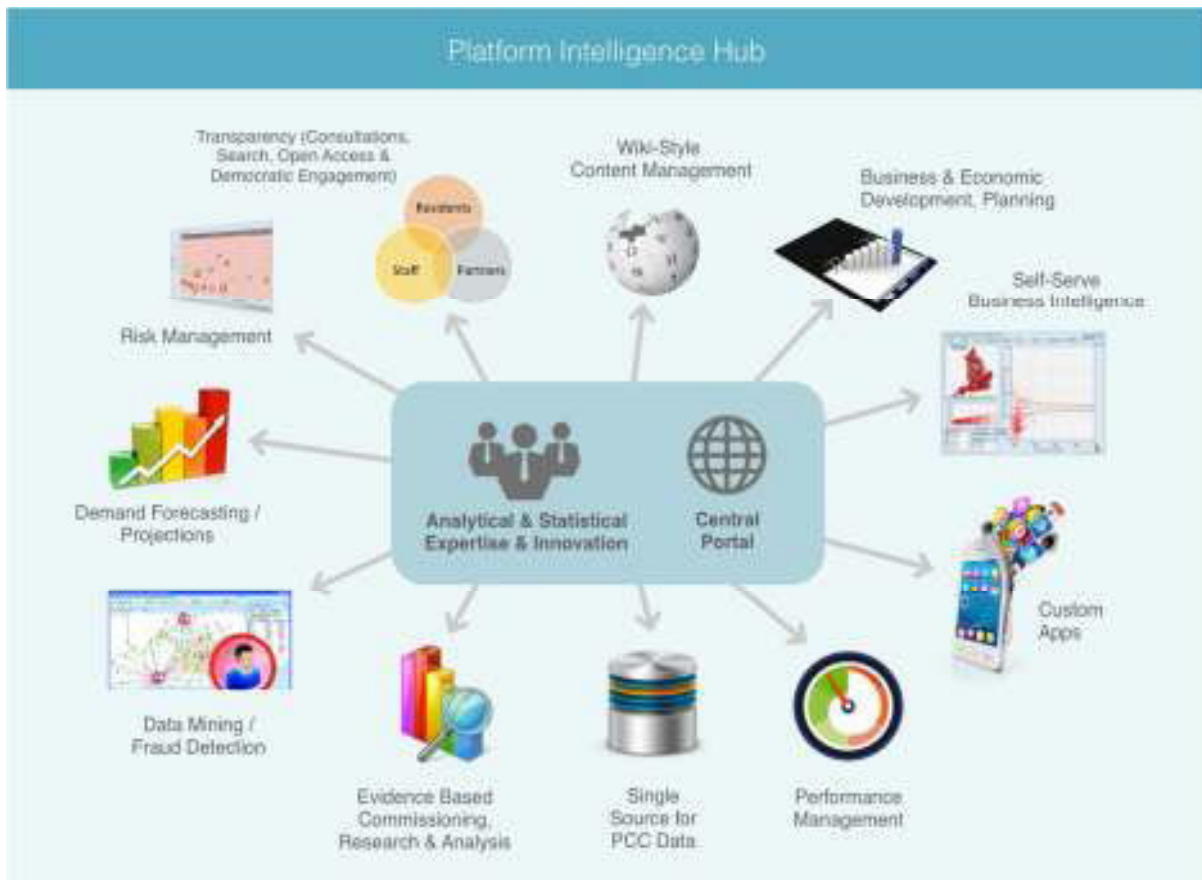


Data migration of relevant, and ideally cleansed, partner companies, Individuals, Service Requests and contacts from existing Line of Business systems will provide an initial population of data into the core platform. The core platform will become the master system of record for all Accounts, Contacts, Cases etc. following implementation.

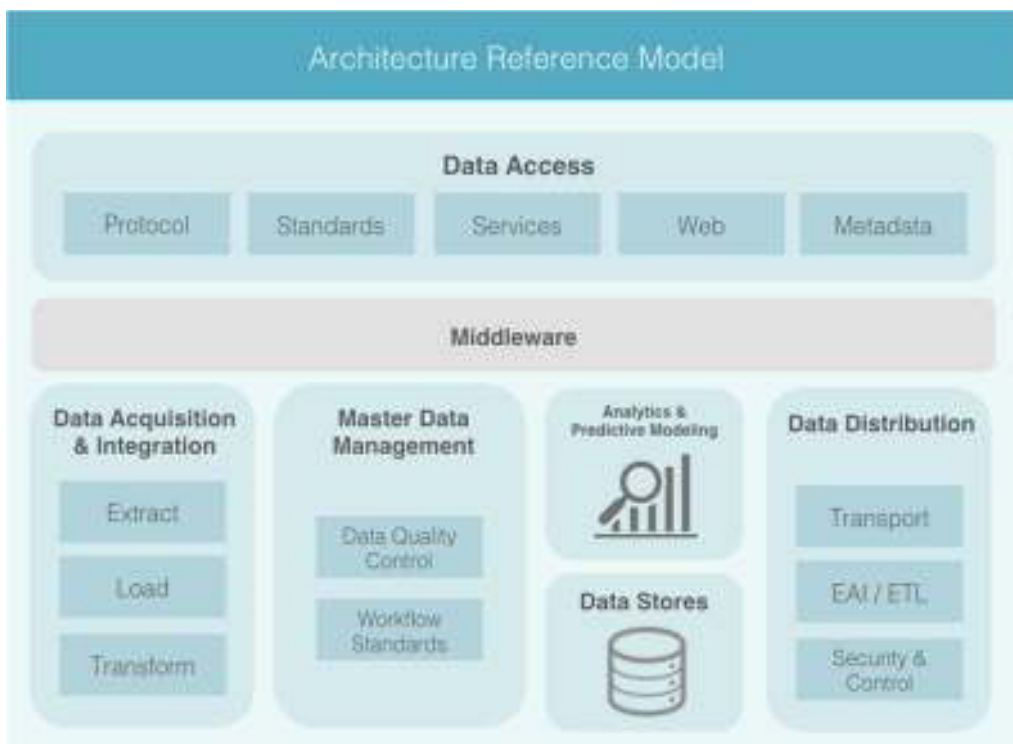
An integration as a service engine will be implemented as part of the core platforms capabilities. This engine will enable views of relevant data to be surfaced via the platforms dash boarding and reporting capabilities from retained corporate systems probably in the ERP space.

The Data

One of the main goals of using a small number of modern cloud platforms to support PCC business is to finally release the potential of the data that is held by the Council. The benefits of this can be tactical - offering a joined up view of a citizen through to strategic - guiding decisions on where to invest in the local economy. The figure below shows some of the data related capabilities that PCC may wish to exploit through its cloud architecture:



The architecture reference model below is intended as a tool to help make data strategy decisions. It defines the workflow and building blocks required in order to make decisions about managing data.



Data Acquisition and Integration

This is the most important part of the decision process. Here PCC need to define where data originates and to where it is distributed. The key is to understand the information flow required in order to deliver each capability.

Master Data Management

If it is not possible to arrive at an architecture where single components can be assigned ownership and responsibility for ingesting, standardising and storing each type of data, some level of MDM will be required to reconcile and synchronise records across systems.

Data Stores

The foundation of each capability in the digital architecture will be the storage and retrieval of data. It is important to consider where and how different types of data required by the business will be stored, the interfaces through which these will be accessed and the formats and standards used for interchange between components in the digital architecture.

Analytics and Predictive Modelling

Clear data mastering and defined interchange standards enable data to be readily accessed and used for analytics, leading to insights and predictive power, which can in turn drive business decisions.

Data Distribution

The means by which stored and computed data can be distributed, whether internally, or to customers, partners or the wider public audience. There should be a particular focus on ensuring data are treated as assets and that they are made available using open standard interfaces, such as those promoted by GDS.

Middleware (Integration as a Service)

Enables coordination and translation of data between systems as needed. Data should flow in standard formats, however this component can help to translate data where components either do not have open standard interfaces, or cannot be changed to accommodate updates to the interfaces of the components they interact with.

Data Access

This is the external interface to PCC, where customers, suppliers and partners will have access to PCC data, products and services. It is of particular importance that Internet standards, formats and protocols are carefully followed at this layer, informed by GDS recommendations, in order to provide the best value.

Further detail will be provided on the activities and concepts above in detailed Enterprise Architecture and Information Governance documents that will support this strategy.

SECTION 4: THE ROADMAP

Phases

The PCC Strategy Roadmap provides a sequence of high-level activities that will take PCC through planning and iteration of the Digital Architecture and Data Model, to the target Cloud Platform state.

Whilst much of the Strategy will be developed through adoption of an Agile methodology explained later in the report, at the outset PCC still require a high level structure and phasing of activities.

The phasing provides an outline structure for the technology transformation stage, highlighting major aspects such as:

- Implementation of the new data model
- Establishing transition support components
- Implementation of a CRM-linked development platform
- LoB capability delivery from core platform

The details of capability delivery and existing component retirement will form a future component of application roadmap planning.

The phases of Digital Transformation can be summarised as follows:

- **Prepare:** programme set-up, information gathering, analysis and validation.
- **Architect:** refinement and iteration of the architecture and data model, based on the outcomes of the Prepare phase.
- **Select:** selection of infrastructure, platforms, products, components and technologies to fulfil the capabilities required by the refined architecture and data model.
- **Plan:** a review and iteration of the architecture and data model, based on chosen technologies, leading to detailed planning to determine the specifics of transition steps and the order in which each capability can be delivered in the new architecture, taking into account system dependencies and technical realities.
- **Develop:** Initiate the development of the new architecture, and decommissioning of existing systems, through to completion of capability delivery, retirement of tactical transitional components and legacy technology decommissioning of LoB systems.

The phases emphasise iterative refinement of the Digital Architecture and data model throughout. This is significant because the end designs cannot accurately be determined from the outset. The detailed understanding which will be gained through this process will enable an accurate picture to be determined. It therefore makes sense to revise and update the designs as understanding increases, decisions are made and uncertainty decreases. It is valid to start with a draft architecture and data model and refine these through the phases. This enables and supports the principles of “learn by doing” and allows PCC to begin the transformation without excessive preparatory analysis.

The necessity and discipline of revision through the roadmap phasing encourages the result to be flexible and responsive to on-going change. This feature is vital because on reaching the end of the phases, customer needs and expectations will continue to evolve at a fast pace, as digital expectations increase in the customer base. Designing a change-ready flexible Digital Platform Architecture is vital to on-going survival and success.

Prepare



The Prepare phase of the roadmap is principally about context, research and planning. The activities in this phase are targeted towards fully understanding the existing situation within PCC, reviewing the information that feeds into the new design and planning for the activities required to transition capabilities to the new Digital Platform and planning to decommission existing legacy ones.

The key input to this phase are the emerging requirements from customer focused gathering sessions from service areas, alongside an understanding of existing PCC systems and their capabilities. Defining the Digital baseline at this stage is important as it allows the capability map to be reviewed and updated in light of the current thinking.

The key point in reviewing the capability map is to revisit and validate the mapping of customers to services to capabilities based on the outputs collated.

The outputs from this phase are therefore updates to the capability map and a transition plan for building new Digital Platform capabilities and shutting down existing ones.

Architect



This phase of the roadmap focuses on documenting business rules and reviewing and updating the architecture and data model for the new platform. The activities in this phase are targeted towards iterating the understanding of the new platform, based on the updated capability map.

The inputs for this phase are therefore the capability map and transition plans defined in the previous phases. The key point in reviewing the architecture and data model is to revisit and validate the mapping of customers to services to capabilities, all the way to platform-serving technology.

The revised target architecture should include each of the domains of business, data, application, and technology and help understand the gaps between what is currently in place

with existing systems and the desired target architecture. This will help to identify the capabilities needed by the target architecture and determine whether any existing functionality can provide a baseline for documenting business rules. The architecture should be solution agnostic, supporting guidance and governance of decisions about whether to build bespoke components or reuse commercial or community ones to provide the new capability. Where specific PCC functionality needs to be built, the architecture should inform agile development teams about the nature and interactions of the required capability without prescribing implementation technologies.

The revised data model should take into account the set of capabilities and business rules and ensure these are supported with data structures that are as naturally suited to their purpose as possible.

The outputs from this phase are therefore an updated architecture and data model and documented business rules.

Select



This phase of the roadmap is about selecting appropriate technologies for PCC. This includes selecting community or commercial components to fulfil architecture capabilities and selecting product families for bespoke development. Activities in this phase are targeted towards populating the architecture with implementation choices.

The inputs for this phase are therefore the updated architecture and data model.

A key outcome in this stage is to maximise the proportion of the architecture which can sensibly be fulfilled by pre-built functionality. The criteria will typically be:

- Is this capability a generic business capability, or is it specific to PCC?
- If generic, does a suitable component exist which can either meet the need, or be reasonably adapted to do so?

Where specific functionality is required, an appropriate family of technology options should be identified.

The output from this phase is therefore a selection of community and commercial components, combined with a set of technology families, which together can fulfil each capability on the roadmap.

Plan



This phase of the roadmap is about detailed prioritisation for the implementation. The inputs for this phase are the updated architecture, the technology selection, the data model and the transition plan.

The key output in this stage is to determine a workable order of implementation which appropriately manages risk and service interruption whilst seeking to deliver significant early value for PCC.

A substantial element of this phase will be:

- the creation of a plan for building the new core asset
- the orderly creation of the new architecture and data model and decommissioning of existing systems. The plan will need to decide the best approach for each section of the core asset.

The end goal of this plan is pragmatic view of how the new architecture will be built and how all existing systems will have their capabilities presented by the core platform.

It is critical that transition is fully completed, including significant post-transition effort to de-clutter the system from transitional components such as abstraction layers. Failure to do this will ingrain inefficiencies into the new architecture from the outset, jeopardising hard-won agility.

The transition plan should be revised and deepened with detailed analysis of the steps needed to create a more detailed view of transitional components which need to be built. An assessment of changes that will need to be made to existing applications where function needs to be maintained in the interim should also be carried out.

Furthermore, the plan can also use the technology selection to set the order in which new components can be configured, customised and built as underlying sections of the core asset and supporting capabilities become available. The plan should also explicitly specify the points at which existing systems will be switched off, through to the point where the mainframe is no longer in use.

Addition of timings to this plan will enable a more accurate application Roadmap to emerge identifying where existing contract notice for termination needs to be given. If a hard end date for the contract needs to be determined, this will need to contain a risk margin and preferably not be determined until a measurement of velocity (agile term) can be determined based on actual results from initial steps completed. This will avoid under-estimating the end date, leading to an escalation of cost and risk.

The output from this phase is therefore a plan which describes the sequence of steps (activities related by dependencies) which will result in the construction of the new architecture and decommissioning of existing legacy systems.

Develop



This is the main delivery phase of the Digital Strategy Roadmap. It is about building new architecture and decommissioning existing legacy systems and capabilities.

The input for this phase is the plan of activities and dependencies.

It is key that the new data model and architecture is built to deliver significant early business value. It is therefore imperative that systems can be delivered with the appropriate level of velocity on the new platform, so that changes can start being adopted and accepted.

Establishing a new Digital Platform will allow for the delivery of configured or customised community/commercial components and the development of any specific PCC functionality. Based on components completed, speed of progress, issues encountered and increased forward visibility, previous phases may be revisited to update the capabilities, architecture, data model, component and technology selections and the ordering and priority of implementation of the new architecture.

The output from this phase is the completion of technology transition from the current legacy technology state to the future target digital platform. This should provide the technology foundation for operating the business in an agile and digital world, based upon agile approaches, digital technologies and appropriate design.

Additionally, the learning accrued through the delivery process and the transformation required throughout the organisation in order to facilitate delivery of the roadmap will provide a foundation on which to continue growing and changing as a digital organisation.

SECTION 5: BEYOND TECHNOLOGY

This Strategy and related digital transformation is not purely about technology. It is an opportunity for PCC to think radically differently about how it delivers services. The following section will refer more to digital than it does to cloud. Digital transformation will define the way in which PCC people and partners work together to deliver efficient, cost effective and high quality services.

To get the most from the Strategy business change will have to take place across the 4 layers outlined below. Only two of the layers relate directly to Cloud technology.

Clients, Communities and People	“Expectations”
Organisation and Delivery	“Execution”
Platforms and Interfaces	“Eco-system”
Infrastructure and Technology	“Enable”

The Disruption of Change

PCC recognises that whilst there are opportunities on offer from adopting this Strategy, its implementation will not always be an easy or comfortable process. Digital technology forces change across all levels of an organisation. For example, PCC will be able to build out new business processes on the platform in a matter of days and weeks rather than the current months and years. Traditionally, PCC Governance process are set to make decisions over an extended period of time, often with a requirement to involve the many of the most senior Members and Officers in the organisation. This will need to be adapted to allow for the speed of change in citizen requirements that is unlocked by the technology.

At a more tactical level staff will need to become comfortable in using different tools with modern designs and interfaces. Outside of face-to-face and verbal approaches Email is the communication tool of choice within PCC. Over 15,000 internal emails are sent every day across the Council. The Strategy will bring in new choices for collaboration and sharing that remove this reliance on email. PCC Teams will need to adopt an “internal multi channel” approach using web based tools to share and develop ideas and relying less on storing documents on closed, local drives. It takes time for this to become the new normal for staff and it will cause some disruption as staff adjust to these new ways of working. It is possible that as these new tools and approaches are adopted both within PCC and more widely, that core business tools today, such as email, will be removed entirely.

Training and communication materials will be developed by the programme team to equip staff with new skills and knowledge and to emphasise the benefits that they and their customers will gain from the Strategy. Where-ever possible the programme will use a “show don’t tell” approach to change management allowing staff and citizens the opportunity to test out PCC technology and offer feedback at an early stage in its development cycle. Training will also use modern tools such as videos, webinars and even hackathons to ensure staff can access knowledge at a time and location of their choosing.

The Changing Role of ICT

The Serco ICT function will play a huge role on the transition to the future architecture.

However, by the end of the Strategy, 2019, the PCC/Serco ICT function will bear little resemblance to its current state.

Key roles will emerge and greater importance will be placed on them than in the past. Through the use of cloud-based solutions, ICT will be enabled to work continuously with the business to help them move from focussing on products and processes to thinking about information and service re-design.

This change is summed up at a high level in the following points:

ICT will move from keeping the lights on to keeping the business running. PCC ICT would no longer just be responsible for providing applications and infrastructure. With the rise of automation and cloud consumption, they will be increasingly responsible for business process services, too.

ICT will move from delivering IT support to change projects to delivering business transformation. PCC ICT would no longer just react to changing business requirements. They will be at the very centre of business transformation initiatives, identifying opportunities for PCC to improve its organisation and services

ICT will move from aligning IT and business strategies to enabling business innovation. PCC ICT won't just ensure that IT strategy is aligned with that of the Council, but it will expand possibilities for business innovation through the use of Technology. Informing Board and strategic conversations at an early stage through offering insight on the art of the possible.

Leadership

Senior Officers from across PCC will play a key role in the success of this Strategy. Senior officers must not only support and encourage innovation, but lead innovative service redesign and instill digital ethics and agile practices within their teams and adopt such exemplar approaches in their own daily work practice. This type of approach takes time, education and an understanding of the organisations capacity to absorb change and individuals need to develop a digital and agile culture.

To deliver a Digital Strategy requires Digital leadership, this type of leadership being more about a style of approach rather than having a deep technical understanding. The focus should be on the people and the process, the technology, although the essential enabler of the successful Digital Strategy, is secondary to that of the Business Change.

For example, Leaders will need to consider:

- Devolving decision making further down the structure of the department so that staff can react to customer more needs more quickly.
- Incentivising teams based on local performance and impact.
- Providing more transparency to those teams as to their progress so that achievement can be readily recognized across the organization.
- Establishing cross functional groups, across all grade levels to tackle particular issues.

Big Vision, Small Steps

The best analogy for the manner and methodology in which a Digital Strategy is successfully delivered and the manner in which Digital and Agile practices are successfully instilled is to compare it to the most successful type of weight loss practice, use the 'Little and Often' approach. Deliver small incremental service change on a regular basis, the change is small so the impact on the business to both understand and absorb the change is achieved with relative ease. Digital is right at the heart of technology-enabled change, it is the focus on people, their cultural working practices, their process or ways of working.

This is not to say that a long-term vision, target architecture to support the business target operating model (TOM) is not important, they are. However to avoid 'analysis paralysis' it's important to start, to iterate and adapt. The short term phase is focused on addressing identified problems that can be fixed now, or at least within a short term horizon, the mid-term and long-term change plans can begin in parallel with the short-term phase.

The large-scale ambitious change goals should not be shied away from, it is the approach to change that must be adapted to transform PCC services and deliver a Digital Strategy. PCC will begin the process of change and make small changes incrementally.

Technology will enable the digital innovation and provide a platform for service change and improvement, those responsible for its delivery must be ready for change so that they can respond to the needs of the business as it seeks to deliver services based on customer need.

Project Management and Resourcing

The platform implementation, by nature of the cloud-based technology proposed, allows a relatively straightforward approach in terms of deployment. The proposed iterative, agile approach to incremental solution development does not mean that a tight project governance framework should not be established. Governance will ensure the additional moving parts of the PCC platform, such as data, testing, training and adoption are brought together at the right time, to deliver an end to end working product. More detail on overarching Governance will be supplied in the Enterprise Architecture document.

The delivery of the Strategy will be run in accordance with the Agile Scrum Methodology, which for clarity, has been explained below:

In the SCRUM methodology a sprint is the basic unit of solution deployment/development. Each sprint is preceded by a planning meeting, where the tasks for the sprint are identified and an estimated commitment for the sprint goal is made, and followed by a review or retrospective meeting where the progress is reviewed and lessons for the next sprint are identified. During each sprint, the team creates finished portions of a solution/product.

Using the SCRUM methodology will allow for the rapid deployment of a useable system that will meet the minimum user need in a short timeframe. This methodology will enable the incremental continual improvement and integration of the platform into PCC and ensure that what is being built and delivered is at all times relevant to the business needs and user requirements.

The SCRUM methodology uses real-world progress of a project, not a forecast or estimate report to plan and schedule releases. The project is divided into "sprints" which will generally be two-four weeks in duration. The end of each sprint will see the project sponsor, SME's, Solution/Product Owners and Solution/Product Managers assess the progress of the project

or product and plan the next sprint. This allows for reasonable changes to be made at the end of each two/four week period and for the entire project team to assess the project's direction and re-adjust if necessary or continue along the path it is already following. It also ensures complete transparency as all the project can only be judged on the real world solution deployment/development of what has been developed which is clear for all to see and assess every two/four weeks.

The SCRUM methodology will only work if a simple set of roles, responsibilities, actions and meetings are adhered too. For those that have not worked in the agile manner in which SCRUM operates these meetings and responsibilities add a clear stability to the way in which the project will operate, this will also help to embed Agile principles and practices into the work environment again demonstrated in the 'learn by doing' approach described earlier. The agile practise will be adopted and become second nature.

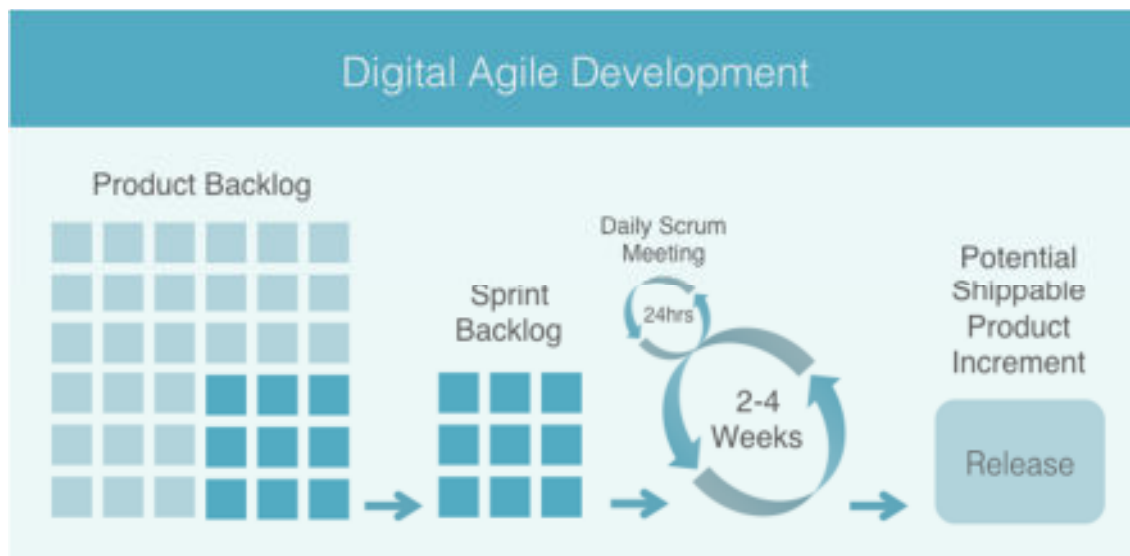
Whilst the SCRUM methodology only usually has three main roles (Product owner, Scrum master & Team member) experience has demonstrated that running projects of this nature in large historically waterfall based organisations requires the process to be adapted slightly and the roles expanded to ensure that everyone in the project understands where they are operating and exactly what they are responsible for.

This table adds clarity to the roles within an agile project:

Role	Responsibility
Engagement Lead	Oversee and ensure delivery
Product Manager	Leads the project, responsible for delivery
Developer	Develop & Configure Solution component in line with user needs
Product Owner	Provides business requirements and makes final business decisions
Technical Architect	Oversee the creation of the platforms application, data, technology and security architecture
Subject Matter Expert	Provide accurate internal business information and business requirements

The delivery of a Digital Strategy cannot successfully be completed by any external organisation alone and requires a substantial amount of PCC stakeholders time to ensure that platform is built and delivered at every stage, remains fit for purpose to the business and is kept up to date and adapts to any shifts within the business.

The diagram below depicts a basic agile delivery process:



The product backlog is the bucket into which all the platform delivery components are poured. Once all of these components have been developed into/onto the platform then the Long-Term target architecture state has been reached. The sprint backlogs produce the incremental short – mid-term capability requirements in an iterative fashion until the product backlog is empty. This avoids a 'boil the ocean' type approach to technology delivery that generally fails to deliver.

Ongoing Development of the Architecture

Cloud and Digital Architectures are not static. The platform will continue to evolve by exploiting the wide eco-system of rich capabilities.

For example, during the strategy it will be extended to incorporate Social Marketing platforms. This will enable PCC to proactively engage with its customers, engaging by listening in to social sentiment messaging on external, existing and emerging social channels.

An Integrated multi-channel knowledge base will be a clean and sophisticated font of service knowledge, implicitly addressing customer service need.

Integration with other collaboration systems such as CTI integration and self-service communities/portals will automate Service Users requests, allowing the creation and tracking of cases (Service Requests) and access knowledge base articles to service their own requests.

The introduction of advanced BI & Analytical capability will be added to the core platform to augment the single customer view, enabling reports and dashboards to be produced that add analytical value to data to provide insight to any service improving decision-making.

Real-time lookup functions will be added through open API integration with external data sources to provide different perspectives on service delivery by mashing numerous data sources together and representing them visually.

To achieve sustainable, on-going platform development the following will be applied:

Platform Design Principles

Key design principles to be applied in the delivery of the PCC platform components.

1. Configuration not code. Wherever feasible solution options should prefer mapping to standard capabilities and objects thus avoiding the development of custom capabilities involving technical components.
2. Incremental improvement. Features will be released early and improved by subsequent development iterations in agile sprints.
3. Data migration of essential information only. Over-populating the core platform with out-dated, inaccurate or irrelevant information should be avoided.
4. All aspects of the design must promote future extensibility. It is imperative PCC ensure that the platform implementation has a long-term strategic view, a target architectural state.
5. The platform build quality must reflect implementation best practice.

Finance and Procurement

Capital and Operational finance has previously been secured to begin delivery of this Digital Technology Strategy and the Technology products and the capabilities they provide. However additional products and services outside of those discussed previously will be evidenced in terms of need against a valid business case, these will be brought on a case by case basis for further approval.

Digital transformation is best supported by the use of flexible procurement approaches, allowing sensible buying of commodity or utility services. The establishment of framework agreements for use by UK Government, such as G-Cloud and the Digital Services Framework provide this by enabling the procurement of pre-competed Infrastructure as a Service, Platform as a Service and Software as a Service products.

As digital services are delivered iteratively they should be supported by finance and procurement protocols that recognise this.

Digital Platform Release Management

This section outlines the release methodology and change management process that will underpin the platform development, test and release of new capability onto PCC's platform.

Environment Strategy

The Platform Technology will provide sandbox capability, development & test environments. Sandboxing will enable one or more teams to work in parallel on different components of the platform solution without impact on other work streams. Once the capability is completed, passed through UAT, through the user training process for that capability component, the configuration can be promoted through change control process and released into the production platform environment.

The proposed environment strategy provides a fit-for-purpose approach for configuration-centric Digital Platform projects.

Release Management Methodology

This section outlines the proposed release methodology to be applied during the iterative, agile, sprint-based solution development process. Within such an agile process, a discrete set of the highest priority capabilities are designed, built, tested and released within a short-term, focused sprint. The key principle of this agile approach is to deliver business utility quickly and incrementally. The intent of the release methodology, is to ensure changes are synchronised efficiently across the PCC environment in a disciplined manner within the deployment/development sprints.

Change Control

The deployment of a digital platform requires a best practice approach to maintain a Change Control log and Audit log where all changes applied are recorded. The Change Control log should maintain an accurate view upon which environments changes have been applied to. The audit trail should record the detail of every configuration change made to the platform and retained in accordance with local mandate.

Technical Change Management

A review of existing change management processes to assess whether a simple change management approach is in place, it is proposed that simple governance processes will align most appropriately to an agile deployment methodology.

The following points outline the key aspects of the proposed, simple change management process.

1. A Change Approval Board (CAB) is introduced with members drawn from the main project stakeholders and senior delivery team.
2. Deployment classification. Internal deployments are those between sandboxes and do not require CAB approval.
3. Deployment classification. Production deployments are those that target the production instance and do require formal CAB approval.
4. A release manager is nominated with the delivery team; this individual is accountable for the successful synchronization of change across all environments.
5. For production deployments a Deployment Request Form (DRF) is completed; this document summarises the changes to be deployed, identified risk and testing processes completed.
6. DRF documents are circulated to the CAB members for approval; in some cases this is for information purposes and only a subset of the CAB must actually approve the release. The DRF will clearly identify the required action for each CAB member.

Future Digital Technology Decisions

Although PCC have already selected a number of cloud products and platforms to fulfil existing required capabilities it is inevitable that new requirements will emerge over the period of the strategy. The Enterprise Architecture document will be used as a guide in identifying suitable solutions but the question is then how do PCC decide which technology vehicle is the most appropriate to meet that requirement.

Sometimes it will be obvious how but this should also take the approach of using practical testing to inform strategy decisions. It may be helpful to run discovery projects on each platform option (IaaS, PaaS and SaaS) to understand their benefits and drawbacks for different types of capability within the context of PCC.

Some of the principal advantages of each of IaaS/PaaS/SaaS are as follows:

Infrastructure as a Services (IaaS): This is the most flexible option, which is an advantage in terms of specificity of implementation, but a disadvantage in terms of effort required. For example, one can install, manage and migrate databases and data on a granular and scalable level, and fine-tune system performance, but the trade-off is that this requires in-depth technical skill. This option increases velocity of infrastructure delivery and eases operational costs compared to on premise infrastructure, however it does require in-house skills to manage at the operating system and server software level.

Platform as a Service (PaaS): The key benefit of Platform over Infrastructure is that it provides an additional level of implicit management. This trades an amount of granular flexibility for decreased management overhead and typically provides improved operational features, such as one-click resource scaling and efficient deployment workflows.

Software as a Service (SaaS): The key benefit of SaaS over Platform is that it provides a complete solution, able to deliver value without requiring technical input to manage the underlying platform. The trade-off is that the chosen service cannot, by definition, be made business-specific beyond the features and configuration options offered by the vendor. This is the best option to minimise development and maintenance cost. The suitability of this option is determined by the degree to which business needs align with the features offered by a particular software offering. This option is therefore attractive for standardised capabilities.

Information Governance and Security

The need to protect the confidentiality, integrity and availability of information has traditionally been perceived as a factor that blocks the delivery of Digital services. Effective Digital services have protection that proportionately mitigates the risks posed the threats against them.

Digital organisations are characterised by a pragmatic balance of Information Governance and risk, with emphasis placed on how to enable and support the business and ICT in the interpretation and application of risk-based principles. The shift in the focus towards appropriate information assurance security allows Digital organisations to successfully unlock the potentials of Digital whilst maintaining an appropriate level of data protection.

Greater detail will be included in the Information Governance report being developed to support this Strategy.

Workforce Capability

PCC does not currently have extensive cloud and digital transformation skills in house to support the delivery of this strategy. This is partly through a lack of hard technical skills in the latest and emerging development platforms, tools and products. It is also a cultural issue whereby people's experience of Digital organisations and other ways of doing things is limited.

Inevitably in such a context custom and practice may have developed in ways that are not conducive to exploiting new ways of working available through Digital technology. This issue needs to be addressed through a number of initiatives:

- The PCC Human Resources team will develop appropriate tools and approaches to drive Digital across the organisation, such as new job descriptions, inclusion of digital objectives in performance reviews and job re-evaluations.

- A communications resource will be assigned to the strategy in the early phases. This person will communicate the progress of the strategy but also develop “show not tell” tools to encourage engagement. This will include showcases, videos and online training courses.
- The ICT Strategy Group will develop a plan and approach for increasing Digital Skills across the Council to support this Strategy.

APPENDIX A: CLOUD AND DIGITAL TERMS

Terms such as Digital and Cloud mean different things to different people so in order to provide clarity to the reader the following section describes the definitions. The objective here is to agree on a common language for the purpose of this Digital Strategy and ensure that messages are clear.

Agile - agile is a business value and outcome led approach. It is about shortening feedback cycles by delivering early and using on-going measurement of delivered value to iterate towards a result which may not be fully known at the outset. It addresses two areas of difficulty for projects: understanding the goal at the outset and the speed at which that goal moves, both during the course of a project and after the project completes. Agile is a product of the software industry but is now applied to projects that don't necessarily involve software development.

Agile – Agile software development is a group of software development methods based on iterative and incremental development, in which requirements and solutions evolve through collaboration between self-organizing, cross-functional teams.

Cloud – this is a service-based approach to computing. It seeks to make ICT available as a utility. Cloud services are commonly delivered on three levels:

- Infrastructure: raw virtual or physical machines
- Platform: access to deploy custom code to a managed environment, whether an application server, e.g. Heroku, or a customisable software stack, e.g. Salesforce
- Software: access to services delivered using web applications and APIs

CRM - Customer Relationship Management is software used for managing interaction between an organisation and its customers. This can include areas such as customer support, marketing and social media. It also provides a broad range of integration points for systems such as telephony, email and custom functionality.

Digital - Digital is an umbrella term for organisational values and practices which capitalise on the opportunities presented by the paradigm shift of the Internet age. Whilst technology is typically the enabler for these opportunities, Digital is not principally about technology. Successful Digital organisations tend to have operating models clustered around speed and adaptability, exemplified by maxims such as “show, don't tell” and “done is better than perfect.” The thinking which enables organisations to work well in this way can contrast strongly with accepted best practice. Digital transformation therefore requires redesign and reengineering on every level - people, process, technology and governance.

Enterprise Architecture – is the discipline of designing an ICT landscape that enables the work of an organisation. This typically involves the use of consistent standards and approaches for expressing the capabilities required to support business activities, ultimately translating these into a set of technology components and integrations to provide the necessary capabilities. An enterprise architecture should cover each of the domains of business, data, application, and technology.

IaaS - Infrastructure as a Service is an alternative model to purchasing data centre space, servers, operating system software and network equipment. Customers typically lease these resources as a metered service. IaaS is normally billed on a utility basis according to the amount of resource consumed, e.g. Amazon Web Services

PaaS - Platform as a Service is the delivery of a computing platform and solution stack as a service. It facilitates deployment of applications without the cost and complexity of buying and managing the underlying hardware and software stack, e.g. Heroku.

SaaS - Software as a Service is a model of software deployment whereby a provider licenses an application to customers for use as a service on demand. SaaS software vendors may host the application on their own web servers or download the application to the consumer device, disabling it after use or after the on demand contract expires, e.g. Salesforce.

Scrum - Scrum is an iterative and incremental agile software development framework for managing product development. It defines "a flexible, holistic product development strategy where a development team works as a unit to reach a common goal".

Sprint - This is defined as an increment (or potentially shippable increment, PSI) of software development. It is the sum of all the Product Backlog items completed during a defined sprint period.

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CABINET	AGENDA ITEM No. 8
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor John Holdich OBE – Lead Member for Education, Skills and the University	
Contact Officer(s):	Jonathan Lewis – Assistant Director – Education, Resources and Corporate Property	Tel. 01733 863912

SCHOOL ORGANISATIONAL PLAN 2014 – 2019 – DELIVERING LOCAL PLACES FOR LOCAL CHILDREN

RECOMMENDATIONS	
FROM : Lead Member for Education, Skills and the University	Deadline date : n/a
For Cabinet to approve the School Organisation Plan (Appendix A) in light of the pressures on school places and in terms of planning growth in the city	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a referral from Councillor John Holdich – Lead Member for Education, Skills and the University

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to outline to Cabinet the proposal around meeting the statutory requirement for school places in Peterborough. The School Organisation Plan draws together the latest demographic data, the capital programme and identifies the need for further school places. It also acts to support the growth agenda of the council, including delivery of the ambitions set out in the Peterborough Local Plan.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3 'to take a leading role in promoting the economic, environmental and social well-being of the area'.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	No	If Yes, date for relevant Cabinet Meeting	
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4. STRATEGY FOR MANAGING SCHOOL PLACES

- 4.1 The School Organisation Plan (SOP) used to be a statutory requirement for Local Authorities to produce to outline how they meet their statutory requirement to provide school places. Given the high profile nature of meeting this requirement in Peterborough, this document has been revived to support the planning, funding arrangements and transparency of school places in Peterborough.
- 4.2 The School Organisation Plan sets out the City Council's strategy for managing the school estate and delivering school places for the next five years. It will support delivery of the growth targets in the Peterborough Local Plan, be an essential piece of evidence in the process of securing developer contributions and will inform the Council's medium term financial strategy.

4.3 The document will form the basis of appealing to the government for further funding. Peterborough will receive no funding for growth in pupil numbers (basic need funding) in 2015/16 and 2016/17 under the Department for Education current funding assumptions. As the figures suggest, this is the time we will need to increase capacity especially around secondary schools.

4.4 **Appendix A** outlines the final version of the school organisation plan for 2014-19.

5. CONSULTATION

5.1 The SOP was taken to the 'Creating Opportunities, Tackling Inequalities' scrutiny panel in 14th July and the Committee endorsed the report and requested that the position on school places be reported to the Committee on a regular basis. They also noted the pressure the city was under demographically but were satisfied that planning was in place to ensure every child could access a school place.

5.2 A copy of the document was sent to schools with positive feedback around producing the document and identifying the spatial impact of growth in birth rates and migration was having upon Peterborough.

6. ANTICIPATED OUTCOMES

6.1 That Cabinet will approve the School Organisational Plan.

7. REASONS FOR RECOMMENDATIONS

7.1 The report is for Cabinet to approve. Appropriate action is being undertaken to deliver the statutory requirement for school places.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The alternative option is not to adopt this strategy, however the impact will be a lack of co-ordination around new housing development and negotiations with developers and a lack of clarity for the public around the council's intentions around school place planning.

9. IMPLICATIONS

9.1 Financial – the SOP works within the financial parameters established within the medium term financial plan. This will be updated annually as the budgets change and demographic needs become updated.

9.2 Property – the document outlines the proposed impact on existing school sites and the requirements for further schools. The requirements will need to be included in the Asset Management Plan (AMP).

9.3 Procurement – separate decision notices will be issued as capital expenditure is procured using the variety of procurement vehicles open to PCC.

10. BACKGROUND DOCUMENTS

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

None.

School Organisation Plan 2014 -19

“Delivering Local Places for Local Children”

Revision Date – June 2015

SECTION A – BACKGROUND

1. Legislation

The local authority has a statutory duty to provide school places under the 1944 Education Act and subsequent legislation. This duty remains with the local authority even with the increasing diversity of provision that is developing. In 2012 the Cabinet Member for Education, Skills and University requested that a school organisation plan should be written to reflect the rapidly changing situation in Peterborough. This was completed in April 2013. The current document is the first revision.

2. Scope of the Plan

1. The current position as at June 2014
2. Processes of school place planning
3. Planning area profiles
4. City growth issues and other external issues
5. Funding
6. Admissions
7. Summary of actions and conclusion

The main plan is followed by a series of annexes:

- Annex 1 Demographic data
- Annex 2 Types of schools
- Annex 3 Statement on academies and free schools
- Annex 4 Legislation
- Annex 5 Pupil yields from housing developments
- Annex 6 Indicative costs of school places
- Annex 7 Ethnicity data

SECTION B – THE PLAN

1. Current position as at June 2014 and summary of changes since April 2013

Population Expansion

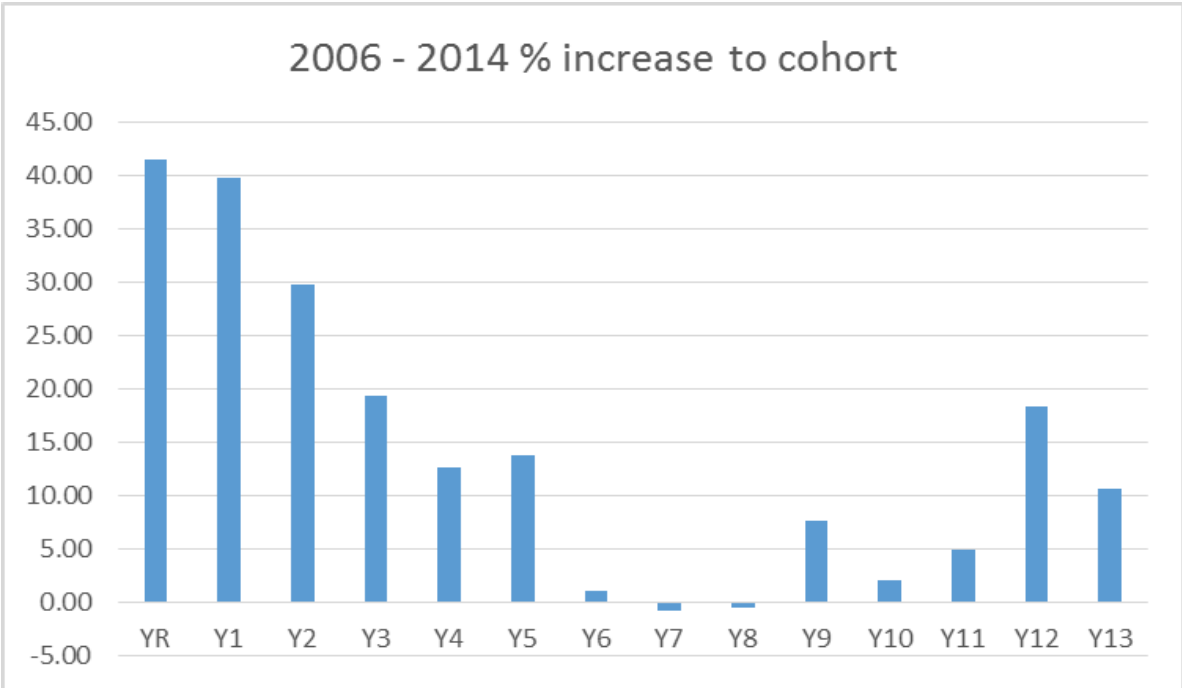
Since the 2013 plan was published works have been completed to create an additional 1170 primary places. These are not all required as yet but are part of the overall strategy of ensuring sufficient places are available as the rapidly increasing Reception cohorts move through primary education. The City of Peterborough Academy, which will ultimately offer 180 places per year group has opened for Year 7 students.

This increase is needed as Peterborough is the fastest growing city in the UK, with the second highest private sector employment growth at 5.5%. The birthrate is the second highest in the country which combines with the second highest rate of 'in-year' school admissions – those outside the normal admissions rounds of starting primary or secondary school. Between October 2012 and October 2013 there was an overall increase in pupil numbers of 1,013. Between 1 April 2009 and 31 March 2013 there was a net increase of 3,329 new dwellings in the city. This covers a period of recession and low growth. There are planning permissions in place for over 8,000 further dwellings that have not yet been started. It is anticipated that as the economy recovers the rate of house building will increase.

The 2011 census showed that the total Peterborough population had increased from 156,072 to 183,631 since 2001. Over that period the total number of dwellings increased by 8708 and the overall school population increased by 1610, only 18 new pupils per 100 new dwellings. In practice the pupil yield from new housing was higher than this would suggest but the school population in established areas of the city was declining. Between 2011 and 2013 the number of dwellings increased by a further 1513 but the overall pupil numbers by 2232, 147 new pupils per 100 dwellings. Up to 2011 the pupil number growth could be mainly attributed to an expanding housing stock, since then the school population has risen at a much faster rate, as new families have moved into areas that previously had a relatively elderly population.

	Primary pupils	Secondary pupils	Total Peterborough population	Increased dwellings since 2001	Primary increase per 100 new dwellings	Secondary increase per 100 new dwellings
2001	15,688	12,889	156,072			
2011	16,432	13,579	183,631			
Increase 2001-2011	744	690	27,559	8708	8.54	7.92
% increase	4.74	5.35	17.66			
January 2014	18,409	13,822	187,100	11,083		
Increase 2001-2014	2721	933	31,028	11,083	24.55	8.41
% increase	17.34	7.24	19.88			
Increase 2011-2014	1977	243	3469	2375	83.24	10.19
% increase	12.6	1.79	1.89			

Between 2006 and 2014 most of the rise has been to primary pupil numbers, particularly in the Reception cohort. There has been little change to secondary student numbers.



	Reception	All Primary	Year 7	Year 7 - 11
2012 actual	2875	17524	2215	11288
2013 actual	2898	18330	2209	11264
% Difference	+0.8	+4.59	-0.28	-0.12

Comparing the April 2013 forecast with the October 2013 census return shows:

	Reception	All Primary	Year 7	Year 7 - 11
Forecast	3074	18969	2210	11380
Actual	2898	18330	2209	11264
% Difference	-5.7	- 3.37	-0.45	-1.02

The Year 7 forecast was accurate but the take up of Reception places was lower than anticipated. NHS data showed a cohort for 2013 of 3119 but only 92.9% were in school for the October census return. By February 2014 that number had risen to 2934 and previous experience suggests some pupils will not start school until September 2014 as the youngest in the cohort are not obliged to be in school until then. The overall school totals suggest that the in-year increases to cohorts are not as high as forecast. However, pupil mobility remains very high, both through pupils moving within the city and new arrivals replacing pupils who have moved away.

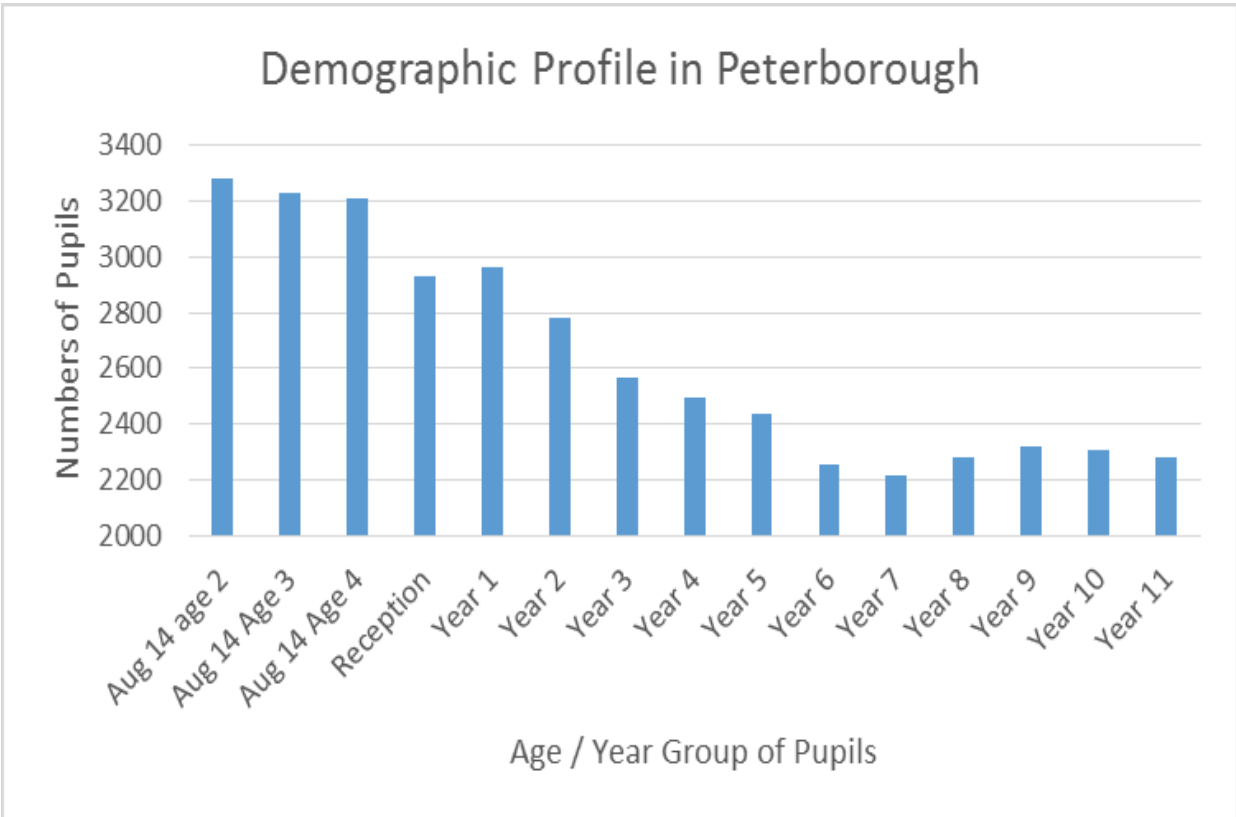
The Peterborough mainstream school population has increased over the past few years as follows:

	January 2006	January 2009	January 2010	January 2011	October 2013	Change since 2006
Primary	15,067	15,389	15,578	15,900	18,330	+ 21.65%
Secondary	13190	13,230	13,402	13,499	13681	3.7%
Total	28,257	28,619	28,980	29,399	32,011	+ 13.28%

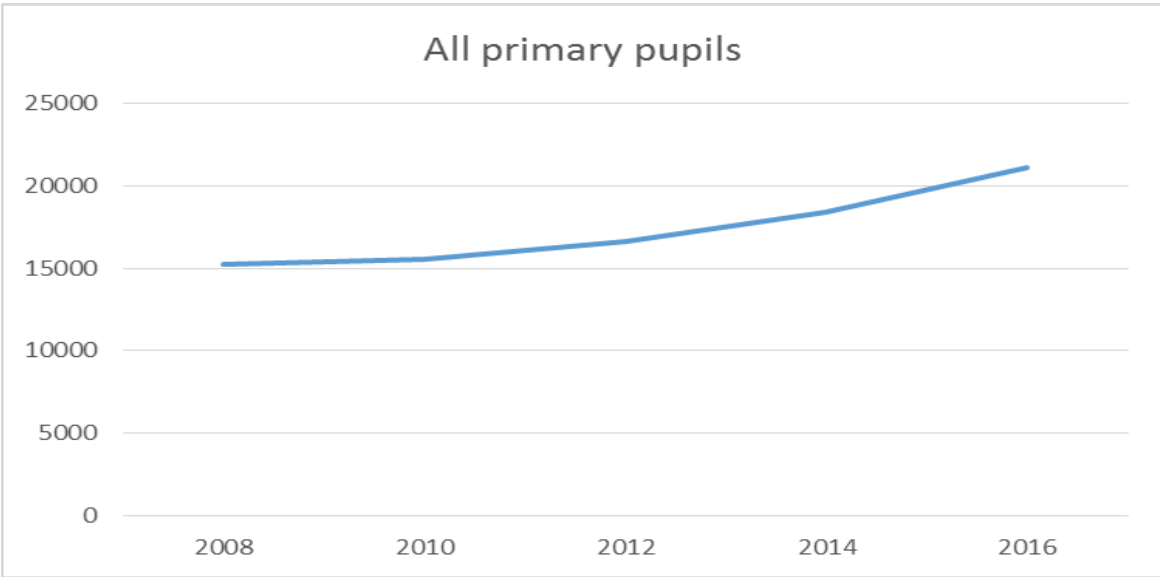
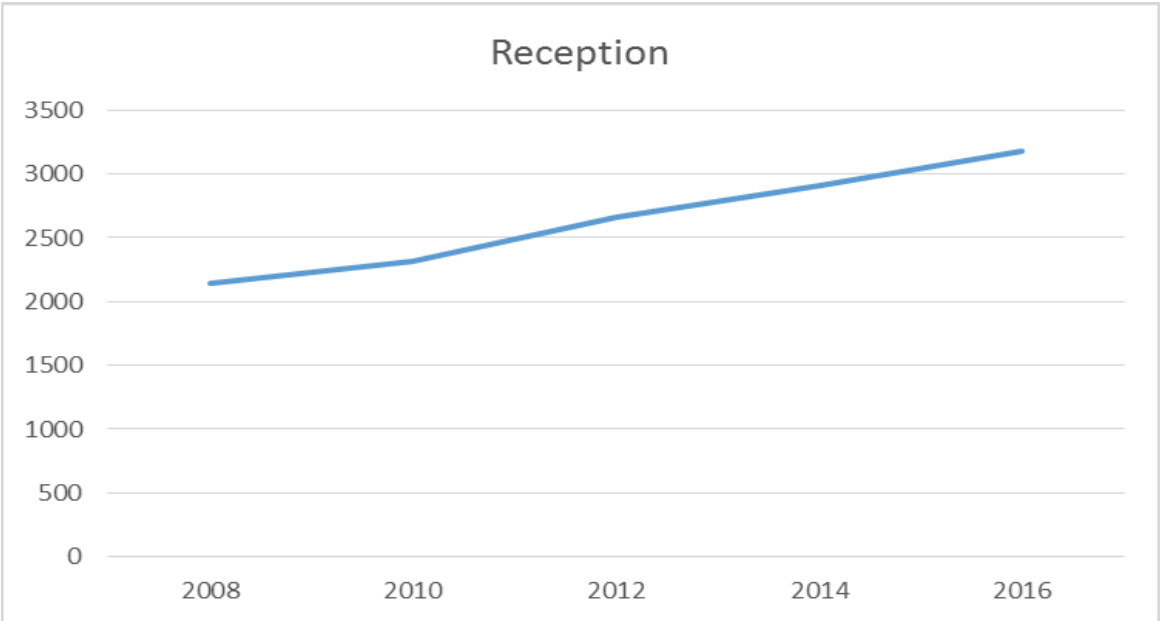
This table shows that the majority of the increase has been at primary school level, within the primary sector the biggest growth has been in Reception pupils, up by **40.74%** - details of current figures and future projections are in Annex 1. There is no evidence in previous data of cohorts reducing as they progress through the year groups. The birth rate is known to be rising so the overall school population will be rising each year for the foreseeable future.

Analysis of the increase in primary pupil numbers shows that the majority of the increase comes from the rising number of Reception pupils rather than increases to cohorts that are already in school. The average increase to existing primary cohorts between October 2012 and October 2013 was 1.04% – with the greatest growth (2.48%) between Reception and Year 1 which can partly be accounted for by pupils not starting school until they are of compulsory age. This rate of cohort increase is significantly lower – less than half – than that reported in the 2013 School Organisation Plan.

The secondary school population growth has been fairly static recently. The total Year 7 – Year 11 group has risen by 1.13% between January 2006 and October 2013. Numbers of Year 7 pupils are forecast to rise to 3252 in 2021. Pressures are starting to develop and will increase. The table below shows how cohort sizes are increasing year on year.



The next two graphs show how the growth in Reception numbers is forecast to slow slightly while the increase in primary pupils overall will continue as the smaller cohorts higher up primary schools are replaced by the larger Reception ones.



The increase in the participation age will oblige young people to be in education, employment or training up to the age of 18. The current post-16 capacity in secondary schools is about 3,000. The latest available data (October 2013) shows 2530 post-16 students, 74 of whom attend special schools. About 13% of post 16 students in school come from outside the Peterborough area. Schools currently offer predominantly A-level (NVQ level 3) courses, usually requiring students to have achieved at least 5 GCSEs at A* - C. There are many young people for whom an academic sixth form in school is not appropriate. It is likely that the increased provision for the raised participation age will be in the form of college placements and apprenticeships and that the current school provision will be sufficient for the next ten years.

While the majority of pupils with special educational needs, including those with statements, can be provided for in mainstream schools, some children and young people need the additional

facilities offered by special schools. In 2008 there were 364 pupils attending Peterborough special schools 1.27% of the total school population, in October 2013 that number had risen to 534 – 1.62% of the total. This is mainly as result of earlier diagnosis and higher premature birth survival rates. As the overall pupil population increases the number of special school places required will also rise. There has been an increase in the number of children diagnosed with autistic spectrum disorders requiring special education, which is likely to continue. The capacity of existing special schools has been increased by extension works at Heltwate and provision of mobile classrooms at The Phoenix and Marshfields. A new free special school (supporting needs on the autistic spectrum), The City of Peterborough Academy Special School, opened in September 2012. 53 children and young people are presently placed in special schools outside the local authority at forecast total cost for 2014/2015 of £2.8m. While there will always be a need for some placements because of particular needs that cannot be met within the local authority, an increase in places at Peterborough schools would be both cost effective and of benefit to those children and young people who can be educated nearer to home. Work is starting to develop a project to expand capacity at The Phoenix School as the use of mobiles is not viable in the long term.

Enhanced resource provision is a key part of being inclusive and supporting our SEN strategy. In line with national reforms around special education needs, we intend to review both the number and type of enhanced resource provision to ensure that emerging needs are met and resources at targeted at areas of greatest need. Currently there are 8 schools with ERP units, as detailed below.

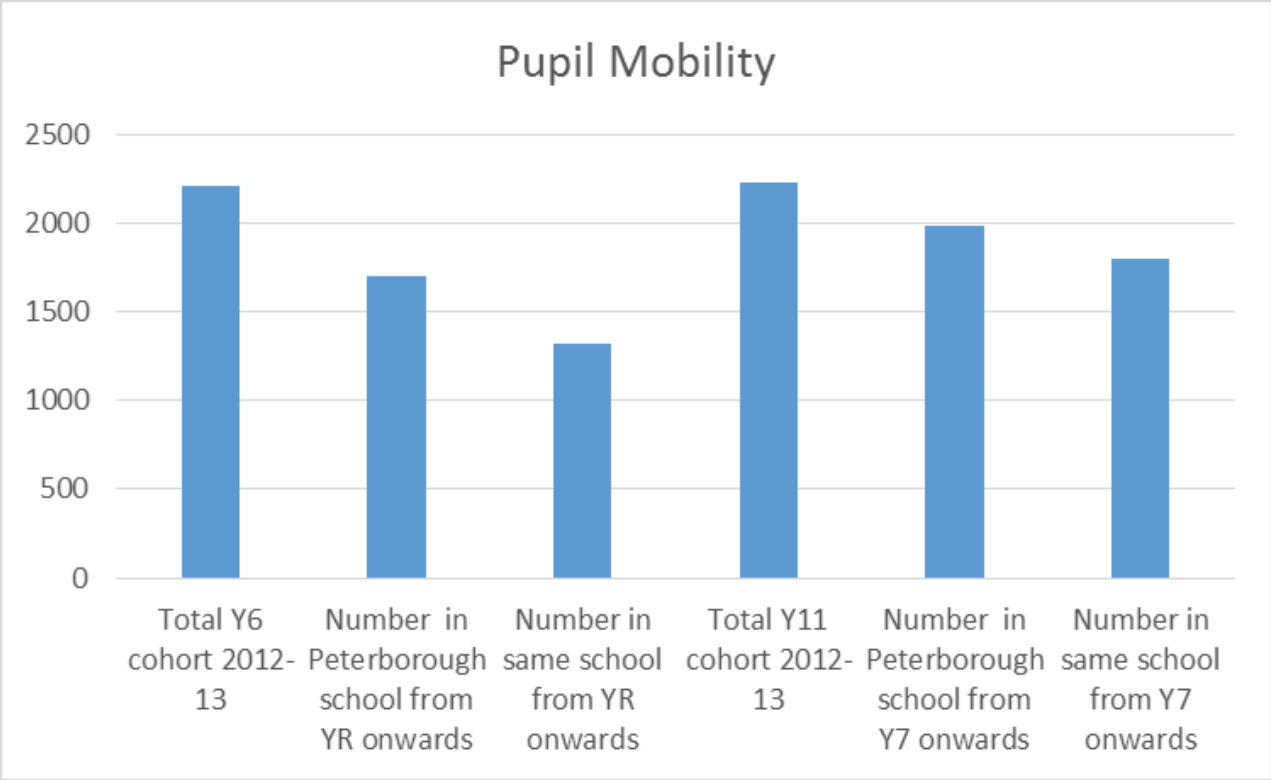
School	Specialism	Number of places
Leighton Primary School	Autistic Spectrum Disorder	4
Ormiston Meadows Academy	Physical disabilities	12
Southfields Primary School	Speech and language needs	18
Welbourne Primary School	Autistic Spectrum Disorder	6
Jack Hunt School	Hearing impairment and physical disabilities	19
Nene Park Academy	Autistic Spectrum Disorder	11
Ormiston Bushfield Academy	Specific Learning Difficulties	34
The Voyager Academy	Visually Impaired and Specific Learning Difficulties	35

Mobility

The 2012-13 cohort of Year 6 pupils was 2207 at the 2013 spring census. When they started in 2006 in Reception the cohort was 2100 – an increase of 5%. Analysis of previous census data shows 74% of these Year 6 pupils started their school career at a Peterborough school. Of the remainder, 4 - 5 % joined each academic year. However, the overall cohort increase of only 5% over the seven years is explained by over 400 children moving out of the city. Of the 1699 who completed their entire primary career in Peterborough schools, 1324 were in the same school all through, 375 changed school at least once. This has an impact on standards; the RSA report of 2013, *Between the Cracks*, estimates the effect of each change of school as equivalent to the loss of one term's worth of progress.

The admissions team received an average of 119 in-year applications per week during the autumn term 2013. Of these, 58% were new to Peterborough schools, the remainder were families trying to change their child's school place, either because of moving house or because the initial allocation made to them was not what they wanted. As the number or spare places reduces there is less choice, leading to more families not getting the school they want and further mobility as they try to change their child's school.

The secondary school population was less mobile. The 2012-13 cohort of Year 11 pupils was 2226 at the 2013 spring census. When they started in 2008 in Year 7 the cohort was 2218 – an increase of only 0.35%. Of the 2226, 89% (1981) started Year 7 in a Peterborough school. The cohort therefore gained 245 pupils new to Peterborough and lost 235 pupils who moved away. Of the 1981 who completed their entire Y7-Y11 career in Peterborough schools, 1803 were in the same school all through, 423 changed school at least once. 63% of students were in Peterborough schools from Reception through to Year 11. 83 students had attended more than three Peterborough schools by the time they were in Year 11.



In spite of place pressures, the majority of families still get their first choice school places. 88% of on time applicants for September 2014 Reception places were allocated their first choice, with only 3.7% being directed to a school for which they had not expressed a preference. The equivalent figures for Year 7 places were 81% and 8%. The table below shows that Peterborough’s performance at Reception level is in line with national averages but fewer Year 7 applicants achieve their first choice despite there being relatively more capacity at Year 7.

	YR first preference	YR any preference	Y7 first preference	Y7 any preference
Peterborough	88	96.3	81	92
Nationally	87.7	96.8	85.2	95.5

Recent Expansion

An additional 438 Reception Year places have been created over the past five years. These are permanent places and the schools will expand year by year until the increased PAN applies across all year groups. Temporary places (bulge years) have also been created where the increase is limited to a specific cohort. Since the 2013 plan the following works have been completed or are on site:

School	Scheme	PAN Increase	Extra Places	Year	Cost Estimate
Queen's Drive	2 classroom extension	20	60	2013	£1.3M
Abbotsmede	2 classroom extension	15	105	2013	£300K
Old Fletton	Conversion of former children's home	15	105	2013	£750K
Hampton Vale	6 classroom extension	30	210	2013	£2.7M
All Saints	New primary school	KS1	180	2013	£6.4M
Bishop Creighton	Bulge class		30	2013	£100K
Hampton College	Primary phase (excludes community facilities)	60	420	2013	£6M
City of Peterborough Academy	New secondary school	180	900	2013	£13M
Orton Wistow	Expansion to 2FE using S106 funding	15	105	2014	£1.2M
Gladstone	Detached extension to Gladstone Primary School	60	420	2014	£8M
Woodston	1 FE extension	30	210	2014	£2.5M
Thomas Deacon Academy	KS 2 accommodation	90	360	2014	£7m
Fulbridge	Detached extension	30	210	2015	£3M
Ravensthorpe	Increase to 2 FE	30	210	2015	£3.5M

Early Years Education

Under the Childcare Act of 2006 Local authorities are required to secure sufficient early years education and childcare. This includes an entitlement to 570 hours of free early education per year for eligible two-year-olds, starting the funding period following their second birthday; and all three and four-year olds, starting the funding period following their third birthday. This entitlement must be taken over no fewer than 38 weeks, which equates to an average of 15 hours a week. Peterborough mainly fulfils this obligation via the private and voluntary sector, there is only one nursery school in Peterborough and five primary schools include nursery provision.

Between the 2001 and 2011 censuses the 0-4 population grew by 36%. Current evidence is that this growth is continuing, with an academic year cohort of 3221 one year olds identified in August 2013.

The eligibility of two year olds to receive free early years education is assessed based on parental income. Peterborough data suggests that 54% of two year olds will be eligible in September 2014, up to 1545 children. By this time the total number of registered places for 0-4 year olds will be:

Provider type	Number of settings	Number of registered places
Childminder	197	615
Day nursery	38	2,249
Maintained nursery school/unit	6	213
Nursery unit of independent school	1	56
Pre-school playgroup	67	2,301
Total	308	5,434

Assessments of the sufficiency of Early Years places shows potential shortfalls in Dogsthorpe, East, Eye and Thorney, Fletton, North, Orton Longueville, Orton with Hampton, Park, Paston, Ravensthorpe and Walton wards.

Grant funding is available for providers who increase the number of places available for two year olds. The council is encouraging providers to apply from areas of potential shortage.

Peterborough Schools

The following table details the number and types of schools within each phase with effect from 1 April 2014 (see Annex 2 for an explanation of the different types of schools).

Type	Community	Voluntary Controlled	Voluntary Aided	Foundation	Academy	Free School	Total
Nursery	1						1
Infant	3						3
Junior	1		1				2
Primary	31	5	6	1	9		52
All through schools	1				1		2
Secondary	1		1	1	6	1	10
Special	4					1	5
PRU	3						3
Totals	45	5	8	2	16	2	78

The main change over the past year has been in the number of primary academies. By September 2014 there will be 10 primary academies, three convertor academies, one with the Elliott Foundation Academy Trust, one with the Ormiston Academy Trust, three with Greenwood Academies Trust, one with Cambridge Meridian Academy Trust and one with the Diocese of Ely. More are expected to follow this route. The council's statement on academies and free schools is set out in annex 3.

The availability of places for September 2014 will be:

Type	Published Admission Numbers	Total capacity
Nursery		
Junior	165	660
Primary	2845	18,625
Secondary (11-16)	2647	12,385
Post-16		2,735

Special (actual numbers)		534
PRU (actual numbers)		178
Totals		35,837

The capacity of each school is calculated using the government's net capacity methodology. This calculates the total number of pupils a school can physically accommodate and the indicated admission number (IAN) that derives from it. It is based on the number and type of teaching spaces, with different formulae for primary and secondary schools. It does not apply to special schools. The net capacity is no longer used for admission appeals but helps to determine the published admission number (PAN) in discussion with schools and still forms the basis of the SCAP (capacity) return to the Department for Education.

There are two independent schools in the Peterborough City Council area, The Peterborough School offering 365 places from age 4 to 18 and The Iqra Academy registered for 205 places for girls aged 11 to 16 but with 68 on roll in 2014. The school has been granted permission to extend its age range to include post 16 students.

About 1400 pupils from outside the City Council area attend Peterborough schools – about 4.3% of the total school population. (This includes those living in Yaxley for whom Stanground College is their catchment school). Lincolnshire reports 340 Peterborough pupils being taught in Lincolnshire, 58 at primary, 278 at secondary and 4 at special schools. Cambridgeshire had 147 primary and 116 secondary in October 2013.

There is currently a proposal to establish a University Technical College (UTC) on the Peterborough Regional College site with a view to opening by September 2015. The Greater Peterborough UTC will support pupils aged from 14 to 19 years with entry points at 14 (Year 10) or 16 (Year 12) focusing on enhancing opportunities for them to develop the technical and employability skills to support key local employment sectors such as sustainable manufacturing and engineering, biosciences and computing. At maximum capacity the student numbers will total 500, 200 places for Key Stage 4 for Years 10 and 11 and 300 for Key Stage 5 for Year 12 and Year 13. Admissions arrangements are being finalised and the impact on school place planning is being monitored and will be reported in the next school organisation plan.

Catchment areas

For primary pupils the entire local authority is divided into school catchment areas. Under admissions criteria in-catchment pupils get priority over others, apart from those who are in care. In addition to the schools with catchments, All Saints CE, Sacred Heart RC and St Thomas More RC admit pupils on faith grounds and do not have designated catchments.

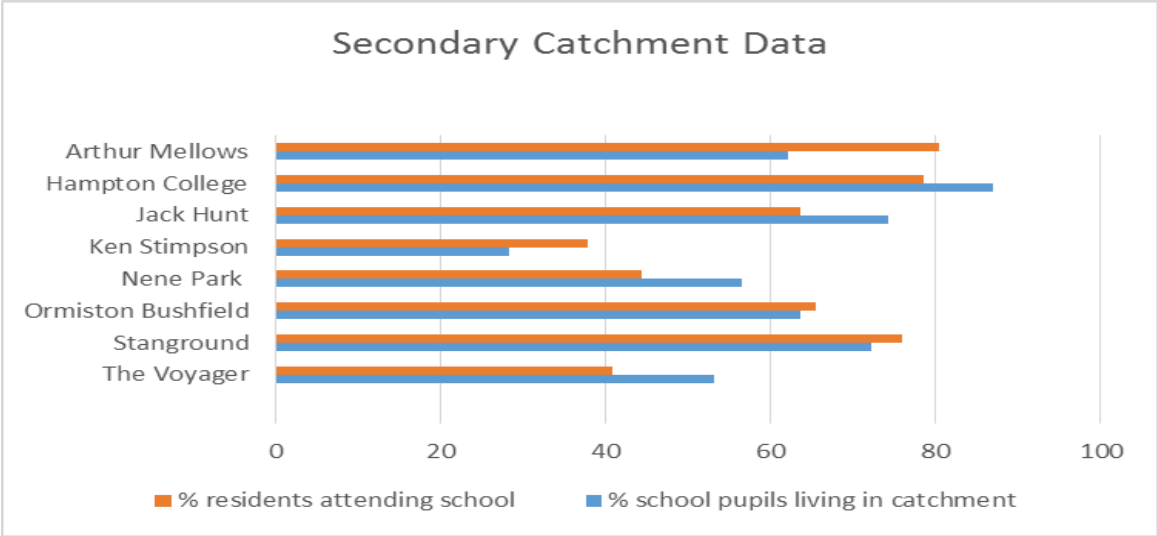
Most of the local authority area is covered by secondary school catchment areas but the central area, east of Lincoln Road, is not. The Thomas Deacon Academy, City of Peterborough Academy, St John Fisher RC and The King's School CE are all in this geographical area. The Thomas Deacon Academy admits on the basis of ability banding and then proximity; City of Peterborough Academy admits on the basis of having attended a primary school within the area; the other two schools admit on faith grounds.

The vast majority of young people in Peterborough are allocated to their first preference school, 88% for 2014 Reception pupils and 81% for 2014 Year 7 students. Analysis of October 2013 census data showed that 55% of primary pupils were attending their catchment school and 44% of secondary students. This suggests that many families are opting for a school other than their catchment school and that in many cases the authority is able to meet that preference. These figures are based on young people attending Peterborough schools only as we do not have data on individuals resident in Peterborough but attending other local authority schools or independent schools.

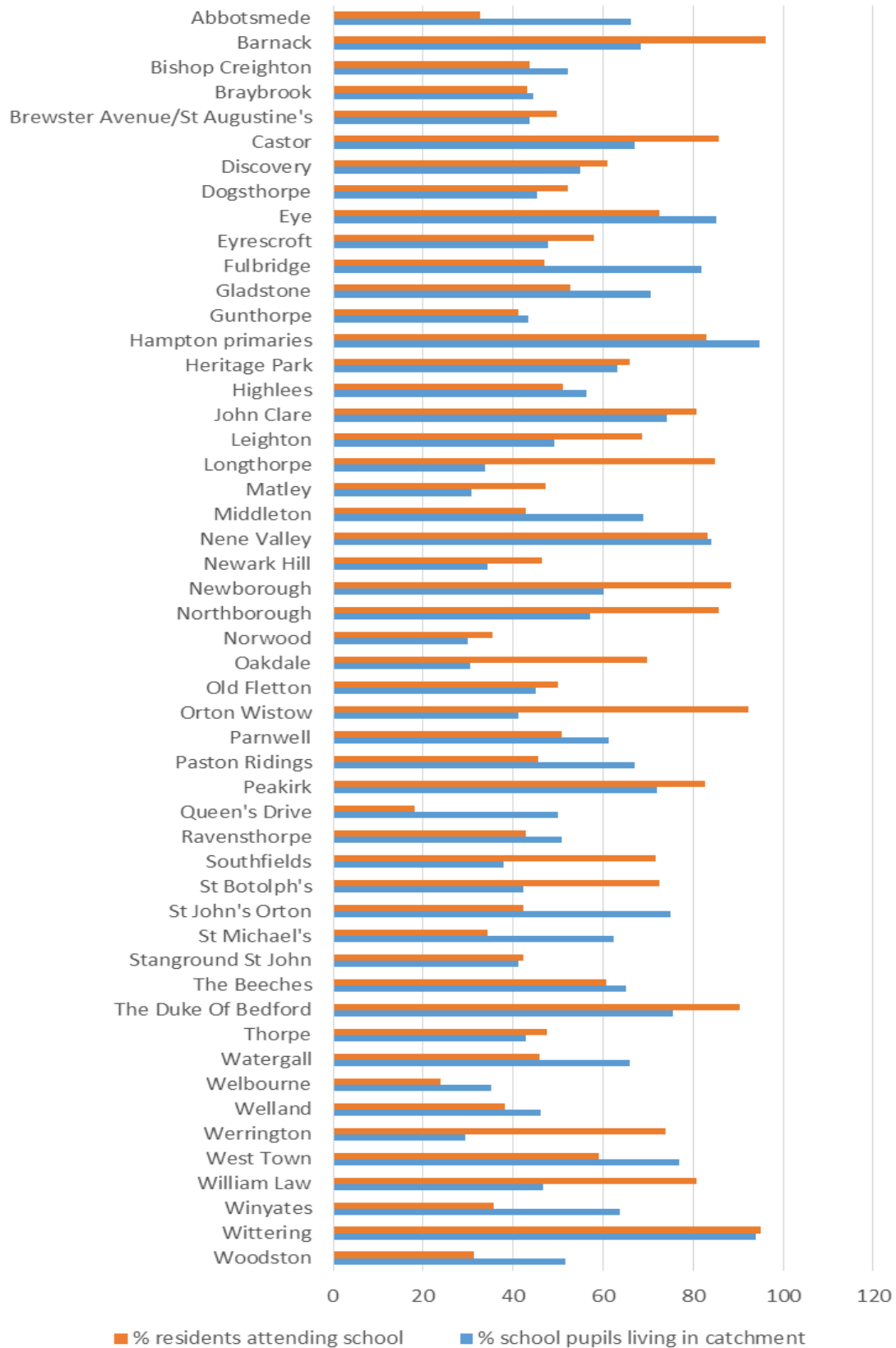
Of the secondary schools, Hampton College has the highest percentage of in-catchment pupil and Ken Stimpson the lowest.

For primary schools, Hampton College, Hampton Hargate and Hampton Vale, which share a catchment, and Wittering Primary School have the highest number of in-catchment pupils in school, above 90%, and Werrington the lowest at below 30%. Werrington takes 74% of the pupils living in its catchment area but has many more places than needed for in-catchment children.

The charts below show the percentages of young people resident in each catchment area attending that school and the percentage of in-catchment pupils out of each school's total roll.



Primary Catchment Data



Diversity

The 2011 census showed an increase in the total Peterborough population from 156,072 to 183,631 but the number of residents defining themselves as white British decreased by about 3500. The proportion of residents from a minority ethnic background increased from 13% to 29.1%. In 2001 the largest single minority ethnic group was Pakistani heritage at 4.5% of the population. By 2011 this had risen to 6.6% but the largest minority group was 'other whites' at 10.6% - up from 2.7% in 2001. While this term includes many different groups, the main reason for the increase was the impact of arrivals from the states that joined the European Union in 2004 and whose nationals were eligible to work in the UK from 2007.

From January 1 this year Romanian and Bulgarian nationals have been eligible to work in the UK. It is too early to judge how this will affect the demand for school places in Peterborough but evidence so far nationally is that there has not been a major increase in the number of people moving from those countries.

Croatia joined the European Union on 1 July 2013. For a transitional period of up to seven years Croatian nationals will need authorisation to work in the UK. Negotiations are in place with Iceland, Macedonia, Montenegro, Serbia and Turkey. A similar transition period is likely before nationals of any of these countries will have the right to work freely in the UK but there is likely to be an eventual impact.

As well as an increasingly ethnically diverse population, Peterborough also has a young population. The overall population increased by 16.6% between 2001 and 2011 but the 0-4 age group increased by 36.3%.

The chart below shows the largest ethnic groupings plus the total minority ethnic pupil population in 2012 and 2013. Annex 7 shows the total current ethnic make-up of the school population and how it has changed over the past year.



2. Processes of School Place Planning

The basis of school place planning is to achieve a balance between the number of places available and the pupils for whom they are required. The local authority has a statutory duty to provide sufficient places without having surpluses as they are not cost effective. In Peterborough the main issue is shortfalls leading to families being unable to access places at their local or preferred school.

Demographic forecasts and preferences on admission applications are used to anticipate where the greatest pressures will be. The major limiting factors on increasing school places are funding and land availability. There has to be sufficient time built into the forward planning process. Typically a new build can take two years to complete from start to finish and an extension around 12 -15 months.

Peterborough's policy has been to avoid long term use of mobiles wherever possible. They will be used as a short term solution either as a bulge year (expansion for one specific year cohort without affecting the overall admission number) while a more permanent extension is built. The local authority aspires to achieve high quality learning environments for all pupils. There are a number of issues associated with using mobiles other than for short term deployment, including limited planning permission and suitable location on a school site.

Because of the overall growth strategy for the city, the local authority anticipates that the increased pupil numbers will continue. Expansion by one or two forms of entry, with the school expanding year on year as pupils progress through the school and a permanent build is therefore the preferred solution.

The only new schools that can now be opened are academies or free schools, which are effectively the same. The majority of secondary schools in Peterborough are already academies. As the increased cohorts progress through school and pressures increase at secondary level, working with academies will be essential to achieve sufficient capacity.

Academies receive their funding direct from central government. Academies remain an essential part of the overall school provision and as the local authority has the duty to provide sufficient school places there needs to be close co-operation. Capacity is being increased at Fulbridge Academy and The Thomas Deacon Academy is being expanded to include Key Stage 2 Pupils. Funding for the Fulbridge scheme is from the Targeted Basic Need Funding, supplemented from council's capital programme and for The Thomas Deacon scheme is entirely from the capital programme. West Town Primary converted to academy status from 1 June 2014. It is scheduled for rebuild and expansion under the Priority Schools Building Programme, with additional funding coming from the capital programme.

The Department for Education has recently published a scorecard for Local Authorities which covers where investment has been made and the Ofsted judgements of those schools which have been expanded. Peterborough focus is to create places in the areas which need them most but due regard is taken to the schools educational position and their capacity to expand and will only agree expansion where it will not impact upon the education of the pupils in those schools. Where options exist, we would look to expand schools which are rated by Ofsted as being 'Good' or 'Outstanding' as our first preference.

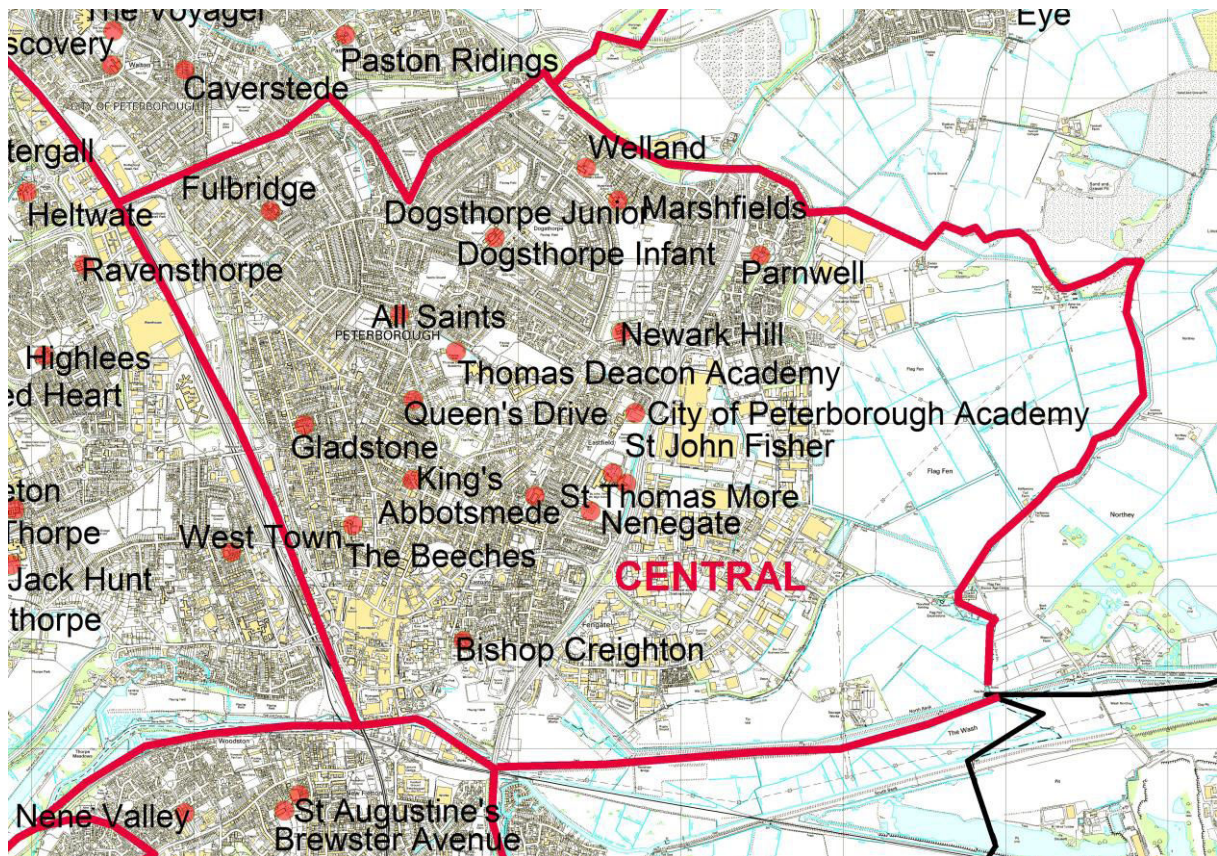
3. Planning Area Profiles

The planning areas used in the summaries below are groups of school catchments, as used for the School Capacity Survey (SCAP) annual return to the Department for Education. They are based on geographical proximity with areas divided by physical barriers such as the river, the railway and major roads.

These areas are –

1. Central
2. North
3. West
4. Ortons
5. Stanground
6. Fletton/Woodston
7. Hampton
8. Rural areas

3.1 Central

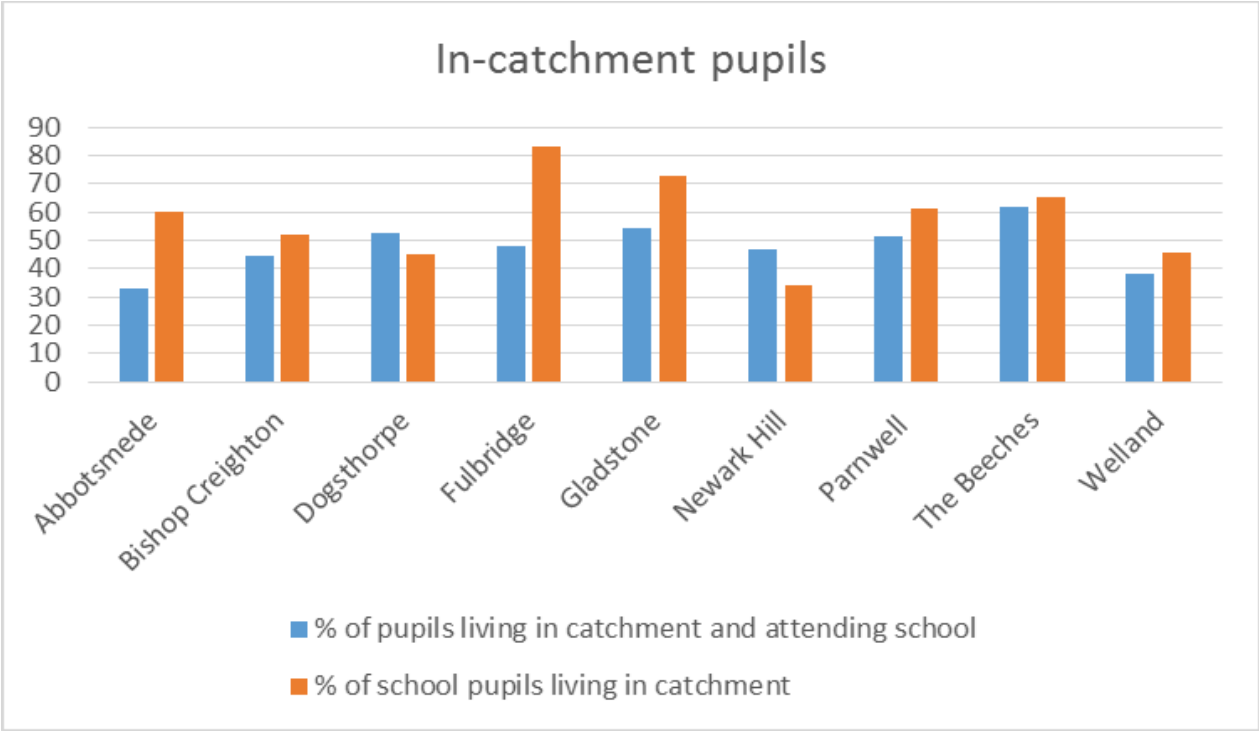


Primary forecast – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	1002	781	826	797	708	695	655	637
2014/15	1013	880	816	834	814	705	694	659
2015/16	1024	880	885	822	836	817	706	696
2016/17	1090	885	885	885	836	837	824	706
2017/18	997	869	885	885	900	840	838	828

This is the area of the city with the highest birth rate and the most mobile population. It covers the Central, East, Park, Dogsthorpe and North wards which between them saw a population increase of 9968 between the 2001 and 2011 census, an average of 25.4%. It has the highest level of inward migration and the greatest pressure for school places. All schools are on tight urban sites and none would be easy to extend.

A consequence of the mobile population and close proximity of schools is a relatively low percentage of pupils attending their catchment schools, 48.2% at primary level. The chart below shows the figures for the various schools, the position is further complicated by the presence of two schools, St Thomas More and All Saints, which admit on the basis of faith and parental preference rather than catchment.



Primary Schools

At the October 2013 census date there were 16 available places in reception classes in this area but other classes were over capacity by a total of two, leaving a net surplus of 14. Pupil numbers are constantly changing, effectively all the schools are full in all year groups, apart from a small amount of capacity in Years 4, 5 and 6.

The former All Saints Junior School has now been rebuilt as an all through primary school, Queens Drive Infants has been expanded to become a full three form entry infant school by a remodelling providing two additional classrooms.

A new block is under construction at Thomas Deacon Academy to facilitate an extension of age range at Thomas Deacon Academy to take three forms of entry for key stage 2 from September 2014. This will be the ey stage 2 destination for most of the Queen’s Drive pupils as All Saints will no longer be available to them.

Fulbridge Academy is expanding by an additional form of entry to give an overall capacity of 840. This is being achieved by a detached extension on the former Belvedere Bowls Club site. Works are scheduled for completion in January 2015 but the academy has taken in additional Year 1

pupils and will increase its PAN for the whole of Key Stage 1 from September 2014. Part of the funding is coming from a successful Targeted Basic Need Programme bid. Gladstone Primary School is doubling in size with a detached extension, reception numbers will increase to 120 from September 2014.

The current numbers on roll and projected capacity situation for 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Abbotsmede	367	420	60	134	-74
All Saints	397	420	60	N/A	60
Bishop Creighton	221	210	30	57	-27
Dogsthorpe Infant	267	270	90	103	-13
Dogsthorpe Junior	350	360		N/A	
Fulbridge	657	780 *	120	208	-88
Gladstone	443	630**	120	119	1
Newark Hill	473	420	60	64	-4
Parnwell	282	315	45	68	-23
Queen's Drive	244	270	90	135	-45
St Thomas More	407	420	60	N/A	60
The Beeches	617	630	90	120	-30
Thomas Deacon Academy (Key Stage 2)	N/A	270 ***		N/A	
Welland	280	420	60	82	-22
Total	5005	5835	885	1090	-205

* School is expanding year on year, final capacity will be 840 in 2018

** School is expanding year on year, final capacity will be 840 in 2020

*** School is expanding year on year, final capacity will be 360 in 2017

Working on the basis of a 97% take up rate of places by in catchment four year olds, there will be a need for an additional 172 places for children already resident in the area – equivalent to six new reception classes. Some of these children will be accommodated out of the central area but numbers are rising across the city reducing this potential.

Secondary Schools

The secondary schools in this area are The Thomas Deacon Academy, The King's School, St John Fisher and the new City of Peterborough Academy Free School which opened in September 2013. The combined Year 7 PAN of these schools will be 693. These schools do not use catchment areas, although pupils to the west of Lincoln Road in the Gladstone primary catchment are in Jack Hunt secondary catchment and those living in the Beeches primary catchment are in Voyager. The King's School takes 85% of its pupils from outside the central area, including 39% from other local authorities. St John Fisher takes 77% of its pupils from PE1. 67% of students living in the area attend secondary schools located in PE1 with a further 20% at The Voyager and Jack Hunt.

Examination of total numbers of pupils resident in the PE1 area shows cohorts will rise as follows. Although there appears to be a reduction in cohort size for the current reception cohort, this group will increase because children of this age are not legally required to be in school.

Current Year Group	Y6	Y5	Y4	Y3	Y2	Y1	YR
Starting Y7 in	2014	2015	2016	2017	2018	2019	2020
Total PE1 residents	752	753	799	816	917	925	888

Growth

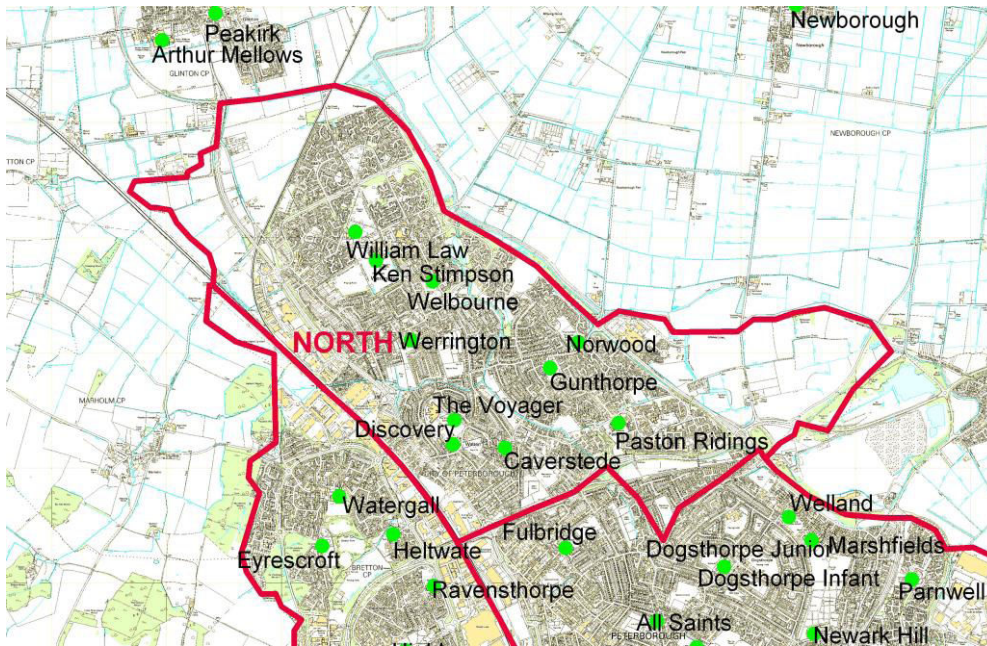
The City Centre Area Action Plan (CCAAP) is proposing around 700 additional dwellings in the City Core Policy Area – bordered by Bourges Boulevard, Bright Street, Stanley Recreation Ground and St John’s Street – and 510-610 in the Fengate South development. The central school place planning area extends well beyond the remit of the CCAAP. Under the local site allocations plan 290 dwellings are proposed for the former John Mansfield sites and 166 for the Millfield district centre. The type of housing is not yet known but, based on Peterborough’s formula, a primary pupil yield of 600 and 11-16 year old of 463 could be expected. If all this development takes place it will be over a long period but without additional school provision it will not be viable.

Cohort increases from inward migration and housing expansion make it probable that there will be shortfall in higher year groups in this area. Fulbridge is increasing its admission number to 120 across the whole of Key Stage 1 from September 2014.

Future Action

The 2013 School Organisation Plan proposed expansion at Gladstone and Fulbridge. As reported above, these works are now being undertaken. The demographic data shows that, even without expansion of the housing stock, there will still be a shortfall in both primary and secondary school places. Further schemes need to be identified, including the possibility of expanding popular and successful schools outside the PE1 area that would take out of catchment pupils. These plans will emerge as our demography forecasts are refined and spatial shortfalls are identified.

3.2 North



Primary forecast – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	423	427	417	430	386	378	380	337
2014/15	449	441	438	422	428	388	381	381
2015/16	449	446	450	441	426	430	393	383
2016/17	414	450	450	450	442	431	433	395
2017/18	412	434	450	450	450	444	434	435

This area has a more settled population than the central area and there is still capacity at primary school level. Overall the population increased by only 99 between the 2001 and 2011 census, although the population to the south rose and to the north declined. There are higher pupil numbers to the south but the schools to the north are popular and many families choose to send their children to them.

Primary Schools

The area has benefited from two extension schemes which increased both Discovery and Paston Ridings to three form entry schools. The Paston Ridings scheme is complete but the second phase of Discovery, to increase capacity in Key Stage 2, will be undertaken in 2014-15.

The current numbers on roll and projected capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2014)	2016 in catchment 4 year olds	2016 surplus / shortfall
Discovery	490	600*	90	97	-7
Gunthorpe	371	420	60	76	-16
Norwood	198	210	30	18	12
Paston Ridings	490	630	90	108	-18
Welbourne	165	210	30	42	-12

Werrington	417	420	60	17	43
William Law	624	630	90	56	34
Total	2755	3120	450	414	36

* School is expanding year on year, final capacity will be 630 in 2017

Working on the basis of a 97% take up rate of places by in catchment four year olds, there could be nearly 50 surplus places which could be used for out of catchment pupils.

Secondary Schools

The secondary schools in this area are The Voyager Academy and Ken Stimpson Community School. There is currently capacity at both of them.

Growth

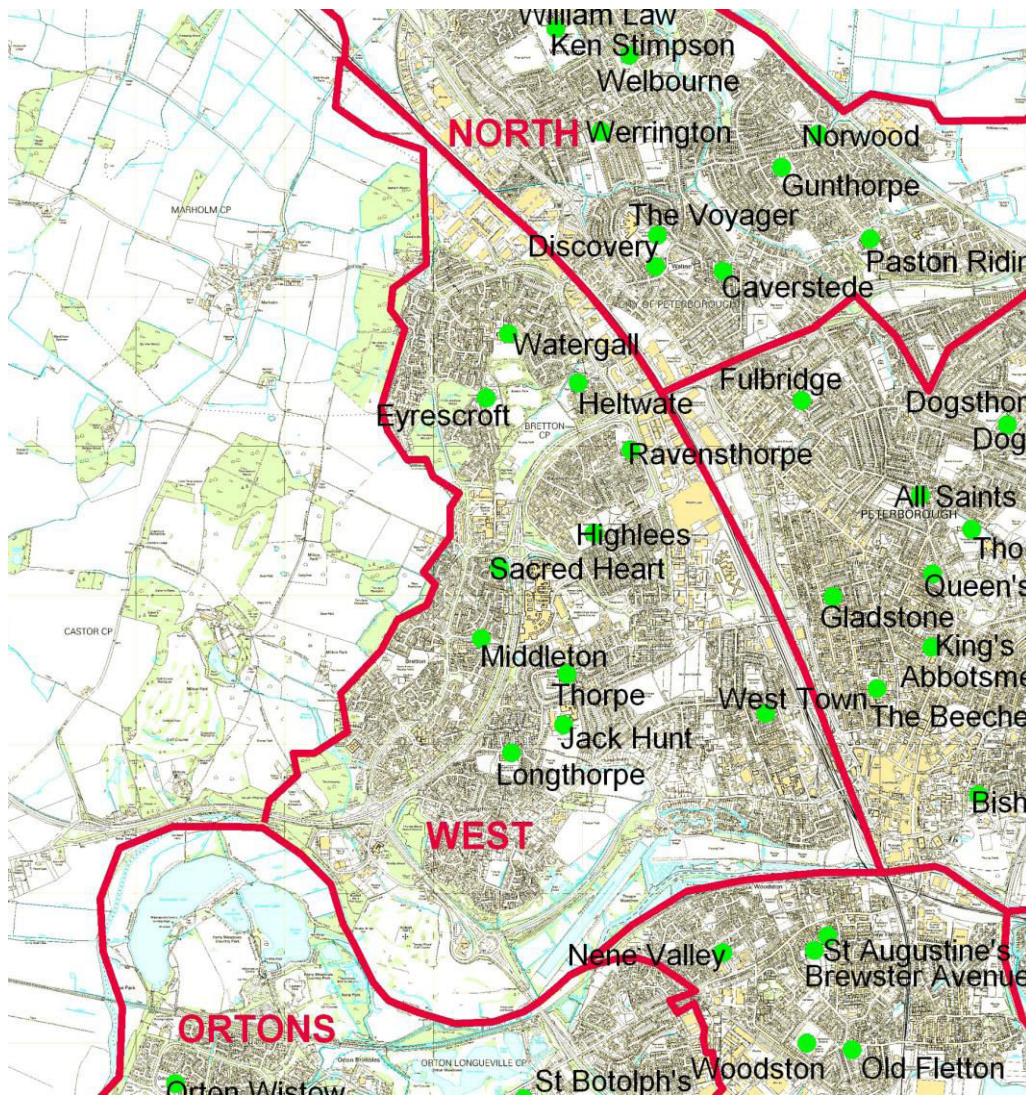
The new development at Paston Reserve will ultimately have its own schools (see below) but pupils from the first phase are in the catchment areas of Gunthorpe Primary School and The Voyager Academy.

The local plan proposed 100 new dwellings for the Werrington district centre and a further 250 across the area. This could produce a further 88 primary age children plus 77 secondary age students. These are likely to be accommodated within existing provision but this would then impact on the capacity to take out of catchment pupils.

Future Action

There is currently no need for further expansion but the situation will need reviewing if demographic forecasts show increases.

3.3 West



Primary forecast – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	503	450	460	445	412	409	399	392
2014/15	544	474	455	469	445	416	414	402
2015/16	507	523	495	459	475	445	417	416
2016/17	542	540	540	495	459	478	446	419
2017/18	473	510	540	540	495	461	479	451

Primary Schools

This area has a diverse population. Thorpe and Longthorpe catchments have stable demography and Longthorpe takes many out of catchment children as the birthrate within it is very low. West Town has a wide range of ethnic groups and many newly arrived migrant families. Much of the rest of the area has former development corporation housing, which is relatively inexpensive, and a fairly mobile population. The population of Ravensthorpe ward increased by 17.2% between the 2001 and 2011 censuses, but the overall increase for the area was 3.9%.

The current numbers on roll and capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Eyrescroft	402	420	60	48	12
Highlees	364	420	60	90	-30
Longthorpe	418	420	60	29	31
Middleton	318	420	60	92	-32
Ravensthorpe	220	330*	60	42	18
Sacred Heart	209	210	30		30
Thorpe	417	480**	90	73	17
Watergall	320	420	60	77	-17
West Town	299	360***	90	91	-1
Totals	2967	3480	570	542	28

* School is expanding year on year, final capacity will be 420 in 2020

** School is expanding year on year, final capacity will be 630 in 2021

*** School is expanding year on year, final capacity will be 630 in 2022

Working on the basis of a 97% take up rate of places by in catchment four year olds, there will be a surplus of 15, which would provide some capacity for out of catchment pupils or higher than anticipated growth.

Secondary Schools

Jack Hunt covers the southern end of this planning area and also takes students from the Gladstone primary school catchment area in the city centre. Students from north Bretton are in The Voyager catchment area. Jack Hunt is effectively full and pupil demography shows it will continue to be so. There is some capacity at The Voyager but this will not sufficient for the long term. Pupils living in this area are within travelling distance of the new City of Peterborough Academy that will relieve some of the pressure.

Growth

An outline planning application for the former district hospital site will be submitted this year, this is likely to be for 350 dwellings. Construction has started on 156 dwellings at the Grange site and the local plan identifies 231 potential additional dwellings for Bretton Centre, 460 for the Freemans site and 200 for the station west opportunity area.

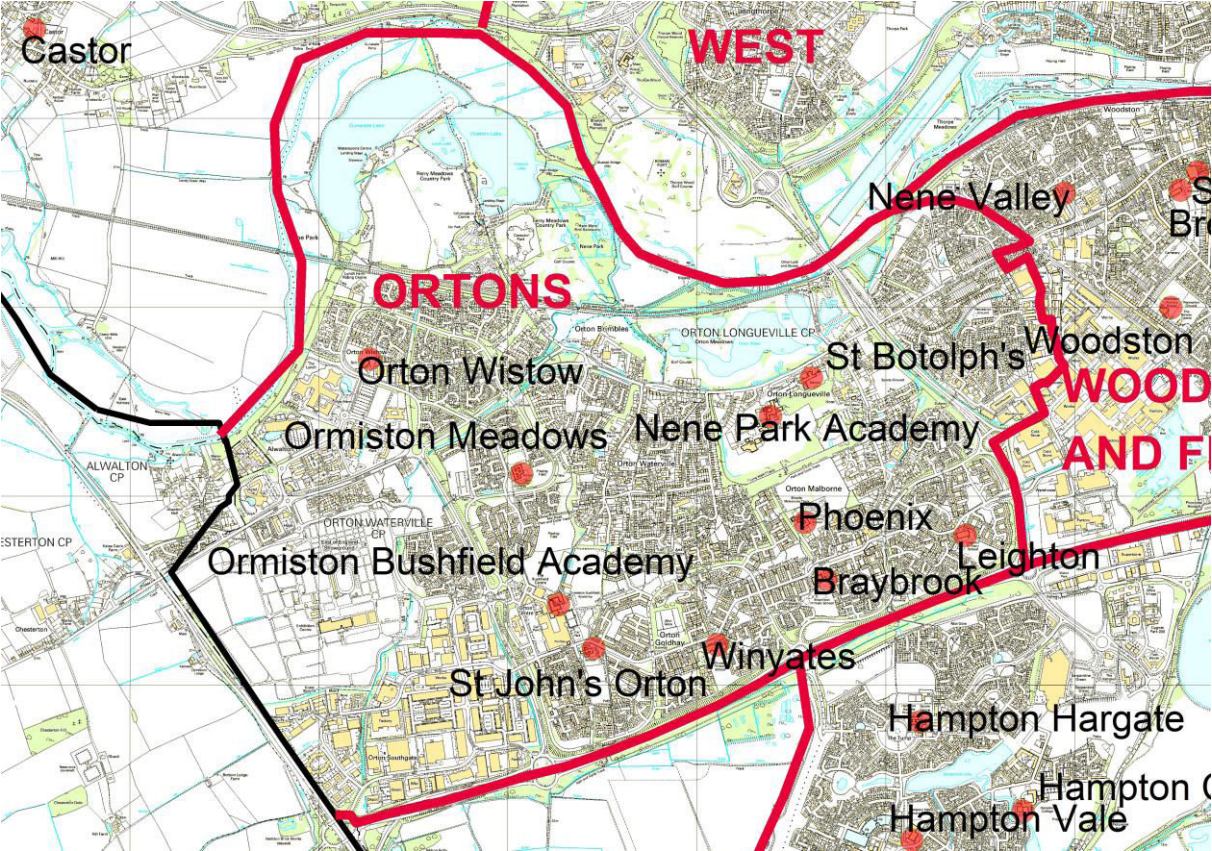
The potential 490 primary age and 375 secondary age children and young people would further increase pressure in the area and require expansion.

Future Action

West Town has been accepted on to the Priority Schools Building Programme and will be rebuilt as a three form entry school on the former district hospital site, in a project that includes preservation of the memorial wing. The anticipated opening date is September 2016. Ravensthorpe is being expanded to two form entry and will have an admission number of 60 from September 2014.

Thorpe will be expanded to 3 forms of entry from September 2015. The scheme is currently being designed.

3.4 Ortons



Primary forecasts – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	307	303	331	297	297	294	281	259
2014/15	315	302	324	337	296	298	294	281
2015/16	319	335	315	338	337	297	299	295
2016/17	311	345	345	315	339	339	298	299
2017/18	290	323	345	345	315	346	338	299

This area was developed during the new town expansion of Peterborough. Schools in the area have also taken pupils from the Hampton development when there were too many to be accommodated there. There was hardly any change to the population between the 2001 and 2011 censuses.

Primary Schools

The current numbers on roll and projected capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016surplus / shortfall
Braybrook	254	270	30	43	-13
Leighton	386	420	60	54	6
Ormiston Meadows	261	210	30	28	2
Orton Wistow	321	375*	60	25	35
St Botolph's	382	420	60	33	27
St John's	259	320**	60	74	-14
Winyates	199	210	30	54	-24
Totals	2062	2225	330	311	19

* School is expanding year on year, final capacity will be 840 in 2019

** School is expanding year on year, final capacity will be 420 in 2021

Working on the basis of 97% take up of Reception places, in 2016 there would be 29 spare Reception places for out of catchment pupils or if growth exceeds current expectations.

Secondary Schools

The area is divided into the catchments of Nene Park Academy and Ormiston Bushfield Academy, both schools having been rebuilt. Ormiston is largely full but there is still some capacity at Nene Park Academy to accommodate increasing pupil numbers from September from 2014.

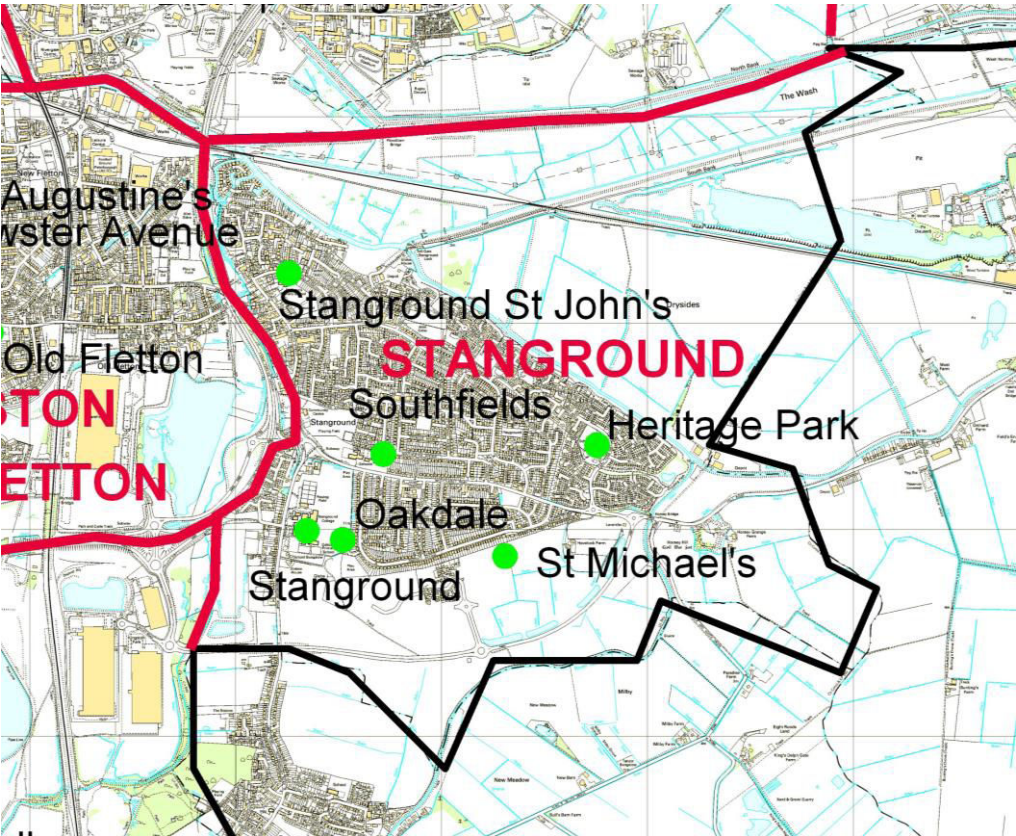
Growth

The local plan identifies 600 potential new dwellings for the area. Of these 330 are on the East of England showground site where construction has started and a further 210 in Alwalton. There is S106 funding from the Showground development which is being used to increase capacity at Orton Wistow. The likely pupil yield from these dwellings is 210 primary pupils and 162 secondary students.

Future Action

St John's Church School has been accepted on to the Priority Schools Building Programme and is being redeveloped as a two form entry primary school. Orton Wistow is being expanded to two form entry with a four classroom extension, part funded by the East of England Showground S106 agreement. Braybrook has a double mobile, used for bulge reception classes in 2012 and 2013. Currently a permanent expansion to two forms of entry is not required but the situation will be reviewed if pupil forecasts suggest it is needed.

3.5 Stanground



Primary forecasts – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	154	203	190	158	162	148	150	126
2014/15	182	180	200	196	161	165	148	149
2015/16	179	180	180	210	202	166	168	149
2016/17	182	180	180	180	210	203	169	170
2017/18	194	180	180	180	180	210	208	171

Until recently this was one of the more settled areas of the city, although the Heritage Park development was built in the late 20th century. There was a small increase (2.1%) in the population between the 2001 and 2011 censuses. The new development south of Stanground, Cardea, has grown rapidly and attracted many families with young children. In February 2014 the number of completed dwellings was calculated at 656, out of a total planning permissions of 1650. The October 2013 school census identified 122 primary school age children living on the development, although only 44 were attending the new St Michael’s primary school in Cardea which was part funded from a developer contribution. It is likely that the number of children on the development will have increased since October.

Primary Schools

The October 2013 numbers on roll and projected capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Heritage Park	209	210	30	29	1
Oakdale	204	210	30	11	19
St Michael's	69	300*	60	44	16
Southfields	463	570**	90	58	32
Stanground St John	192	210	30	40	-10
Totals	1137	1500	240	182	58

* School is expanding year on year, final capacity will be 420 in 2020

** School is expanding year on year, final capacity will be 630 in 2018

The in-catchment four year olds figure is based on current residents. The Cardea development is likely to continue rapid growth so the 2016 in-catchment four year olds figure are likely to have increased significantly by the time they start school. The Stanground primary schools have until recently had spare capacity and attracted out of catchment pupils, this has helped to ease pressures elsewhere in the city but rising numbers in Stanground will make this less likely.

Secondary Schools

Stanground Academy has been rebuilt and will provide sufficient capacity for the next few years. Its catchment includes Yaxley and Farcet in Cambridgeshire. If the proposed additional secondary school for Hampton Gardens is built in conjunction with Cambridgeshire County Council it will free up places at Stanground for Peterborough students.

Growth

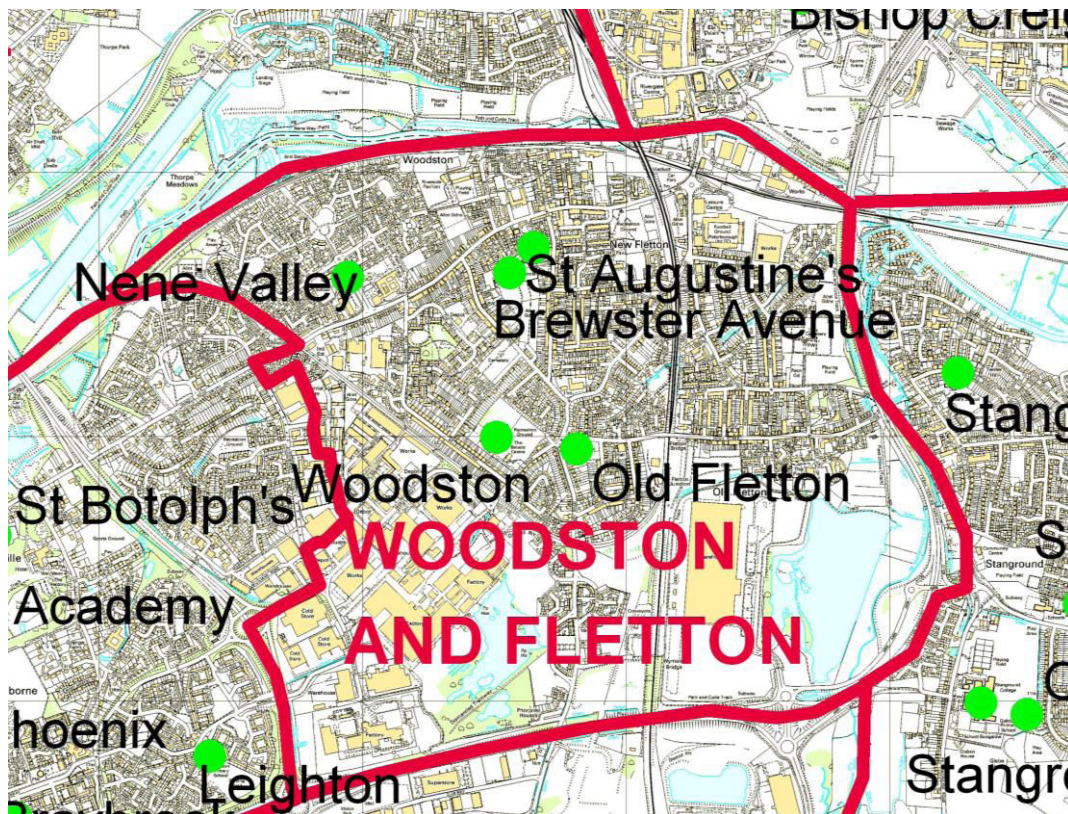
Sites have been identified for about 220 new dwellings in addition to those planned for Cardea. St Michael's has been funded from S106 money to provide primary school places in the development and there was also a contribution towards the new Stanground Academy building.

Future action

There is land provision for a second phase at St Michael's which can extend the intake to 60 but only £400,000 funding. The council has applied to the developer for the land to extend the school to be released and has started discussions with the school and the Diocese of Ely to expand and develop a design for the school.

Southfields was formerly separate infant and junior schools. The site is large and can accommodate expansion to three forms of entry. The design process to expand the school has now commenced.

3.6 Fletton / Woodston



Primary forecasts – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	260	222	193	177	168	169	147	144
2014/15	276	225	224	195	174	169	171	148
2015/16	280	225	225	225	190	175	171	173
2016/17	301	225	225	225	222	190	175	171
2017/18	261	224	225	225	225	222	190	175

Demographic forecasts show a rapid increase in pupil numbers across this area. The population increased by 45% between the 2001 and 2011 censuses. Woodston increased its PAN from 20 to 30 with an extension funded by S106 money in 2010. Nene Valley, which was built for the Riverside development using S106 funding, increased its PAN from 30 to 45 with an extension funded from government basic need grant. Old Fletton has been expanded to a capacity of 420 with an admission number of 60 by conversion of the former children's home adjacent to the site. Woodston is currently being further expanded to increase its capacity to 420, with an admission number of 60. Works will be completed by September 2014 but the school started admitting to the increased PAN in September 2013 by using a mobile classroom.

Primary Schools

The current numbers on roll and projected capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Brewster Avenue	176	180	60	86	-26

Nene Valley	280	315	45	57	-12
Old Fletton	335	420	60	76	-16
St Augustine's	201	240	N/A	N/A	
Woodston	228	330*	60	82	-22
Total	1220	1485	225	301	-76

* School is expanding year on year, final capacity will be 420 in 2019

On the basis of 97% take up of reception places, there would be a shortfall of 67 places. Previously pupils from this area have travelled to Stanground as there was some capacity there, this is ceasing to be an option as the Stanground schools are now filling with local pupils as numbers expand there.

Secondary Schools

Stanground and Nene Park Academies cover the area. There is likely to be pressure on Year 7 places in this area from 2018. If the proposed additional secondary school for Hampton Gardens is built in conjunction with Cambridgeshire County Council it will free up places at Stanground for Peterborough students.

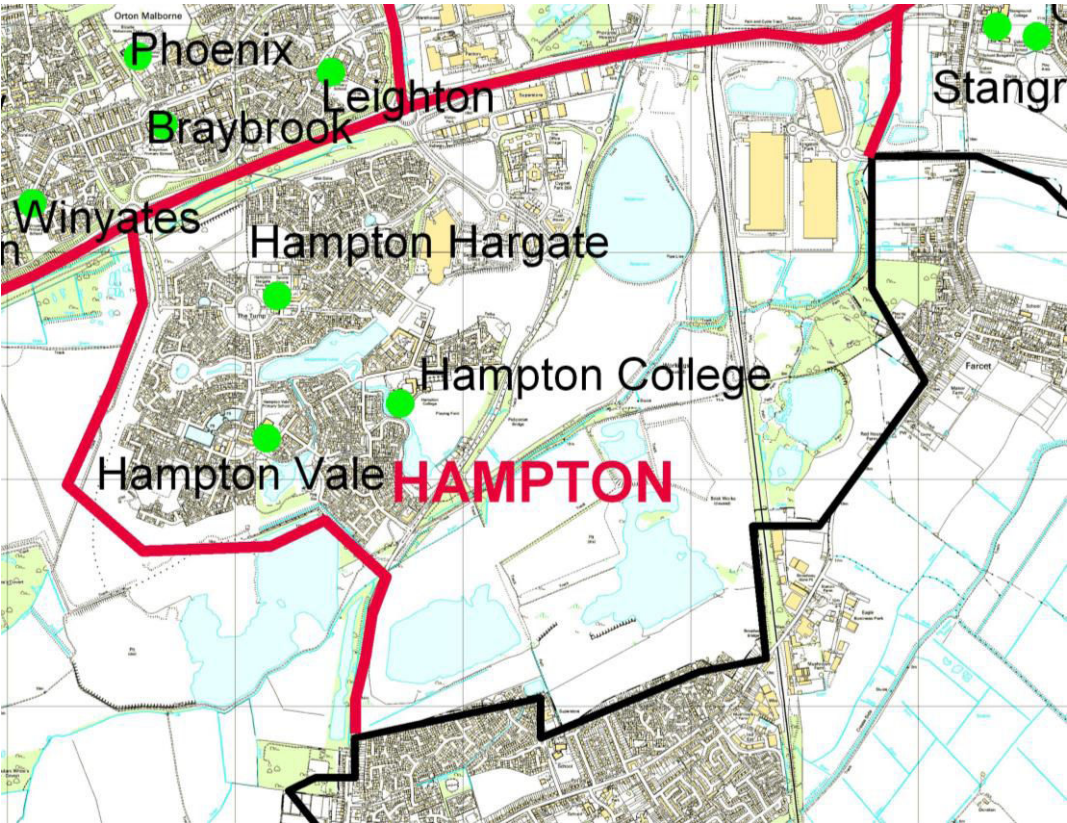
Growth

Sites have been identified for about 1550 new dwellings including the south bank development and the remainder of the almost completed Hempsted development, for which the S106 funding has already been spent on the first expansion of Woodston. Apart from the south bank and Hempsted, most of the proposed developments are fairly small, none will provide land and the S106 funding will not be sufficient to provide the places required – approximately 542 primary school places and 418 secondary, using the S106 formula.

Future action

This area is densely populated with little surplus land. The 'green backyard' currently operates from a site at the corner of London Road and Oundle Road. In the long term there may be potential to develop it as a school site.

3.7 Hampton



Primary forecast – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	267	231	238	179	179	150	148	119
2014/15	212	240	238	240	179	180	150	150
2015/16	276	240	240	240	240	180	180	150
2016/17	238	240	240	240	240	240	180	180
2017/18	234	240	240	240	240	240	240	180

This is an area with a very rapidly increasing school population. Changes to the expected tenure of the properties from owner occupier to private rental and the late construction of the social housing element has resulted in approximately 40 primary children coming from 100 dwellings against the 25 anticipated in the original S106 agreements. There are currently about 4500 dwellings completed. The S106 agreement for the development allowed for two two-form entry primary schools to the west of the development (Hampton Hargate and Hampton Vale) and two to the east (Hampton Leys). There was also provision for a secondary school, Hampton College with seven forms of entry and the option of an eighth if required at the very end of the development.

Primary Schools

Hampton Hargate opened in 2000, by 2008 it was accommodating bulge classes in mobiles and has now been increased to three forms of entry with a permanent extension. Hampton Vale’s permanent extension to three forms of entry was completed in 2014. Demographic forecasts showed that even this would be insufficient and, following consultation, Hampton College has expanded to an all through 4 – 18 school. A new primary block combined with community

facilities was completed in 2013 adjacent to the existing building. 60 reception pupils were admitted in September 2012, accommodated for the year at Hampton Hargate. Local consultation showed that the addition of a new school gave rise to concerns in families about younger children being able to attend the same school as older siblings. It was therefore decided that the three Hampton schools would run on a combined catchment area covering the whole Hampton development.

The current numbers on roll and projected capacity situation in 2016 are as below. The township is covered by one catchment so the four year olds are given in total only. In 2015 the forecast number of reception age pupils increases to 276 – giving a shortfall of 27 based on 97% take up. This appears to be a peak year as the numbers for 2016 and 2017 are currently forecast to be below the available capacity. Current indications are that house sales are increasing locally and nationally making it probable the rate of house building at Hampton will increase. This in turn will lead to higher pupil numbers.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Hampton College (Primary Sector)	115	300*	60		
Hampton Hargate	593	630	90		
Hampton Vale	536	630	90		
Totals	1244	1560	240	238	2

* School is opening year on year, final capacity will be 420 in 2018

Secondary Schools

Under the S106 agreement Hampton College is to provide for the whole township, with a planned admission number of 210 and the possibility of an additional form of entry if required when the final primary school on Hampton Leys is completed. Demography for the 4500 dwellings already built shows that this will be insufficient by 2017 but in practice the number of houses being completed each year and the number of families moving in to the township make it likely that Year 7 places will run out before then.

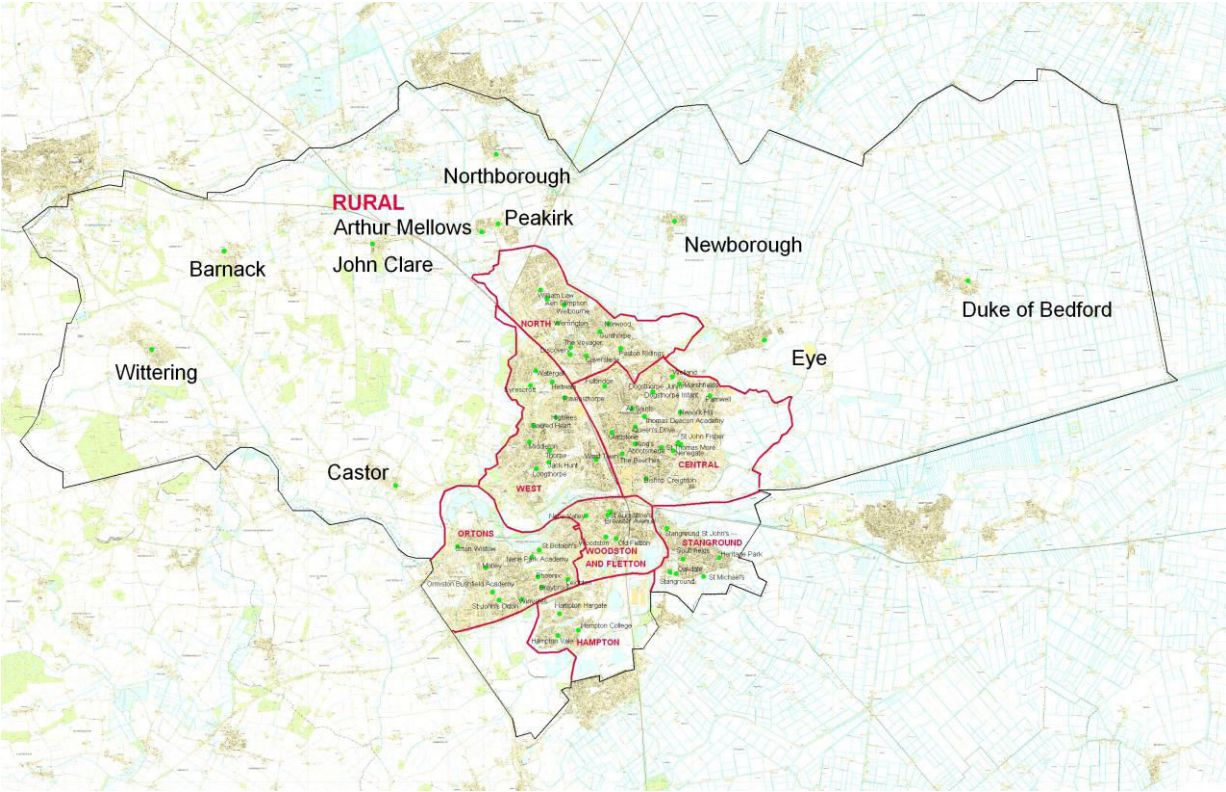
Growth

The total projected number of dwellings in Hampton is about 7200. There is still some building taking place to the west of the A15 but the majority of the new housing will be to the east in Hampton Gardens. The S106 agreement for the township gives two further primary schools in Hampton Gardens but they will only be delivered when agreed numbers of homes have been built.

Future Action

The most urgent priority is to deliver additional secondary school capacity. There is no room for further expansion on the existing College site. Discussions have started with the developers, planners and Cambridgeshire County Council for a jointly funded secondary school in Hampton Gardens, probably on a shared site with one of the primary schools. A site feasibility assessment was completed in April 2014. The school would take students from Hampton and from Yaxley and Farcet in Cambridgeshire and would relieve pressure on Hampton College and also Stanground Academy. A further new township – Great Haddon – is proposed to the south of Hampton. Primary and secondary schools will be built under the Section 106 agreement but the first families to move in will have to use existing schools in the area until these are delivered.

3.8 Rurals



Primary forecast – based on admitting up to capacity

School Year	4 year olds	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6
2013/14	203	281	280	291	237	246	270	241
2014/15	219	308	290	286	291	240	249	272
2015/16	190	266	324	295	288	292	241	252
2016/17	199	285	282	327	297	291	291	247
2017/18	193	274	292	292	327	297	297	291

The rural areas are put together for school place planning but cover a very wide geographical area; it is 14.5 miles between Wittering in the west and The Duke of Bedford (Thorney) in the east. The distances between schools are such that some children will qualify for transport to their catchment school and any child directed outside their catchment will almost inevitably qualify. Given the cost of transport, it is important to ensure that the majority of rural children can access their catchment school. The population of the villages increased by 14% between the 2001 and 2011 censuses.

Primary Schools

The main area of growth has been at Eye, which has been extended to two form entry. The number of in-catchment four year olds for 2014 exceeded the available places but the parental choices made meant that pupils could be accommodated without expansion. As the village continues to expand the capacity situation will be kept under review. Wittering Primary School takes service children from the Wittering base. It was extended to three form entry in 2001 when the Ministry of Defence planned to increase personnel levels at the base. There was then a change of plan and the forces went elsewhere. Since then there has always been a high number

of surplus places at the school and the admission number was reduced to 60. Barnack has built a small extension with S106 funding; this increased the admission number from the current to 23.

The current numbers on roll and projected capacity situation in 2016 are as below.

School	NOR	Capacity (2016)	Reception PAN (2016)	2016 in catchment 4 year olds	2016 surplus / shortfall
Barnack	146	161	23	13	10
Castor	152	154	22	14	8
Eye	350	420	60	63	-3
John Clare	101	105	15	6	9
Newborough	205	210	30	23	7
Northborough	198	210	30	16	14
Peakirk	197	210	30	13	17
The Duke of Bedford	188	210	30	19	11
Wittering	309	480	60	32	28
Totals	1846	2160	300	199	101

Because of the relatively small number of families involved there is often a greater fluctuation in pupil numbers for rural areas compared to urban areas. Pupil forecasting has been made more difficult by problems with obtaining accurate data for under 5s as many of the pupils in rural areas are registered with GP practices based outside Peterborough.

As new homes are built the numbers will increase. Contributions for education provision will be required from all housing developments in the rural areas. It may be necessary to look at temporary accommodation in the short term if numbers go beyond capacity.

Birth data shows low numbers for the other primaries but Northborough takes about 13% of its pupils from Lincolnshire and pupils are travelling increasing distances to these schools because of the shortage of places nearer to home.

Secondary Schools

Arthur Mellows Village College Academy covers the whole of the rural area. Many of the students are eligible for school transport. It has been refurbished and extended with targeted capital funding and has an admission number of 264. Some students in the rural area have previously chosen to attend schools in Lincolnshire, including St Guthlac's College in Crowland. Lincolnshire County Council has now amalgamated this with the George Farmer Academy in Holbeach. The St Guthlac's site has closed and will re-open as a replacement primary school. Pupils living in Peterborough will not be offered transport to attend the school in Holbeach. Forecast numbers for Year 6 pupils in the rural areas suggest the cohorts will be larger than the capacity at Arthur Mellows but some of these pupils will be from outside Peterborough and they, and others, are likely to opt for schools in other areas. The rural primary schools have in the past also sent a higher than average percentage of their pupils to The King's School.

Growth

Eye and Thorney are both identified as key service areas in the growth strategy. There has already been significant house building at Eye, as a result of which the capacity of the primary school has been increased from 336 to 420.

Future action

The demography of the rural areas needs to be monitored carefully because of the distances involved and transport costs if children are unable to access their nearest primary school. There may be a requirement to support large individual cohorts through mobiles / internal alterations on the school sites. There is space for expansion at The Duke of Bedford Primary School in Thorney which could accommodate pupils from house building in that area.

Barnack and Castor both have non-standard admission numbers that do not readily organise into classes of 30. Both schools are over-subscribed. If funding can be secured (including any developer contribution) and it can be demonstrated that the sites are feasible to expand and value for money, the council will support expansion to more viable PANs.

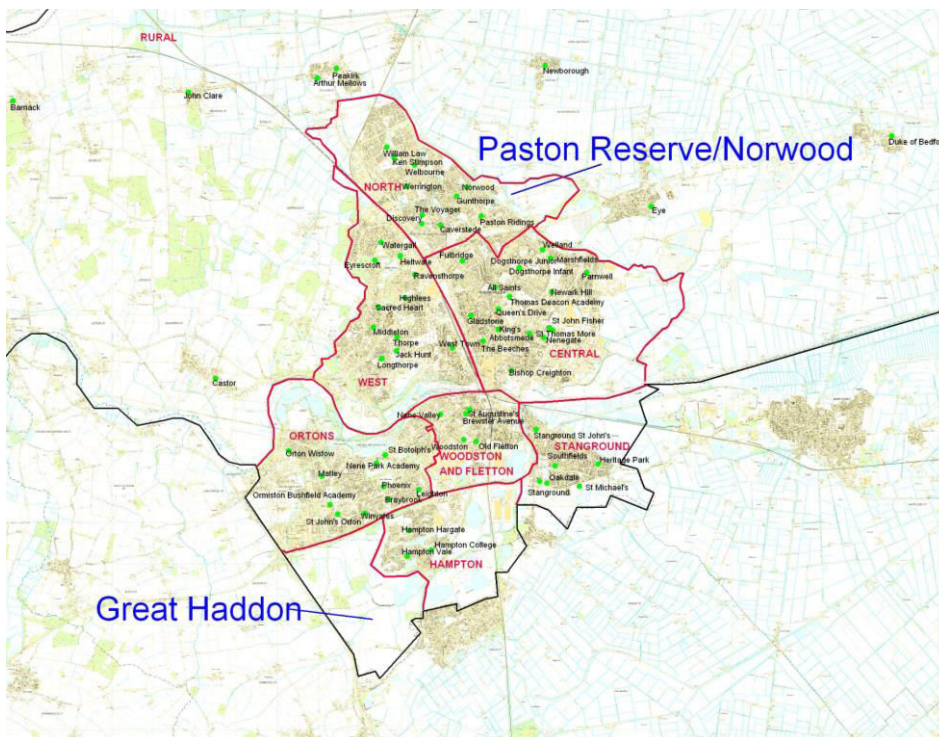
4. Peterborough City Growth Issues and Other External Issues

Peterborough City Council has published its aspirations for growth in the Local Development Framework (2011) and the proposed City Centre Area Action Plan. Sites have been identified for 20,495 new dwellings plus approximately 3000 in the city centre between 2010 and 2026. Between 1 April 2009 and 31 March 2013 3329 dwellings were completed. The rate of growth appears to have increased, with Cardea and the East of England Showground site expanding fast. If the growth aspirations are to be achieved the number of new homes per year will need to increase from the 800 per annum recently to over 1400.

Growth can have a serious impact on the existing infrastructure if that infrastructure is already under pressure. Whereas Section 106 contributions (to be replaced by the Community infrastructure levy (CIL) in due course) should help towards additional school places, this will never pay for all aspects of providing new school places.

The accumulative effect of many small developments cannot provide the land needed for new schools and many existing schools are unable to expand on their current sites. Larger development sites are easier to manage as new schools are planned within the land development brief and there is an expectation of providing enough land for them.

As well as the growth outlined in the planning areas (above) two further urban extensions are proposed, for Great Haddon, to the south of Hampton and near to Yaxley and Paston Reserve/Norwood to the east of the city.



There are 1050 dwellings proposed for Paston Reserve, 2300 for Norwood, and 5300 for Great Haddon. Developments of these sizes include education provision as part of the planning process and S106 agreement. An example of the detailed analysis used is in Annex 5.

The first phases of the Paston Reserve development have started and will include 190 homes. There is S106 funding for education but no land. The next phase will provide land for a one form entry primary and further funding. The Paston Reserve development is next to the proposed Norwood development, which should provide further primary schools and a secondary school.

Planning for Haddon includes three primary schools and a secondary school. While these new developments will be largely self-contained for education, there are issues with school places for the first residents before schools are built and with over-subscription leading to pupils being allocated places at other schools. S106 funding does not provide the full costs of building new schools and has to be supplemented by other capital.

5. Funding

Until recent years all Education Capital funding has been provided by direct grants or supported borrowing from the Government. A three year settlement from 2008-2011 saw record amounts of capital allocated to meet Peterborough's needs. Successful bids and Primary Capital Programme (PCP) funding plus a Basic Need contribution to help with a shortage of school places meant many projects were planned and begun.

The change of Government and the sudden withdrawal of the Primary Capital and Building Schools for the Future programmes have led to uncertainty over future capital funding. The government set up the James review to consider their approach to capital funding but this has not yet been implemented. Capital funding settlements for 2011-2013 were made on an annual basis rather than a longer cycle which would allow for planning. The March 2013 announcement of Basic Need funding of £22,273,538 for 2013-15 allowed the council to adopt a more strategic approach. However, uncertainties remain about funding beyond 2015 and, while there has been success with bids under the Priority Schools Building and Targeted Basic Need Programmes, Peterborough has otherwise been funded no money for increasing school places in 2015-2016.

The financial pressures are leading to a change in approach to school buildings. Following government policy the council is proposing to build basic functional buildings to meet educational needs, using framework agreements to deliver best value. While it has been Peterborough policy to install sprinklers in new builds, these are not cost effective in terms of reducing insurance premiums. The national record for school fire safety is excellent but depends on quick evacuation rather than deployment of sprinkler systems. It is therefore intended that future projects will be designed without sprinklers.

The Council is also investigating the feasibility and costs associated with built off site modular construction.

Following government guidance the council is now building to space standards 5% below the building bulletin for primary schools and 15% for secondary, in line with Building Bulletin 103.

6. Admissions

All aspects of school admissions are based on the Schools Admissions Code. It governs the way **all** schools set their admission criteria, ensures compliance with a co-ordinated scheme, makes offers of places and allows for school admission appeals.

It also places the local authority as a regulator for all other admission authorities within its boundaries with the expectation of the local authority reporting those admissions authorities whose admissions arrangements are not in line with the Schools Admissions Code to the schools adjudicator.

The Schools Admission Code of 2010 placed the co-ordination of **all** school admissions with the local authority (previously the local authority was only responsible for entry into Reception Year, transfer between Years 2/3 and transfer from primary school to secondary school). The in-year co-ordination has brought with it a number of problems that the local authority has had to overcome. The School Admissions Code of 2012 removed the need for in-year co-ordination; however it has been agreed with all schools that Peterborough will keep this going as it is felt to

abandon it leaves the way open to safeguarding issues for children who are not tracked from school to school.

The admissions processes begin approximately 18 months before the relevant school year and it is difficult to work this far ahead for some aspects of school place planning. An example is the desperate need for an additional primary school. Proposed PANs and admissions criteria need to be published in the January of the year preceding entry (i.e. January 2013 for September 2014 entry). At this point in time the building plans are by no means certain and it is therefore impossible to include such a new school in the consultation and then in the preparation of the admissions booklet.

Guidance issued in January 2014 has relaxed the requirements for expanding schools. If building works are not required, pupil numbers can be increased by altering the admission number as part of the annual admissions consultation. A statutory consultation process still applies for local authority led expansion of premises, changes to special schools, extension of age range by more than three years and for schools transferring to a new site.

7. Conclusions – Summary of Future Action

The demographic forecasts (annex 1) show the projected total number of pupils exceeding the available places for Reception in 2014 (although there should be just enough space for the number of pupils likely to take up places) and for Year 7 in 2018. This is based on existing known pupils with some allowance for future expansion and migration. The guideline for surplus capacity is 5%, to allow for parental choice and movement within the area. Work to expand capacity has been outlined above. In summary the plans now include:

School	Proposal	PAN Inc-rease	Extra Places	Year	Cost Estimate	Status
St Johns Primary	New 2 FE primary school	30	210	2015	Priority Schools Building Programme	Design
Nenegate Special School	2 additional classes to extend age range to primary	NA	14	2015	£350K	Design
Phoenix Special School	New dedicated 6 th form centre on the Tunnel site creating a split site school	N/A	30	2015	£4m	Design
Discovery Primary	Completion of 1 FE expansion	30	210	2015	£700k	Design
Thorpe Primary	1 FE expansion	30	210	2015	£3m	Design
St Michael's Primary	1 FE expansion	30	210	2016	£3m	Design
Southfields Primary	1 FE expansion	30	210	2016	£2m	Design
Paston Reserve Primary	1 FE primary school (part funded by S106)	30	210	2016	£3.5m	Feasibility

West Town Primary	New 3 FE primary school on hospital site	45	315	2016	Priority Schools Building Programme	Feasibility
Hampton Gardens Primary	2 FE primary school (part funded by S106)	60	420	2017	£6.5m	Feasibility
Hampton Gardens Secondary School	Joint development with CCC - 4 FE for PCC, 4 FE for CCC - saves places at Stanground	270	1200	2017	£25m	Feasibility
New Norwood Development Primary	2 FE primary school (S106 land contribution)	60	420	2017	£7m	Feasibility

SECTION C - ANNEXES

Annex 1

January 2006 Primary Census Data

School Year	NHS Data	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Totals
2005/06	2139	2059	2117	2144	2151	2218	2141	2237	15067

Primary demographic forecasts for the whole of Peterborough – based on January 2014 data.

School Year	NHS Data	Year R	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Totals	PAN
2013/14	3119	2913	2959	2781	2566	2496	2435	2259	18409	3025
2014/15	3210	3049	3000	3003	2795	2578	2508	2447	19380	3125
2015/16	3224	3095	3140	3045	3018	2809	2591	2520	20218	3165
2016/17	3277	3179	3188	3188	3060	3033	2823	2604	21075	3225
2017/18	3054	3054	3273	3236	3204	3075	3048	2837	21727	3225

The NHS data figure represents children known to be in the area who will be eligible for a reception place in the given year. The total admission number represents the number of reception places that are planned to be available. Highlighted figures are cohorts where the projected number of pupils exceeds the projected number of places.

Primary Forecasting Methodology

Forecasts are based on actual data of pupils in school and under 5s known to the NHS. The forecasts are then calculated based on growth trends from previous years. Each year cohort is treated as a whole and multipliers used to forecast its growth.

Growth in Reception cohorts is anticipated by increasing the percentage of known four year olds predicted to be in school year on year, so that for 2014 it is 95%, 2015 96%, 2016 97% and 2017 100%. The 2017 figure reflects that figures for the most recent births tend to miss the very youngest children in the age group.

For subsequent years the increases are:

YR to Y1	3%
Y1 – Y2	1.5%
Y2 – Y3	0.5%
Y3 – Y4	0.5%
Y4 – Y5	0.5%
Y5 – Y6	0.5%

These cohorts are then allocated to schools based on previous popularity. The forecast above indicates that there will be shortfalls in school places in certain year groups from 2015.

January 2006 Secondary Census Data

School Year	Year 7	Year 8	Year 9	Year 10	Year 11	Year 12	Year 13	Total
2005/06	2237	2292	2157	2262	2174	1163	905	13190

Secondary demographic forecasts for the whole of Peterborough – based on October 2013 data.

	11 year olds	Y7	Y8	Y9	Y10	Y11	Y12	Y13	Totals
2013/14	2210	2209	2266	2299	2267	2223	1393	1024	13720
2014/15	2255	2255	2242	2294	2328	2267	1395	1184	13965
2015/16	2442	2442	2289	2270	2323	2328	1423	1191	14266
2016/17	2514	2514	2479	2317	2299	2323	1459	1215	14606
2017/18	2587	2587	2552	2510	2346	2299	1459	1244	14997
2018/19	2830	2830	2626	2584	2541	2346	1455	1244	15626
2019/20	3039	3039	2872	2659	2616	2541	1482	1244	16453
2020/21	3091	3091	3085	2908	2692	2616	1597	1266	17255
2021/22	3252	3252	3137	3123	2945	2692	1639	1354	18142

The 11 year olds figure represents children in mainstream education in Year 6 in the year preceding the given year. This has tended to correlate very closely with the number of students admitted to Year 7. Data re out of city students indicates that there are many more from outside Peterborough in Year 7 than Year 6 because Stanground College serves Yaxley and Farcet and the King's School attracts students from a wide area. The reduced number of Peterborough students in Year 7 is partly explained by a higher percentage attending special schools in Year 7, by students going out of Peterborough, e.g. to grammar schools in Lincolnshire and to the independent sector. The overall PAN for 2014 admission is 2647.

Year 7 cohorts are forecast to equal the previous Y6 cohort. 2017/18 Y5 is used for 2019, increased by 0.5, 2017/18 Y4 for 2020, increased by 1%, 2017/18 Y3 for 2021, increased by 1.5%, 2017/18 Y2 for 2022 increased by 2% and 2017/18 Y1 for 2023 increased by 2.5%.

Y7 – Y11 secondary cohort growth is based on the average for the past 4 years, slightly uplifted to allow for possible immigration increases after January 2014.

Y7 – Y11 figures are initially calculated on a whole city basis, this is then compared with overall PANs and previous trends to create school by school forecasts.

Each school's % of the overall cohorts is calculated. Y7 places are allocated on this basis up to PAN. Where the proportion would exceed PAN pupils are reallocated. As a new school COPA is the exception, places are allocated on a 'best estimate' basis. Post 16 numbers are based on a combination of averages and trends.

Annex 2

Types of Schools

Community

The local authority runs the school, owns the land and buildings, employs the staff and determines the admission arrangements. It is no longer possible to set up a new community school. Funding for expansion, repairs and maintenance comes from the school budget or the local authority.

Voluntary Controlled

The local authority runs the school, employs the staff and determines the admission arrangements. The building, playground and other hard surfaces are the responsibility of the diocese. Funding for expansion, repairs and maintenance comes from the school budget or the local authority. The playing field is the responsibility of the Local Authority.

Voluntary Aided

The governing body runs the school, employs the staff and determines the admission arrangements. The building, playground and other hard surfaces are the responsibility of the diocese. Funding for expansion, repairs and maintenance comes from the school budget or a dedicated finance stream – the locally controlled voluntary aided programme (LCVAP). The playing field is the responsibility of the Local Authority.

Foundation and Trust

The governing body runs the school, has responsibility for the land and buildings, employs the staff and determines the admission arrangements. Funding for expansion, repairs and maintenance comes from the school budget or the local authority.

Academy

These are independent of the local authority and answerable directly to the government. The governing body runs the school, has responsibility for the land and buildings, employs the staff and determines the admission arrangements. Funding comes directly from central government.

Free School

Free schools are effectively academies but can be set up by independent groups, e.g. parents, teachers, educational charities. Groups wishing to set up free schools must apply to government and demonstrate a local demand. Funding comes directly from central government.

Annex 3

Peterborough City Council Statement on Academies and Free Schools

Support for the establishment of Academies and Free Schools

The Local Authority has a duty and responsibility under the Education and Inspection Act 2006 to ensure that all children in Peterborough have access to a good school which can enable them to have the best opportunities in life.

Government Policy

National Government policy since the Education Reform Act (1988) has been to promote school autonomy as a means to raise educational standards and outcomes through improvement and innovation in teaching and the ability to deploy all resources flexibly. The Academies Act (2010) has widened the range of schools able to seek to become an academy. The Government is also promoting the creation of new "Free Schools", where there is proven demand for them, to improve parental choice and quality of education provided. The Local Authority will continue to consider soft and hard federated arrangements between maintained schools where this is deemed to be appropriate.

Peterborough Stance

The Local Authority welcomes the diversification of the schools sector and the Government's stated aim of improving standards of attainment and closing the achievement gap between the most deprived children and young people and their more socially advantaged peers. The authority takes the view that all local schools are an intrinsic part of the social, professional and political context of Peterborough irrespective of their formal designation. All schools educate our children and young people and as such will be supported and challenged to be the best that they can for all of our children. The authority welcomes diversity of provision including a range of different types of schools managed in different ways and with a variety of teaching approaches.

We champion parental choice, not simply to help children to find the school that best suits their needs but also to help to improve the system as a whole. We have responsibility for the whole system, and will support the development of a market that provides for diversity, choice and sufficiency; encouraging collaboration to ensure that the system works well for all children and that choices exist for parents for different schools.

Approach to Academies

We have a presumption of support for the creation of academies and free schools, and will take our responsibility to actively manage their introduction into the existing system of schools.

We will actively support academy proposals in the following circumstances. The level of support will vary according to the particular proposal:

- a) The authority will promote the conversion of a school to a sponsored academy where performance is consistently below national minimum floor standards and other interventions have failed to bring about the required improvement rapidly enough. We will do this by linking the academy to a high performing school or other partner who can help to turn the school around and raise attainment.

- b) The authority will support the formation of sponsored academies where schools are rated as 'Inadequate'. The Local Authority will advise and support the selection of the most appropriate sponsor.
- c) The authority will support academies as part of any restructuring of local schools in a creative or different way to meet the specific needs of a locality. For example we would support a group of primary schools to become a multi academy trust to allow local provision to be maintained in a cost effective way.

The authority will not support proposals for academies designed to protect underperforming schools from challenge. We will make this clear to the schools involved and to the Department for Education (DfE), and will find alternatives which meet our objectives of raising attainment.

Free Schools

When a demand for a free school emerges, the authority will always offer information and advice to the parental or other sponsorship group. It will offer positive support to the proposal in the following circumstances:

- where it is required to meet basic need for school places in an area and is a more cost effective way of doing so than alternatives;
- where a free school is adding to diversity of provision.

The authority will provide advice, support and data to enable decisions on free school proposals to be taken on an informed basis. It will also facilitate consultation on proposals.

The authority will not support proposals that would result in surplus places in other schools or where the type of school may draw in children from other areas and have an unacceptable drain on other public services such as health and social care.

Ongoing Support to Academies and Free Schools

Once established, academies and free schools are outside of the remit of the local authority, being directly accountable to the Secretary of State through the Education Funding Agency (EFA). However, they would continue to be part of the Peterborough family of schools. Academies and free schools are also represented on the Schools Forum which is a key decision-making body. Academy governors are represented on the Governor Leadership Group and it is intended that the Local Authority maintains links with Academies through the provision of some school funded services.

The authority will champion standards and the interests of pupils, particularly vulnerable children, in all Peterborough schools.

Annex 4 Legislation and policies

There has been a variety of new legislation and guidance since the last School Organisation Plan was produced. Some legislation and guidance relating to school place planning can appear in other associated areas e.g. the School Admissions Code.

New legislation:

Education Act 2005
Education and Inspections Act 2006 (E&IA)
Education and Skills Act 2008 (E&SA)
The Academies Act 2010
Education Act 2011
New School Admissions Codes 2010
Revised School Admission Codes 2012

Existing legislation that applies to school place planning:

The Education Act 1996
School Standards and Framework Act 1998 (SSFA)

The Education Act 1996
Section 13

SSFA
Created School Organisation Committees
Added a Section 13A
Local Authorities were to have explicit duty to use all their educational functions to promote high standards of education

E&IA 2006
Abolished School Organisational Committees
Part 1 extended the duty to secure high standards and to embrace the well being of the whole child, to emphasise diversity and choice and to enshrine an enhanced role for parents.

Schedule 2: Proposals for establishment or discontinuance of schools in England
LEA became the decision maker for all proposals (with referral to Schools Adjudicator if necessary)

Sections 7-14 Establishment of new schools – competitions
Sections 15-17 Closing or discontinuing schools
Sections 18-24 Alterations to schools

E&SA 2008
Sections 150-151 Major restatement of the law of Admissions. Resulted in a new Schools Admissions Code (February 2009)

Education Act 2011
Allowing LAs to find an Academy provider for any new school
The establishment of Free School opportunities

Local Authorities are no longer required to produce various plans (e.g. Educational Development Plan) but have a strategic role in school place planning and a statutory duty to ensure sufficient school places are available.

Annex 5

Pupil Yields from Housing Developments

Peterborough has followed the formula below to calculate the number of school pupils likely to be living on housing developments.

Number of bedrooms	1-2	3	4	5	Overall figure
Primary per 100 dwellings	0	30	60	90	20-30
11-16 per 100 dwellings	0	20	40	60	15-20
Post-16 per 100 dwellings	0	5	10	15	3-5

This formula was developed in consultation with other local authorities, including Cambridgeshire, and has been the basis for negotiations and school planning for larger developments and to calculate contributions for individual dwellings and small developments.

With larger developments the S106 contribution can sometimes be determined and the school provision planned before the dwelling mix is known. This has given rise to shortfalls in school provision, as shown in the examples below.

Riverside

This is a development of 899 dwellings about one mile from the centre of Peterborough. It is a new development, with most of the housing less than ten years old. The housing mix was:

One bedroom	9
Two bedroom	112
Three bedroom	313
Four bedroom	429
Five bedroom	32
Eight bedroom	1

The provision of a 210 place primary school was based on the overall calculation of 25 pupils per 100 dwellings, which would have resulted in 225 pupils. Application of the detailed formula based on the number of bedrooms would have suggested 384. Currently there are 277 pupils, giving a figure of 30.8 per 100 dwellings. This is a development with a high number of three and four bedroom homes so a higher pupil yield is to be expected. Future forecasting shows the number will rise further as the Year 6 cohort is only 23 pupils while the NHS figure for the Reception cohort for 2012 and 2013 are both 62. If there is no significant movement of pupils, then the likely total primary pupils in 2013 will be 336, 37 per 100 dwellings. Current births are registering about 60 per year, meaning the 384 figure will eventually be exceeded.

Currently there are 112 11-16 year olds, a relatively low yield of only 12.46 pupils per 100 dwellings. This is a new development and the higher primary numbers should work their way through to the secondary age group.

If there is a low level of mobility, the primary and secondary pupil numbers will rise for the next few years, level off and then start to decline, starting with the youngest age groups. If the

development proves to be popular with families with young children only, these families will eventually move out to be replaced by other families with young children and primary numbers will remain high and secondary ones lower. The type of housing, moderately expensive with many four bedroomed properties, suggests the former scenario.

Hampton

Hampton is a larger development, further from the city centre but again with a high percentage of family accommodation. The rate of completions of dwellings has been fairly slow, an average of 350 per year since January 2002. In January 2012 there were 4193 occupied properties. The increase in the number of pupils over this period is shown below:

Age	Jan-12	Jan-10	Jan-09	Jan-08	Jan-07	Jan-06	Jan-05	Jan-04	Jan-03	Jan-02
4	218	191	156	130	103	95	90	62	44	68
5	222	182	149	117	102	92	77	52	51	22
6	188	168	128	121	105	87	71	66	37	27
7	181	146	130	117	93	84	86	49	41	24
8	167	150	135	111	96	94	61	46	37	25
9	158	153	120	114	101	75	61	48	33	15
10	163	143	118	124	85	76	62	41	23	16
11	182	138	132	110	87	70	50	28	11	7
12	165	150	107	101	86	66	33	19	13	12
13	140	125	97	98	76	41	36	22	18	7
14	152	115	96	103	46	42	33	25	15	12
15	149	108	87	61	47	35	36	12	16	4
Total	2085	1769	1455	1307	1027	857	696	470	339	239
Total 4-10	1297	1133	936	834	685	603	508	364	266	197
Total 11-15	788	636	519	473	342	254	188	106	73	42
Dwellings (approx)	4193	3770	3290	2890	2550	2060	1700	1300	900	600
Pri pupils per 100 dwellings	30.9	30.1	28.4	28.9	26.9	29.3	29.9	28.0	29.6	32.8
Sec pupils per 100 dwellings	18.8	16.9	15.8	16.4	13.4	12.3	11.1	8.2	8.1	7.0

The number of primary age pupils per 100 dwellings over this period has remained relatively steady, but there has been a marked increase in the number of secondary age pupils. At all stages in the development the number of Reception age pupils has exceeded the number of Year 6s. If the under fives in Hampton are added to the existing pupils, the forecast number of primary age children for January 2014 from the existing 4193 dwellings is 1465, which equates to 34.9 per 100 dwellings.

The increasing number of secondary age pupils per 100 dwellings suggests that families are staying as their children grow older. There is no corresponding decline in primary age pupils, which indicates either large families with both primary and secondary age children or that the newer dwellings have a higher ratio of children living in them. The average number of school age

children per family with school age children is 1.61. About 20% of the Hampton households include school age children.

Current birth data shows an average of about 250 births per year, this is 6.2 per 100 dwellings and would result in a primary pupil yield of 43 per 100 dwellings.

Park Farm

Park Farm in Stanground has about 600 dwellings. Planning permission was granted in 1990 and most of the development was complete by 2000. A 17 year average of pupil cohorts gives 28.8, an average of 4.8 per 100 dwellings. This would give a primary pupil yield of 33.6 and 11-16 of 24 per 100 dwellings.

Social/Affordable Housing

The above examples are relatively similar developments, with a mix of open-market, affordable and social housing. Hempsted, to the south of the city, and Century Square in Millfield, are both currently averaging 10 births per year per 100 dwellings. This would give rise to a primary pupil yield of 70.

Revised Formula

The formula in current use has underestimated the number of school places required from a development. To provide clarity for planners and developers, a realistic formula is needed. This involves upward revision, to reflect the higher pupil yield that has been experienced. The revised formula, below, reflects the higher pupil yield, particularly from smaller dwellings.

Number of bedrooms	1	2	3	4	5	Overall figure
Primary per 100 dwellings	0	10	35	65	90	35
11-16 per 100 dwellings	0	5	25	45	60	22
Post-16 per 100 dwellings	0	0	5	10	15	5

Applied in detail to the Riverside development this would give a yield of 423 primary age pupils, which corresponds with the current birth cohorts averaging 60. The overall formula would give 313 pupils, below the current yield but this is a development with a high proportion of family housing.

A spreadsheet to calculate developer contributions has been devised in consultation with planners which will be made available via the city council website. The formula takes account of levels of basic need grant funding received and will be adjusted in future years as this level changes.

School Place Developer Contribution Calculator

Dwelling Multipliers	Pre-school	Primary	Secondary	Post-16
1 bed dwelling	0	0	0	0
2 bed dwelling	0.02	0.1	0.05	0
3 bed dwelling	0.03	0.35	0.25	0.05

4 bed dwelling	0.04	0.65	0.45	0.1
5+ bed dwelling	0.05	0.9	0.6	0.15
School Place Costs				
	Without Grant	With Grant (2013-2014)		
Cost of pre-school place	£15,476.00	£10,076.00		
Cost of primary school place	£15,476.00	£10,076.00		
Cost of secondary school place	£23,987.00	£17,229.00		
Cost of post-16 place	£23,987.00	£17,229.00		
Proposed Dwelling Mix (Insert Dwelling Mix Totals)				
1 bed	0			
2 bed	0			
3 bed	0			
4 bed	0			
5+ bed	0			
Proposed Total Number of Dwellings	0			
Developer Contributions Required				
	Without Grant	With Grant (2013)		
primary and pre-school contribution	£0.00	£0.00		
secondary and post-16 school contribution	£0.00	£0.00		
Total Contribution	£0.00	£0.00		

Pre-school Places

Based on birth data from all the developments included above, there is an average birth rate of 6.35 per 100 dwellings per year. Translating this into pre-school places is more complicated. Pre-school education is an entitlement but is not compulsory. It is mostly provided in Peterborough by the private and voluntary sector. For most children the entitlement starts in the term after the third birthday. The oldest children in the school year will have five terms of pre-school entitlement, the youngest will have three.

Assuming children's birthdays are evenly distributed throughout the year and that all children will start school in the September following their fourth birthday, the totals eligible for places are:

Term	Calculation for number of children	Number per 100 dwellings
Autumn	1 year cohort	6.35
Spring	1 year cohort plus 1/3	8.46
Summer	1 year cohort plus 2/3	10.58

The entitlement is to 15 hours per week, over a minimum of 3 days. Sufficient space must be allowed for the summer term number of children, i.e. 10.58 per 100 dwellings. This leads to a need for 31.74 day sessions to be available per week per 100 dwellings, i.e. 6.34 places for 5 days a week.

Following discussions with Early Years colleagues, possible take up of places is estimated at 50%, i.e. 3.17 per 100 dwellings. This is because:

- pre-school education is an entitlement but parents are not obliged to take it up
- some parents will make alternative provision – using private full day care as they are working
- some parents will choose to take their children to other pre-school providers

Many pre-school places are provided in existing buildings, e.g. community centres, church halls and private businesses. Pre-school contributions will therefore be requested only for larger developments where they will be built as part of an on site primary school. Based on the overall formula of 33 primary age pupils per 100 dwellings, this means developments of about 600 dwellings or more. 600 dwellings would generate a need for a one-form entry primary school and about 20 pre-school places so one pre-school room will be required for each form of entry in an on-site primary school.

Number of bedrooms	1	2	3	4	5	Overall figure
Pre-school places per 100 dwellings	0	2	3	4	5	3.5

Annex 6

Indicative Costs of School Places

The Department for Education used to publish indicative prices for school buildings, based on a per pupil place cost and subject to location factors to reflect variable costs across the country. These are no longer in use and were last updated in 2008. In 2008 the primary school figure for Peterborough was £11,766 per pupil, making a one-form entry primary school £2,470,860.

Norfolk County Council did a small survey of local authorities' building costs. The average price per primary pupil place was £16,711 for primary places and £23,987 for secondary places. The range for construction of a 2 FE primary school (420 places) was between £5.34 M (Lincolnshire) and £8.5 M (Norfolk). Peterborough's estimate is at the lower end of this at about £6.5M, which would equate to £15,476 per primary place. The average for a 900 place secondary school was £25,062,000 equating to £27,847. Again Peterborough's estimate is lower than this at £23,987 per place. These figures will be used as the basis for the developer contribution formula calculation.

Annex 7

Ethnicity

The ethnic make-up of the school population has also changed over the years, following the increase in pupils from the 2004 and 2007 accession countries. The change in position between January 2012 and January 2013 was:

Ethnic category	Primary			Secondary		
	2012 %	2013 %	Change in % points	2012 %	2013 %	Change
White - British	57	54.9	-2.1	64.8	63	-1.8
White Other	13.2	15.3	+2.1	10.4	11.3	+0.9
White - Irish	0.2	0.2	0	0.3	0.2	-0.1
White - Irish Traveller	0.1	0.1	0	0	0.1	+0.1
Gypsy/ Roma	0.7	0.7	0	0.4	0.5	+0.1

Mixed - White and Black Caribbean	1.8	1.7	+0.08	1.6	1.6	0
Mixed - White and Black African	0.7	0.8	+0.21	0.6	1.6	+1
Mixed - White and Asian	1.3	1.5	+0.14	1.1	1.1	0
Mixed - Any Other Mixed Background	1.4	1.3	+0.23	1.1	1.2	+0.1
Black/Black British - Caribbean	0.4	0.4	-0.13	0.5	0.5	0
Black/Black British - African	0.7	2.1	+1.4	0.6	1.7	+1.1
Black/Black British - Any Other Black Background	0.4	0.5	+0.01	0.4	0.5	+0.1
Asian/Asian British - Indian	2.6	2.5	-0.1	2.2	2.2	0
Asian/Asian British - Pakistani	14.3	14	-0.3	10.9	11.2	+0.3
Asian/Asian British - Bangladeshi	0.2	0.2	0	0.1	0.2	+0.1
African Asian	0.2		-0.13	0.4		-0.09
Asian Other	1.7		+0.63	1.7		-1.11
Chinese	0.3	0.3	+0.02	0.5	0.5	0
Any Other Ethnic Group	0.8	0.9	+0.19	0.8	0.9	+0.1
Minority ethnic total	42.5	45.1	+2.6	34.2	37	+2.8

CABINET	AGENDA ITEM No. 9
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources		
Contact Officer(s):	John Harrison, Executive Director Resources	Tel. 452520	
	Steven Pilsworth, Head of Strategic Finance	Tel. 384564	

MEDIUM TERM FINANCIAL STRATEGY 2015/16 TO 2024/25

R E C O M M E N D A T I O N S	
FROM : Executive Director Resources	Deadline date : 12 September 2014
<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Note the financial pressures in the current financial year, the continuing work by CMT to deliver a balanced budget, and that the financial pressures widen the budget gap in 2015/16. 2. Note that the current local government funding consultation and continued uncertainty on future years' government funding for local authorities increases the uncertainty of the council's medium term financial strategy. 3. Approve the approach proposed for the budget process, including provisional resource cash limits, and that Cabinet will agree the approach to consultation with the cross party Budget Working Group, exploring the options to commence consultation at the earliest opportunity. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following discussion 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 within the Annual Budget Framework that requires Cabinet to consider the council's budget and financial strategy and to set provisional cash limits for the forthcoming year.
- 2.2 The purpose of this report is to:
 - update Members on the likely financial situation of the council, both within the current and future financial years
 - to outline national issues which will need consideration within the medium term financial strategy for 2015/16 onwards, including funding consultations
 - to outline the approach to the budget process and budget consultation
- 2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 which states to take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.

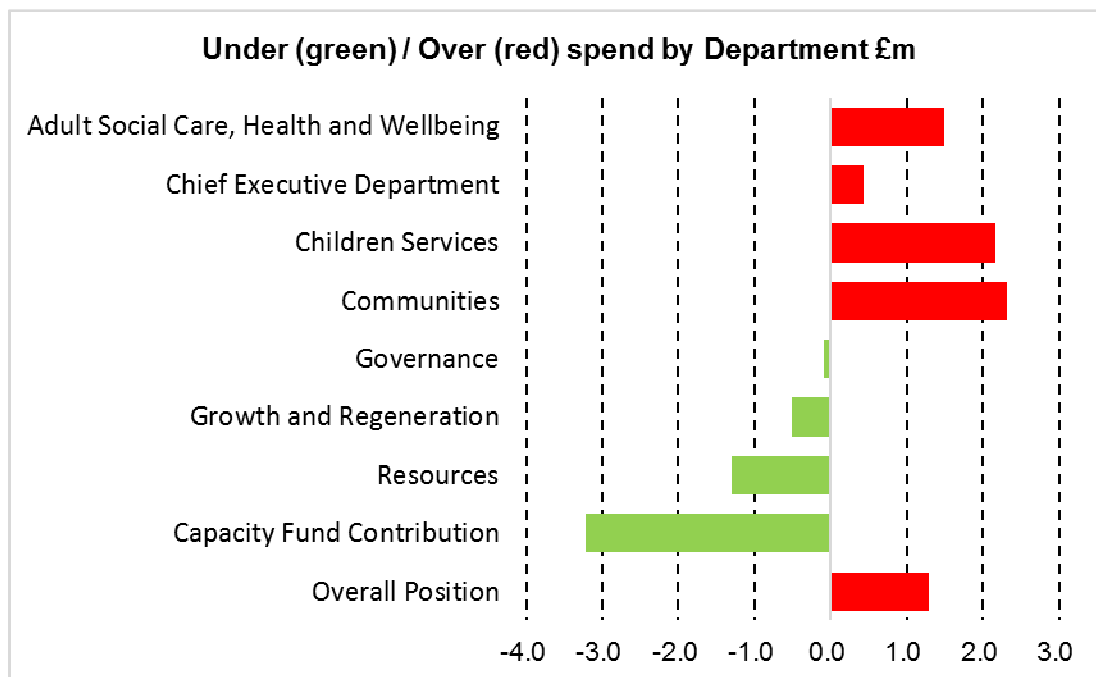
3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	Yes	If Yes, date for relevant Cabinet Meeting	22 September 2014
Date for relevant Council Meeting	4 March 2015	Date for submission to Government department	10 March 2015

4. BUDGET 2014/15 AND CURRENT POSITION

Revenue

- 4.1 The approved budget for 2014/15 is £149.9m. Based on reported departmental information as at 31 July 2014, forecast spend is £154.4m, before inclusion of a one off contribution from the capacity fund of £3.2m as agreed by Cabinet on 30 June 2014. As a result, if no further action is taken to bring the budget back into balance, the potential over spend for this financial year would be £1.3m. The graph below illustrates by department the outturn position with further breakdown provided in appendix A.



- 4.2 Since the budget was set by Council on 5 March 2014 for 2014/15, the council has seen a variety of pressures against those budget plans. It has identified savings to mitigate the pressures, albeit the majority of the savings are one off actions. The key variances are summarised in appendix A, and continue to be reviewed to identify whether these are one off issues or will continue into future financial years as part of setting the budget strategy.
- 4.3 Since setting the budget for 2014/15, CMT have received regular updates on the in-year budget position including tracking the delivery of savings approved as part of the budget and management of identified budget risks. This information has been shared and discussed with Cabinet and the Budget Working Group as part of setting next year's budget. CMT continue to identify and implement specific actions to produce in year cost reductions to bring the current forecast overspend position back in line with budget.
- 4.4 Where these actions require Cabinet (or indeed Council) approval, they will be brought forward as soon as possible for approval. The Council has a good track record in recent years of managing financial pressures, and would expect to deliver proposals to balance the budget by year end.

Capital

- 4.5 The capital programme approved for 2014/15 within the MTFs was £260.8m and increased to £285.0m as a result from delays in projects from 2013/14 as summarised in the financial report to Cabinet in June 2014. Since the beginning of the financial year, there has been a further reduction in expected spend to £273.5m as at 31 July 2014. This is mainly due to a revision to the schools programme and deferring the affordable homes budget based on current schemes. The spend to date is £23.8m with further spend to the end of the financial

year still to be incurred of £249.7m if there is no change to the continuation of capital projects.

- 4.6 The current programme includes the budget for invest to save schemes (I2S). The I2S budget is for schemes that must cover the cost of borrowing from either income generation or from generated savings. A list of schemes currently underway is included in Appendix B.
- 4.7 The Capital Programme is funded via three core elements, external third party income (including grants), capital receipts generated from the sale of Council assets, and borrowing. The latest forecast is included within appendix B.
- 4.8 The capital receipts are monitored on a monthly basis and each receipt is given a status of Red, Amber or Green to identify the likely receipt before the 31 March 2015. The split of the receipts over this status is:

RAG Status	Amount Originally Expected (£000)	Updated figures (£000)	Received (£000)	Still to receive (£000)
Red	1,800	400	0	400
Amber	6,884	6,699	0	6,699
Green	1,080	1,901	762	1,139
Total	9,764	9,000	762	8,238

5. LOCAL GOVERNMENT FUNDING ARRANGEMENTS

- 5.1 Government announced an illustrative settlement funding assessment for the Council for 2015/16 as part of the final 2014/15 funding settlement. This was based on announcements made by the Chancellor of the Exchequer during this parliament to date. Local government funding levels beyond this Parliament have not been announced, but is clear from all main parties that there will be further reductions in public spending. There remains considerable uncertainty over the scale of these reductions.
- 5.2 The recent summer technical consultation for the local government funding settlement 2015 to 2016 does not propose to make changes that would alter the current government funding assumptions included in the council's medium term financial strategy for 2015/16. The consultation mainly reaffirms the local government funding measures as previously announced and therefore only proposes a few technical changes as follows:

Technical consultation proposal	Impact on council funding in MTFS
1) Continued compensation for the reduced income from business rates as a result of the 2% cap on the small business rates multiplier announced at Autumn Statement 2013	No change - the council will continue to receive a S31 grant in 2015/16 to compensate for loss of business rate income through this measure.
2) Transfers of functions into the settlement. a) Continued protection for authorities which froze council tax in 2014/15 b) Efficiency support grant c) Rural service delivery grant	No change - the council assumed that it would continue to receive protection for freezing council tax in 2015/16 based on government announcements earlier this year. This grant was previously included in the MTFS 'Other Grants' section and will now be moved into the Revenue Support Grant section. The other two grants were not applicable to Peterborough.
3) Transfers of funding out of the settlement - Carbon Reduction Credits Energy Efficiency Scheme adjustment	No change – the council remains above the threshold for phase 2 after removing state schools from participation in the scheme. However the Council is concerned that this sets a precedent for future rounds, when the council would expect to drop below the threshold due to the energy efficiency projects it is implementing.

- 5.3 The consultation also makes the following comment on other aspects of local government funding that the council will continue to review and assess implications on the council's budget:

1.1.9 Other aspects of future local government funding, including in particular the new burdens funding for the administrative changes required by the localisation of council tax support, will be discussed with the local government sector over the coming months. The Department for Health will also be formally consulting in parallel on the development of the formula for funding deferred payments for adult social care and assessment for the cap on payment for care, following the Care Act 2014.

- 5.4 The consultation confirms that the provisional settlement for 2015/16 'will be issued in the usual manner at the end of 2014. We will consult on proposals for the 2016/17 settlement in the light of the Budget and Spending Review.' Based on this information, this suggests that the settlement will be received in late December, and consideration will need to be given on the council's budget consultation process for 2015/16 budget setting.
- 5.5 The council will submit a response to continue to raise concerns over local government funding. The draft consultation response for the local government funding settlement will be shared with the relevant Cabinet Member, Scrutiny Chairman and Group Representatives for comment. The Cabinet Member for Resources will then submit the council's response in line with his delegated powers.
- 5.6 CIPFA and the Local Government Association have created an Independent Commission to develop reforms to address key challenges and spending reductions impacting on local government. Over summer, as part of Independent Commission's review, local authorities have been asked to submit comments and practical suggestions on a range of government policies impacting on local government funding. Given the timescales, the council has submitted a general response (appendix C) but made an offer that it would be interested in feeding into some specific issues in more detail on their next stage of work to ensure the Councils issues are reflected.
- 5.7 The council is also a member of the key cities group. The key cities group is a collection of 23 small and medium sized cities from across England. Together they account for 11 percent of business and 13 percent of all jobs in England, and contribute £134 billion to the national economy. This means that key cities are large enough to play a considerable role in the national economy, but are also small enough to act as a test bed for new policy. As such the group is lobbying for greater devolution and increased financial autonomy from central government, in particular to assist the next government by working in partnership and trial different projects across their cities.

6. OVERVIEW AND FUTURE BUDGET PROSPECTS

- 6.1 At its meeting in March 2014, the council approved the ten year financial strategy for the years 2014 – 2024. The following table is a reminder of the budget strategy for the five financial years from 2015/16 onwards and has been refreshed to include known budget pressures arising during 2014/15 that continue into future financial years as outlined in the section 4 of this report. It does not include any new pressures arising from 2015/16, for example financial implications of implementing the Care Act.

	2015/16 £k	2016/17 £k	2017/18 £k	2018/19 £k	2019/20 £k
Budget Deficit b/fwd	17,603	22,236	23,593	26,107	28,610
In-year Pressures (2014/15)	4,399	4,538	5,132	5,465	5,948
Budget Deficit (Expenditure budgets exceed funding estimates)	22,002	26,774	28,725	31,572	34,558

- 6.2 The council will need to identify and implement at least £22m of savings in 2015/16 to deliver a balanced budget. Expenditure estimates will be refreshed in line with assumptions outlined in section 8 below.
- 6.3 The budget plans will maintain our commitment to delivering the Sustainable Communities Strategy and meeting the needs of the people of our city, against the backdrop of the challenging economic times. The budget will be set to deliver the Cabinet's priorities for the coming year as follows:
- Growth, regeneration and economic development to bring new investment and jobs. Supporting people into work and off benefits.
 - Improving educational attainment and skills for all children and young people, allowing them to seize the opportunities offered by new jobs and our university provision, thereby keeping their talent and skills in the city.
 - Safeguarding vulnerable children and adults.
 - The Environment Capital agenda including pursuing new income streams from solar energy and wind farm developments.
 - Supporting the city's culture trust Vivacity to continue to deliver arts and culture.
 - Keeping our communities safe, cohesive and healthy

7. BUDGET SETTING APPROACH

7.1 The council will incorporate where appropriate changes to national policies and local priorities to ensure that the council remains strategically well placed to support local business and communities. The council will continue to be an integral partner with other public bodies within the area in which it operates.

7.2 It is anticipated that the process will have two distinct stages (with discussions regarding the impact on priorities and performance underpinning all stages):

- I. Departments will finalise developing options that will contribute towards reducing the deficit in the current and future financial years. In a change to previous years' budgets setting approach, Cabinet will work with the cross party Budget Working Group to seek views on all budget proposals and to see if any alternative options should be considered.

Cabinet continues to hold specific delegated responsibility under part 3, section 3 of the constitution to ensure the council spends within its available resources.

- 3.2.7 To be responsible for the Council's overall budget and determine action required to ensure that the overall budget remains within the total cash limit.

Where proposals that deliver savings within 2014/15 are within the current budget and policy framework, Cabinet will approve those actions in line with their responsibility above. If it is considered that those savings proposed are outside of the Budget and Policy Framework, then they will be recommended to Council for approval.

- II. Cabinet will consider budget proposals for future years and consult with the public, members, businesses, partners, unions, staff and other stakeholders prior to the budget being approved ensuring that decisions made reflect these community views. The Council has two key statutory deadlines it must meet:

- The council tax support scheme must be approved by the end of January
- The budget and council tax must be approved by 11th March

In accordance with the council's constitution, the consultation process will be included in the Forward Plan no later than the provisional settlement announcement and will be published at least one month before the budget is adopted in March 2015. Cabinet in conjunction with the cross party Budget Working Group will determine the consultation process to be followed, exploring the options to consult on the budget at the earliest opportunity.

8. SETTING OF PROVISIONAL REVENUE CASH LIMITS AND CONTROL TOTALS

- 8.1 Cabinet is required to consider the overall cash limits for the council each year, in line with the constitution. An update of items included in the medium term financial plan for 2015 is being finalised to take account of any changes that have since materialised. Key assumptions are as follows:

Key Assumptions:

1. The funding assumptions in the existing budget strategy is shown in the next table and will be refreshed as part of setting the budget.

	2015/16 £k	2016/17 £k	2017/18 £k	2018/19 £k	2019/20 £k
Revenue Support Grant	-33,172	-30,229	-29,424	-28,602	-27,765
Business Rates (Baseline + tariff + 2013/14 growth)	-46,191	-48,176	-49,154	-50,116	-51,096
Council Tax	-58,252	-60,091	-61,987	-63,943	-65,958
Parish Precept	-445	-445	-445	-445	-445
Net Revenue Budget	-138,060	-138,941	-141,010	-143,106	-145,264
Other Grants	-32,186	-31,503	-31,395	-31,220	-31,108
Total sources of funding (excluding school funding)	-170,246	-170,444	-172,405	-174,326	-176,372

2. The following inflation is assumed in the current budget strategy:

- a. Pay inflation has been assumed at 1.5% in 2015/16 increasing to 2.5% per annum from 2016/17 onwards.
- b. Pension inflation has been assumed at 2.0% of pay per annum
- c. General inflation has been included at 1% per annum, gas and electricity at 3.5% per annum and water at 3.0% per annum.
- d. Outsourced council services inflation is included in accordance with the contract arrangements with the providers and is dependent on the council's costs. On average across all contracts inflation is @ 2% per annum.
- e. Fees and charges – The current budget strategy published proposed fees and charges increases for 2015/16 with an overall increase in income of 2.4%.

3. Interest rates used are based on the latest information available from our treasury advisors (July 2014). The council successfully applied to be one of the principal local authorities that would qualify for the Certainty Rate, during the period 1 November 2013 to 31 October 2014. This results in the Council being able to benefit from reduced interest rates on PWLB loans by 20 basis points (0.20%). The Council is assuming that there will be a similar scheme in place when this scheme expires. The Council will submit a new application to ensure it qualifies. The table below shows the interest rates payable on borrowing and received on lending for the next ten years.

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21 Onwards
Borrowing Rates (50 years) - Published	4.55%	4.90%	5.08%	5.20%	5.20%	5.20%	5.20%
Reduced borrowing rate applied	-0.20%	-0.20%	-0.20%	-0.20%	-0.20%	-0.20%	-0.20%
net borrowing rate for the Council	4.35%	4.70%	4.88%	5.00%	5.00%	5.00%	5.00%
Interest Rates - lending	0.56%	1.00%	1.63%	2.00%	2.00%	2.00%	2.00%

4. The existing budget strategy assumes the following council tax base:

	2015/16	2016/17	2017/18	2018/19	2019/20
Council Tax Base - Band Ds	51,640	52,226	52,817	53,415	54,019
% increase from previous year		1.1%	1.1%	1.1%	1.1%

5. The existing budget strategy assumes a council tax freeze in 2015/16, increasing by 2.0% per annum from 2016/17 onwards for budget planning purposes.

8.2 The figures will be updated accordingly during the budget setting process, before final approval by council in setting the 2015/16 budget and medium term financial strategy.

8.3 The budgets that departments prepare in 2015/16 will contain only inflation and previous budget decisions in prior medium term financial plans. Any additional adjustment for service changes, statutory activity changes (including new and changing grant streams), savings and other resource realignment will be considered corporately.

9. CAPITAL PROCESS

9.1 The planning process will include a detailed review of the current capital programme and the calculation of the capital requirement in each year of the plan. This will include an assessment of likely levels of resources including capital receipts and asset disposals.

9.2 The Asset Management Plan will also be refreshed to ensure that the council continues to make the most effective use of its assets.

10. CONSIDERATION OF RISK

10.1 Key risks have been considered and will continue to be monitored throughout the budget setting process and next financial year. Many of the risks are a continuation from last year's budget setting process and reflect the uncertainty of future local government funding arrangements. Key risks identified include:

- The impact of the uncertainty of local government funding levels in future years continues to be a significant risk to the council with insufficient detail from government beyond 2015/16. The present MTFs funding assumptions assume that the settlement funding assessment will remain static in that reductions in revenue support grant will be offset by baseline business rate increases. Modelling of the further grant reductions is in progress and growth modelling will need to be done for future years at a more detailed level and integrated with planning assumptions.
- Government grants such as new homes bonus, education support grant, council tax administration support, public health grant and other grants account for £32m in council funding during 2015/16. The council continues to review and use local intelligence on assessing the continuation of these grants to support the general fund (it has recently been confirmed that public health grant will be frozen for 2015/16).
- Business rates forecasts – future year forecasts do not include an increase in business rate income realised through growth, in part due to the infancy of the business rate retention scheme and managing the risk of collecting business rate income and outcome of appeals. There remains some significant appeals outstanding with large supermarkets and the pending Land Tribunal case on the power station due to be heard later this year. The power station appeal has the potential to cause significant variations in business rate income which is being monitored by the council. The council has no control over the outcome of appeals. The council is modelling growth forecasts for business rate income.
- Implementing new burdens, for example the implementing the Care Act in 2015/16. The funding provided by government may not be sufficient to cover these costs. The council is assessing implications.

- Wind and solar - The council is pursuing wind and solar energy and income generation that will deliver savings to the council in future. The net income has been built into the budget. The council has assumed a twelve month delay in the MTFS of the existing projects to allow time for appropriate discussion and approvals to be sought. The schemes are currently being reviewed by Scrutiny and a Member working group. Any further delay or stopping of these projects, the council will need to find alternative savings to offset any reduction in income. If the projects do not proceed, then the budget gaps the council face will widen. The net income for 2016/17 is nearly £1m, increasing to over £4m in 2017/18. The council would also face having to write off development costs.
- Resource implications on spending and saving proposals are considered in terms of the council's overall priorities, finances and human resource implications. Detailed budget analysis and human resource analysis has been undertaken for each budget area to support any decision made in preparation for consultation.
- Growth within Peterborough in future years could be compromised if the Council has insufficient budget resources to meet these priorities. This will be reviewed during the budget setting period.
- Inflation and fees and charges. These areas are undergoing a robust review to ensure that the expenditure and income applied to the council's budget is still appropriate given the change in service provision over the previous few years and outsourcing / partnership arrangements in progress.
- The council provides services in a number of areas where there the council has to provide services if vulnerable people need support, for example in children's and adult social care. Whilst specific provision has been included in budget plans for estimates of increased demand, the need for such services remains difficult to predict.
- Council tax support scheme requires the Council to meet the costs of any increase in the level of support being paid.
- Capital financing estimates are developed using latest forecasts of interest rates for MTFS (which allow for a level of increase and assume continuation in 2015/16 of a scheme allowing the council to benefit from a reduction in borrowing rates). If interest rates increase beyond forecast levels then a review of the capital programme and debt portfolio will be required.

10.2 The level of reserves held by the council will have regard for the risks included within this section, and will be formally reported on as part of the MTFS.

11. ANTICIPATED OUTCOMES

11.1 Following approval by Cabinet, Departments will develop budget proposals for consideration at the next stage of the budget setting process.

12. REASONS FOR RECOMMENDATIONS

12.1 The Constitution requires Cabinet to outline its approach to developing the MTFS. This process helps to ensure that the Council achieves a balanced budget, aligned to corporate priorities.

13. ALTERNATIVE OPTIONS CONSIDERED

13.1 An alternative option would be to do nothing. This was rejected because the constitution requires the council to outline the approach to next year's budget setting by the end of preceding month of September. The current MTFS for 2015/16 estimated a budget gap of £17.6m, as outlined earlier in the report, the council must set a balanced budget.

14. IMPLICATIONS

14.1 Elected Members

Members must have regard to the advice of the Section 151 Officer. The Council may take decisions which are at variance with this advice, providing there are reasonable grounds to do so.

14.2 Legal Implications

These are considered within the main body of the report.

14.3 Human Resource Implications

These are considered as part of setting the budget in accordance with HR policies and procedures.

15. BACKGROUND DOCUMENTS

Council Constitution - Part 3, Section 3 – Executive Functions – Executive Delegations
Council Constitution - Part 4, Section 6 - Budget and Policy Framework Procedure Rules

Local government finance settlement 2015 to 2016: technical consultation – website link:
<https://www.gov.uk/government/consultations/local-government-finance-settlement-2015-to-2016-technical-consultation>

Appendix A – Forecast Outturn 2014/15 based on departmental information as at 31 July 2014

New Department (showing previous department and service area)	Budget £k	Spend £k	Variance £k
ADULT SOCIAL CARE, HEALTH AND WELLBEING			
Directors Office	472	472	0
Care Services	6,094	7,292	1,198
Independent Sector Placements	35,353	35,447	94
Quality and Information	967	1,188	221
Finance and Organisational change	-2,172	-2,185	-13
TOTAL ADULT SOCIAL CARE, HEALTH AND WELLBEING	40,714	42,214	1,500
CHIEF EXECUTIVE'S DEPARTMENT			
Chief Execs Office	338	338	0
Chief Execs Departmental Support	130	130	0
Commercial Operations	-1,427	-997	430
TOTAL CHIEF EXECUTIVE'S DEPARTMENT	-959	-529	430
CHILDREN SERVICES			
Social Care	8,721	10,880	2,159
TOTAL CHILDREN SERVICES	8,721	10,880	2,159
COMMUNITIES			
Strategy, Commissioning and Prevention	17,214	18,673	1,459
Strategic Commissioning (adult social care)	3,585	3,884	299
Communities and Targeted Services	4,335	4,897	562
Public Health	-2,170	-2,170	0
TOTAL COMMUNITIES	22,964	25,284	2,320
GOVERNANCE			
Legal and Governance	4,881	4,671	-210
Communications	562	682	120
Human Resources	865	865	0
Neighbourhoods	636	634	-2
TOTAL GOVERNANCE	6,944	6,852	-92
GROWTH AND REGENERATION			
Growth and Regeneration	900	900	0
Planning Transport and Engineering	13,422	12,908	-514
TOTAL GROWTH AND REGENERATION	14,322	13,808	-514
RESOURCES			
Director's Office	199	223	24
Corporate Services	21,486	19,122	-2,364
Environment Capital	-368	-368	0
Internal Audit	295	295	0
Insurance	41	41	0
Strategic Client Services	5,178	5,178	0
Peterborough Serco Strategic Partnership	8,822	8,822	0
ICT	3,832	3,832	0
Waste and Operational Services Management	13,326	13,326	0
Cultural Services	3,574	3,574	0
Registration and Bereavement	-1,077	-1,093	-16
Westcombe Engineering	7	7	0
Childrens Resources	1,424	2,479	1,055
School Transport	446	448	2
TOTAL RESOURCES	57,185	55,886	-1,299
TOTAL GENERAL FUND	149,891	154,395	4,504
Contribution from capacity fund			-3,219
Forecast Financial Position - Overspend			1,285

Adult Social Care, Health and Wellbeing - £1.5m overspend

- This includes one off project costs and interim support to support the delivery of an adult social care transformation programme and as reported to June Cabinet will be partly offset by a one off contribution from the capacity fund.
- The remaining pressure of £0.2m relates to a recent legal case, known as the West Cheshire judgement and is best outcome estimate. This means that Deprivation of Living (DOLS) assessments now need to be applied in domestic settings, such as extra care and supported living. Previously they were restricted mainly to residential and hospital settings. The costs could be higher dependent on national announcement on implications and this is currently being flagged as a risk. This issue will continue into future financial years.

Chief Executive Department - £0.4m overspend

- Achieving income budgets within commercial operations is a challenge for the council, with a current forecast shortfall of £0.3m on car parking income and £0.1m on market income. An assessment of income budgets and service delivery is underway to mitigate income shortfalls in the current year and future financial years.

Children Services - £2.2m overspend

- Demand for children social care services and the complexity of the cases has increased within Peterborough meaning that the demand for these services is over and above the budget and will impact on future years. These costs relate to the recruitment and retention of social workers including agency social workers to meet increased workloads, essential to support vulnerable children.

Communities - £2.3m overspend

- The increased demand in children social care cases within Peterborough increases pressure on providing placements for children coming into local authority care resulting in an overspend of £1.4m. The council has a statutory duty to provide care.
- Staff costs relating to increased demand for respite care at Cherry Lodge and Manor is resulting in an overspend of £0.1m.
- The continued costs of supporting independent living clients within adult social care supporting people budget is £0.2m overspent and places a pressure on budgets in future financial years.
- Adult social care commissioning services indicates a £0.3m overspend related to the provision of mental health employment services, demographic pressures and the delay in reviewing provision of transport arrangements.

Governance - £0.1m underspend

- The Coroners and Justice Act 2009 requires the council to employ a medical examiner. There has been a delay nationally in implementing the reforms and therefore there is a one off saving in 2014/15 of £0.2m.
- The council held local elections around the same time as the European elections during May 2014. A one off saving of £0.1m has arisen following a reimbursement of costs for the European elections.
- Following the 2014 elections, the costs of current Members has not increased, a one off saving of £0.1m has been confirmed. Savings in future financial years is dependent on the annual review of the members allowance scheme and may be impacted by the result of the local elections.

Growth and Regeneration - £0.5m underspend

- The majority of underspend (£0.4m) relates to a contract saving mechanism within the concessionary fares budget which is not due for review until 2016 and demand and increased costs being lower than budgeted for.

Resources - £1.3m underspend

- Since the budget was set, the funding assumption for the adoption reform grant has reduced resulting in a pressure of £0.6m on the council's financial position.

- The support and education budgets transferred into the Resources department during 2013/14. Some of the budgets are demand led resulting in pressures in the following areas:
 - An increase in home to school transport provision requirements for secondary schools places is forecasting an overspend of £0.2m.
 - An overspend of £0.2m on the secondary school public finance initiative (PFI) contract energy costs being in excess of inflationary increases.
 - Increased demand for services to support children social care including business support and legal services.
- A refresh of the capital programme projects since the budget was set coupled with a reduction in forecast interest rates for the remainder of this year and borrowing requirements impacting on the minimum revenue provision has identified a one off underspend of £2.3m. The ongoing capital programme will be reviewed as part of the annual budget setting process.

Appendix B – Capital Monitoring Report as at 31st July 2014

Capital Programme by Directorate	Budget 01/04/2014 £000	Budget as at 31.07.14 £000	Actual Expenditure £000
Governance	68	68	1
Chief Executives	672	671	0
Adult Social Care	3,062	1,569	13
Communities	4,752	4,661	1,039
Growth & Regeneration	46,496	44,256	3,967
Resources	110,803	103,716	18,097
Resources - Renewable Energy	26,200	26,200	194
Invest to Save	92,920	92,322	508
Total	284,973	273,463	23,819

Financed by:			
Grants & Contributions	37,081	36,786	9,169
Capital Receipts	9,764	9,100	762
Borrowing	238,128	227,577	13,888
Total	284,973	273,463	23,819

The following schemes are currently utilising Invest to Save funds in 2014/15:

The first Phase of Energy Saving Projects with a total Invest to Save budget of £2.0m were started at the end of 2013/14 which included the following Council Properties:

- Jack Hunt Swimming Pool
- Bushfield Sports Centre
- Regional Pool
- Central Library
- City Market
- Multi Storey Car Park
- Town Hall
- John Mansfield

There are two main types of proposals:

- Energy conservation measures (ECM's) – the savings generated more than offset the costs of delivering the scheme, and each project makes a surplus
- Pool Filters – these are schemes that the Council needs to undertake across its pools, and has made appropriate budgetary provision for this work. The energy savings do not fully offset the investment costs, but as the Council has budget for the works, all of the energy savings contributes towards the MTFS targets

A summary of these proposals can be seen below:

	Total cost (inc. borrowing and mtce)	cost saving	net
	£k	£k	£k
ECM's	1,835	2328	493
Pool filters	1,350	585	-765

The overall contribution to the Councils MTFS is £1.078m (ECM net surplus of £493K plus the pool filter savings of £585K). In addition should the guaranteed savings figure be exceeded to the levels expected by Honeywell then the savings could increase by £210k. The council will also save significant future maintenance costs by replacing the pool filters at this stage (estimated to be around £1.2m of cost avoidance).

The second Phase of Energy Saving Projects with a total Invest to Save budget of £0.7m were agreed in 2014/15 which includes the following Council and School Properties:

- Kingfisher Centre
- Regional Pool – Combined Heat and Power Unit

The total capital cost of these schemes is £359k. With borrowing costs and maintenance the total costs over the life of the projects will total £860k. The return generated will total £1,037k, meaning a net return for the council of £177k.

There are a further 8 Invest to Save projects which have been agreed which involve installing Solar Panels on the following eight Council properties:

- 49 Lincoln Road
- Museum
- The Grange Pavilion
- Chauffeurs Cottage
- Central Library
- Embankment Pavilion
- Peters Court
- 441 Lincoln Road

The total capital cost of these schemes is £248k. With borrowing costs and maintenance the total costs over the life of the projects will total £351k. The return generated will total £900k, meaning a net return for the council of £549k.

In addition to the invest to save schemes outlined above, three schools have commissioned replacement boilers under the ENPC framework agreement, funded through the children services asset management plan capital budget. This will improve energy efficiency for the schools. The schools will pay the council the energy savings resulting from the works and will enter into a separate agreement confirming this is the case.

Appendix C – Council response to Independent Commission – Call for Evidence

Peterborough City Council response – Independent Commission on Local Government Finance – Call for Evidence

Peterborough City Council welcomes the opportunity to feed into the Independent Commission's work on Local Government Finance. The council has for several years lobbied and raised concerns with government on the fairness of the formula grant methodologies and other government grants to support provision of local government services. Peterborough's continued significant population growth and previously held back funding through clawed back arrangements in previous finance systems that is now locked into the baseline make it challenging for the council to fund essential services.

The council has often been at the forefront within local government to deliver efficiencies and has a successful track record to demonstrate this. However the Council is reaching the stage where options for further efficiencies have been exhausted. The growth in business rates alone will not be sufficient for council's like Peterborough experiencing unprecedented population growth to provide all services without further service reductions.

The council would like to be involved in further contributions and possibly feed into some specific detailed issues that the Independent Commission has sought views on that has not been possible on this occasion. The response below therefore provides general comments on the local government finance system.

Strengths and weaknesses

- *The strengths and weaknesses of the current local government finance system*

The crux of the issue still remains, distributing limited resources fairly across all local authorities will still create winners and losers and there will therefore nearly always be differing views with regard to the current local government finance system.

The council was supportive of the move towards localised business rates. We included within our responses the belief, that whilst the principle was sound, there was a fundamental weakness in that the proportion of business rates retained locally coupled with the levy mechanism means that Councils see too little of the potential benefit. The council believes that this acts as a disincentive to growth and it would be a greater incentive if the council could retain significantly more than half of locally raised business rate income helping to bring forward business cases and viable projects to deliver growth working with the businesses and investors.

The timing of finance settlement announcements over recent years has become later and later increasing the challenge for local authorities to consult and remain accountable to its businesses, residents and staff. This encourages short term decision making and hinders the council's approach to longer term planning. This issue is further highlighted with the announcement of further grant reductions in 2015/16. Delivering transformational change to services with this level of grant reduction requires a lead time to implement change effectively. If efficiencies are to be delivered through partnership arrangements or alternative delivery models, effective decision, planning, negotiation and procurement processes must be coupled with sufficient lead time to ensure sustainability of future service delivery.

An existing strength of the finance system is the provision of the New Homes Bonus grant and continues to believe that this funding should be retained by the council whilst continuing to work with the Local Enterprise Partnership. The council has embraced the growth agenda and committed to building 25,000 homes by 2026. Peterborough has continued to facilitate dwelling growth despite the challenges of the economic downturn. The council is well placed to deliver housing growth and has appropriate planning mechanisms in place to continue to drive forward the growth agenda, identifying revenue and capital investment as part of its medium term financial plan. For Peterborough experiencing significant population growth and the amount held back in previous years of government funding, fully utilises the New Homes Bonus grant received to help provide services to support growth and meet the costs associated with providing services. Any attempt to unwind the New Homes Bonus grant mechanism would have significant implications.

Problems and Opportunities / Potential Reforms

- *The problems and opportunities it creates in tackling the challenges (economic growth, housing supply, welfare that encourages people into work and provides effective social protection, affordable health and social care, and early support to families and children)*
- *Potential reforms that would make it easier to tackle these challenges*

Peterborough is well placed to support economic, housing and business growth and this is evidenced by Peterborough's strength during the economic downturn performing above national average on growth. The majority of the benefit in delivering growth does not result in additional direct funding for the council but does contribute towards central government through taxation. An opportunity exists for government to review taxation policy alongside business rates to allow local authorities to retain greater benefits locally to support economic growth and would welcome an increase in the 50% local share of retained business rates.

However, Peterborough does have continued significant challenges in above average population increase, demand for adult social care and children social care services, and demand for housing and welfare support.

Solutions

- *Specific practical solutions for changing the system that can be implemented by an incoming government from May 2015*
- An increase in the local share of business rates
- A spending review that covers the next parliament and a commitment from government to provide stability in formula grant announcements that support robust local decision timeframes and longer term planning
- A commitment from government that the New Homes Bonus will continue to be distributed to local authorities and the continuation of the policy. If this policy is withdrawn then this funding should be returned to local authorities in its entirety based on current grant allocations as an increase in local share of business rates to protect medium term plans. Any surplus grant should also be returned to local authorities.

CABINET	AGENDA ITEM No. 10
22 SEPTEMBER 2014	PUBLIC REPORT

Cabinet Member(s) responsible:	Councillor Sheila Scott, Cabinet Member for Children’s Services	
Contact Officer(s):	Sue Westcott – Executive Director of Children’s Services	Tel. 01733 863606

CHILDREN’S SERVICES UPDATE REPORT

R E C O M M E N D A T I O N S	
FROM : Sue Westcott, Executive Director of Children’s Services	Deadline date : N/A
To note the contents of this report:	
<p>Key points (as of July 2014):</p> <ul style="list-style-type: none"> • Increase in CAFs • Fewer contacts • Single Assessment launched • Decrease in re-referrals • Number of CP and LAC • Recruitment and retention 	

1. ORIGIN OF REPORT

1.1 Quarterly updated Director’s report to Cabinet.

2. PURPOSE AND REASON FOR REPORT

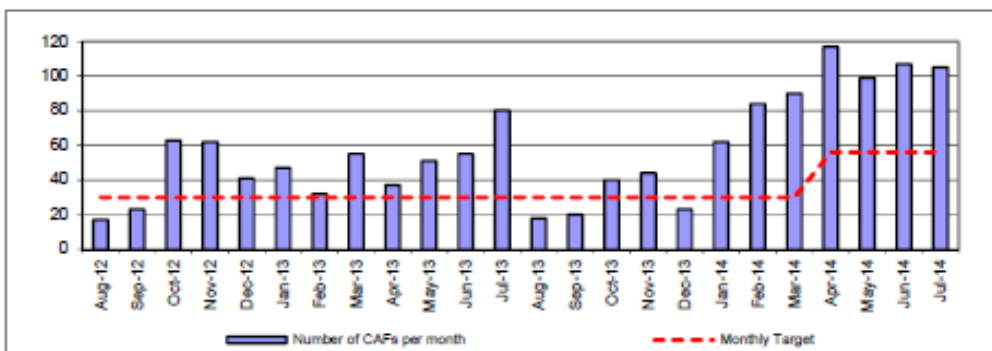
2.1 To report to Cabinet on Children’s Services improvement.

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3 – ‘To take a leading role in promoting the economic, environmental and social well-being of the area’.

3. SOCIAL CARE PERFORMANCE

3.1 CAFs (early intervention assessments)

105 CAFs were completed with a rolling rate of 179.8. This has already exceeded the new target by 21.6 %.



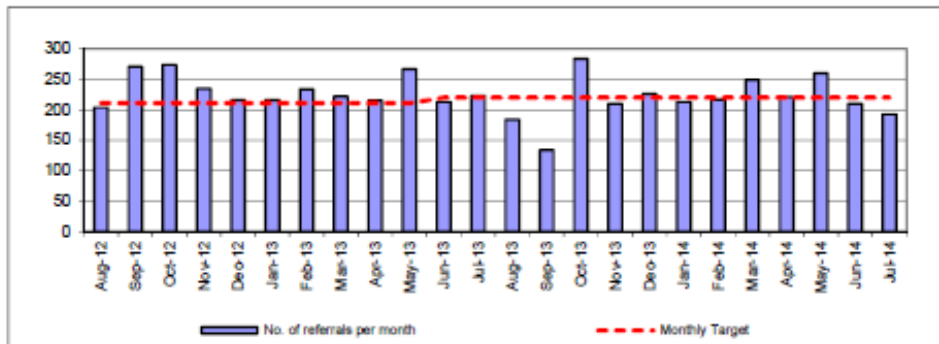
3.2 Number of Contacts

Fewer contacts came in last month: 905 compared to 926 the previous month. Fewer went on to referral: 193 compared to 210. This means that the conversion rate is 25.8%. There is no statistical neighbour or national data that this can be compared to. The performance is very good.

An external auditor has been employed to test out our thresholds for contacts and progression to referral as well as the regular dip sampling.

3.3 Number of Referrals

There were 193 referrals in July, which is slightly lower than the previous month of 210. The rate of referrals at 578.0 is lower than the statistical neighbour result of 634.9 per 10,000.



The re-referral rate remains stable.

3.4. Number of Initial Assessments

21 initial assessments were completed in the month; higher than the 230 in April. Initial assessments have been phased out and replaced by the single assessment.

3.5 Single/Initial Assessments Timescales

The data for this month is skewed by having two systems running in parallel with each other.

The year to end date for initial assessments, at 79%, is however, better than the same time last year (75.6% in time in July 2013).

158 single assessments were completed in July, of which 100% were within timescale. 190 completed since the launch of the single assessment, all of which were in timescale.



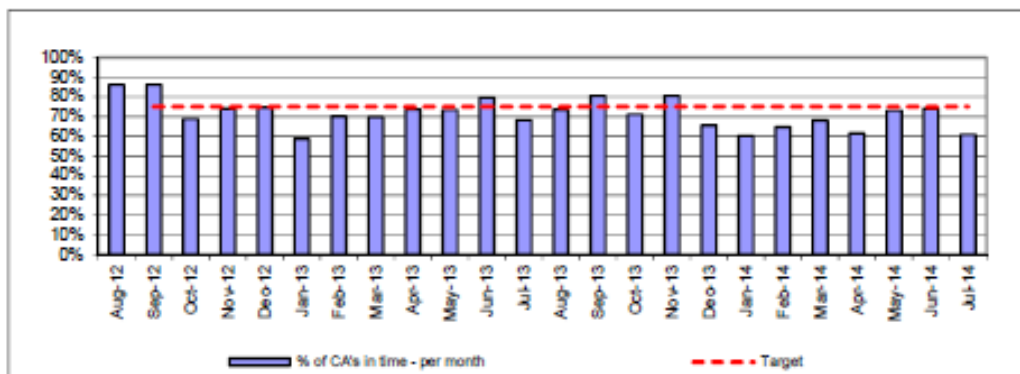
(We went live with the Single Assessment on 16 June, so no new initial assessments were opened in July.)

3.6 Number of Core Assessments

Core assessments have also now been replaced by the single assessment. 156 were completed during July.

3.7 Core Assessments Timescales

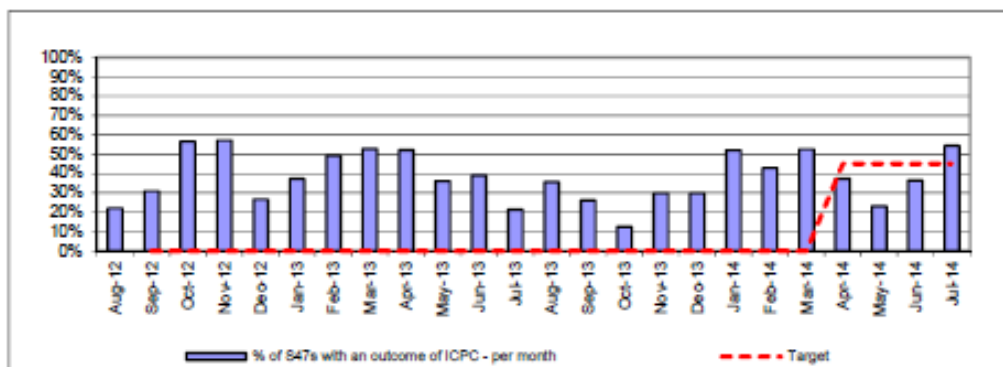
The percentage of core assessments completed in timescale declined slightly to 67.5%, which is lower than last year, and the result of the return to three front door teams.



(Core Assessments shown for July are existing cores that are still ongoing.)

3.8 Section 47 Enquiries

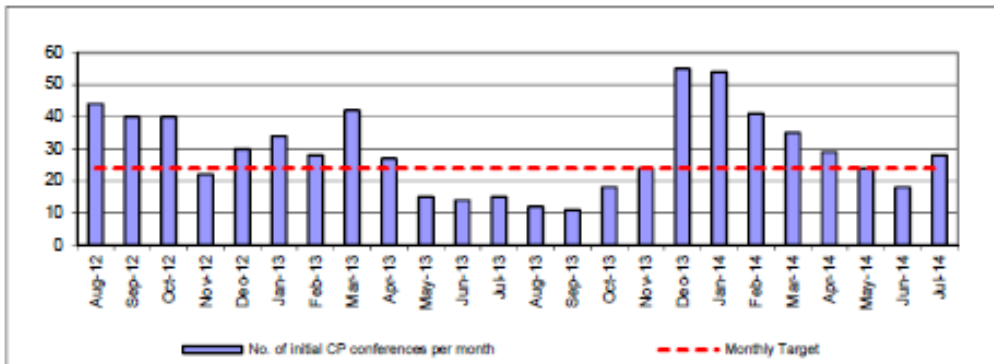
The number of child protection enquiries completed during July, was 79, of which 43 resulted in conference.



(April 2014, was the first time a target was set for conversion rates.)

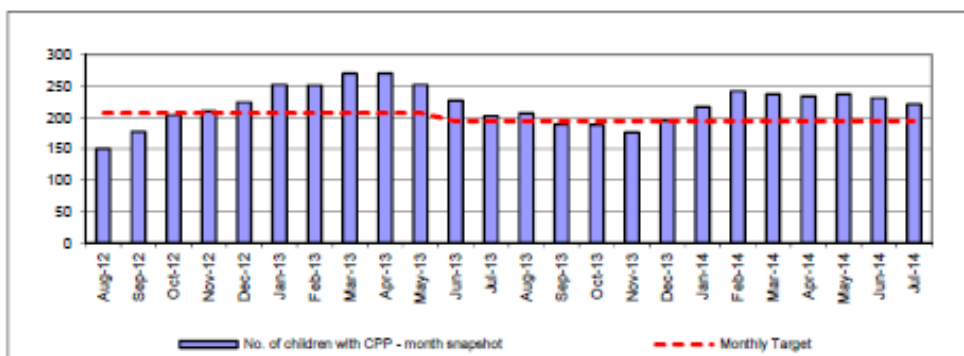
3.9 Child Protection Conferences

The number of conferences has seen a steady decline since February 2014 to a more manageable figure of 28 in July. This is above target owing to the complexity of need and risk and large sibling groups.



3.10 Number of Children subject to a Child Protection Plan

The number of children subject to a child protection plan has decreased to 221 from an all time high of 270 at the end of April 2013. This indicator is a rate of 49.1 children per 10,000 which is still 13.9% higher than the target of 43.1 children per 10,000.



3.11 Child Protection Visits in Timescale

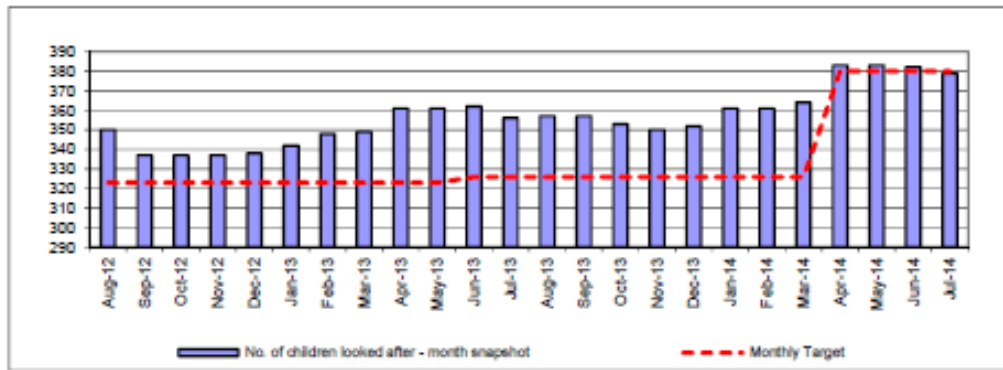
206 statutory visits were completed within the month of July, 181 of which were completed within timescales. 25 visits were not recorded as being within timescales. 15 children were made subject to a child protection plan during the July period, where the timescale for a statutory visit was reached.

3.12 Number of Looked After Children

At the end of July, 379 children were looked after: a net reduction of 4 compared to end of May.

The number of looked after children remains relatively high compared to previous years and is currently equivalent to a rate of 84.2% per 10,000. We have audited all children subject to Section 20 to see if there is any drift and are now checking out the findings. Early indicators are that few have drifted and plans are clear.

The number of admissions during July at 10, is slightly higher than the previous month, but just under our target of 11.



3.13 Update on First Response/MASH

The Countywide **MASH** (Multi-Agency Safeguarding Hub) comes into effect on 1 September 2014, the next stage of the evolutionary development of what has hitherto been called the **MARU** (Multi-Agency Referral Unit).

To all intents and purposes, in the early stages, this will amount to little more than a name change for Children's Services as the core business and the way in which it is conducted will change only very slightly. During the following weeks and months though, as other partners join the MASH, either through co-location or integration, the way in which we conduct our business will change and mean that we shall be better able to share information leading to improved decision-making and outcomes for children, young people, and their families.

The MASH will operate from two bases, one at Godmanchester in Cambridgeshire and the other from Bayard Place in Peterborough. There will not be a discrete new team at Peterborough, but as now, the core function and business of the MASH (primarily the conduct of Section 47 Strategy Discussions and Enquiries) will be met by the First Response teams. The key changes that are to come into effect in the near future that will significantly enhance the information sharing and decision-making processes will be the co-location and integration of other key partners.

Work is at an advanced stage now to recruit a full-time Health practitioner to sit within the FRT at Bayard Place. Similarly, a CAF/Connecting families coordinator is being recruited and discussions are underway with Peterborough Women's Aid to identify a resource that might be located within the FRT to contribute to Section 47 discussions, and also to aid the provision of early assistance to victims of Domestic Abuse at a lower level than might otherwise be picked up by other existing services.

Cambridgeshire Constabulary are locating two colleagues from their Child Sexual Exploitation and Missing Persons team at Bayard Place to further strengthen and develop the relationship with our own CSE/Missing children resources, and Peterborough City Council Adults Service are also committed to joining the MASH (as are Cambridgeshire County Council Adults Services) and this is a very welcome development.

Stronger links too are being developed with colleagues in the Housing Department, Integrated Offender Management Service and other agencies such as drug and alcohol services, so that in addition to those co-located services, there is an additional network of single points of contact with other agencies and services that can be called upon as required to contribute to Strategy discussions and risk management strategies.

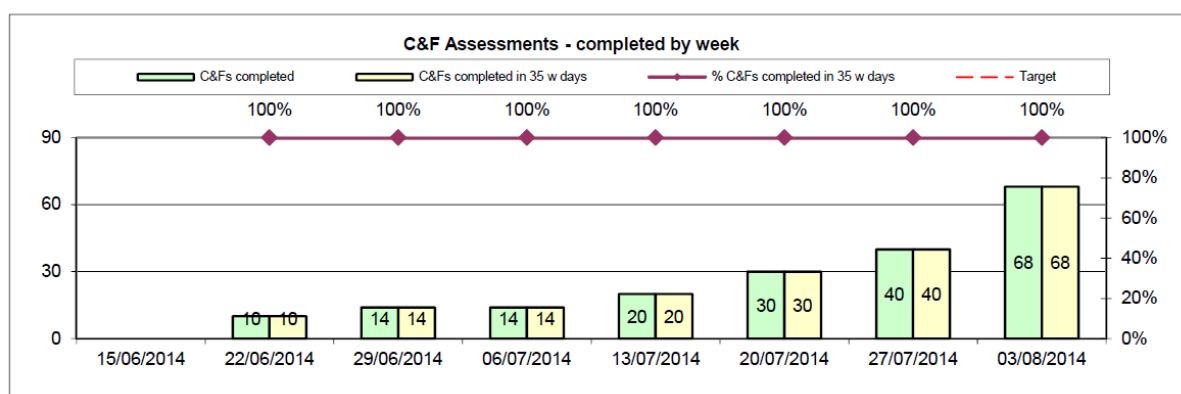
The MASH Project Board continues to meet and has produced a development plan that pulls together, in one document, the different strands of activity that are currently underway. The Head of Service (First Response) is a vice-chair of the Board. The MASH operational management group also meets regularly and is focussed on developing practice and processes to improve consistency and outcomes. A First Response team manager is a member of this group.

3.14 Single Assessment

The Child & Family (single) Assessment was introduced on 15 June 2014. This followed a period of development that involved consideration of the learning identified by Local Authorities that had already introduced similar assessments; consultation with practitioners and managers; and technical development involving consultants from Liquidlogic and our own Performance team.

The Child and Family Assessment replaced the Initial and Core Assessments. Daily, weekly, and monthly performance and management information reports have had to be adjusted to reflect this change and for a period of time, whilst the last remaining Core Assessments were being completed (having been commenced prior to 16 June), have had to represent both the old and the new assessments.

By 3rd August, as this report was being compiled, 395 Assessments had been commenced, with 196 having already been completed and closed within timescale. 199 assessments were open on 4th August, but this number reduced to 183 later in the same week (having peaked two weeks previously at 214).



3.15 Workforce

As of 14 August, the current vacancy gap is 19.5FTE against an establishment of 83. This figure includes pipeline leavers and pipeline starters. Presently there are 20 locum Social Workers and a peripatetic locum social work team consisting of 7 Social Workers.

The Social Work Careers website has been refreshed completely from the original Head and Heart Website. Included in this is a new strap line 'Make the difference – Give back the dream' this has been well received and has been incorporated into all of the external advertising for Heads of Service, Team Managers and Social Work staff.

Adverts have been placed in The Guardian Newspaper and Guardian Online for both Head of Service and Team Managers. From these adverts we have successfully recruited an experienced Team Manager to the Leaving Care Service which means that we now have a full complement of permanent Team Managers within Looked after Children and Leaving Care and the Interim Team Managers who are currently covering the posts will be released.

Further adverts will be placed in September in the Guardian Newspaper and Guardian Online for the other Team Manager posts we have vacant, being two in Family Support, three in First Response, one Conference and Review and another in Fostering.

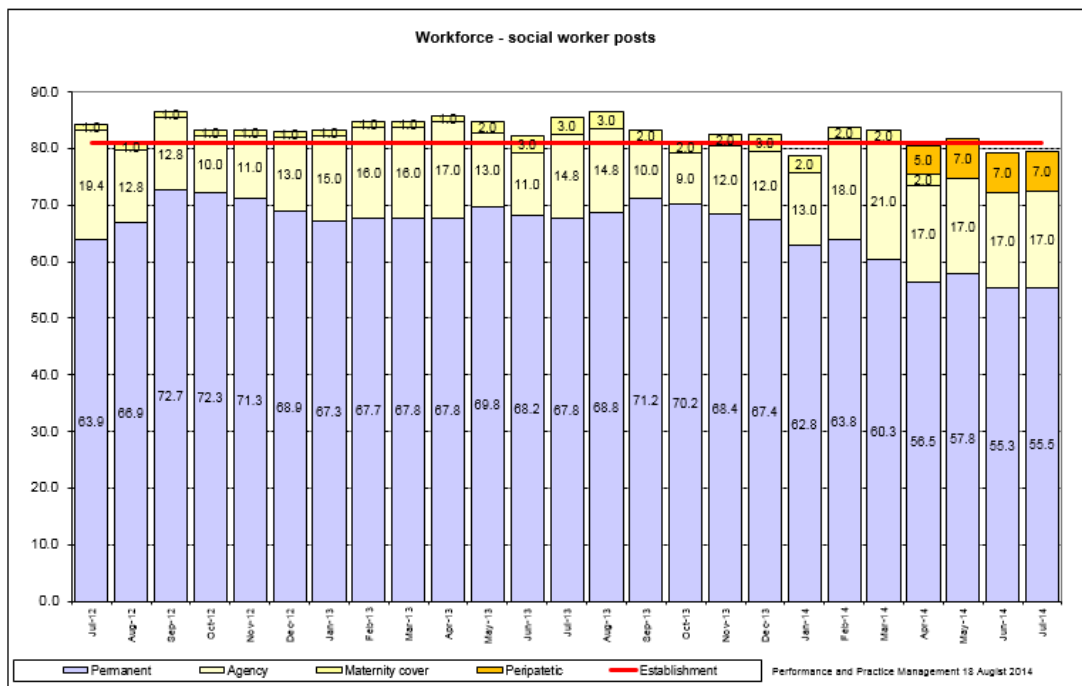
Interviews are currently taking place for vacant permanent Heads of Service posts, for which we have shortlisted five candidates. The Assistant Director post of Safeguarding will be advertised in September.

The new cohort of NQSWs has been recruited and they will begin their posts once their HCPC registrations are confirmed along with the necessary HR checks. When they take up their posts it will enable us to release agency staff and, as a result, reduce our costs.

As a matter of procedure, we conduct exit interviews for both permanent staff and agency staff. The information received from these interviews is of enormous benefit, as it tells the department how staff are feeling about working in Peterborough and what we are getting right and wrong.

The comments below are an example of the positive feedback we have received from leavers:

- Well supported in ASYE
- Good supervision
- Learning needs met
- Supportive team environment
- The staff here are very good
- Access to Senior Managers has been excellent
- Support from admin staff is excellent and better than anywhere else
- There are a lot of committed Team Managers
- Relationships between the teams is positive



3.16 Raising Quality of Practice / Getting to Good

Over the past two months practice developments have focussed on the development and implementation of practice tools to support assessments.

These developments are:

- Chronologies – all teams are currently receiving training in the new guidance and procedures for completion of chronologies
- Peterborough Practice Toolbox – a toolbox of approved tools for use by children’s social care workers has been implemented with staff being trained on the two new tools, the Genogram guide and the Risk and Safety Tool, in their team practice workshops during August 2014

A consultation exercise has been undertaken with parents of children in need and those subject to child protection procedures. This is summarised in the Quality Assurance report and has led to information being provided to social work practitioners about how best to support parents during social work interventions.

A revised Induction Handbook and checklist has been issued to managers for active use with all newly recruited staff, including agency staff. The new emphasis on induction is intended to support retention of staff.

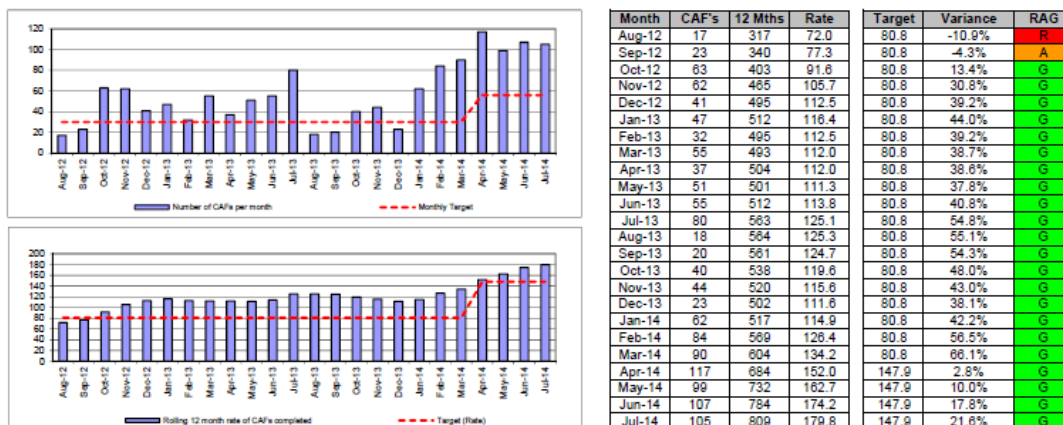
The recording policy has been refreshed and a new approach to open recording with families is being pioneered by a small group of Advanced Practitioners.

4. EARLY INTERVENTION & PREVENTION

The number of new Early Help [CAF] Assessments recorded as being initiated per 10,000 population has continued to increase as the latest data indicates:

CAFs per 10,000 - Rolling 12 Months Performance

July 2014



Traditionally there is a dip in numbers of new early help assessments in July and August because of school holidays. Continuing strong performance in this area indicates that more and more children and young people are being supported by integrated packages of support.

Building Community Capacity through the Community Safety Model

Building Community Capacity is one of the most often stated solutions in many of our high level strategies to the challenges in the city of a rapidly growing and increasingly diverse child population and a rapidly shrinking budget. The Community Safety model, being led by the Assistant Director for targeted services, is a concrete example of how we are beginning to develop such approaches.

The Community Safety model involves a number of partners in the city working together to develop a new model of prevention and early help approaches across the city, that are community facing and seek to provide support, while also building community resilience. The key partners currently involved in the model include:

- Peterborough City Council
- Cambridgeshire Police Service
- Cross Keys Homes [our largest social housing provider]
- Victim Support
- Peterborough mediation support
- Voluntary sector organisations through the PCVS

CABINET	AGENDA ITEM No. 11
22 SEPTEMBER 2014	PUBLIC REPORT

Contact Officer:	Gemma George, Senior Governance Officer, Democratic Services	Tel. 01733 452268
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OUTCOME OF PETITIONS

R E C O M M E N D A T I O N S	
FROM : Directors	Deadline date : N/A
That Cabinet notes the action taken in respect of petitions presented to Full Council.	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following the presentation of petitions to Full 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 petitions.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3 – ‘To take a leading role in promoting the economic, environmental and social well-being of the area’.
- 2.3 The present petitions scheme is currently under review and a report will be presented to Full Council in due course.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO
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4. OUTCOME OF PETITIONS

4.1 Petition relating to the re-introduction of the Local Link 406 bus service or similar

This petition was presented to full Council on 23 July 2014 by Councillor Darren Fower and requested exploration of the re-introduction of the Local Link 406 bus service, or something similar, to allow residents to continue to receive a service that benefitted them and subsequently the places they were then able to visit.

The Council’s Principal Sustainable Transport Planning Officer responded stating that ‘the changes to subsidised bus services that came into effect on 1 October 2013, including the withdrawal of the Local Link 406, were necessary because 43% of the Government grant had been lost, or £25 million, in just five years and this meant, as well as making efficiencies, delivering services differently had to be explored. At a meeting of the Full Council in March 2013, Councillors had agreed to cut the amount it spent on subsidising bus services from £1.1 million to £600,000 as part of the budget setting process. However, it would have cost £1.9 million per year to operate all subsidised services as Local Link was operating at a loss.

The Local Link services were replaced by three new subsidised services and Stagecoach won the contract to operate these (service 20, 21 and 22). When designing these services in 2013, particular attention was paid to the Equality Impact Assessments that were carried out and helped inform the decision of where to route the new services. This included rural areas that would have been left without any form of public transport as well as having due regard for the entire urban area. Given the reduced funding it was not possible to have the same level of coverage with these new routes.

The 20, 21 and 22 services were due to be reviewed later in the year but there was no plans to reinstate the 406 service at the current time. A period of time was sought before reviewing the services to allow them to bed-in, get feedback from residents across the whole of the unitary area and to see whether the commercial bus market put on any additional services in response to the reduction in subsidised services’.

4.2 Petition objecting to the proposed planning application of development of a garage site behind 18 Acacia Avenue, Dogsthorpe, Peterborough

This petition was presented to full Council on 23 July 2014 by Councillor Adrian Miners and requested that consideration be given, for the reasons outlined in the petition, to permission not being granted for the development.

The Council’s Director of Growth and Regeneration responded stating that ‘the petition and covering letter would be held on the application file which was open to public inspection. Regrettably we are unable to enter into more detailed correspondence about any additional questions that you may have asked in your letter. Your views will be taken into account when a decision is made on the application. For your information, most applications are decided by planning officers under delegated powers and not at a formal committee meeting of the Council. If this application should be one of the few to be decided at a formal committee meeting, we will write to you about a week before the meeting and tell you of the arrangements for objectors/supporters to speak at the meeting’.

5. REASONS FOR RECOMMENDATIONS

- 5.1 As the petitions presented in this report have been dealt with by Cabinet Members or officers, it is appropriate that the action taken is reported to Cabinet, prior to it being included within the Executive’s report to full Council.

6. ALTERNATIVE OPTIONS CONSIDERED

- 6.1 There have been no alternative options considered.

7. LEGAL IMPLICATIONS

- 7.1 There are no legal implications.

8. BACKGROUND DOCUMENTS

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

- 8.1 Petitions presented to full Council and responses from officers.