

## CABINET

**MONDAY 7 DECEMBER 2015**

**10.00 AM**

**Bourges/Viersen Room - Town Hall**

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Circulation

**Cabinet Members**

**Scrutiny Committee Representatives**

**Directors, Heads of Service**

**Press**

*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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## **MINUTES OF CABINET MEETING HELD 25 NOVEMBER 2015**

### **PRESENT:**

**Cabinet Members:** Councillor Holdich (Chair), Councillor Coles, Councillor Elsey, Councillor Hiller, Councillor North, Councillor Seaton and Councillor Serluca.

**Cabinet Advisors:** Councillor Casey.

### **1. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Fitzgerald, Councillor Lamb and Councillor Maqbool.

### **2. DECLARATIONS OF INTEREST**

There were no declarations of interest.

### **3. MINUTES OF THE CABINET MEETING HELD ON 21 SEPTEMBER 2015**

The minutes of the meeting held on 21 September 2015 were agreed as a true and accurate record.

### **4. PETITIONS PRESENTED TO CABINET**

There were no petitions presented to Cabinet.

## **STRATEGIC DECISIONS**

### **5. RURAL VISION AND PARISH CHARTER**

Cabinet received a report which followed a recommendation from a meeting of the Scrutiny Commission for Rural Communities held on 7 September 2015. The purpose of the report was for Cabinet to consider approval of a Rural Vision and Parish Charter for all rural villages and all rural and urban Parish Councils in Peterborough.

The Cabinet Member for Growth, Planning, Housing and Economic Development introduced the report highlighting the main issues contained within. The Rural Vision and Parish Charter was comprehensive, easy to understand and it aimed to provide a framework for achieving sustainable and viable rural communities. It outlined how the Council would work in partnership with Parish Councils in order to deliver services effectively. The document had been subject to a 12 week consultation and Parish Councils had been involved in all aspects of its development.

The Council's Head of Housing and Health Improvement added further points of clarification.

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

- The Charter would be a living document and an action plan would be developed in conjunction with the Parish Council Liaison Forum, this would be reviewed annually in order to progress work forward;
- Other Councils with charters already in place had seen improvement in the relationships between the Parish Councils and themselves;
- It was envisaged that going forward, Parish Councils would play a larger role in service delivery;
- At the recent Parish Conference, there had been workshops held which focussed on issues such as budgeting, in order to develop knowledge and skills. Ongoing support would be provided to ensure Parishes felt supported in developing services in a confident manner; and
- Parish Councils could be called Community Councils. There were 38 rural community councils operating across the country. The one for Peterborough was Cambridgeshire Acre which supported parish councils in a wide range of areas.

Cabinet considered the report and **RESOLVED** to approve the Rural Vision and Parish Charter for adoption and implementation across the council services.

### **REASONS FOR THE DECISION**

Demand for services was increasing and the way in which those services were delivered needed to change. Historically, councils (and other public sector services) had delivered a universal service to all of their residents. Whilst this approach was effective to meet some residents' needs, it could be expensive, inefficient and lack the flexibility to respond to the different requirements that diverse communities faced. If the Council was to meet the present and future needs of the city, then it must explore ways of doing things differently.

The Council had always worked with communities to understand their needs and jointly develop solutions. In many cases, individuals and communities played a vital role in helping to deliver local services.

The Council acknowledged the important role that parish councils played as the first tier of local government. It was further recognised that parish councils could be very effective by influencing and shaping the decisions that affected their communities as well as being a vehicle for devolving certain services and of revitalising local communities

The Vision and Charter were a reflection of the Council's commitment to strengthening the relationship with parish councils and the local communities they served.

### **ALTERNATIVE OPTIONS CONSIDERED**

To do nothing, this was not an option if the Council wished to effectively strengthen the capacity and resilience within communities.

## **6. FUTURE OF WIND AND SOLAR PROJECTS – AMERICA FARM**

Cabinet received a report which followed an internal review by officers and consideration by the Cabinet Member. The purpose of the report was for Cabinet to consider the cessation of the ground mounted solar PV project at America Farm and the withdrawal of the related planning application.

Cabinet had received a report on 23 February 2015 to consider the way forward in respect of the two wind and three ground mounted solar PV projects, namely Farms of Newborough (wind and solar), Morris Fen (wind and solar) and America Farm (solar only).

The report to Cabinet on 23 February advised members of potential issues relating to grid connections in the America Farm area. However this was now no longer relevant as the Department for Energy and Climate Change (DECC) confirmed in August 2015 that the level of feed in tariff (FiTs) payments would significantly decrease over time, with the next reduction coming into force on the 1 January 2016, with a likely reduction of circa 80% of the tariff. DECC had also announced further reviews of the FiT and was likely to recommend further reductions in the rate over time. The reductions in FIT made the America Farm solar business model completely unviable.

The Cabinet Member for Digital, Waste and Street Scene introduced the report highlighting the main issues contained within.

Cabinet considered the report and **RESOLVED** to approve the cessation of the solar project at America Farm and that the planning application in respect of America Farm be withdrawn.

### **REASONS FOR THE DECISION**

That the America Farm solar scheme be ceased due to financial considerations as a result of lack of grid capacity and changes to government subsidies on FIT.

### **ALTERNATIVE OPTIONS CONSIDERED**

The announcement from DECC made alternative solar schemes similar to America Farm financially unviable at the present time.

## **7. SCHOOL ORGANISATION PLAN 2015-2020**

Cabinet received a report the purpose of which was to update it on proposals to meet the statutory requirement for school places in Peterborough. The School Organisation Plan drew together the latest demographic data and the capital programme to identify the need for further school places. It also acted as a supplementary planning document to the Core Strategy document.

The Chairman introduced the report highlighting the main points contained within. The Chairman further wished for it to be noted that the Council's Assets and School Place Planning Officer was due to retire in December and thanks were expressed to her for her commitment to the role and all of the work she had undertaken.

The Council's Head of School Infrastructure and the Assets and School Place Planning Officer talked to the report and added further points of clarification, particularly relating to the challenges faced by the Council in allocating school places and the rationale behind the figures detailed within the report.

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

- There were 1500 out of catchment children in the city's schools and it was advised that when the unitary authority had been established, there had been an agreement made between Cambridgeshire that Yaxley, Facet and Elton would be remain within the Peterborough catchment area, as those villages had always sent their secondary children to Peterborough;
- The admission legislation did not distinguish by local authority area, once the catchment pupils had been accommodated, admission was done on the basis of distance. Transport costs were not picked up for out of catchment children;
- The costings for the schools over the forthcoming five years were outlined; and
- It was likely that the number of school places available would be exceeded by 2019.

The Chairman thanked the schools allocation team for the work they undertook in delivering the school places.

## **REASONS FOR THE DECISION**

To ensure appropriate action was being undertaken to deliver the statutory requirement for school places.

## **ALTERNATIVE OPTIONS CONSIDERED**

The alternative option was not to adopt the strategy, however the impact of this would be a lack of co-ordination around new housing development and a lack of clarity for the public around the council's intentions around school place planning.

## **8. MEDIUM TERM FINANCIAL STRATEGY 2016/17 TO 2025/26**

Cabinet received a report which formed part of the Council's Budget and Policy Framework, which required Cabinet to initiate and propose budget proposals to set a balanced budget for the forthcoming financial year.

The purpose of the report was to recommend that Cabinet approve the first phase of budget proposals for consultation to contribute towards closing the budget gap of £19.6m. Subject to Scrutiny feedback and comments from residents, partner organisations, businesses and other interested parties, Cabinet would recommend budget proposals to Council in December 2015 to implement at the earliest opportunity. The report further outlined the approach for the remaining budget process and the financial challenge the Council faced in setting a balanced budget for 2016/17.

Cabinet, at its meeting of 21 September 2015, considered a report, 'Medium Term Financial Strategy 2016/17 to 2025/26', and within this report considered the budget process timelines for setting a balanced budget for 2015/16 and options for allowing the maximum possible consultation period with the public.

On 14 October 2015, Council agreed to continue a two-phased approach to the consultation process. This would ensure that all residents, partner organisations, businesses and other interested parties understood the scale of the financial challenge and had the opportunity to feed back their views, commencing with the first tranche of budget proposals.

The Cabinet Member for Resources introduced the report highlighting the main issues contained within. The report provided an overview of the financial picture for the forthcoming year and beyond and the initial proposals for tackling the challenges faced, including a £10m reduction in government grant in 2016/17 and an additional £10m of pressures faced as a result of an increase in demand on services. The Council needed to move towards becoming more self-sufficient whilst also avoiding any reduction in services for residents. The consultation would be open until 15 December 2015 and resident's views were welcomed.

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

- The innovative ways in which ICT was being delivered across the Council was an example of how forward thinking the Council was and other organisations were looking to follow the Council's lead; and
- It was clarified that the Council could only borrow to fund assets on a certain term, funds could not be borrowed to fund day to day services. Future generations would therefore benefit from assets put in place by the Council.

Cabinet considered the report and **RESOLVED** to approve the Phase One Budget Proposals as the basis for consultation.

## **REASONS FOR THE DECISION**

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

## **ALTERNATIVE OPTIONS CONSIDERED**

No alternative option had been considered as the Cabinet was responsible under the Constitution for initiating Budget Proposals and the Council was statutorily obliged to set a lawful and balanced budget by 11 March annually.

## **9. COUNCIL TAX SUPPORT SCHEME CONSULTATION 2016/17**

Cabinet received a report the purpose of which was to commence consultation for a localised council tax support scheme for the financial year 2016/17. There was a statutory requirement for the Council to set a localised council tax support scheme by 31 January 2016 and this formed part of the formal budget process under the Budget and Policy Framework.

The Cabinet Member for Resources introduced the report highlighting the main issues contained within. There were no changes proposed to the 30% existing scheme reduction, but there had been some technical changes implemented in order to align the scheme to housing benefit rules. This meant that the scheme reduction had stayed the same for the fourth consecutive year. It was further advised that in March 2014, the Council had signed up to the Citizen Advice Bureau's good practice protocol relating to Council Tax collection and the Council was now also looking to introduce a discretionary policy for those experiencing hardship.

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

1. Approve consultation on Peterborough's council tax support scheme 1 April 2016 – 31 March 2017 that contained the following local components:
  - a) No change to the existing scheme reduction of 30% for all eligible working age claimants;
  - b) Align the council tax support scheme to Housing Benefit rules making it less complicated for claimants, namely to:
    - i. Limit backdating of council tax support to one month; and
    - ii. Remove family premiums from all new claimants, or existing claimants who would otherwise have had a new entitlement to the premium, with effect from 1 May 2016.
2. Approve consultation on introducing a council tax discretionary hardship policy with effect from 1 April 2016.
3. Note the possible impact on government tax credit changes on Peterborough's council tax support scheme from 1 April 2016.
4. Note further changes that will need to be considered for Peterborough's council tax support scheme from April 2017.

## **MONITORING ITEMS**

### **10. OUTCOME OF PETITIONS**

Cabinet received a report following the presentation of petitions to Full Council on 14 October 2015.

The purpose of the report was to update Cabinet on the progress being made in response to the petitions, these being:

- i) Petition relating to the closure of the footpath between Benyon Grove and Sellers Grange; and
- ii) Petition relating to saving Peterborough's libraries.

Cabinet considered the report and **RESOLVED:**

To note the actions taken in respect of the petition presented to Council.

#### **REASONS FOR THE DECISION**

As the petitions presented in the report had been dealt with by Cabinet Members or officers, it was appropriate that the action taken was reported to Cabinet, prior to it being included within the Executive's report to full Council.

#### **ALTERNATIVE OPTIONS CONSIDERED**

There were no alternative options considered.

Chairman  
9.00am – 9.47am

<b>CABINET</b>	<b>AGENDA ITEM No. 5</b>
<b>7 DECEMBER 2015</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources	
Contact Officer(s):	John Harrison, Corporate Director Resources Steven Pilsworth, Service Director Financial Services	Tel. 452520 384564

**PETERBOROUGH CITY COUNCIL PROCUREMENT STRATEGY**

<b>R E C O M M E N D A T I O N S</b>	
<b>FROM</b> : Corporate Director Resources	<b>Deadline date</b> : 27 November 2015
<p>1. That Cabinet approves the procurement strategy (attached as appendix 1); and</p> <p>2. That Cabinet note the progress to date on investigating options for an ethical investment and procurement policy.</p>	

**1. ORIGIN OF REPORT**

1.1 This report is submitted to Cabinet following the development of a procurement strategy by the Procurement Working Group as part of the council's Contract Rules and discussion by the Corporate Management Team (CMT).

**2. PURPOSE AND REASON FOR REPORT**

2.1 The purpose of the Procurement Strategy is to provide a framework over the next five years for the council to purchase goods, works or services from third parties. The strategy puts forward a number of outcomes to be delivered, in line with council priorities and the direction of a commissioning led council.

2.2 This report is for Cabinet to consider under its Terms of Reference Number 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?	<b>NO</b>
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**4. PROCUREMENT STRATEGY**

4.1 There have been a number of developments in recent years that mean it is sensible to refresh the procurement strategy. These include the changes in the financial position of councils, as well as the councils' move towards becoming a

commissioning organisation. In addition, the National Procurement Strategy for Local Government in England 2014 sets out a vision for local government procurement and encourages all councils in England to engage with the delivery of outcomes in four key areas: making savings, supporting local economies, leadership and modernising procurement. The principles within the national strategy have therefore been considered in refreshing the procurement strategy for the council.

- 4.2 Our previous strategy focused on value for money which is now at the core of everything we do, however, this is no longer sufficient. We now need to ensure that every time we spend we are clear that it is adding value and contributes directly to the strategic priorities of the council, playing a key role in breathing life back into local economies and improving the outcomes for the people of Peterborough
- 4.3 The strategy will set the framework and direction over the next five years for procurement of goods, works and services from third parties. Underpinning the strategy we will investigate and develop as necessary further policies that align to the procurement strategy, for example small medium enterprises (SME), ethical, sustainable and departmental category plans. The procurement strategy:
- a) Aligns to council priorities and commissioning principles
  - b) Supports Peterborough's Sustainable Community Strategy and ambition to become the UK's Environment Capital
  - c) Complies with legislative requirements
  - d) Spending resources efficiently and effectively
- 4.4 A copy of the proposed procurement strategy is attached in appendix 1. In addition to the strategy, a supplier guide has been produced specifically for local businesses on how to do business with the council (appendix 2) with the intention of Opportunity Peterborough providing some support in local business engagement. This supplier guide will be continually updated based on feedback from local businesses and suppliers.
- 4.5 The council recognises that through its strategic partners, Amey, Serco, Skanska and Vivacity that goods, works and services is undertaken on behalf of the council. The strategic partners therefore play a significant role on behalf of the council in sub-contracting directly into the local economy. Other examples where major suppliers used by the council that sub contract into the local market include Viridor and Carillion. Many of these partners specifically monitor their level of spend within PE postcodes to determine the contribution to the local economy.
- 4.6 The Council will use the strategy as the basis for increasing engagement with local businesses. For example Council officers recently attended a meeting of the Chamber of Commerce Construction arm to outline potential opportunities in schools works, and a follow up supplier day with Carillion is planned for January.

## **5. ETHICAL INVESTMENT AND PROCUREMENT**

- 5.1 The following motion was agreed by Council at their meeting of 4 March 2015:

'That in the interests of transparent and open decision-making, this Council agrees to develop an ethical investment and procurement policy through the Member Officer Working Group, and report back before the end of October 2015'

- 5.2 The approach to working on this was discussed and agreed at the Member Officer Working Group (MOCWG) on 18 March 2015 and 8 July 2015. The latter session also suggested that a sub-group should meet to consider each item.
- 5.3 MOCWG considered that the motion touched upon a number of areas and strategies, and these needed reviewing in turn, rather than a single policy being developed. The five areas to be considered are outlined below:
1. Treasury management and investment policy
  2. Loans to companies
  3. Pension fund
  4. Procurement
  5. Inward investment and partnerships
- 5.4 Full detail, including the discussions and conclusions of the sub-group were reported back to MOCWG on 28 October. That report is attached as appendix 3.
- 5.5 Whilst most areas of work have concluded, further Government guidance is awaited on some elements of local procurement policy to conclude.

## **6. CONSULTATION**

- 6.1 The Procurement Working Group comprises of council and Serco officers across the departments of the council that have involvement in commissioning, procurement, finance and legal for procurement activity. The council also engaged with Opportunity Peterborough on the draft strategy which has led to the addition document specifically aimed at businesses for how to do business with the council.

## **7. ANTICIPATED OUTCOMES**

- 7.1 Once agreed, the council will provide the framework for how the council will undertake the procurement activity in conjunction with the council's Contract Rules. The council is also seeking to engage local businesses through its already established links with Opportunity Peterborough and its strategic partners.

## **8. REASONS FOR RECOMMENDATIONS**

- 8.1 The strategy provides a framework for procuring goods, works and services with third parties over the next five years.

## **9. ALTERNATIVE OPTIONS CONSIDERED**

- 9.1 The first option considered was to do nothing, however, the council spends in excess of £200 million per annum on procurement activity and the council Contract Rules refer to the council having a procurement strategy.
- 9.2 The strategy aims to be sufficiently flexible to allow development of individual policies to support the aims of the strategy e.g. concluding ethical elements.

## **10. IMPLICATIONS**

- 10.1 Adoption of the procurement strategy will result in its use across all Council services in conjunction with the council's Contract Rules.

## **11. BACKGROUND DOCUMENTS**

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

National Procurement Strategy for Local Government in England 2014

## APPENDIX 1 – PROCUREMENT STRATEGY

### Procurement Strategy 2015 – 2020 - DRAFT

#### Introduction

This five year strategy sets out how the council intends to purchase goods, works or services from third parties that:

1. contribute towards achieving the council's priorities (appendix 1) and aligns to the seven commissioning principles the council has adopted to become a commissioning led council (appendix 2);
2. supports Peterborough's Sustainable community strategy<sup>1</sup> and ambition to become the UK's Environment Capital, to substantially improve the quality of life of the people of Peterborough and to raise the profile and reputation of our city as a leading city in environmental matters and a great place in which to live, visit and work;
3. complies with the legislative requirements for procurement; and
4. meets the challenge within local government and the wider public sector to spend within its means. The council has already seen its government funding cut by £44m (40%) over the previous five years, with this downward trend set to continue over the next four years.

The council spends in excess of £200 million per year on procuring works, goods and services through a variety of procurement and contracting arrangements covering a wide and diverse spectrum of council functions. For example, this includes buying stationery, energy, insurance, home to school transport for eligible pupils, care packages for eligible adults and children in social care, services from our strategic partners such as building maintenance and highway maintenance, to major IT systems and construction projects.

Our previous strategy focused on value for money which is now at the core of everything we do, however, this is no longer sufficient. We now need to ensure that every time we spend £1 we are clear that it is adding value and contributes directly to the strategic priorities of the council, playing a key role in breathing life back into local economies and improving the outcomes for the people of Peterborough.

This strategy will align to the council's customer strategy<sup>2</sup> which is fundamental in the understanding of our customer and business needs that will shape the way we deliver our services as a commissioning led council.

The outcomes of this strategy will be to:

1. Undertake procurement that achieves the council's strategic priorities and being a commissioning led council;
2. Achieve agreed efficiencies, effectiveness and economies of scale that demonstrates value for money for the residents, partner organisations, businesses and other interested parties, taking into account environmental, social and economic impacts and whole life costs when procuring products and services;

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<sup>1</sup> <https://www.peterborough.gov.uk/council/strategies-policies-and-plans/strategic-priorities/>

<sup>2</sup> <https://www.peterborough.gov.uk/council/strategies-policies-and-plans/customer-service-strategy/>

3. Achieve improved business processes that streamline how the council interacts with its supply chain including through maximising digital technology; and
4. Promote and supports small medium enterprises including community groups and local businesses

### Achievement of outcome of next five years

Outcome	Success Criteria
<p>1. Undertake procurement that achieves the council's strategic priorities and being a commissioning led council</p>	<ol style="list-style-type: none"> <li>1. All procurement activity undertaken by the council is done in accordance with the Public Contract Regulations 2015 and the principles set by the European Union, the council's Contract Rules and Financial Regulations.</li> <li>2. All procurement of goods, works and services over £50,000 will be linked directly towards our strategic priorities or not procured at all. This will be clearly articulated in our procurement documentation so we can evidence why the goods, works and services are being bought and that where services have been commissioned that these have been considered against the seven commissioning principles and customer strategy. Where possible, where value, delivery and quality can be assured and financial constraints met, we will seek to procure goods, works and services from ethical sources.</li> <li>3. Sustainable procurement is investigated and developed within the council using the government's procurement framework to achieve this, as agreed in the council's Environmental Capital Action plan.</li> <li>4. Training and regular updates to council officers involved in procurement activity undertaken.</li> <li>5. Investigate and develop policies (for example, SME, ethical, sustainable and departmental category plans) that align to the procurement strategy.</li> <li>6. A clear market engagement strategy for the Peoples and Communities department that creates a buoyant supplier base which the council can commission services from to improve the outcomes for the people of Peterborough.</li> </ol>
<p>2. Achieve agreed efficiencies, effectiveness and economies of scale that demonstrates value for money for the residents, partner organisations, businesses and other interested parties, taking into account environmental, social and economic impacts when procuring products and services</p>	<ol style="list-style-type: none"> <li>1. All objective setting within our procurement activities will include both financial and non-financial components.</li> <li>2. Sourcing approvals will then show how these benefits can be demonstrated. Key facets that will be a focus in our procurement documentation will include: <ul style="list-style-type: none"> <li>• Innovative procurement opportunities</li> <li>• Partnering and collaboration, aggregating spending powers through effective collaboration or by sharing services on common goods.</li> <li>• Commercial innovation / commissioning / different ways of working – link to developing a commissioning strategy and category plans for departments</li> <li>• Inclusion of consideration of the requirements in the revised Best Value Duty guidance and Public Services (Social Value) Act 2012 where applicable</li> <li>• Implement key performance indicators that demonstrate value for money</li> </ul> </li> </ol>

Outcome	Success Criteria
3. Achieves improved business processes that streamline how the council interacts with its supply chain including through maximising digital technology	<ol style="list-style-type: none"> <li>1. We will adopt the appropriate E-sourcing technology that will: <ul style="list-style-type: none"> <li>• Streamline procurement processes</li> <li>• Ease the supplier on-boarding process for smaller suppliers, community organisations</li> <li>• Promote and implement processes that are less bureaucratic and burdensome to suppliers</li> </ul> </li> <li>2. Review the end to end process for purchasing goods, works or services to paying invoices to improve business processes</li> <li>3. Publish contract opportunities on Sourcecambridgeshire and Contracts Finder</li> <li>4. Meet requirements of the Transparency Code</li> <li>5. Outside of this our focus will be to review our: <ul style="list-style-type: none"> <li>• Supplier base</li> <li>• Work with the supply base to support appropriate demand management.</li> <li>• Create, develop and foster the appropriate engagement with suppliers</li> </ul> </li> </ol>
4. Promotes and supports small medium enterprises including community groups and local businesses	<ol style="list-style-type: none"> <li>1. The council will commit to: <ul style="list-style-type: none"> <li>• Pro-actively engage with Opportunity Peterborough, the Chambers of Commerce (and Federation of Small Businesses) Community and voluntary sector to ensure our procurement processes and policies support local regeneration.</li> <li>• Pro-actively work with our strategic partners to promote opportunities to sub contract goods, works and services to local suppliers within the Greater Cambridge and Greater Peterborough local enterprise partnership.</li> <li>• Drive local social and economic growth and regeneration by ensuring any commercial opportunity &gt; £25k is advertised on the Sourcecambridgeshire and Contracts Finder.</li> <li>• Hosting two supplier days per annum that will allow local businesses to ‘meet the buyer’</li> <li>• To ensure that in any post tender feedback, that all small businesses receive constructive feedback on their performance when involved in a procurement exercise.</li> </ul> </li> </ol>

### Monitoring arrangements:

Progress and monitoring of the procurement strategy outcomes will be done in the following ways:

- Regular monitoring as part of a programme of works through the council’s Procurement Working Group, a cross representative group of officers that are involved in procurement, legal, finance and commissioning activity
- The corporate management team to receive monitoring reports of the Procurement Working Group
- An annual performance report to Cabinet members commencing summer 2016

## **Appendix 1 – Council strategic priorities 2015**

Peterborough is one of the fastest growing cities in the country bringing new housing, jobs and opportunities for the people who live here and attracting new residents from across the UK and beyond. Our vision is to create a bigger and better Peterborough that grows the right way, and through truly sustainable development and growth:

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

The council's strategic priorities that underpin the vision are:

### **1. Drive growth, regeneration and economic development**

- To bring new investment and jobs
- To support people into work and off benefits
- To boost the city's economy and the wellbeing of all people

### **2. Improve educational attainment and skills**

- To allow people to seize opportunities of new jobs and university provision
- To keep talent and skills in the city's economy

### **3. Safeguard vulnerable children and adults**

### **4. Implement the Environment Capital agenda**

- To position Peterborough as a leading city in environmental matters
- To reduce the city's carbon footprint

### **5. Support Peterborough's culture and leisure trust Vivacity**

- To deliver arts and culture to all people

### **6. Keep all our communities safe, cohesive and healthy**

### **7. Achieve the best health and wellbeing for the city**

## **Appendix 2 – Commissioning led council and principles**

### **What is a commissioning led council?**

This means that we will deliver better outcomes for our customers through identifying the most efficient, effective and economic models of service delivery.

This may mean the council continuing to deliver services on its own, or directly through other agencies and organisations or as a partnership between the council and other organisations. This will provide us with a range of different abilities, skills and knowledge to enable targeted services to be delivered in the right place at the right time.

A commissioning approach offers significant benefits to local residents and businesses alike. Services will be delivered in more efficient ways, stimulating local enterprise by creating new markets in the provision of local services, and an increased emphasis on the scrutiny of those services.

### **Commissioning principles**

#### **1. Demand management**

We will prioritise the commissioning of services and solutions that will prevent or delay escalating support and service needs.

#### **2 Efficient and effective**

We will take an evidence based approach to commissioning services and solutions that demonstrate efficient and effective use of resources.

Services and solutions will be commissioned on the basis of best value.

#### **3 Return on investment**

We will commission on the basis of a clear, whole-life costed benefits realisation for service users, PCC and other stakeholders.

This will include analysis of the value of social and environmental outcomes of commissioning activities as well as financial outcomes.

#### **4 Market Development**

We will develop the market with providers and partners to ensure that strategic commissioning activity across health and social care is coordinated and best value and outcomes are delivered.

#### **5 Statutory duties**

We will ensure PCC complies with its legal duties within the statutory legislative and policy framework.

#### **6 Political**

Commissioning activity will take account of and be sensitive to the national and local political context. Engagement with elected members will be carried out throughout the commissioning process.

#### **7 Collaborative commissioning**

We will work to commission services and co-produce solutions with strategic partners where this best delivers PCC outcomes and objectives.



# How to do business with Peterborough City Council

A guide for local businesses

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## 1. Introduction

Peterborough City Council (PCC) provides a wide range of services to a community of circa 180,000 people who reside in the Peterborough area. This means that there is a significant demand for the supply of goods, works and services. To support these services PCC spends in excess of £200m per year with various organisations to help support the services delivered to the Peterborough community.

PCC is committed to utilising its financial asset to create a diverse and highly competitive supply network that delivers value for money and a capability that can deliver the services required for the community it serves. PCC recognises the important contribution that small businesses can make in delivering public services and the vital role these businesses play in the local Peterborough economy.

This guide is designed to help local businesses, understand how PCC makes procurement decisions and support the participation of those local businesses in appropriate procurement activities.

## 2. Contracting Rules

All contracts let by PCC have to comply with either our internal governance, commonly termed contract rules; or the European Public Contract Regulations (PCR). All procurement activity undertaken by PCC are to comply with the procedures in accordance with the contract rules and relevant PCRs. The procedures within the contract rules can be waived via Cabinet Decision or by Emergency Procedures; it is worth noting that the European Procurement Directives overrule the contract regulations.

The procurement process detailed in the contract rules is divided into two categories:

- Procurements activity with a contract value of £5k to £50k
- Procurement activity above a contract value of £50k to EU threshold

The detailed process around these divisions can differ significantly depending upon what is being bought and any associated risks with the procurement.

### 2.1 Procurement activity below a contract value below £50k

The contract rules stipulates that any officer undertaking any procurement activity within these financial parameters, must obtain a minimum of 3 quotations.

### 2.2 Procurement activity above a contract value of £50k

If any procurement activity is initiated within these financial parameters PCC's Commercial & Procurement department is informed and will either act in an advisory capacity to Council officers or will be responsible for undertaking the procurement itself. The process will be more comprehensive with the appropriate documentation being produced such as an Invitation to Tender and supporting Service Specification as a minimum.

### 2.3 Procurement activity above EU threshold

Any procurement activity is initiated that meets the contract value thresholds published by the European Union and detailed in table 1 places an obligation on PCC to undertake that procurement activity in line with the Public Contract Regulations 2015. PCC is free to choose the most appropriate process within those regulations for its given procurement requirements. These types of procurement activities are heavily governed and follow a strict process as detailed in those same regulations.

**Table 1 OJEU Thresholds for Public sector contracting authorities.**

	<b>SUPPLIES</b>	<b>SERVICES</b>	<b>WORKS</b>
<b>Public Sector contracting authorities</b>	£172,514 €207,000	£172,514 €207,000	£4,322,012 €5,186,000
<b>Social &amp; Other specific services</b>	N/A	£625,050 €750,000	N/A

### 3. Advertising Procurement Opportunities

There has been recent reforms within the PCRs that are aimed at making more public sector contracts accessible, particular to smaller businesses. These reforms place transparency obligations on PCC which means that new procurement opportunities will be available in one place; the Contracts Finder portal. In addition, contract award information relating to the winning contractor will also be available on Contracts Finder.

As well as advertising opportunities on Contracts Finder, PCC will continue to advertise opportunities on Source Cambridgeshire. [www.sourcecambridgeshire.co.uk/](http://www.sourcecambridgeshire.co.uk/)

The Contracts Finder portal was launched in 2015 and can be found at [www.gov.uk/contracts-finder](http://www.gov.uk/contracts-finder)

#### 3.1 Thresholds for publishing opportunities

The PCR does give threshold limits for which contracts are to be advertised, the contract value limit for PCC is set at £25,000.

#### 3.3 Specific requirements for placing contract opportunities on Contracts Finder

For below EU threshold contracts, the requirement to publish does not apply where PCC is making an opportunity know to a closed group of suppliers who have already been selected onto a Framework Agreement or Dynamic Purchasing System.

Where PCC is satisfied it is lawful not to advertise the opportunity, and chooses not to advertise at all, the requirement to advertise on Contract Finder does not apply to that contract. This may be the case where, for example, If PCC within its Contract Rules states that advertising is not required for contracts below a certain amount, and there is no legal requirement to advertise the contract.

This means that, for example, *if PCC is dealing with a procurement below £50,000, its contract rules state that contracts below £50,000 need not be advertised; it is satisfied there is no legal requirement to advertise, and it does not voluntarily advertise the procurement, then there is no requirement to advertise on Contracts Finder.*

*If the opportunity appears on other portals, for example, Source Cambridgeshire, or Tenders Direct portal, PCC will advertise the opportunity within 24hrs of the time advertised.*

For all opportunities either above or below EU thresholds, please refer to the regulations to determine the appropriate requirements for making procurement opportunities available.

## 4. How to apply for Procurement Opportunities

You can apply for procurement opportunities through a variety of ways:

- By responding to an advertised opportunity either via Source Cambridgeshire or through Contracts Finder.
- By responding to a formal advertisement placed on the Official Journal of the European Union.
- By submitting an interest to work with PCC via the following e-mail address;  
[commercialandprocurement@peterborough.gov.uk](mailto:commercialandprocurement@peterborough.gov.uk).

You will receive a response back from the Procurement team within 24hrs acknowledging your response and advising of the next steps. If there is not a procurement opportunity available at that time you may be asked to complete a simple questionnaire giving us sufficient information that enables the procurement team to advise you of the right opportunity.

Your information will be stored on a supplier database so that when an opportunity arises we can research that database and link your services to an opportunity.

Should you wish to arrange a meeting with the procurement team please send an e-mail to [commercialandprocurement@peterborough.gov.uk](mailto:commercialandprocurement@peterborough.gov.uk) clearly stating the reasons for the request and suitable dates available to you. Please do not send any corporate brochures via e-mail until it has been requested.

## 5. Bidding for business with PCC

The concept of bidding for business with a local authority can be a daunting process full of bureaucratic paperwork. PCC will, where it can, attempt to remove any unnecessary burden on local businesses within the tender process.

The information requested of local business will either be because of requirements in regulation or contract rules or, it is required to feature in the decision making process to enable a contract award to be made.

So what can you expect?

- To be treated fairly with all other bidders in the process
- Clear and transparent communication
- Full and professional Invitation to Tender (ITT) which will comprise of;
  - ITT document detailing the governance of the procurement process (inc Evaluation process and time lines, non-compliance)
  - Service Specification or any technical documentation that explains the requirements needed.
  - Pre-Qualification Questionnaire (If required)
  - Terms & Conditions of contract.
- Clear guidance on how to respond to the requirements asked for.

For those local businesses unsuccessful in any procurement opportunity PCC will commit to offering a debriefing session to enable businesses to transfer any learnings from those unsuccessful bids which may help them in any future bids with PCC and potentially other local authorities.

## 6. How to find out when a PCC contract award has been made

PCC is working towards publishing all contract award notices above £25,000.00 on Contracts Finder [www.gov.uk/contracts-finder](http://www.gov.uk/contracts-finder) and Source Cambridgeshire [www.sourcecambridgeshire.co.uk/](http://www.sourcecambridgeshire.co.uk/).

All contract awards above the OJEU thresholds detailed in in table 1 of section 2.3 and that an advertisement has been placed, will be posted online. [www.tendersdirect.co.uk](http://www.tendersdirect.co.uk)

## 7. Frameworks

PCC like many Public Authorities utilise an array of frameworks made available to them. PCC prior to deciding whether a framework is the most suitable option will evaluate it alongside other sourcing options available to PCC.

A list of frameworks regularly researched are detailed in the table below:

Website	URL
A Crown website for School Buildings, Education Agency Funding Framework	<a href="https://www.gov.uk/government/collections/education-funding-agency-contractors-framework">https://www.gov.uk/government/collections/education-funding-agency-contractors-framework</a>
East Midlands Property Agents Framework	<a href="http://www.em-pa.org.uk/frameworks/introduction/">http://www.em-pa.org.uk/frameworks/introduction/</a>
Eastern Shires Purchasing organisation	<a href="https://www.espo.org/Frameworks">https://www.espo.org/Frameworks</a>
Crown Commercial Services Framework	<a href="http://ccs-agreements.cabinetoffice.gov.uk/">http://ccs-agreements.cabinetoffice.gov.uk/</a>
Yorkshire Purchasing Organisation Framework	<a href="http://www.ypo.co.uk/contracts-home/all-contracts">http://www.ypo.co.uk/contracts-home/all-contracts</a>
NHS Frameworks	<a href="https://www.sbs.nhs.uk/procurement">https://www.sbs.nhs.uk/procurement</a>
Midlands Highways Alliance	<a href="http://www.mhaweb.org.uk/work-streams/medium-schemes/">http://www.mhaweb.org.uk/work-streams/medium-schemes/</a>
Eastern Highways Alliance	No website available

## For further Information

Please contact the Procurement department

T: 01733 384588 E: [commercialandprocurement@peterborough.gov.uk](mailto:commercialandprocurement@peterborough.gov.uk)

## APPENDIX 3 – REPORT TO MEMBER OFFICER WORKING GROUP ON ETHICAL INVESTMENT AND PROCUREMENT POLICY

<b>MEMBER, OFFICER AND CONSTITUTIONAL WORKING GROUP</b>	AGENDA ITEM No.
<b>28<sup>TH</sup> OCTOBER 2015</b>	

Contact Officer(s):	Steven Pilsworth, Service Director Financial Services	Tel. 01733 384564
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### ETHICAL INVESTMENT AND PROCUREMENT POLICY UPDATE

<b>RECOMENDATIONS</b>	
<b>FROM:</b> <i>Councillor Seaton, Cabinet Member for Resources</i>	<b>Deadline date:</b>
1. <i>MOCWG are asked to comment on the work undertaken to date by the sub-group</i>	

#### 1. ORIGIN OF REPORT

The following motion was agreed by Council at their meeting of 4<sup>th</sup> March 2015:

‘That in the interests of transparent and open decision-making, this Council agrees to develop an ethical investment and procurement policy through the Member Officer Working Group, and report back before the end of October 2015’

The approach to working on this was discussed and agreed at the Member Officer Working Group on 18<sup>th</sup> March 2015 and 8<sup>th</sup> July 2015.

The latter session also suggested that a sub-group should meet to consider each item

#### 2. PURPOSE AND REASON FOR REPORT

This report outlines the discussions and progress of the sub-group, who met on September 24<sup>th</sup>.

#### 3. APPROACH AND WORK COVERED

MOCWG considered that the motion touched upon a number of areas and strategies, and these needed reviewing in turn, rather than a single policy being developed. The five areas to be considered are outlined below:

6. Treasury management and investment policy
7. Loans to companies
8. Pension fund
9. Procurement
10. Inward investment and partnerships

Full detail, including the discussions and conclusions of the sub-group are attached.

#### 4. ANTICIPATED OUTCOMES

MOCWG are asked to comment on the work undertaken to date by the sub-group.

##### **Member Officer Working group - Ethical Policy**

The following motion was agreed by Council at their meeting of 4<sup>th</sup> March 2015:

‘That in the interests of transparent and open decision-making, this Council agrees to develop an ethical investment and procurement policy through the Member Officer Working Group, and report back before the end of October 2015’

It is considered that this motion touches upon a number of areas and strategies, and these may need reviewing in turn, rather than a single policy being developed.

It is suggested that Members may wish to adopt the following approach:

1. Review existing strategy and approach – are there elements deemed ‘unethical’?
2. Review options for change
3. Make recommendations to the appropriate body

The five areas that could be considered are outlined below:

1. Treasury management and investment policy
2. Loans to companies
3. Pension fund
4. Procurement
5. Inward investment and partnerships

This approach was discussed and agreed at the Member Officer Working Group on the following dates:

- 18<sup>th</sup> March 2015
- 8<sup>th</sup> July 2015

The latter session also suggested that a sub-group should meet to consider each item, consisting of the following Members:

- Cllr Ferris
- Cllr Seaton
- Cllr Thulbourn
- Cllr Harrington
- Cllr Lane
- Cllr Sandford

The first meeting of the sub-group took place on Thursday 24<sup>th</sup> September (attended by Cllrs Ferris, Seaton and Thulbourn).

The discussions and conclusions reached are noted overleaf (original paper in main script, comments from September 24<sup>th</sup> in italics)

## **1. Treasury management and investment policy**

The MTFs approved on 4<sup>th</sup> March 2015 includes the Treasury management and investment policy (it is approved each year). In practice this covers short term investment of cash surpluses. Typically these are invested with Government (the debt management office), other councils and a handful of banks with the highest credit ratings (Our own bankers Barclays, RBS and others).

In this area, the credit rating of the counter-party of prime concern, minimising risk for the Council.

Members could review and comment on the policy.

### ***Discussions from 24<sup>th</sup> September***

*The sub-group reviewed the Treasury management and investment policy, and noted that the primary concern for the investment of cash was the credit rating and security of the counterparty. Whilst there was some concerns over behaviour of banks in recent years, it was agreed that the policy should remain as it stood. It was also noted that a refresh of strategy has to be agreed by Full Council as part of the MTFs each year, allowing scrutiny and debate as necessary*

## **2. Loans to companies**

Within the last year, the Council has made the decision to provide loans to two organisations within Peterborough In order for this to take place, the following needs to happen:

- An executive decision approving the loan arrangements
- Council needs to approve an update to the Treasury Management Strategy for each organisation

The two loans agreed are as follows:

Axiom Housing association:

<http://democracy.peterborough.gov.uk/documents/s21685/CMDN%20-%20Final%20PUB.pdf>

Empower Community Services

<http://democracy.peterborough.gov.uk/documents/s22252/4.%20Installation%20of%20Solar%20Panels%20on%20Roof%20Tops.pdf>

Members could comment as to whether they consider this process is sufficient.

### ***Discussions from 24<sup>th</sup> September***

*The sub-group were comfortable with this process*

### **3. Pension fund**

Whilst the scope of investment that PCC undertakes is fairly small, we are a member of the Cambridgeshire Pension Fund. Whilst the Board is an independent body (and hence the PCC motion is not binding on that body), Cllr Seaton is the representative on the board.

The board met on Thursday 19<sup>th</sup> March, and one of the items on the agenda was the Statement of Investment principles

<http://www2.cambridgeshire.gov.uk/CommitteeMinutes/Committees/Meeting.aspx?meetingID=977>

Cllr Seaton fed the issues arising from the motion into the discussion, and has asked that a more detail report on the investment approach is taken back to the board.

When this is scheduled, Members could provide comments for Cllr Seaton to feed in (noting that the timeline for such comments may be short, and that whilst issues can be raised, the motion cannot be binding on an external body).

#### ***Discussions from 24<sup>th</sup> September***

*Cllr Seaton reported back to the sub-group as to how this has been taken forward with the board. This has been raised with the board on several occasions.*

*The response from the pension fund administrators was that whilst the potential review of merging funds was underway, resource would need to be devoted to that area of work.*

*There was further discussion regarding organisations that monitored the ethical performance of pension and investment funds.*

*At the recent Conservative Party Conference, the Chancellor confirmed that the Local Government Pension Funds are to be merged into 6 regional Funds. Given this is unlikely that further progress will be made in working with the Pensions Board and administrators in this area.*

*Again it should be noted that the Pension Fund is an independent entity, and the motion is not binding upon it.*

### **4. Procurement**

The Council buys a significant range of goods and services. Typically it purchases these through either:

- Existing framework arrangements e.g. Government frameworks
- Running tender exercises

The Council is currently undertaking a range of projects in procurement, including:

- Reviewing and refreshing the procurement strategy
- Developing the sourcing plan for the coming years – identifying the goods and services we need to buy, and the approach for doing so
- Developing a standard suite of procurement documents, including the pre-qualification questionnaire

The latter element may be of most interest. It asks a range of questions about suppliers, and certain thresholds they need to meet e.g. confirmation of compliance with applicable laws.

It is suggested Members may wish to review and comment on these documents as they are developed.

### **Discussions from 24<sup>th</sup> September**

*The Service Director Financial Service confirmed that work was in progress in this area. This would include the following:*

- *Development of a high level procurement strategy to be approved by Cabinet. This would include reference to the ethical investment work. The draft would be shared with the sub-group*
- *Development of a suite of tender documentation, including pre-qualification questionnaires. These ask a range of questions of potential bidders, ensuring compliance with relevant legislation*

*It is the latter of these that will probably have more impact in practical terms, and again a draft will be shared with the sub-group to review and comment on*

**Subsequent note** – *any developments in this area will now need to have regard to proposed changes announced on 3<sup>rd</sup> October to legislation to make clear that using pensions and procurement policies to pursue boycotts, divestments and sanctions campaigns against other countries and the UK defence industry are inappropriate, unless they are in line with action on a national level. Any final decisions will need to await this guidance*

## **5. Inward investment and partnerships**

Within the last year, comment has been made on the following initiatives:

- The Council's Joint Venture partnership with a Luxembourg based Investment Fund to deliver redevelopment and growth of key sites
- The Council's strategic partnership proposal with AVIC, a Chinese company

In such areas the Council has to follow applicable EU law. For example, the growth fund is subject to EU sanctions on where investment comes from. For example, investment from a number of individuals in Russia is not permitted given the situation in Ukraine. Whilst the EU has made some statements about China's human rights record, this has not extended to any such investment bank (link to the full list below, including the statement on china).

[http://eeas.europa.eu/cfsp/sanctions/docs/measures\\_en.pdf](http://eeas.europa.eu/cfsp/sanctions/docs/measures_en.pdf)

Of all areas included in this note, this area could be the most wide ranging. If Members were interested in considering further, this may require a specific group to review and would need to call in representatives from Growth and Regeneration, Asset Management etc.

### *Discussions from 24<sup>th</sup> September*

*The views of the sub-group differed in this area. Some wanted to take a more stringent approach to discouraging investment from Countries such as China, whereas others felt encouraging such trade was a way to open up these countries.*

*Ultimately the sub-group concluded that the Council would follow the EU guidance and legislation in this area.*

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<b>CABINET</b>	<b>AGENDA ITEM No. 6</b>
<b>7 DECEMBER 2015</b>	<b>PUBLIC REPORT</b>

Cabinet Member responsible	Leader of the Council, Cabinet Member, City Centre Management, Culture and Tourism	
Contact Officer	Annette Joyce - Service Director City Services and Communications	Tel. 01733 452280

**CITY CENTRE ANTI-SOCIAL BEHAVIOUR ENFORCEMENT**

R E C O M E N D A T I O N S	
<b>FROM :</b> , Leader of the Council, Cabinet Member, City Centre Management, Culture and Tourism	<b>Deadline date :</b> 7 <sup>th</sup> December 2015
For Cabinet to propose changes to the way that enforcement and compliance activity is delivered, In order to protect the City Centre from Anti-Social behaviour.	

**1. ORIGIN OF REPORT**

- 1.1 This report is submitted to Cabinet from the Leader of the Council and the Cabinet Member for City Centre Management, Culture and Tourism.
- 1.2 The purpose of this report is to outline proposed measures that change the way City Centre enforcement and compliance activity of Peterborough City Council is delivered.
- 1.3 This report is for Cabinet to consider under its Terms of Reference No 3.2.2 To promote the Council’s role as community leader, giving a ‘voice’ to the community in its external relations at local, regional and international level, and fostering good working relationships with the Council's partner organisations, Parish Councils and the relevant authorities for Police, Fire, Probation and Magistrates’ Courts Services and 3.2.3 To take a leading role in promoting the economic, environmental and social well-being of the area.

**2. TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	<b>NO</b>
---------------------------------------------	-----------

**3. THE CURRENT SITUATION**

- 3.1 The Council has a number of enforcement functions as part of its statutory duties these include:
  - Trading Standards
  - Licencing and Markets
  - Environmental Health – food, health and safety and pollution control
  - Parking Management
  - Planning Compliance
  - Housing Enforcement
  - CCTV
  - Neighbourhood Enforcement (including littering, fly posting, graffiti, abandoned vehicles, dog fouling, waste management and fly tipping)

- 3.2 In addition, the Community and Safety service comprises officers who work alongside police and fire service staff to focus on tackling anti-social behaviour.

### **City Centre Enforcement**

- 3.3 There are currently no dedicated enforcement staff working in the city centre dealing with anti-social behaviour including begging, busking and street drinking. A Street Warden team existed prior to 2008 but this service was cut due to budget pressures. The police have the necessary powers of enforcement but with stretched resources, low level crime and anti-social behaviour are not always able to be given the priorities needed.
- 3.4 There is particular and significant concern from Members, and the general public concerning:
- aggressive begging
  - busking
  - street drinking
  - illegal street trading
  - cycling in the City Centre

### **Co Coordinating Enforcement across Agencies**

- 3.5 Section 40 of the Police Reform Act 2002 enables Chief Constables to grant a limited range of police powers to employees of non-police organisations who contribute towards community safety. These are known as Community Safety Accreditation Schemes.
- 3.6 Therefore discussions have taken place with Police colleagues regarding such accreditation and also how criminal and civil enforcement could be brought together across both agencies.

## **4. PROPOSALS**

- 4.1 It is therefore proposed to:

A) Merge appropriate enforcement activity of the Authority. These services would include:

- CCTV Officers
- Parking Enforcement Officers
- City Officers
- Neighbourhood Enforcement Officers
- Housing Enforcement Officers
- Community and Safety Service Officers, including existing Police and Fire staff managed within this service

B) Clarify policy and priorities relating to City Wide and City Centre Enforcement activity, giving consideration to extending powers or transferring powers from the police to the staff within the merged enforcement team.

- 4.2 Officers from this merged team would work alongside Police officers from the wider constabulary who would provide support and would work with the enforcement team on patrols and would continue to deal with more serious matters. The team would be co-located, building upon existing arrangements within the Community and Safety Service which operates from Bayard Place.
- 4.3 The new team would result in bringing together Officers from within CCTV, Parking Enforcement, Neighbourhood Enforcement, Housing Enforcement and Community and Safety Officers (ASB) covering all areas of work formerly covered by a number of separate services. This will provide a flexible workforce with broader areas of responsibility. Staff would be uniformed, but distinguishable from the police by being appropriately identifiable as "Safety & Enforcement" staff.

4.4 The responsibilities for these staff would include:

- Dealing with people issues including anti-social behaviour, begging, busking and street drinking
- Dealing with vehicle issues including parking offences, blue badge enforcement, abandoned vehicles, untaxed vehicles, highway obstruction, taxi licensing checks, cycling offences and road closures
- Safety work including CCTV monitoring, stewarding and security work at events
- Environment issues including fly tipping, litter, dog fouling, graffiti and waste management
- Housing Enforcement, particularly dealing with poorly managed or dangerous housing

4.5 These staff would be Security Industry Authority (SIA) trained, and in addition CSAS (Community Safety Accreditation Scheme) accreditation would be sought to enable staff to have statutory enforcement powers that currently reside with Police Officers. Training on the law of evidence would be provided to ensure a consistent level of knowledge and competence in gathering evidence, as well as training on parking enforcement, and environmental crime legislation.

4.6 By using existing technology (for example the My Peterborough mobile phone application) members of the public would be able to report matters directly to the team to enable issues to be quickly resolved.

## 5. **BENEFITS FROM CHANGE**

### **Deterrent**

5.1 There is little deterrent to anti-social behaviour in the City Centre at present other than that afforded by the presence of Peterborough Police. A uniformed "Parking Enforcement Officer" is no deterrent to cyclists, beggars and buskers. A re-uniformed "Safety and Enforcement Officer" who addresses such behaviour would be an effective deterrent.

### **Major events and safety issues**

5.2 There are no uniformed staff within PCC who can deal with event security, enforcement or to support major safety issues such as City Centre demonstrations. Uniformed and appropriately trained Safety & Enforcement Officers could provide support to such issues.

### **Availability of resource**

5.3 Particularly in times of seasonal or daily demands adequate enforcement resource cannot always be provided. These proposals address this situation. By adopting these proposals resilience will be built across enforcement services, particularly through the ability to multi-skill officers.

### **Commercial Opportunities**

5.4 Implementation of these proposals would provide a large team of safety and enforcement staff which could provide services to other Local Authorities, public bodies and the private sector.

### **Environment and Amenity**

5.5 The wider team could focus upon days of action to target anti-social behaviour in the city centre along with other longer term measures such as Public Space Protection Orders

5.6 The staff of this new team would be trained in Parking Legislation and also in SIA (Security and CCTV), CSAS (Community Safety Accredited Scheme), Environmental enforcement and housing legislation. The service would look to develop an enforcement training programme, effectively creating our own 'Peterborough Enforcement Training Academy'. This could be achieved by upskilling existing members of the wider department to deliver training both in house and external training to both public and private sectors.

## **6. CONSULTATION**

- 6.1 Discussions have taken place with departmental teams as well as Police colleagues. Further consultation would need to take place with staff and trades unions.

## **7. ANTICIPATED OUTCOMES**

- 7.1 By having a joined up multi skilled enforcement team to work alongside the police this would act as both a deterrent to City Centre anti-social behaviour and would also ensure that resources were available to deal with issues such as street begging, cycling and busking.

## **8. REASONS FOR RECOMMENDATIONS**

- 8.1 The recommendations would ensure that the City centre would be a more attractive place to visit and work.

## **9. ALTERNATIVE OPTIONS CONSIDERED**

- 9.1 Consideration could be given to leaving the separate teams as they are. However it is already apparent that by not having joined up services, the needs of visitors and businesses in Peterborough are not being adequately met.

## **10. IMPLICATIONS**

### **Financial**

- 10.1 The proposal will have financial implications. There will be costs to provide necessary training, provision of equipment and uniforms. However these will not be significant.

### **Legal**

- 10.2 The legal implications of the proposals are set out in the body of the report. The Councils existing statutory powers of enforcement are unaffected.

### **Human Resources**

- 10.3 There are significant Human Resources implications. Consultation will need to take place with staff and their representatives on changes in roles and job descriptions. All staff will need to be appropriately trained and also issued with the necessary personal protective equipment. Should the proposal be approved consultation with affected staff and their representatives will commence immediately.

### **Corporate Priorities: Environment Capital**

- 10.4 These proposals support the Councils priority relating to keeping our communities safe.

<b>CABINET</b>	<b>AGENDA ITEM No. 7</b>
<b>7 DECEMBER 2015</b>	<b>PUBLIC REPORT</b>

Cabinet Member responsible:	Councillor Peter Hiller Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officers:	Richard Kay – Head of Sustainable Growth Strategy Gemma Wildman – Principal Planner	Tel.863796 863824

## PETERBOROUGH PRELIMINARY DRAFT LOCAL PLAN

R E C O M M E N D A T I O N S	
<b>FROM :</b> Simon Machen, Corporate Director of Growth and Regeneration	<b>Deadline date :</b> 7 December 2015
<ol style="list-style-type: none"> <li>1. That Cabinet approves the Preliminary Draft version of the Peterborough Local Plan for public consultation starting in early 2016; and</li> <li>2. That Cabinet delegates authority to officers to make any minor, inconsequential amendments to the Document prior to its publication (in order to correct matters of fact or aid clarity to the reader).</li> </ol>	

### 1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the approval of the council's Local Development Scheme (LDS) by Cabinet in July 2015, which identifies that the council will prepare a Preliminary Draft version of the Local Plan for public consultation in January 2016.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for Cabinet to approve the Preliminary Draft version of the Local Plan for public consultation.
- 2.2 The Preliminary Draft Local Plan can be viewed at Appendix 1.
- 2.3 This report is for Cabinet to consider under its terms of reference No. 3.2.1 'to take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services'.

### 3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If Yes, date for relevant Cabinet Meeting	7 December 2015
Date for relevant Council meeting	N/A for this Draft.  Full Council will consider a final version for adoption in 2017/18.	Date for submission to Government Dept	N/A

## 4. PETERBOROUGH LOCAL PLAN (PRELIMINARY DRAFT)

### Introduction

- 4.1 In July 2015 Cabinet agreed a timetable for preparing a new Local Plan, based on the following main reasoning:
- The Core Strategy (part of the current Local Plan) is now four years old and pre dates the National Planning Policy Framework (NPPF)
  - Updated housing forecast and needs data has been published
  - The need to maintain a 'Five year land supply' of deliverable housing sites
  - Availability of suitable employment land
- 4.2 The new Local Plan will set out how the city and surrounding villages will grow and change over the next 20 years. It will replace the following adopted Development Plan Documents (DPDs):
- Core Strategy DPD (2011),
  - Site Allocations DPD (2012),
  - Planning Policies DPD (2012) and
  - City Centre DPD (2014).
- 4.3 The existing DPDs are relatively recent, and are largely consistent with Government Policy therefore it is not necessary to re write a new plan from scratch. Many of the existing policies are proposed to be included in the new Plan.
- 4.4 The Preliminary Draft version of the Local Plan, as attached, propose extending the existing plan period from 2026 to 2036. It sets out suggestions for the broad distribution for growth and is proposing the following growth targets:

<b>Peterborough Local Plan Growth Targets 2015 to 2036</b>	
Housing requirement	23,907 dwellings
Employment requirement	22,024 jobs

- 4.5 At this stage the attached plan does not identify the additional sites required to deliver the housing and jobs growth targets. As part of the consultation process we will ask the public, developers, landowners, agents and parish councils to suggest sites for future housing, employment, retail, leisure and other provision, that are available and deliverable. All sites will be assessed, in spring 2016, against a detailed assessment criteria and the preferred sites will be included in the next version of the Plan due for public consultation in summer 2016.

### KEY ISSUES

- 4.6 The Preliminary Draft version of the Local Plan is structured as follows:
- 4.7 **Part A** – sets the overall vision and objectives for the future of Peterborough and the surrounding villages. This links closely to the council's Environment Capital Action Plan.
- 4.8 **Part B** – Identifies the broad distribution and areas for future housing and employment.
- 4.9 It is proposed that the overall development strategy is to continue that set out in the adopted Core Strategy and to focus new development in the existing urban area of Peterborough, and urban extensions and/or nearby large scale allocations with limited development in the rural villages. The individual sites required to meet the growth targets set out above, will be identified in the next version of the plan due to be published in summer 2016.
- 4.10 It also proposes a Settlement Hierarchy that ranks each settlement according to its size and range of services and facilities, this helps to guide the scale and location of new

development. It also helps to protect the character of the landscape by placing restrictions on development outside the defined settlement boundaries. Following a detailed review of all village services and facilities the policy does not propose any changes to the hierarchy established in the adopted Core Strategy.

4.11 **Part C** – includes the detailed policies, criteria and standards that will be used in determining planning applications. The draft Local Plan include policies (or options, as appropriate) relating to issues such as:

- Housing – the proposed policy ensures that new housing will meet the needs of all communities. It includes the need for a range of types and size of homes, including affordable housing. There are also specific policies about meeting the need for prestigious homes and to identify plots for self-build properties; and a policy that sets the criteria for determining if a site for Gypsy and Travellers would be suitable or not. This is based on the criteria set out in the existing Core Strategy.
- Transport – The proposed policy is based on the principles set out in the emerging Local Transport Plan. It includes a number of different options for car parking standards.
- Infrastructure – the proposed policy ensures that future growth is supported by the necessary infrastructure such as schools, roads and health and community facilities. This links to the council's adopted Developer Contributions SPD and the Community Infrastructure Levy. A further policy highlights areas of land to be safeguarded for future infrastructure projects, such as road improvements or junction enhancements.
- Retail and other town centre development – this proposed policy places the city centre at the top of the hierarchy in terms of retail, leisure, cultural and tourism facilities, in line with national policy.
- Urban design – the proposed policy identifies the design principles that must be met by all new development, as well as the detailed requirement for new residential development to make sure there is no unacceptable impact on the amenity of nearby properties. This is based on the design principles set out in the existing Core Strategy.
- Historic Environment – this proposed policy aims to protect, enhance and conserve the important heritage assets throughout Peterborough through the special protection afforded to listed buildings and conservation areas.
- Open Space – the proposed policy looks to protect existing green open space and will set requirements for provision within new development.

The Plan also includes a new policy to protect Local Green Spaces as set out in national policy. Therefore local communities are asked to put forward sites they would like to be considered.

The draft Local Plan also carries over the existing 'Green Wedge' policy that protect specific areas that are under considerable pressure for development and which, if built on would result in the coalescence of urban areas with nearby settlements.

- Biodiversity - the proposed policy protects designated international, national and local wildlife sites from development that could harm the habitat or protected species.

4.12 Each policy and all reasonable alternative options will be assessed against the council's sustainability framework which is linked to the council's Environment Capital Action Plan.

## **5. CONSULTATION**

5.1 Subject to Cabinet approval, public consultation on the Preliminary Draft Local Plan will take place in January-February 2016, in accordance with the requirements set out in the Statement of Community Involvement (SCI).

5.2 All comments received will be reviewed and any necessary changes will be made. All sites suggested to the council during the consultation will be assessed against detailed assessment criteria. A second version of the draft Local Plan will be produced for further consultation. The Local Plan will go through the following stages:

- Public consultation on the Preliminary Draft Local Plan Jan/Feb2016
- Public consultation on the Draft Local Plan – July/August 2016
- Public consultation on the final version of the plan – February/March 2017
- Submission to Government – Spring 2017
- Independent examination – Autumn 2017
- Adoption – late 2017 or early 2018.

5.3 A draft of the attached Local Plan was presented to Planning Committee on 10 November 2015 and Sustainable Growth and Environment Capital Scrutiny Committee on 12 November 2015. The following comments were received:

- The importance of councillor involvement in the site selection process, and the need for a member working group.
- Ensure consistency with the emerging Local Transport Plan
- Need to look at cemetery provision and identify future sites

These comments have been noted, and the attached Local Plan amended accordingly.

## **ANTICIPATED OUTCOMES**

6.1 It is anticipated that Cabinet approves the Preliminary Draft Local Plan for public consultation in early 2016.

## **7. REASONS FOR RECOMMENDATIONS**

7.1 Cabinet are asked to approve the Preliminary Draft version of the Local Plan so that public consultation can be carried out on this document.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

8.1 The alternative option of not preparing a new Local Plan was rejected by Cabinet in July 2015 as part of the approval of Local Development Scheme.

8.2 The alternative options for each policy will be assessed as part of the Local Plan Sustainability Appraisal Report to be published in January 2016 alongside the Preliminary Draft Local Plan for public consultation. Consultation will also help inform the council of options which can be considered as the plan progresses.

## **9. IMPLICATIONS**

9.1 The Local Plan, when adopted in 2018, will have implications for all sectors of the community throughout the area.

Legal Implications - The Council must follow due Regulations in preparing the Local Plan. Eventually, once the final document is adopted in 2018, the council has a legal duty to determine planning applications in accordance with the plan.

Financial Implications - The cost of producing the new Local Plan is covered by existing budgets.

**10. BACKGROUND DOCUMENTS**

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

Peterborough Local Development Scheme (July 2015)

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## Peterborough Preliminary Draft Local Plan

January 2016

**Draft for Cabinet 7 December 2015**

### **Peterborough City Council**

Sustainable Growth Strategy  
Peterborough City Council  
Town Hall  
Bridge Street  
Peterborough

Telephone: (01733) 863872

[www.peterborough.gov.uk](http://www.peterborough.gov.uk)



## Foreword

This is the first draft of the new Peterborough Local Plan, which will set out how the city will grow and change over the next 20 years.

This document is available for public consultation between XX January and XX February 2016. We welcome your comments and views on this important document, it is your chance to make a real difference and help make Peterborough and the surrounding villages a great place to live, work and visit. The Preface sets out how you can get involved.

## Foreword

## Introduction

Peterborough City Council is preparing a new Local Plan, this is an important document as it will determine what Peterborough and the surrounding villages will look like in the future and how it will become an even better place to live, work and visit.

The new Local Plan will replace the following adopted Development Plan Documents (DPD):

- Core Strategy DPD (2011),
- Site Allocations DPD (2012),
- Planning Policies DPD (2012) and
- City Centre DPD (2014)

It will not replace any adopted Minerals and Waste DPDs.

We are currently at the first stage in the process and are consulting on a Preliminary Draft version of the Local Plan, which sets out the emerging planning policies and proposals for growth and regeneration. This is still a draft plan. Your views are therefore essential.

### How to make comments

This is the first opportunity for you to make comments on the emerging plan and we encourage you to take this opportunity to let us know your views and help inform the future growth of Peterborough.

The Preliminary Draft Local Plan can be viewed at: [Weblink to be added] where comments can also be made online. Alternatively a Comments Form (Form A) is available at the council's customer service centre at Bayard Place or can be downloaded and returned by e-mail or post to:

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

or

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

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

The closing date for all comments is **11.59 pm on XX February 2016**.

Please note that all comments will be uploaded to our online consultation portal and will not be confidential.

All comments received will be taken into consideration and will help inform the Further Draft Local Plan to be published for public consultation in summer 2016.

### What stage are we at?

This is the first stage in a lengthy process of producing a new Local Plan. This Preliminary Draft Plan captures the key issues that we already know about and sets a steer as to how we will tackle the gaps. It does not yet include specific allocations for new development.

A Further Draft Plan incorporating suggested sites for development will be published for consultation in summer 2016. The Local Plan timetable is summarised below:

## Preface

2016												2017												2018			
Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April
1						2							3			4					5			6		7	

Stage		Description
1	Preliminary Draft Local Plan public consultation	Opportunity for interested parties and statutory consultees to consider the options for the plan before the final document is produced.
2	Further Draft Local Plan public consultation	Opportunity for interested parties and statutory consultees to consider the preferred policies and sites for the plan before the final document is produced.
3	Proposed Submission public consultation	The council publishes the Local Plan for a six week period when formal representations can be made on the Local Plan prior to submission to government.
4	Submission	The council submits the Local Plan to the Secretary of State together with the representations received during the Proposed Submission stage.
5	Independent Examination Hearing	Held by a Planning Inspector into objections raised on the Local Plan.
6	Inspector's Report	This will report whether if the Plan is 'Sound' or 'Unsound'. The Inspector may make recommendations to make the plan 'sound'.
7	Adoption of the Local Plan	Final stage, the council will formally need to adopt the Local Plan and it will then be used in making planning decisions.

### Additional Consultation

As well as consulting on the contents of this Preliminary Draft Local Plan we are also giving you the opportunity to suggest:

- New sites to be allocated for future housing, Gypsy and Traveller, employment, retail, leisure and cemetery sites;
- Any amendments to a village envelope; or
- Any sites to be considered as a Local Green Space.

### Site Allocations

This version of the plan does not include any sites for new development. To submit potential sites for consideration please fill in the Site Suggestion Form (Form B) and return to us, using the above e-mail or postal address, by XX February 2016. Full details are set out in Section D of this plan.

All sites suggested will be assessed against a detailed assessment criteria as set out in Section D. The preferred sites will be included in the further draft version of the plan due for publication in summer 2016. We will also publish an evidence report which will set out the reason for the inclusion of a site or not.

As part of the assessment process we will need to demonstrate that a site is available and deliverable. We will review all sites identified in the adopted Site Allocations DPD and City Centre DPD that had not been granted planning permission at 31 March 2015. However, to help with the assessment please could you re-submit your site even if it is an existing allocated site. This will help to ensure that the site information is up to date, that we have the same level of detail for each site, and all sites can be considered fairly.

### **Village Boundaries**

As part of the production of the Local Plan, village boundaries (also known as village envelopes) will be reviewed. The boundaries will be changed if any new sites are proposed for allocation. We may also make other minor 'tweaks' to the boundary to reflect any changes in the village. As part of the consultation we would like to know if you have any suggested changes to village boundaries. Please fill in the Suggested Changes to Village Boundary Form (Form C) and return to us by XX February 2016.

All suggested changes will be assessed against the following criteria:

- Would the suggested change be logical (in defining the limits of the built-up area of the village) and follow a physical or natural landscape feature?
- Is the land that would be brought within the village boundary brownfield (i.e. previously developed) or a garden (Greenfield)
- Would the suggested change not create a significant sized developable site within the village (i.e. one which ought to more appropriately be considered as a site allocation)?

If the answer is 'yes' to all the above, then we are likely to accept the change, but not always (e.g. If it is a very large garden, there may be reason to exclude the land). An evidence document will be produced to support the decision. Any proposed changes will be consulted on in summer 2016.

### **Local Green Spaces**

Local Green Space is a new national policy designation that aims to protect green areas or spaces which are demonstrably special to a local community and hold a particular local significance. Local Green Space designation will not be appropriate for most green areas or open space. Local Green Space Designation can be used where the green space is:

- In reasonably close proximity to the community it serves; and
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including playing fields), tranquility or richness of its wildlife; and
- local in character and is not an extensive tract of land.

Local communities have the opportunity through the production of the Local Plan (or through their own Neighbourhood Plan) to identify Local Green Spaces for designation.

We are therefore asking you to submit sites that you think meet the above criteria, by filling in the Suggested Local Green Spaces Form (Form D) and return to us, using the above e-mail or postal address, by XX February 2016. Full details are set out in Appendix B of this plan.

The preferred areas will be included in the next version of the Local Plan due for public consultation in Summer 2016.

## Preface

### Status of Preliminary Draft Local Plan January 2016 for Decision Makers

When reading this preliminary draft Local Plan please note the following information about its status.

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

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

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

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

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

### Policies Map

Any reference to the terms Policies Map in the Preliminary Draft Local Plan relates to the adopted Policies Map (2012) and updated Inset 2 (2014). At this stage no changes are proposed to the Policies Map. Any changes to the Policies Map will be included in the next version of the Local Plan due to be published for consultation in summer 2016.

### OS Map - Copyright Note

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## Part A - Setting the Scene

- 1.1** This is the Preliminary Draft Local Plan for Peterborough. It contains the emerging proposals for planning policies for the growth and regeneration of Peterborough and the surrounding villages over the next 20 years.
- 1.2** Within this document you will find a draft vision for what Peterborough could be like in 2036. There are also some objectives to explain what is trying to be achieved and proposed policies setting out what and how much development should take place. This Plan is structured as follows:
- Part A - sets the overall vision and objectives;
  - Part B - identifies the spatial distribution and broad areas of growth;
  - Part C - includes the detailed policies and standards that will be used in determining planning applications;
  - Part D - will identify the sites, however at this draft stage it only sets out the site selection process.

## Peterborough in Context

- 1.3** Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises the City of Peterborough itself, and 25 villages set in countryside extending over an area of approximately 344 square kilometres. The area borders the local authorities of Fenland, Huntingdonshire, East Northamptonshire, Rutland, South Kesteven and South Holland. The total population of Peterborough is estimated as 188,400 (at mid 2013).
- 1.4** One of the unique characteristics of Peterborough is its situation in the landscape, on the very edge of the Fens. To the east of the City, the fenland 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. 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. Historic houses and their grounds, like Burghley and Milton, feature prominently in the landscape, as does the RAF base at Wittering, beside the A1 towards the western edge of the area.
- 1.5** There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen. 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. It remains one of the fastest growing cities in England. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area.
- 1.6** In addition to its important built heritage, the area contains a rich biological diversity. There are two Special Areas of Conservation (Orton Pit and Barnack Hills & Holes); part of one Special Protection Area and Ramsar site (Nene Washes); three National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); five Local Nature Reserves; and a large number of Sites of Special Scientific Interest and other County Wildlife Sites of value.
- 1.7** Peterborough has a diverse economy, ranging from innovative small business to large global headquarters. The high performing business sectors include engineering and manufacturing; agriculture, food and drink; digital and creative; energy and environment and financial services. Peterborough fared well during the national and global economic downturn with increased investment underpinned by the city's ambitions and new initiatives to support economic growth.

## Introduction

- 1.8** A particularly important characteristic of Peterborough is the concentration of companies engaged in environment-related activities. There is also significant pressure for development to serve the logistics industry, taking advantage of the area's prime location beside the (north-south) A1 and (east-west) A47. Agriculture remains important to the economy, although the numbers employed on a full-time basis are relatively small. Unemployment levels in Peterborough tend to be marginally higher than those for the UK as a whole, but average figures mask particularly high pockets of unemployment, with a concentration in some inner city wards where other measures of deprivation are higher than average.
- 1.9** The City of Peterborough continues to grow, with 2014/15 seeing the highest number of new homes built in 25 years. The most noticeable growth areas are at Hampton, where a major urban extension is underway on reclaimed brickfields, and the urban extension at Stanground South. In recent years there has been increased development within the city centre, however, there remain vacant and underused sites close to the city centre which offer the opportunity for further investment to regenerate the area.



# Introduction

## Influences and Overarching Issues

### Introduction

**2.1** The Local Plan is required to be consistent with the National Planning Policy Framework (NPPF) and the National Planning Practise Guidance (NPPG) and to have regard to any other plans, policies and strategies, particularly the council's Sustainable Community Strategy. To help identify the key issues that are then used to develop objectives for the Local Plan a review of the following plans, policies and strategies has been carried out as part of the Local Plan Sustainability Appraisal Scoping Report (November 2015):

- Sustainable Community Strategy
- Housing Strategy
- Parish Charter
- Air Quality Strategy
- Bus Strategy
- Cultural Strategy
- Biodiversity Strategy (draft being prepared alongside this Local Plan)
- Director of Public Health's Annual Report 2015
- Adjoining local authorities plans

### Council's Strategic Priorities

**2.2** The Local Plan will also help to deliver the council's strategic priorities (as at September 2015):

- Drive growth, regeneration and economic development
- Improve educational attainment and skills
- Safeguard vulnerable children and adults
- Implement the Environmental Capital agenda
- Support Peterborough's culture and leisure trust Vivacity
- Keep all our communities safe, cohesive and healthy
- Achieve the best health and wellbeing for the city

**2.3** Through these priorities the council aims to improve the quality of life for all residents and communities and to create a truly sustainable Peterborough.

### Environment Capital

**2.4** The council is committed to creating the UK's Environment Capital. Not only is it one of the council's key strategic priorities, but it's one of the key priorities of the Sustainable Community Strategy. Creating the UK's Environment Capital means changing the way we do things as a city, to ensure that by 2050 we are living within the resources of one planet.

**2.5** In April 2014 the Environment Capital Action Plan was adopted by the council. It provides a clear vision of how Environment Capital will be achieved. The action plan comprises ten themes (see below), each with a 2050 vision along with interim targets (currently to 2016).

## Influences and Overarching Issues



### Local Transport Plan

- 2.6** The transport strategy for Peterborough is set out in the Long Term Transport Strategy (LTTS) (2011 to 2026) and the Local Transport Plan (LTP) (currently 2011 to 2016). The LTTS sets out the longer term strategy for the area, whereas the LTP covers the shorter term, specifically the first five years of the LTTS. Together they aim to meet the ambitious goals of tackling climate change, supporting economic growth, improving quality of life, promoting a healthy natural environment, contributing to better safety, security and health and promoting equality of opportunity.
- 2.7** The LTP is currently being reviewed and is due for approval by the council in April 2016. We have worked closely with transport colleagues to ensure that the two plans align. The LTTS will also be refreshed, with the aim for adoption alongside the Local Plan adoption in 2018.

### Other Strategies and Plans

- 2.8** On our website you will find a library of documents which have been produced to support the Preliminary Draft Local Plan. This library will continue to grow as the Local Plan progresses to adoption.

## Influences and Overarching Issues

### Overarching Issues

- 2.9** A good understanding of the needs, constraints and issues facing Peterborough is essential to inform the Local Plan. An extensive review of all strategies, plans, policies and other local and national information was undertaken through the SA Scoping Report. This has identified that Peterborough faces a range of challenges, set out below.
- 2.10** The issues have been categorised into a number of topic areas based on the ten Environment Capital Themes. It is emphasised that these are issues that the Local Plan must take into account, but it does not follow that it has to address them all. Some will be addressed by other means outside the Local Plan process. The order of overarching issues set out below does not imply any relative importance of one over another

#### Overarching Issues:

**Zero Carbon** - Peterborough's energy consumption and carbon emissions are lower than the national average. There is potential for increased renewable energy use.

**Sustainable Water** - The existing drainage network struggles to cope with short durations of intense rainfall. Growth is likely to put pressure on already limited water resources.

**Land Use and Wildlife** - Peterborough has a high quality natural environment that needs protecting and enhancing. Peterborough has an overall good provision and network of open space, but with deficiencies within some inner city wards.

**Local and Sustainable Food** - There are opportunities to increase the provision of allotments to help encourage people to grow their own food.

**Sustainable Materials** – Opportunities for Peterborough to become a lead authority in driving forward the concept of becoming a circular economy.

**Zero Waste** - Peterborough currently has good recycling and composting records, although this is below the council's target.

**Sustainable Transport** - Peterborough has good rail links to London and other major cities. There is a need to improve public transport and to reduce travel by private car. There are opportunities to improve walking and cycling networks.

**Culture and Heritage** – Peterborough hosts many cultural events attracting many visitors to the city. There are opportunities to increase the cultural and leisure offer and improve the evening economy. There are many important heritage assets that need to be protected and enhanced.

**Equality and Local Economy** - Peterborough has a diverse economy, however there is a need to attract more high tech businesses to the area. The unemployment rate is slightly higher than the national average. There is a need to identify suitable land to meet future employment needs, particularly the need for high quality office development in the city centre. There is currently a shortage of school places in Peterborough. There are opportunities to improve school attainment. There are increasing levels of deprivation in some areas of the city.

**Health and Wellbeing** - There are significant health inequalities within Peterborough, and average life expectancy is below the national average. House prices in Peterborough are below the national average, but there is still a lack of affordable and range of housing types to meet all needs of the community.

## Influences and Overarching Issues

## Introduction

- 3.1** This section describes our current draft vision for Peterborough over the period to 2036. Your views on it are welcome.

### Our vision for Peterborough

**By 2036 Peterborough will have become a destination of choice, a bigger and better city, growing in the right way to meet the needs of its growing population, and providing a range of high quality attractions and facilities making it a distinctive place to live, work and visit.**

**Peterborough city centre , with its iconic cathedral and historic core, will have maintained and strengthened its position as the top retail centre in the area, drawing visitors from the wider region to enjoy the shopping, leisure, culture and entertainment it has to offer, including a redeveloped riverfront and enhanced city core, with a range of restaurants and bars supporting a safe and vibrant night time economy.**

**A walkable, liveable city, with a network of footpaths and cycleways, providing safe, efficient and enjoyable ways to move around. Sustainable transport options will link all parts of the city, including the railway station and the River Nene, to the wider regions beyond.**

**A strong and resilient economy powered by a diverse and highly skilled workforce, supporting and retaining existing businesses whilst creating the right environment to attract and help grow new businesses.**

**A place where attractive, inclusive and well-designed neighbourhoods provide a range of quality housing to meet the present and future needs and aspirations of all communities.**

**A network of characterful villages set within an attractive rural landscape, each with local services and facilities providing for community needs, together with a vibrant and diverse rural economy.**

**Peterborough will be heralded as the UK's Environmental Capital, a smart city where flows of materials, goods, services, people and data work to achieve a self-sufficient, truly 'circular city', living within its means and operating in a truly sustainable way.**

## Our Vision

## Our Objectives

4.1 To achieve our vision we have identified a set of overarching objectives. These objectives have evolved from the review of relevant plans and programmes undertaken for the sustainability appraisal process. The objectives have been grouped around the ten Environmental Capital Action Plan themes, though many objectives will contribute to more than one theme.

	<b>1: Zero Carbon</b>	1.1 To reduce reliance on fossil fuels, maximise the use of renewables and reduce carbon dioxide / methane emissions
		1.2 To minimise pollution which affects human health
	<b>2: Sustainable Water</b>	2.1 To reduce vulnerability to flooding
		2.2 To minimise pollution of water resources
		2.3 To minimise water consumption and encourage water re-use
	<b>3: Land Use and Wildlife</b>	3.1 To protect and enhance landscape, biodiversity and geodiversity and minimise the pollution of natural resources
	<b>4: Sustainable Materials</b>	4.1 To minimise the consumption of non-renewable natural resources and maximise the re-use of materials
	<b>5: Local and Sustainable Food</b>	5.1 To promote the conservation and wise use of productive land
	<b>6: Zero Waste</b>	6.1 To reduce waste not put to any use
	<b>7: Sustainable Transport</b>	7.1 To encourage walking, cycling and the use of public transport and reduce the need to travel by car
	<b>8: Culture and Heritage</b>	8.1 To promote a more vibrant Peterborough
		8.2 To protect and enhance townscape character, retain local distinctiveness and protect and enhance heritage and cultural assets
	<b>9: Equity and Local Economy</b>	9.1 To support rural communities in creating a vibrant rural economy
		9.2 To diversify the economy and increase economic vitality to aid regeneration and provide economic resilience
		9.3 To give everyone access to learning, training, skills and work opportunities
		9.4 To reduce poverty and inequality and enable everyone to have a comfortable standard of living
		9.5 To provide easy and affordable access for everyone to basic services and facilities
	<b>10: Health and Wellbeing</b>	10.1 To provide safe and healthy environments, reduce health inequalities and help everyone to live healthy lifestyles
		10.2 To make suitable housing available for everyone
		10.3 To reduce crime and the fear of crime

## Our Objectives

- 4.2** The NPPF clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development ‘which should be seen as a golden thread running through both plan-making and decision-taking’. In order to fully integrate the aims and aspirations of Environment Capital into the new Local Plan these objectives have been used in a consistent way in both the Sustainability Appraisal (SA) framework and the Local Plan.
- 4.3** Each Local Plan policy, and all reasonable alternative options, have been assessed against the above sustainability objectives. The results are set out in the SA report which is published alongside this draft Local Plan.
- 4.4** To help demonstrate how each policy meets the sustainability objectives, for any policy that scores either a positive effect (+) or a significant positive effect (++) the relevant Environment Capital symbol, as shown below, will be placed above each policy.

### Sustainability Objectives



## Part B - The Spatial Strategy

- 4.1** This section of the Local Plan sets out the overall strategy for meeting the future growth of Peterborough to 2036. It sets out how much growth is needed and how it will be distributed to ensure that the Local Plan vision and sustainability objectives can be met. Part C of this plan sets out the detailed planning policies.

### Sustainable Development

- 4.2** Development in Peterborough should contribute to our ambition to create the UK's Environment Capital. This approach fits with the overarching national policy in the NPPF, which has a presumption in favour of sustainable development.
- 4.3** The proposed policy below is broadly a carry over of policy PP1 and CC1 in the current adopted development plan.



#### Policy LP1: Sustainable Development and the Creation of the UK's Environment Capital

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

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

## Spatial Strategy

### The Settlement Hierarchy and the Countryside

- 4.4** A settlement hierarchy ranks settlements according to their size and range of services and facilities. It provides a framework for decisions about the scale and location of new development, and the targeting of investment in any new services and facilities. In general terms, a hierarchy helps decision making achieve more sustainable communities, bringing houses, jobs and services closer together in settlements that already offer the best range of services and facilities.
- 4.5** The settlement hierarchy identified in policy LP2 below has been used to assist in determining the overall distribution of growth and for identifying which villages, subject to consideration of constraints, would be more suitable for future growth.
- 4.6** A settlement hierarchy also helps to protect the character of the landscape, by maintaining and reinforcing the distinction between built-up areas and countryside, and placing a restriction on the forms of development that would be acceptable in the countryside.

## The Spatial Strategy

- 4.7** In Peterborough there are a number of settlements ranging in size from the city of Peterborough itself to small villages, hamlets and individual, isolated dwellings. One of the particular characteristics of the local authority area is that it is dominated by the city, and there are no other settlements of any size larger than 4,500 people. In other words, there are no market towns.
- 4.8** In order to identify a hierarchy the council has produced a Peterborough Settlement Hierarchy Study. This identifies which settlements should be included in any hierarchy; what tiers should constitute the hierarchy; what criteria should be used to identify the villages that should appear in each tier; and what scoring system should be applied to each of the criterion. The Settlement Hierarchy Study concludes that the hierarchy in the adopted Core Strategy (2011) was robust and therefore does there is no proposal to change it.
- 4.9** A survey of village services and facilities was undertaken, to enable testing against the criteria. The outcome of the resulting analysis was subject to sensitivity testing, to establish the effect of variations in the weightings given to each criterion.
- 4.10** In the hierarchy set out in policy LP2 below:
- **A Large Village** is a settlement that contains a wide range of services and facilities to meet people's daily needs, including a primary school, doctor's surgery and a range of shops and services, particularly a post office and food shopping. It also provides employment opportunities and has good access to Peterborough by car and public transport.
  - **A Medium Village** is a village which includes some, but not all, of the services and facilities that are characteristic of a Large Village. In many cases it will have a smaller population. The critical determinant is the presence of a primary school in the village (or immediately adjoining village).
  - **A Small Village** is a settlement which does not meet the criteria for one of the categories higher in the hierarchy. Typically, a Small Village will have some concentration of dwellings, but with a low population, and a limited range of services, if any. A Small Village will not have a primary school (or within walking distance of a primary school).
- 4.11** It is emphasised that the position of any village in the hierarchy is largely a reflection of its size, and the scale and range of its services and facilities. Whilst this offers a pointer to its suitability (or not) for further development, it does not follow that new development is either appropriate or necessary. For example, if there is no need to identify sites for development in the rural area, then a village which is highly placed in the hierarchy may not need to have any site allocations. A village may be highly placed in the hierarchy, but subject to constraints which restrict the scope for further development. Such constraints would not alter its position in the hierarchy, but would be a critical factor in determining its suitability for any growth.
- 4.12** This policy together with policy LP3 and policy LP4, steers most new development to those larger places that offer the best access to services and facilities (both now and for the foreseeable future). This can help reduce the need to travel, as well as making best use of existing infrastructure and previously developed land in built-up areas.
- 4.13** This policy does not set an absolute restriction on the number of dwellings or other development that would be acceptable. This would be determined by applying Local Plan policies relating to such matters as density, amenity, traffic implications and greenspace provision.
- 4.14** It is emphasised that place names in the policy are references to villages, not parishes, as there are instances in Peterborough where a village extends across parish boundaries and therefore includes properties in more than one parish.

## The Spatial Strategy

- 4.15** For many years the council has defined on the Policies Map, for each village within the District, a village envelope which sets the limit of the physical framework of the built-up area. The primary purposes of the envelopes, and the policies which apply within and outside them, are to prevent the spread of development into the countryside, to maintain the essential character of each settlement and control the growth within and outside each settlement in accordance with the settlement hierarchy in policy LP2.
- 4.16** Changes to some of the village envelopes will be made in the final version of this Local Plan if a new site is allocated in the village. Also other minor changes may be made taking into account comments received during this consultation.
- 4.17** It is Government policy that development in the countryside should be controlled, in order to conserve its character and natural resources. By identifying the settlement hierarchy and distinguishing between settlements and the countryside, the policy approach places a restriction on types of development other than those where a rural location might be justified. Policy LP12 sets out further criteria for development in the countryside.
- 4.18** The proposed policy below is broadly a carry over of policy CS1 in the current adopted development plan.



### Policy LP2: The Settlement Hierarchy and the Countryside

Decisions on investment in services and facilities and on the location and scale of new development will be taken on the basis of a Peterborough settlement hierarchy.

The hierarchy is as follows:

<b>The City of Peterborough:</b>	<b>Including the existing urban area, the City Centre, District Centres and urban extensions</b>
<b>Large Villages:</b>	Eye (including Eye Green) and Thorney
<b>Medium Villages:</b>	Ailsworth, Barnack, Castor, Ginton, Helpston, Newborough, Northborough and Wittering
<b>Small Villages:</b>	Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe

The Village Envelope for each village is identified on the Policies Map. Land outside the village envelopes and outside the Peterborough Urban Area boundary is defined as countryside. Development in the countryside (i.e. outside the boundary of all settlements in the hierarchy) will be restricted to that which is demonstrably essential to the effective operation of local agriculture, horticulture, forestry, outdoor recreation and access to natural greenspace, transport or utility services; and to residential development which satisfies the 'exception' test set out in policy LP8; and to minerals or waste development in accordance with the separate Minerals and Waste Development Plan Documents.

## The Spatial Strategy

### The Level and Distribution of Growth

- 4.19** The NPPF expects the overall level of growth in a Local Plan to be based on the 'Objectively Assessed Need' (OAN) for market and affordable housing. The OAN for Peterborough has been determined through the preparation of a Strategic Housing Market Assessment (SHMA) (July 2014) for the Peterborough sub market housing area including the adjoining local authorities of South Holland, South Kesteven and Rutland. Some elements of the SHMA, including the OAN figure, were refreshed in October 2015 to ensure it is based on the most up to date population and household projections, and must be read alongside the 2014 version.
- 4.20** The OAN figure for Peterborough is 1,005 dwellings per year between 2011 and 2036, resulting in a total need for 25,125 new homes over the 25 year period. The housing growth target is closely linked to the scale of employment growth, with the SHMA identifying the need for 22,024 jobs between 2011 and 2036.
- 4.21** The council's current position is to accommodate in full, in this Local Plan, its objectively assessed need for both dwellings and jobs growth.
- 4.22** In addition, in 2013 the Cambridgeshire authorities, including Peterborough, signed a 'memorandum of cooperation' to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need arising in the Cambridgeshire Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). This amounts to an additional 2,500 dwellings. This collaborative approach was undertaken as part of the requirements of the duty to co-operate as set out in the Localism Act 2011.
- 4.23** This means that the housing requirement for Peterborough increases to 27,625 dwellings between 2011 and 2036.
- 4.24** However, we must take account of any completions since 2011 (the base date of the Local Plan for the purpose of housing and employment forecast). The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2015) identifies that between 1 April 2011 and 31 March 2015 a total of 3,718 (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2015 and 31 March 2036 for 23,907 net dwellings, or an average of 1,138 per year.

**Table 1 Overall Requirements for Residential Growth**

Dwelling provision for 2011 to 2036	Number of dwellings
Objectively Assessed Need 2011 to 2036	25,125
Memorandum of Co-operation Additional Dwellings 2011 to 2031	2,500
Local Plan requirement 2011 to 2036	27,625
Dwelling provision for 2015 to 2036	
Net additional dwellings completed 2011 to 2015	3,718
Local Plan Requirement 2015 to 2036	23,907

- 4.25** The Housing Monitoring Report notes that at the end of March 2015, a total of 1,231 dwellings remained to be completed on sites where construction had started. Full planning permission existed for 954 dwellings on sites where no construction had started, and outline planning

## The Spatial Strategy

permission existed for a further 6,139 dwellings. Subsequently, Great Haddon is minded to receive consent for a further 5,350 dwellings, subject to finalising legal agreements. In total, this amounts to a commitment of 13,674 dwellings. (Note: apart from Great Haddon, other permissions (or similar since 31 March 2015) have not been taken into account as a 'commitment' at this stage, but they will be as this plan progresses). Linked to this commitment information, our latest Five Year Land Supply report (Oct 2015) indicates that we have sufficient deliverable sites to enable 8,373 homes to be built in the period 2016-21, at an average of 1,675 per year.

- 4.26** Overall, at this emerging stage of preparing the Local Plan, there is a need to identify land for 10,233 new dwellings between 2015 and 2036, though some of this is likely to be met through re-allocating sites in the current Site Allocations DPD
- 4.27** The SHMA identifies 22,024 jobs which translates in to XXXha [*to be added before public consultation*] of employment land. Since 2011 there has been a net increase of XXX ha of employment land. Therefore the Local Plan needs to identify land to deliver XXXha

### The Spatial Strategy for Residential Growth

- 4.28** The proposal at this draft stage of preparing the Plan is to continue the spatial strategy as set out in the current Core Strategy, which makes provision for housing growth in a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area of the city. These are generally the most sustainable and help to maximise the use of previously developed land.
- 4.29** Your views on this approach are welcome, and we will during the first half of 2016 prepare a separate Growth Study that will take a fresh look at the distribution of growth.
- 4.30** The proposed policy below is an update of policy CS2 in the current adopted development plan.



### Policy LP3: Spatial Strategy for the Location of Residential Development

It is proposed that the overall development strategy is to continue to focus the majority of new development in, around and close to the urban area of the city of Peterborough, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling a larger number of people to access services and facilities locally.

Provision will be made for the development of a of approximately 23,907 additional dwellings over the period from April 2015 to March 2036. Of this around 14,000 dwellings already have planning permission (or similar status), leaving around 10,000 new homes to be allocated on either carried forward allocations or on new allocations or (and most likely) a combination of both.

Early indications are that the broad distribution of dwellings, including commitments, will be as follows:

## The Spatial Strategy

Location	Percentage of Growth	Number of dwellings 2015 to 2036
Urban Area of Peterborough	30 -35%	6,217 - 7,598
Urban Extensions to Peterborough and/or large scale growth locations close to the urban area of Peterborough	60 - 65%	15,190 - 16,571
Villages	5%	1,119
<b>Total</b>	<b>100%</b>	<b>23,907</b>

Away from the city of Peterborough, the strategy for planned growth will be on Large Villages and, to a lesser extent, on Medium Villages. In these categories of settlement, new residential development sites for 10 dwellings or more and potential employment allocations, will be allocated in some or all of the settlements. Other development in these villages will be limited to infill or redevelopment of sites of a scale appropriate to the village

In Small Villages, no new sites for development will be formally allocated, with development limited to infilling or a group of small redevelopment sites, of a scale appropriate to the village.

**NOTE:** Individual sites to deliver the scale of housing growth set out above will be identified in the next version of the Local Plan due to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken.

### The Location of Employment Development

- 4.31** The proposal at this draft stage of preparing the Plan is to continue the employment growth strategy as set out in the current Core Strategy.
- 4.32** During the first half of 2016 we will prepare an employment study that will look at local demand and need for employment land. This will help inform the site selection process and will make sure that the preferred sites will meet the needs of the market.
- 4.33** All existing employment allocations will be reviewed as part of the site selection process, this will include an assessment of availability. The preferred sites and overall spatial distribution will be consulted on at the further draft consultation stage in summer 2016.
- 4.34** The proposed policy below is an update of policy CS3 in the current adopted development plan.



#### Policy LP4: Spatial Strategy for the Location of Employment Development

The proposed strategy will be to promote and develop the Peterborough economy, offering a wide range of employment opportunities, with particular emphasis on growth of the environmental goods and services cluster, financial services, the advanced manufacturing sector, and other existing clusters in the city, building on existing strengths in 'knowledge-based' activities.

Employment development will be mainly focused on the urban area, urban extensions and/or nearby large scale allocations and the city centre. Small-scale employment development will be allowed in villages where it would meet local needs and, in particular, would form part of mixed-use development.

Provision will be made for the development of xxx hectares [*to be consulted upon at the next draft plan stage*] of employment land over the period from April 2013 to March 2036, including land already committed with planning permission. There will be a range of locations, types and sizes of employment land.

Mixed-use developments (mixed horizontally or vertically) which incorporate employment together with residential, leisure and/or retail uses will be encouraged wherever appropriate within the urban area of Peterborough (and, in particular, in the city centre, district and local centres), the proposed urban extensions and the villages.

**NOTE:** Individual sites to deliver the scale of employment growth set out above will be identified in the next version of the Local Plan to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken.

## Urban Extensions and /or Nearby Large Scale Allocation(s)

- 4.35** The policies set out above for the location of new housing and employment land refer to the need for sustainable urban extensions and potentially other large scale allocations close to the city of Peterborough, in order to deliver the scale of growth that is expected of Peterborough up to 2036 and beyond.
- 4.36** The continued development of Hampton, Stanground South and Paston Reserve is a key part of the overall spatial strategy.
- 4.37** A new urban extension at Norwood, adjacent to Paston Reserve, is included in the current Core Strategy and Site Allocations DPD. It is likely that this allocation will continue to be taken forward in this new Local Plan. If so, this urban extension should give consideration to, and be designed so that it is sympathetic with the permitted scheme at Paston Reserve, in order to create a single comprehensive development area.
- 4.38** A further urban extension at Great Haddon was also identified in the Core Strategy. The council is minded to grant consent for this site, subject to finalising legal agreements. This scheme includes approximately 5,350 new homes and other facilities.
- 4.39** One or more new urban extension or other nearby large scale allocation may need to be allocated in this Local Plan and any suggestion as to where would be welcomed.
- 4.40** It is important that new extension areas are developed as genuinely sustainable places, with a full range of residential opportunities to create balanced, mixed communities; employment areas; and all of the services and facilities that will enable residents to meet their day-to-day needs locally. It is equally important that development of these areas takes place in a manner that is well integrated with the existing communities of Peterborough, so that they are seen as, and function as, part of the City, rather than stand-alone communities.
- 4.41** New urban extension areas offer scope to implement the most up-to-date thinking in sustainable development, using new technologies in the design and construction of buildings to maximize renewable and low carbon energy sources, include measures to increase water efficiency, incorporate effective waste management facilities at the outset and provide opportunities for residents to walk, cycle or travel by public transport in preference to use of the private car.
- 4.42** The proposed policy below is an update of policy CS5 in the current adopted development plan.

## The Spatial Strategy



### Policy LP5: Urban Extensions and other Nearby Large Scale Allocations

The proposed spatial strategy for Peterborough includes growth of the existing built-up area of the city by means of sustainable urban extensions and potentially via other large scale allocation(s) of at least 500 dwellings. These will include extensions already permitted at Hampton, Stanground South, Paston Reserve and (subject to legal agreements) Great Haddon.

**(NOTE:** Potential urban extensions/new settlements will be reviewed during 2016. Any proposed new urban extensions and/or nearby large scale allocations will be identified in the next version of the Local Plan due to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken).

Development of a new urban extension or other large scale allocations must comply with all the relevant policies set out in the remainder of the Local Plan, and must be planned and implemented in a comprehensive way that is linked to the delivery of key infrastructure. In particular they should:

- Make efficient use of land, provide a broad range of housing choice by size and tenure (including market and affordable housing) and cater for people with special housing needs;
- Contribute, on or off site, towards the provision of a Gypsy and Traveller need, with the scale of the contribution being agreed through negotiation, taking into account the financial viability of the urban extension as a whole. The contribution will be secured via an appropriate legal agreement;
- Provide a wide range of local employment opportunities that offer a choice of jobs in different sectors of the economy;
- Make provision for an appropriate level of retail, leisure, social, cultural, community and health facilities to meet local needs without having an unacceptable impact on the vitality and viability of existing centres;
- Incorporate nursery and primary schools and either a secondary school if the scale of the urban extension justifies it on-site, or, if not, a contribution to secondary school provision off-site, in order to meet the needs generated by the development;
- Provide a network of open spaces for play, sport and recreation, including local nature reserves, woodlands and green spaces;
- Incorporate design solutions to maximise the use of energy from on-site renewable and/or decentralised renewable or low carbon energy sources; and maximise energy efficiency;
- Incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding area.

### The City Centre

**4.43** In December 2014, a new City Centre Plan was adopted, and set out plans for widespread improvements, growth and regeneration. It is proposed that the plan be merged into this new Local Plan, but predominantly carried forward in terms of its approach and content.

## The Spatial Strategy

- 4.44** The area forming the city centre is shown on Map C. The city centre extends from the former District Hospital site in the west to Fengate in the east. It includes the residential areas in the vicinity of Lincoln Road and Bright Street in the north and the Peterborough United football ground in the south, as well as the principal shopping, office and entertainment areas and Cathedral Precincts in the very centre.
- 4.45** The city centre map identifies eight 'policy area'. Individual policies for each area setting out the vision, and potential development opportunities and planning requirements for the area will be included in Part D of the next version of the plan to be published in summer 2016, though it is expected to be very similar in content to the December 2014 City Centre Plan. Part D of this plan explains this in more detail.
- 4.46** The city centre is the 'heart of the city' and is essential to the image, economic prosperity and future success of Peterborough. It is the part of the city most likely to be used by residents and visitors and is a major focus in the region in terms of shopping, leisure, employment and culture, providing a diversity of experience and activity. A lively, successful city centre contributes greatly to the quality of life of the people of Peterborough and the surrounding area.
- 4.47** Within the city centre lie the cathedral, many other important listed buildings and heritage assets. It is an important interchange between different means of travel, with railway and bus stations; compared with many city centres, it is relatively accessible by private car.
- 4.48** However, the city centre is not without its problems, and there are issues which need to be addressed over both the long and short term.
- 4.49** Currently the city centre has relatively few houses and flats, when compared to other towns and cities of a similar size and scale, but this is changing and new housing will continue to be supported.
- 4.50** Recent investment in the public realm around Cathedral Square, Bridge Street, Cowgate and King Street which has attracted new retailers, restaurants and bars to this part of the city. Extensions to the Queensgate Shopping Centre have accommodated national retail and restaurant operators. Further development is also planned.
- 4.51** The cultural offer is not fully developed and there is a significant opportunity to attract visitors into the city centre, particularly in the evening. The evening economy has improved in the last few years with new restaurants, particularly around Cathedral Square and linked to the wider public realm improvements. However, this is still a limited offer when compared to other towns and cities of a similar size.
- 4.52** There has been little new office development in the city centre for many years. The city centre has not been able to successfully compete for investment with business parks located on the edge of the city. The city centre office stock is generally ageing and some is poor quality, some of which has been converted to residential development, consequently new office stock is needed.
- 4.53** The River Nene is one of the city's most important assets but it currently fails to maximise its potential for leisure and is poorly connected to other parts of the city centre. Again this needs to be addressed.
- 4.54** The transport network in and around the city centre currently prioritises accessibility by car at the expense of pedestrians and cyclists. Improvements have been made with the new pedestrian crossings points along Bourges Boulevard improving access to and from the railway station into the city core.
- 4.55** The proposed policy below is broadly a carry over of policy CS4 in the current adopted development plan.

## The Spatial Strategy



### Policy LP6: The City Centre - Overarching Strategy

Peterborough City Centre will be developed and promoted to maintain its position as a centre of regional significance.

Major new retail, cultural and leisure developments which will meet the needs of the city and its sub-region, as well as the local needs of a significantly larger city centre resident population, will be encouraged. A Primary Shopping Area (PSA) will continue to be defined, which will be the highest level in the hierarchy of centres for retail planning in Peterborough.

The city centre will be promoted as a location for substantial new residential development at a range of densities according to location. It will also be promoted as a location for employment development, with an emphasis on B1 development (together with employment in all of the service sectors outside the B Use Classes). Mixed use development will be encouraged, especially outside the PSA.

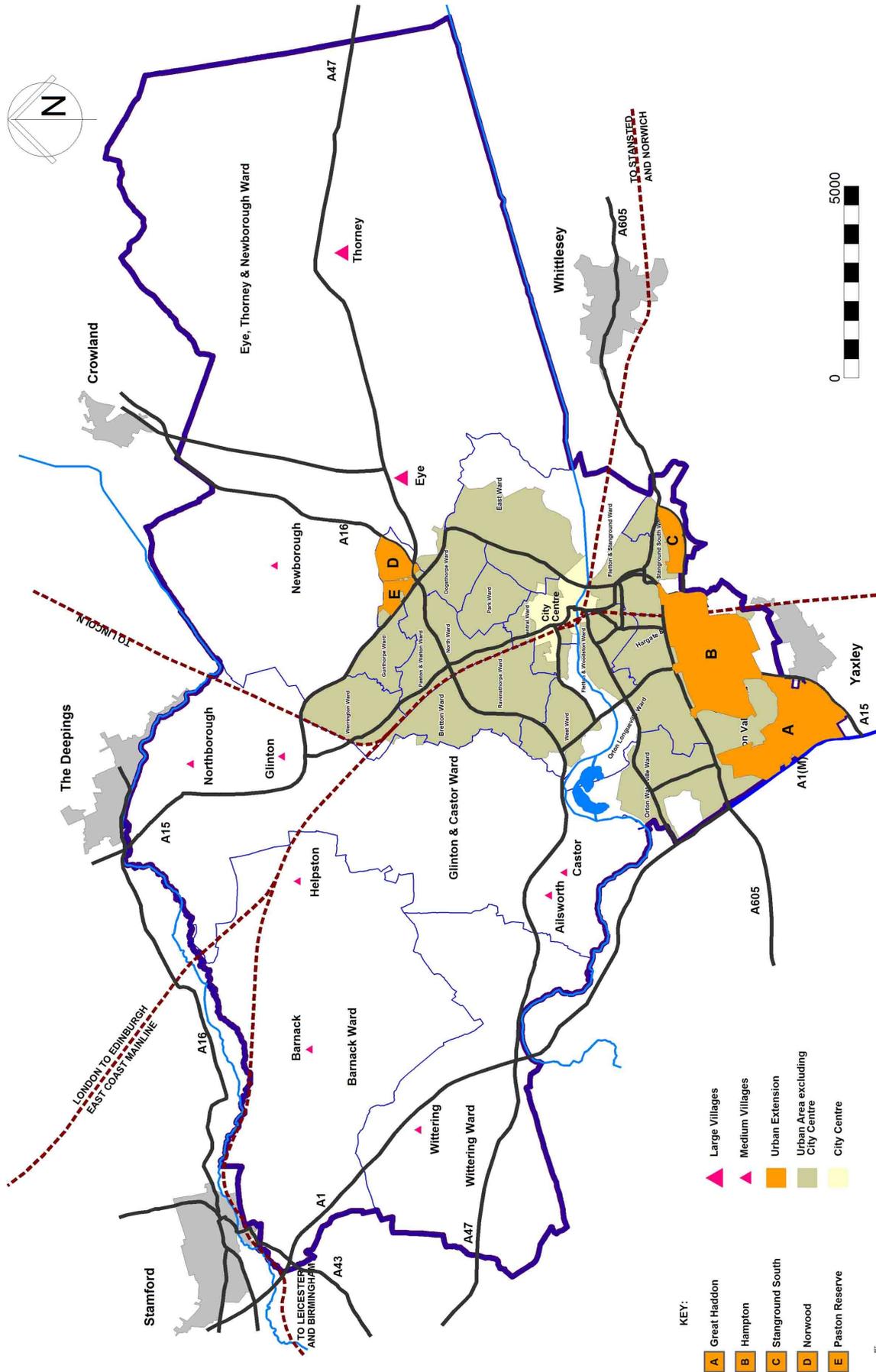
Improvements to the public realm throughout the city centre will continue to be promoted, with a particular focus on the pedestrian environment and connections between Cathedral Square, lower Bridge Street, the Embankment, Fletton Quays and Rivergate. Enhancement of the public realm and natural environment, including better walking and cycling links and river-based navigation, will be supported with good quality and well designed street furniture, use of public art, tree planting and landscaping, and development constructed using high quality materials.

The city centre's historic environment will be protected, including through the requirement that any new development should be of a scale, character, quality of design and standard of finish that will preserve and enhance its character and appearance, protecting or enhancing the setting or views of heritage assets.

**NOTE:** Individual policies for the different Policy Areas and individual sites will be included in the next version of the Local Plan, due to be published in summer 2016, see Part D of this Plan for more details.

The Spatial Strategy

Map B - The Key Diagram



# The Spatial Strategy

Map C - The City Centre



## Part C - Development Management Policies

### Introduction

- 5.1** In this part of the Local Plan we set out various criteria based policies which will be used to appraise, and reach decisions on, all planning applications.

### Health

- 5.2** A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles, this helps in delivering sustainable development. Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health.
- 5.3** The proposed policy is a new policy.



#### Policy LP7: Health and Wellbeing

We intend to have a policy in the Local Plan that will require Health Impact Assessments (HIA) to support planning applications. However, the threshold for this is still to be determined, and will be consulted on as part of the further draft Local Plan in summer 2016. Your views on this are welcome.

We are also considering whether in this policy or separate policy to require large scale major development, which is aimed at attracting visitors, should incorporate 'changing places' toilet facilities as set out in [www.changing-places.org](http://www.changing-places.org)

### Meeting Housing Needs

- 5.4** Three of the key objectives of the Local Plan are to ensure that proposed new housing delivers a balanced mix of tenures and sizes, delivers sufficient affordable housing and improves the overall quality of the housing stock. In short, a key task for the Local Plan is to present a policy that will deliver housing that meets all needs, within the context of an evolving national policy.
- 5.5** At a strategic level, the issue of meeting all needs can be subdivided into matters relating to the mix of dwellings of different sizes that will satisfy need and demand; the provision of housing for those households unable to meet their needs in the open market; and the provision of housing for those with special requirements.
- 5.6** Developers will be encouraged to bring forward proposals which will, in overall terms, secure the market and affordable housing mix as recommended by the most up to date SHMA. This affordable housing mix is however not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics/circumstances. However, unless financial viability indicates otherwise, the guidance on mix in the most up to date SHMA will be sought.
- 5.7** Affordable housing is housing that is provided for eligible households who are unable to meet their housing needs in the open market because of the relationship between housing costs and income. It is tightly defined by national policy.

## The Policies

- 5.8** The policy will set an overall target affordable housing. For many years, it has been difficult for local people on lower incomes to secure market housing. Although house prices in Peterborough are generally lower than those across the region as a whole, so too are average incomes. A limited supply of new affordable properties, and the loss of existing affordable homes through 'right to buy' and 'right to acquire' provisions have tended to exacerbate housing problems for those in need. The latest SHMA (2014 and 2015 update) has calculated that there is a total annual affordable housing requirement of 620 dwellings (approximately 62% of the annual OAN).
- 5.9** The policy could also set additional higher access standards so that sufficient choice is available in the market for people with particular needs, such as the requirement for wheelchair accessible homes and homes which can be adapted to suit people's needs over time. Part M (Volume 1) of Building Regulations, updated on 1 October 2015, sets out these additional higher standards. Category 1 relates to mandatory access standards (visitable dwellings), Category 2 to accessible and adaptable dwellings and Category 3 to wheelchair user dwellings. Any dwellings identified as needing to meet the policy requirement for any of these standards should have regard to this section of the Building Regulations.
- 5.10** The Preliminary Draft version of the Local Plan will undergo a full viability appraisal which will include an assessment of potential affordable housing contributions. The next draft version of the Local Plan, due in summer 2016, will propose an affordable housing requirement.
- 5.11** Please note that the requirements for Gypsy and Travellers are covered by policy LP10
- 5.12** The proposed policy below is broadly a carry over of policy CS8 in the current adopted development plan.



### Policy LP8: Meeting Housing Needs

Development proposals for housing will be supported where they provide a range of high quality homes of varying sizes, types and tenures to meet current need, including homes for market rent and plots for self-build.

#### Affordable housing

Development proposals of XX *[to be consulted upon at the next draft plan stage]* or more dwellings should, through negotiation, provide a minimum of XX% *[to be consulted upon at the next draft plan stage]* affordable housing. As a guide, the proportion of these should be XX tenure split *[to be consulted upon at the next draft plan stage and subject to the latest national policy on this matter]*. Affordable housing should be provided onsite, unless exceptional circumstances can be demonstrated for provision of homes and/or land to be provided off site or through a commuted sum.

#### Dwellings with Higher Access Standards

Housing should be adaptable to meet the changing needs of people over time. On all development proposals of XX *[to be consulted upon at the next draft plan stage]* or more dwellings, XX% *[to be consulted upon at the next draft plan stage]* of homes should meet Building Regulations Part

M (Volume 1), Category 2. On all development proposals of XX [to be consulted upon at the next draft plan stage] dwellings or more, an additional XX% [to be consulted upon at the next draft plan stage] of homes should meet Building Regulations Part M (Volume 1), Category 3.

NOTE: The affordable housing requirement and dwellings with higher access standards will be consulted on at the further draft Local Plan stage. This will be subject to whole plan viability assessment.

### Rural Exception Sites

Development proposals for affordable housing outside of but adjacent to village envelopes may be accepted provided that:

- It meets an identified local need which cannot be met within the village envelope;
- There is demonstrable local support for the proposal; and
- There are no fundamental constraints to delivering the site.

### Self-build and Prestige Homes

- 5.13** Policy LP8 requires the provision of a wide choice of homes to meet the needs of the community, including self-build and prestige homes.
- 5.14** The Self-build and Custom Housebuilding Act 2015 places a requirement on Local Planning Authorities to maintain a register of individuals and associations of individuals who have expressed an interest in acquiring land for the purposes of self-build or custom build.
- 5.15** The Housing Bill 2015 which is currently passing through Parliament goes further to require Local Planning Authorities to grant planning permission on sufficient serviced plots of land to meet the identified need for self-build and custom build.
- 5.16** The council to date has had no recorded interest from individuals or associations of individuals interested in self-build or custom build. In light of the Self-build and Custom Housebuilding Act and draft Housing Bill 2015, as well as the evidential take-up of self-build plots in areas such as Hampton, the council is proposing a policy requirement for developers to provide serviced plots for this requirement.
- 5.17** On a separate matter, one of the issues identified for the Local Plan is that a substantial proportion of higher paid people in managerial, professional and technical occupations are commuting into Peterborough for work, whilst living elsewhere in the housing market area (and possibly beyond). Nearly half of the managers and senior officials who work in Peterborough live outside the local authority area.
- 5.18** If Peterborough's economic development strategy of growth based on the attraction of new and expanding companies in the environmental and knowledge-based industries is to succeed, there will be a need for large, top of the range houses that will enable business leaders to live locally. Provision will be made for the development of new properties in this sector of the market.
- 5.19** Large existing houses in generous plots, including older properties and those in conservation areas, will also help to meet this particular need. The policy therefore seeks to prevent their loss.
- 5.20** There is no specific definition of 'top of the market' prestige homes, but these can be generally regarded as being at the higher end of the market in terms of value (within the highest 10% price bracket of dwellings in the housing market area as a whole); large (perhaps with 5

## The Policies

bedrooms or more); and individually designed, with a high specification, detailing and facilities. Newly-built houses in this sector would be typically aimed at the senior professional and managerial market or would be of a bespoke design for an individual client.

- 5.21** The proposed policy below, in respect of prestige homes, is broadly a carry over of policy PP5 in the current adopted development plan. The self build element is new.



### Policy LP9: Self-build and Prestige Homes

All development proposals of 100 units or more should:

- a) set-aside a proportion of land for self-build (as a guide a minimum of 5% net developable area) with individual, serviced plots made available for sale, including restrictions on future occupancy; and
- b) provide a reasonable proportion of the new units as prestige homes (as a guide a minimum of 5% of all units).

Planning permission will not be granted which results in the loss of a prestige home, unless the proposal results in the creation of one or more prestige homes, or there is clear evidence that the dwelling to be lost has been marketed as a dwelling, at a realistic price and for an appropriate period of time, without genuine interest.

### Gypsies and Travellers

- 5.22** Throughout many parts of the country the Gypsy and Traveller community has experienced difficulties in securing sufficient caravan sites to meet their needs. The Government's overarching aim is to 'ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community' (Planning Policy for Traveller Sites, August 2015).
- 5.23** The provision of additional pitches (whether for permanent occupation or transit use) can be achieved through the allocation of a site in the Local Plan or through the normal process of the submission of a planning application and the granting of planning permission. Any proposals must take into account the NPPF and the national Planning Policy for Traveller Sites (August 2015).
- 5.24** The Cambridge sub-Regional Gypsy and Traveller Accommodation Needs Assessment (GTANA) 2011 identified a need for 53 Gypsy and Traveller pitches in Peterborough for the period 2011 to 2031, broken down as follows:

Table 2 - Gypsy and Traveller Accommodation Need 2011 to 2031

Time period	Gypsy and Traveller Need
2011 – 2016	10
2016 – 2021	7
2021 – 2026	23
2026 – 2031	13

- 5.25** The council is currently working with neighbouring districts in order to prepare a new GTANA to support the Peterborough Local Plan. It is anticipated that the new GTANA will be published in early 2016 and will identify the need to 2036. The future need and the preferred sites to meet this need will be included in the next version of the Local Plan due to be consulted on in summer 2016. In part D we are seeking any candidate sites you might have for future Gypsy and Traveller provision.
- 5.26** In Peterborough there are currently two council owned sites and nine private sites. The council owned sites are located at Oxney Road and Paston Ridings on the eastern side of the city and are large in size. The private sites are located in the urban and rural areas to the north and east of the city and the number of pitches on each site varies.
- 5.27** From the experience of the council in managing its sites, and from views expressed by residents of sites within Peterborough, it is clear that future provision should aim to deliver smaller sites which have a maximum capacity of 15 pitches, and in many cases, considerably fewer.
- 5.28** The proposed policy below, in respect of the criteria for determining planning applications, is broadly a carry over of policy CS9 in the current adopted development plan. The requirement to identify sites is new.



### Policy LP10: Gypsy and Travellers

An assessment of Gypsy and Traveller Accommodation needs has identified an annual requirement for XX *[figure being determined over winter 2015/16, and to be consulted upon at the next draft plan stage]* new permanent pitches per year XX *[to be consulted upon at the next draft plan stage]* travelling show people plots between 2016 and 2036.

Individual sites to meet the future needs for Gypsy and Traveller accommodation will be identified in the next version of the Local Plan due to be published in summer 2016

Planning permission will be granted for the development of land as a Gypsy and Traveller site on unallocated land if each of the following criteria can be met:

- (a) the site and its proposed use does not conflict with other local or national planning policy relating to issues such as floodrisk, contamination, landscape character, protection of the natural and built environment or agricultural land quality;

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- (b) the site is located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school. An exception to this may be allowed in the case of Travelling Showpeople, where there is a need to locate the development close to primary road network: in such event, access to primary health care and schools will be necessary;
- (c) the site can enable safe and convenient pedestrian and vehicle access to and from the public highway, and adequate space for vehicle parking, turning and servicing;
- (d) the site is served, or capable of being served, by adequate mains water and sewerage connections and should not place undue pressure on local infrastructure; and
- (e) the site can enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of occupiers of nearby properties or the appearance or character of the area in which it would be situated.

The Council will be prepared to grant permission for sites in the countryside (i.e. outside the urban area and village envelopes) provided that there is evidence of a need (as identified in the local assessment), that the intended occupants meet the definition of Gypsies and Travellers, as set out in Government guidance, and provided that the above criteria (a) to (e) are met. In the countryside, any planning permission granted will restrict the construction of permanent built structures to small amenity blocks associated with each pitch, and the council will ensure, by means of a condition or planning obligation, that the site shall be retained for use as a traveller site in perpetuity.

### General Employment Areas and Business Parks

- 5.29** Policy LP4 identifies the overall need for xxx ha of employment land and the overall economic strategy. To reflect the differing locational and amenity requirements of various employment uses, two categories of employment areas are established, forming the basis for future land use decisions - General Employment Areas and Business Parks.
- 5.30** General Employment Areas (GEAs) are considered suitable for a full range of employment uses: offices, research and development facilities, light and general industrial, and storage and distribution (i.e. Use Classes B1, B2 and B8).
- 5.31** Business Parks (BP) are expected to accommodate development within use classes B1 only. Generally, these areas are developed at a lower density than other employment areas and provide a higher quality environment.
- 5.32** The proposed policy below is broadly a carry over of policy SA11 in the current adopted development plan.



### Policy LP11: General Employment Areas and Business Parks

**NOTE:** The existing General Employment Areas and Business Parks will be reviewed as part of the site selection process. The next version of the Local Plan, due to be published in summer 2016 and will identify any changes and/or new areas for consultation.

Within the General Employment Areas (GEA) identified on the Policies Map, planning permission will be granted for development within Use Classes B1, B2 and B8.

Within the Business Parks (BP) identified on the Policies Map, planning permission will be granted for development within use Classes B1. Other development will not be permitted unless ancillary to a B1 use.

Proposals for non B class uses on either GEAs or BPs will only be supported if:

- It can be clearly demonstrated through a robust and substantial marketing exercise that the site is no longer needed for employment and that alternative employment uses suitable for the local or wider jobs market could not occupy the premises;
- There are other benefits to be gained through the proposals that would outweigh the loss of employment space.

### Development in the Countryside

- 5.33** Areas outside the urban boundary and the village envelopes are considered as countryside for the purpose of policies in the Local Plan.
- 5.34** Policy LP12 recognises the potential for conversion of redundant rural buildings in the open countryside to dwellings. Given that new housing in the countryside is subject to strict control, applications for residential conversions will be examined with particular care and will only be acceptable where all the criteria of policy LP12 can be met and the development complies with all other relevant policies of the Local Plan.
- 5.35** The replacement of an original dwelling with a new dwelling on a one-for-one basis may be acceptable in certain circumstances and policy LP12 sets out the criteria to be applied. Where a building is of historic or traditional nature or is otherwise worthy of retention, redevelopment will be resisted and proposals for restoration and renovation will be encouraged.
- 5.36** Policy LP12 places a restriction on development in the countryside, although an exception may be justified when required to enable agricultural, forestry and certain other full-time workers to live at, or in the immediate vicinity of, their place of work.
- 5.37** It will often be as convenient and more sustainable for such workers to live in the city of Peterborough, or nearby towns or villages, or suitable existing dwellings, so avoiding new and potentially intrusive development in the countryside. It is recognised however that there will be some cases where the nature and demands of the work concerned make it essential for one or more people engaged in the enterprise to live at, or very close to, the site of their work. This requirement will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any individuals involved.
- 5.38** Where permission is being sought for a dwelling under this policy, the council will require the applicant to supply sufficient information to demonstrate that both the functional and financial tests are satisfied. The functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. In applying this test, the council will consider matters such as:
- the scale and nature of the enterprise
  - the potential for things to go wrong or need attention unexpectedly or at short notice
  - the frequency of such events
  - the ability for a person living off the site to deal with such events
  - the period of time over which events occur.

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- 5.39** If a functional need is established, the council will then consider the number of workers needed to meet it, and the dwelling should be of a size commensurate with the established functional requirement and economic viability of the enterprise. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of the dwelling that is appropriate.
- 5.40** Any temporary planning permission in association with a proposed or newly established enterprise will only be granted at a location which would be suitable for a permanent occupational dwelling, and will always be subject to a condition requiring the removal of the caravan, mobile home or structure and the reinstatement of the land to its original condition at the end of the temporary period. The council will not normally grant successive extensions to a temporary permission over a period of more than three years.
- 5.41** Whenever permission is granted under policy LP12, suitable conditions will be attached to restrict occupancy of the dwelling and, if necessary, to remove certain permitted development rights relating to residential extensions.
- 5.42** The re-use of buildings outside villages for employment purposes can play an important role in meeting the need for employment in rural areas. It can provide jobs, give renewed use to vacant buildings and reduce the demand for new buildings in the countryside. The re-use of buildings for tourist accommodation and attractions is generally supported because of the contribution to rural diversification and the wider economic benefits for Peterborough.
- 5.43** Successful rural enterprises located in the open countryside, where new development is closely controlled, may need to expand on their current site. This can protect existing jobs and create additional employment in rural areas. However, such development needs to be highly sensitive to its surroundings. Policy LP12 allows such expansion but ensures that it will be carried out in a way which does not cause significant harm to the countryside or amenity.
- 5.44** In order to maximise opportunities for rural working it is also necessary to retain land which provides existing employment. This will be achieved by preventing use for other purposes unless continued employment use is not viable or would be unsuitable for other planning reasons.
- 5.45** Tourism in rural areas would need to be limited to avoid undue harm to the open nature of the countryside. Where accessibility is poor, proposals would need to be limited to small-scale development such as conversion of existing rural building for tourism/leisure use.
- 5.46** In all cases where a tourism, leisure or a cultural facility is proposed in the open countryside and requires the construction of a new building, the council will require a robust business plan, appropriate to the proposed scheme. The business plan must demonstrate the demand and viability of the scheme on an on-going basis. This requirement will help prevent development being permitted in the open countryside, which quickly fails as a business and leads to pressure on the council to permit the conversion of the failed development to another use (e.g. conversion to residential) which the council would not have permitted on that site in the first instance.
- 5.47** The proposed policy below is broadly a merge of policies PP6, PP7 and PP8 in the current adopted development plan.



## Policy LP12: Development in the Countryside

### Conversion of a building:

In the countryside, planning permission for the conversion of an existing building to residential use will be supported if:

- (a) the use of the building has ceased; and
- (b) the building is not in such a state of dereliction or disrepair that significant reconstruction requiring planning permission would be required; and
- (c) the location would be suitable for a dwelling, having consideration to all other policies in the Development Plan

### Replacement of a permanent existing dwelling in the countryside:

Planning permission for the replacement of an existing dwelling in the countryside with a new dwelling will be supported if:

- (d) the residential use of the original dwelling has not been abandoned; and
- (e) the original dwelling is not worthy of retention because of its design or negative contribution to the landscape.

Provided that criteria (d) and (e) can be met, any replacement dwelling should be:

- (f) of an appropriate scale to the plot and its setting in the landscape; and
- (g) of a design appropriate to its setting; and
- (h) located on the site of the original dwelling, unless an alternative suitable site exists within the existing residential curtilage, in which case the existing dwelling will be required to be completely removed immediately (likely to mean no more than one month) after the new dwelling is first occupied.

### New dwellings in the countryside:

Planning permission for a permanent dwelling in the countryside to enable an agricultural worker to live at, or in the immediate vicinity of, their place of work will only be granted to support existing agricultural activities on a well-established agricultural unit, provided that:

- (i) there is a clearly established existing functional need (i.e. it is essential for the proper functioning of the enterprise for one or more workers to be on the site for all or most of the time); and
- (j) the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement; and
- (k) the unit and the agricultural activity concerned have been established for at least three years, have been profitable for at least one of them and are currently financially sound with a clear prospect of remaining so; and

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(l) the functional need cannot be fulfilled by an existing dwelling, or the conversion of an existing building in the area, or any other existing accommodation in the area which is suitable and available for occupation by the worker concerned

These criteria will be applied on a similar basis to proposals for new forestry dwellings and to dwellings which are needed in association with other enterprises where a countryside location is an essential requirement. In the case of the latter, a pre-requisite for any dwelling is that the enterprise itself must have planning permission.

Planning permission will not be granted for a new permanent dwelling in association with a proposed or newly established enterprise in the countryside. In such cases, if a functional need is demonstrated, there is clear evidence of a firm intention and ability to develop the enterprise and there is clear evidence that the enterprise has been planned on a sound financial basis, permission may be granted on a temporary basis for no more than three years for a caravan, mobile home or wooden structure which can easily be dismantled. After the three year temporary permission has expired, permission will only be granted if the above criteria have been met. A further temporary period will not be permitted.

Any such development will be subject to a restrictive occupancy condition.

### The Rural Economy:

In the countryside, development involving the expansion of an existing employment use on its current site or the conversion of an existing agricultural building (particularly if it is adjacent to or closely related to a village) will be acceptable for employment uses within Use Classes B1 to B8 or tourism and leisure -related uses, provided that all of criteria (m) to (r) below are met and, in the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.

In villages and the countryside, planning permission for development for employment, tourism, leisure and cultural uses will be granted, provided that the development:

(m) would be consistent in scale with its rural location, without unacceptable environmental impacts; and

(n) would not adversely affect existing local community services and facilities; and

(o) would be compatible with, or would enhance, the character of the village or the landscape in which it would be situated; and

(p) would not cause undue harm to the open nature of the countryside or any site designated for its natural or heritage qualities; and

(q) would be easily accessible, preferably by public transport; and

(r) if it would involve the construction of a new building in the open countryside, is supported by a robust business plan that demonstrates (i) the demand for the development and (ii) that the facilities to be provided would constitute a viable business proposition on a long-term basis.

## Retail and Other Development in Centres

**5.48** Retailing is a dynamic industry. The past few decades have witnessed growth in out-of-centre retailing, a decline in the number of small shops, particularly in rural areas, increased competition between centres (with a willingness on the part of consumers to travel greater distances to higher order centres), and changing formats of retail provision. There has been a significant expansion in internet sales which have captured some of the available expenditure at the

expense of traditional shops. More recently, the UK economy is recovering from recession, having far-reaching implications for available income and, consequently, expenditure. In response to these changes, the most successful retail centres are those which are able to adapt, providing a broader range of facilities and services in a high quality environment, turning shopping into a leisure (as well as functional) activity.

- 5.49** In Peterborough, there is a hierarchy of centres, accompanied by out-of-centre shops, which is well established, notwithstanding recent changes in provision. Peterborough city centre is at the top of the hierarchy of such centres, with by far the largest retail floorspace (approximately 153,000 square metres gross) and a full range of other services, performing a regional role and with a retail catchment for comparison goods shopping that extends into the East Midlands region as well as the East of England. Within the overall city centre, there is an identified PSA and Primary Shopping Frontage (PSF), as shown on the Policies Map. These two designations will be reviewed as this Plan progresses.
- 5.50** The designation of primary retail frontages apply only to the ground floor level. Although predominantly in retail use, primary frontages within District Centres can contain a variety of other uses, however without a reasonable proportion of class A1 retail units, the pedestrian flow in the daytime could fall below a level that would maintain the viability of the centre.
- 5.51** Historically and evidence from the Peterborough Retail Centres Hierarchy Study (2016) confirms that there are five locations which qualify as District Centres at Bretton, Hampton, Millfield, Orton and Werrington, based on the scale of retail provision (with retail floorspace in the range 4,000 square metres to 27,500 square metres) and the availability of other community services and facilities. Finally, there are a number of Local Centres, serving the day-to-day needs of their local neighbourhoods. This retail hierarchy will form the basis for decisions on planning applications for retail development, including application of the sequential approach.
- 5.52** Of the existing District Centres, Hampton (including Serpentine Green) is relatively modern and there is space for further development in-centre; Bretton has recently been remodelled and improved with considerable investment; and Orton has undergone substantial redevelopment, although there is scope for further regeneration in subsequent phases. Together with Orton, the centres now in most need of further investment are Werrington and Millfield.
- 5.53** During the time horizon for this Local Plan (2016 to 2036), there is likely to be scope for significant growth in retail floorspace in Peterborough. The council recognises the importance of reviewing retail forecast figures, and it will endeavour to undertake reviews to take into account the latest information on population and expenditure growth.
- 5.54** This capacity for retail and other growth will enable Peterborough to expand its city centre offer; regenerate centres that have suffered from a lack of investment; overcome deficiencies in provision; and meet the needs of proposed new communities. In particular, the development of urban extensions as part of the overall spatial strategy of the Local Plan, will require new centres to meet the shopping and other needs of new residents, in order to create fully sustainable communities.
- 5.55** As a general principle, new shops selling primarily convenience goods should be located close to, and easily accessible by, the community that they are intended to serve, with a priority to development in centres. This includes the city centre, as the spatial strategy envisages considerable residential development (and, therefore, population growth) here.
- 5.56** Small scale retail development in rural locations will not be subject to sequential test and makes the distinction between the extent of centres and the extent of PSA within them, both of which are shown on the Policies Map. The meaning of 'edge-of-centre' for the purpose of retail development is a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the boundary of a PSA (or district/local centre for other developments). In

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determining 'easy walking distance', the council will take into account barriers to pedestrian movement, such as the need to cross major roads or car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the centre.

- 5.57** Other uses such as libraries, medical centres and community facilities should be located in or on the edge of centres where possible, but will not be restricted to those locations if they would be unsuitable or inappropriate in relation to the community that they would serve.
- 5.58** In recent years, the city centre has experienced a decline in its rating when compared with other competing centres. It is important that major retail expansion within the city centre PSA is not compromised by other retail development elsewhere, and the policy reflects this.
- 5.59** District and local centres all have a role to play in providing retail and other facilities suitable to their functions. The city centre is highlighted as a general location for more convenience goods shopping, along with existing district centres and new centres in the proposed urban extensions. These are justified in order to meet the needs of residents in the areas planned for substantial residential intensification and expansion. Meeting those needs is likely to result in a District Centre and two Local Centres at Great Haddon, two Local Centres at Hampton Leys and a Local Centre at Paston Reserve/Norwood.
- 5.60** The policy enables retail as well as other investment of an appropriate scale at local centres and in villages, because this can help improve viability or deliver more sustainable communities. Where possible, within the limits of planning powers, protection will be afforded to village shops in order to safeguard these vital facilities in rural areas.
- 5.61** The proposed policy below is broadly a merge of policies CS15, PP9, PP10 and CC2 in the current adopted development plan.



### Policy LP13: Retail and Other Development in Centres

The overall strategy for retail and other development within the City, District and Local Centres of Peterborough is to:

- support and regenerate the city centre in order to maintain its position at the top of the retail hierarchy;
- support, and regenerate where necessary, existing District Centres and Local Centres to ensure they continue to cater for the needs of the communities they serve;
- provide appropriate development in the form of new centres in the emerging and proposed urban extensions, to serve the needs of the new communities created.

#### Hierarchy of Centres:

The hierarchy of centres in Peterborough is as follows:

#### 1 - Peterborough City Centre\*

Peterborough City Centre

**1 - Peterborough City Centre\*****2 - District Centres\***

Bretton Hampton Millfield	Orton Werrington
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**3 - Local Centres**

Amberley Slope (Werrington) Ayres Drive (Stanground) Bamber Street/Gladstone Street	Lincoln Road/Geneva Street  Lincoln Road/Paston Lane London Road, Loxley Malvern Road Matley Mayors Walk Napier Place Netherton Newark Avenue Oakleigh Drive Oundle Road Parnwell Russell Street St Pauls Road Taverners Road/Lincoln Road The Parade (Lawson Venue) The Pyramid Centre (Bretton) The Triangle/Lincoln Road,
Bellona Drive (Stanground South) Broadway Central Avenue (Dogsthorpe) Central Square (Stanground) Chadburn (Paston) Church Drive (Orton Waterville) Copeland Crown Street/Lincoln Road	Thorney Valley Park/Sugar Way Warwick Road Welland (Scalford Drive) Welland Road Werrington Village Westwood (Hampton Court) Wittering
Eagle Way (Hampton) Eastfield Road – North Eastfield Road – South Eye Fleet Way Fletton High Street Fulbridge Road/Mountsteven Avenue Gladstone Street/Russell Street Gunthorpe Road Hampton Hargate Hampton Hempsted Hampton Vale Herlington Hill Close/Eastfield Road Hodgson Langford Buildings/Alexandra Road	

\*For retail development, the PSA will take precedence

The City Centre and District Centres each have a Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF), these are shown on the Policies Map. Local Centres do not have PSF and their PSAs are coterminous with their Local Centre boundaries (also shown on the Policies Map).

New retail and other development will be encouraged to maintain and enhance the vitality and viability of centres. The nature and scale of any development should be appropriate to the role and function of the centre in which it would be situated and the catchment it would serve.

The council will apply a sequential approach to the consideration of applications for retail and other development, in line with the NPPF, with the levels of the sequence as follows:

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- Level One - within PSA for retail; within City, District or Local Centres for other uses
- Level Two - edge of PSA for retail, edge of centre for other uses
- Level Three - edge of centre for retail
- Level Four - out of centre

All retail proposals in Level Three or Level Four locations which would result in an increase of over 2,500 sq metres of gross external floorspace, will need to be accompanied by an impact assessment. Proposals which are likely to lead to significant adverse impacts will not be permitted, unless it can be clearly demonstrated that the benefits of the scheme clearly outweigh any such impact.

### City Centre

To enhance the role of Peterborough City Centre as a key regional centre, all major comparison goods retail proposals will be directed to its PSA as a first preference. Planning permission will only be granted for comparison goods retail development elsewhere if it is demonstrated that it would:

- satisfy the sequential assessment;
- not have an adverse impact on the city centre; and
- not conflict with any council plans or strategies for expanding the city centre retail offer

Within the PSF of the City Centre, development for A1 and A3 uses will in principle be acceptable. Particular support will be given to A3 uses around Cathedral Square. Development for other ground floor uses will only be acceptable if it would maintain a built frontage with a window display, would be likely to maintain or increase footfall along the frontage and would not result in a concentration of non-A1 or non-A3 uses in that location.

### District and Local Centres

Within the PSF of the District Centres or within Local Centres, planning permission for any non-A1 use at ground floor level will only be granted if the development would maintain or enhance the vitality and viability of the centre and appearance of the frontage.

### Village Shops

The creation of a new or extension to an existing village shop, will only be permitted where it is in connection with the planned growth of the village or where it would help to achieve a more sustainable rural community, subject to amenity and environmental considerations, and the requirement that the scale of any additional retail provision should be appropriate for the size of the village and its catchment.

Every effort will be made to prevent the loss of an existing village shop which sustains a village community, by permitting additional uses which would help to improve its financial viability. The loss of an existing village shop will only be permitted if provision to replace the facility is made or it can be demonstrated that the present use is no longer viable.

**NOTE:** A review of all District and Local Centres will be undertaken. The boundary of the PSAs and PSFs will be reviewed and may be updated. Any changes will be identified in the further draft of the Local Plan and will be consulted upon in summer 2016.

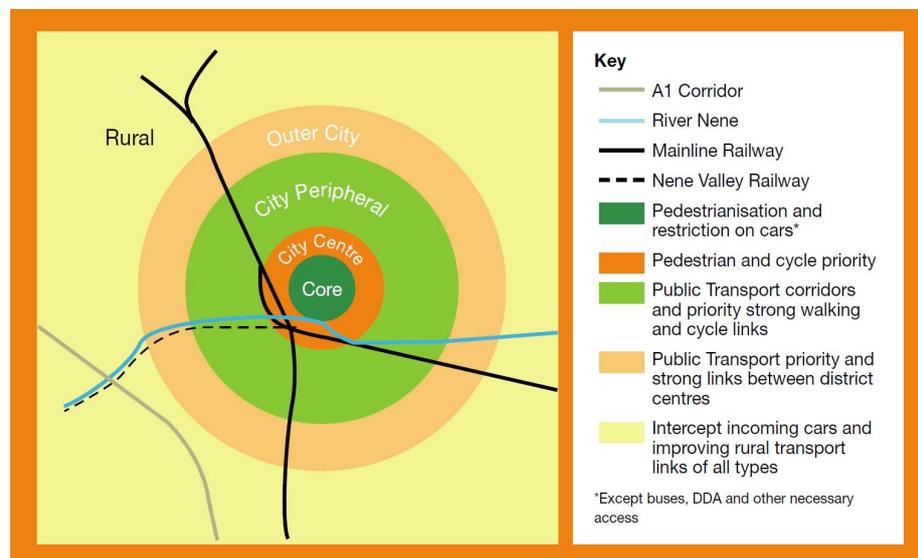
## Transport and Infrastructure

### Transport

**5.62** The Impacts of growth on the city's transport infrastructure will require careful planning.

## The Policies

- 5.63** The main transportation policies and infrastructure requirements for Peterborough are set out in the Long Term Transport Strategy 2011 to 2026 (LTTTS) and the Local Transport Plan 2011 to 2016 (LTP).
- 5.64** A draft LTP 2016 to 2021 was consulted on in October and November 2015, and is scheduled for adoption in April 2016. However, it largely carries forward the policies in the current version.
- 5.65** The LTP (current and emerging draft) sets a sustainable transport user hierarchy, providing an order to which consideration will be given to the needs of user groups in relation to land use matters. The hierarchy is set out below :
- Pedestrians and those with mobility difficulties
  - Cyclists
  - Public transport including coaches and taxis/private hire vehicles (PHV) (higher priority for electric and low emission vehicles)
  - Motorcycles (higher priority for electric and low emission vehicles)
  - Rail freight
  - Commercial and business users including road haulage (higher priority for electric and low emission vehicles)
  - Car borne shoppers and visitors (higher priority for electric and low emission vehicles)
  - Car borne commuters (higher priority for electric and low emission vehicles)
- 5.66** In order to help achieve the objectives of LTP the document sets out a spatial diagram of Peterborough along with the modal priority for each area identified. This is set out diagrammatically below:



- 5.67** The diagram shows a clear distinction between the city core and the rest of the city centre. Additional priority will be given to pedestrians in the city core, as well as improving accessibility to all those with mobility issues. Improved facilities for cyclists will encourage cycle use through the city centre and city core whilst also providing alternative routes for those wishing to bypass the city core. The mode priorities for each area are listed in the diagram key and are expanded upon below:
- **City Centre Core:** Reduction of cars and car parking in the core area with a strong emphasis on pedestrians and cycles, but also promoting and accommodating public transport

## The Policies

- **City Centre:** Reduction of car use in the city centre would be supported by parking policy generally
- **City Periphery:** The city periphery would encourage walking and cycling with improved facilities and develop strong public transport corridors to enhance these modes
- **Outer City:** Public transport link strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to intercept cars headed for the city centre and core areas to reduce traffic on the parkway and primary highways, and in residential areas
- **Rural:** Public transport link strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to intercept cars headed for the city centre and core areas to reduce traffic on the parkway and primary highways, and in residential areas

**5.68** The policy for transport aims to reduce the need to travel by private car and helps to deliver a sustainable transport package capable of supporting growth and the council's Environment Capital aspirations.

**5.69** This policy should be read in conjunction with the Infrastructure Policy LP15, which explains the relationship between the Infrastructure Delivery Schedule (IDS), the Community Infrastructure Levy (CIL) and the Developer Contributions SPD. The IDS identifies a list of infrastructure projects within the authority area. The current IDS is dated August 2014 and a revised IDS is expected to be published in summer 2016 .

**5.70** The proposed policy below is broadly a new policy replacing policies CS14, PP12 and CC11 in the current adopted development plan.



### Policy LP14 Transport

New development must ensure that appropriate provision is made for the transport needs that it will create, having specific regard to the Peterborough Transport User Hierarchy.

In order to achieve (or assist in achieving) the aims of the Long Term Transport Strategy and Local Transport Plan for Peterborough, all new development proposals should demonstrate that appropriate and viable opportunities have been taken to:

- Reduce the need to travel, especially by car;
- Prioritise bus use over car use across the network in line with the road user hierarchy;
- Seek to develop transport interchanges and travel hubs that provide facilities for transfer between modes of travel;
- Improve walking, cycle and public transport connections to district and local centres, travel hubs and key services, including links from the railway station and the River Nene;
- Make journeys on foot, cycle, public transport, car share or water the more attractive option over private car use, through the use of direct, legible and segregated routes;
- Provide an efficient and effective transport network that is well managed and maintained, using modern technology where appropriate, to allow the safe and efficient movement of

all modes of transport, together with quality information to improve knowledge of available transport options;

- Assist those with access and mobility difficulties;
- Promote improvements to travel security through improvements to lighting, CCTV and underpasses;
- Deliver quality cycle facilities at workplaces including cycle parking, showering and changing facilities; and
- Seek to improve sustainable transport links to travel hubs from rural areas and improve walking and cycle links between villages

Developers will be required to ensure proposals for major new developments are assessed, using appropriate methodologies (such as Travel Plans and Transport Statements), for their likely transport impacts in accordance with relevant national and local guidance.

### City Centre

Within the areas identified as the city centre and city core, all development proposals must demonstrate that careful consideration has been given to:

- prioritising access to pedestrians
- improving accessibility for those with mobility issues
- encouraging cyclists to access the city centre and city core
- reducing the need for vehicles to enter the city centre and city core

## Parking Standards

**5.71** The council is currently considering options for parking standards and would like your views on the options.

### Option Parking Standards

Option 1: Continue with the current parking standards as set out in the Planning Policies DPD and City Centre DPD

Option 2: Set new standards for all but residential development (retaining the existing residential standards).

Option 3: Further develop the approach set out in the City Centre DPD, to include a range of standards based on location, e.g. city core, city centre, wider urban area, rural area.

Option 4: Not having any car parking standards.

Option 5: New standards for all types of development

Option 6: Standards only for residential development .

## Infrastructure

**5.72** The major growth and expansion of Peterborough will be supported by necessary infrastructure such as roads, schools, and health and community facilities to ensure the relevant supporting infrastructure is in place to help in the creation of sustainable communities.

**5.73** The Peterborough Infrastructure Delivery Schedule (IDS) (August 2014) identifies infrastructure projects that will support the sustainable growth of the city to 2026 and beyond. This includes:

## The Policies

- Community Infrastructure – Community buildings and libraries,
- Transport – highways, cycle and pedestrian facilities, rail, bus, travel management and car parking,
- Environmental Sustainability - Open space and Green Infrastructure projects such as Nene Park, South Peterborough Country Park and the forest of Peterborough,
- Skills and Education – primary school; secondary schools, further and higher education
- Emergency Services – fire, ambulance and police,
- Utilities and Services – water, waste water, flood risk management, electricity and gas.

**5.74** The IDS is a live document produced to identify the range of infrastructure types and projects required to support growth. Importantly, it identifies likely funding sources, delivery agents, timescales and priorities, This list is correct at June 2014. This list is due to be updated and agreed by the council in summer 2016 and will also reflect the growth assumptions identified in this Local Plan.

**5.75** The necessary infrastructure will come from a variety of sources, including the council, government departments, public agencies, utility service providers and the private development industry. However, it is unlikely that all the different service providers will have the necessary financial arrangements in place at the same time, therefore the role of the IDS is to ensure that all the service providers strategies and investment plans are developed alongside and align with the Local Plan.

**5.76** In April 2015 the council adopted the Community Infrastructure Levy (CIL) and a Developer Contributions SPD. The SPD provides detailed guidance on the council's approach to how developers will contribute to the provision of infrastructure, both on and off site. At present the council does not intend to refresh the CIL for the foreseeable future, and is very unlikely to do so prior to the adoption of this Local Plan.

**5.77** While every effort has and will be made to ensure the timely provision of infrastructure, the following policy will be used to restrict development from being commenced or, in certain cases, from being permitted, in the absence of proven infrastructure capacity.

**5.78** Where there is a major development proposal which requires its own (on-site and/or off-site) infrastructure, and the proposal is subject to EIA and/or project level Appropriate Assessment under the Habitats Regulations, the council will require the developer to consider the likely effects of the development and all of its supporting infrastructure as a whole, so that potential in-combination effects can be fully assessed before any decisions are taken.

**5.79** The proposed policy below is broadly a merge of policies CS12 and CS13 in the current adopted development plan.



### Policy LP15: Infrastructure to Support Growth

New development should be supported by, and have good access to infrastructure.

#### Infrastructure

Planning Permission will only be granted if it can be demonstrated that there is, or will be, sufficient infrastructure capacity to support and meet all the necessary requirements arising from the proposed development. Development proposals must consider all of the infrastructure implications

of a scheme; not just those on the site or its immediate vicinity. Conditions or planning obligations, as part of a package or combination of infrastructure delivery measures, are likely to be required for many proposals to ensure that new development meets this principle.

Consideration must be given to the likely timing of infrastructure provision. As such, development may need to be phased either spatially or in time to ensure the provision of infrastructure in a timely manner. Conditions or a planning obligation may be used to secure this phasing arrangement.

### Developer Contributions

Developers will be expected to contribute towards the delivery of relevant infrastructure. They will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.

Further guidance on how this policy will be implemented is set out in the CIL charging schedule and the Developer Contributions SPD.

## Safeguarded Land for Future Key Infrastructure

**5.80** Sometimes infrastructure which may not be viable or needed in the short-term is likely to be crucial to the future development of the city over the medium to long-term. This may lead to, on a fairly exceptional basis, the need to 'safeguard' land from certain forms of development in order to protect it for future infrastructure needs.

**5.81** The proposed policy below is broadly a carry over of policy SA15 in the current adopted development plan.



### Policy LP16: Safeguarded Land for Future Key Infrastructure

Planning permission on the following safeguarded land, as identified on the Policies Map, will only be granted for development which does not threaten or otherwise hinder the ability to implement the identified infrastructure project.

Scheme	Location	Planned infrastructure
Passenger Rail Station	Land at Hampton	Railway Infrastructure
Land Beside the A15	Glinton/Northborough bypass	Highway Infrastructure
Former Wansford to Stamford and Peterborough to Wisbech Railway Lines	Wansford - Stamford; Peterborough - Wisbech	Walking and Cycling Infrastructure
A1 Wittering Junction Improvements	A1 adjacent to Wittering	Highway Infrastructure

## The Policies

**NOTE:** The above projects will be reviewed and updated in the next version of the Local Plan due for public consultation in summer 2016.

### Urban Design and the Public Realm

- 5.82** Urban design and the quality of the public realm play a significant part in people's everyday lives. Good design can help to create attractive places and spaces for people to live, work, play, relax and visit. It is at the heart of the vision for a more sustainable Peterborough because it contributes to our quality of life in so many ways.
- 5.83** The design and layout of new developments establish people's views and image of the city and its surrounding villages. But good design is not just about appearance. It is also about the way places function – enabling and encouraging people to live healthy lifestyles, reducing opportunities for crime, creating accessible environments which are inclusive for all sectors of society, increasing opportunities for social interaction and allowing easy cleaning and maintenance.
- 5.84** The quality of design and the public realm varies considerably across Peterborough. Many of the villages are attractive, with sensitive modern infill development complementing local vernacular architecture. There are also examples of good design in Peterborough itself, all of which add to the city's local distinctiveness. However, the overall current public perception is that many parts of the city have poor standards of design and a lack of local identity. The planned growth and regeneration of Peterborough offers a unique opportunity to turn this around, securing the highest design standards and quality in new developments to deliver attractive, lively, distinctive, safe, healthy and sustainable communities. They offer the chance to improve the public realm and the quality of the city's major gateways.
- 5.85** Design should evolve from an understanding of the site, its context and surroundings, rather than unimaginative standards which could apply to any location. Applications for new development must be supported by a Design and Access statement, in line with current planning legislation. Design and Access statements must address issues such as how the site and its surroundings have been taken into account as well as the design principles set out in the policy.
- 5.86** The proposed policy below is broadly a merge of policies CS16 and PP2 in the current adopted development plan.



#### Policy LP17: Urban Design and the Public Realm

All new development will be required to demonstrate high quality design as part of a strategy to achieve safe, accessible and attractive places. All development should take the following principles into account:

- **Character of Area:** Development should respond appropriately and positively to the character of the area and its surroundings. It should make the most effective use of land through the arrangement of development plots and the design, layout and orientation of buildings. Local distinctiveness should be respected and where possible enhanced, through the use of traditional or innovative design and materials. Development proposals which have a detrimental effect on the character and appearance of an area will not be approved.

- **Quality of Public Realm:** New development should set high standards of, or improve the quality of, the existing public realm, through the creation of safe and attractive public open spaces and street scenes, incorporating pedestrian and vehicular surface treatments, public art, street lighting, street furniture and landscaping which is appropriate for its location and which protects or enhances biodiversity. Development proposals which would result in a loss of public green spaces or valued private amenity space will not be supported.
- **Crime:** The vulnerability to crime and the fear of crime should be adequately addressed through the design, layout and location of new development. The distinction between any public and private spaces should be clearly defined. Development which creates opportunities for crime and disorder will not be approved.

### Amenity Provision in New Residential Development

- 5.87** All new residential development should be livable. This includes residential extensions as well as new dwellings. Livability refers to the adequate provision of internal living space consistent with the minimum standards as set out in the Building Regulations, as well as adequate provision for internal storage.
- 5.88** Livability also relates to outside amenity space, such as gardens in the case of individual dwellings, or balconies and ground floor patios for flatted schemes. Outside amenity space should be designed to meet the needs of occupiers for sitting out, children's play, drying clothes and for plant or vegetable cultivation.
- 5.89** In addition to adequate indoor and outdoor space, new dwellings and residential extensions should be built to maximise the use of natural light, including direct sunlight where possible. This should be designed with appropriate privacy in mind, both for the occupiers of the dwelling and the occupiers of neighbouring dwellings.
- 5.90** The proposed policy below is broadly a merge of policies PP3 and PP4 in the current adopted development plan.



### Policy LP18: Amenity Provision in Residential Development

Development proposals should be designed and located to ensure that the needs of occupiers are provided for and should include:

- adequate internal space for living and storage needs; and
- adequate natural light, privacy and noise attenuation; and
- well designed and located private amenity space; and
- well designed and located bin storage and collection areas, including adequate turning space for collection vehicles where appropriate.

New development should not result in an unacceptable impact on the amenity of occupiers of any nearby properties. These impacts may include:

- loss of privacy for the occupiers of any nearby property; or

## The Policies

- loss of amenity space; or
- noise and/or other disturbance for the occupiers or users of any nearby property or land; or
- loss of light to and/or overshadowing of any nearby property; or
- overbearing impact on any nearby property; or
- odour and/or pollution (including light pollution)

Buildings and places should be designed with adaptability in mind, capable of responding to changing social, economic and technological needs, and potential changes in climate over their planned lifespan. Buildings should be designed and constructed with longevity as a key objective, especially if materials with a high embodied energy are to be used.

### Shop Frontages, Security Shutters and Canopies

**5.91** Shop fronts can make a substantial and positive contribution to the visual interest of an area if sympathetically designed, but a degree of control is required if the character of buildings or the overall appearance of a street is not to be destroyed by poor design. Open shop fronts, such as those with expansive glazing and thin metal frames, can create visually unacceptable voids and proposals for their development will generally be resisted. Particular care is necessary in the design of shop fronts in conservation areas, and on listed buildings, or where the shop front would straddle buildings of different designs.

**5.92** Security shutters (especially if solid) on shopfronts can be visually unattractive and create a 'dead', hostile appearance, which can reduce natural surveillance and thereby encourage crime. This can also affect the commercial viability of an area. There are other means of improving the security of shop fronts, such as the use of laminated glass, improved lighting, internal security grilles or natural surveillance, that have a less detrimental impact. The city council will strive to achieve a balance between the security requirements of individual shops and the impact on the wider area.

**5.93** Canopies are not traditional on most buildings in this country and are frequently not compatible with their style or character. Because of their shape, design, materials and colours, they can be visually very dominant and discordant. It is important, therefore, that they should be used sensitively.

**5.94** This policy is supported by the Shop Front Design Guidance SPD (January 2014).

**5.95** The proposed policy below is broadly a carry over of policy PP11 in the current adopted development plan.



### Policy LP19: Shop Frontages, Security Shutters and Canopies

Planning permission for any new, replacement or altered shop front, including signage, will only be granted if:

- its design would be sympathetic in size, architectural style/proportion, materials and architectural detailing to the building to which it would be fitted; and
- it would not detract from the character or appearance of the street as a whole; and

(c) any advertising material is incorporated as an integral part of the design.

Planning permission for the installation of an external security shutter will only be granted where:

(d) it is demonstrated that there is a persistent problem of crime or vandalism affecting the property which cannot be satisfactorily and reasonably addressed by an alternative measure; and

(e) the property is not a listed building or situated in a conservation area; and

(f) the shutter is designed to a high standard, taking account of the design features of the frontage into which it would be installed; and

(g) the design is open mesh/perforated in style.

A proposal for the installation of a canopy will only be acceptable on the ground floor of a shop, cafe, restaurant or public house, and only if it can be installed without detracting from the character of the building or surrounding area.

## Heritage Assets

- 5.96** Peterborough is an ancient settlement with a strong past and character stretching back to prehistoric times, which has been transformed into a modern city, often closely associated with its New Town background. In an area of predominantly recent buildings, the older structures and street patterns, boundary walls, buried archaeological remains and other features of the city and its villages represent an important record of the area's social and economic history and are a valued amenity for residents and visitors.
- 5.97** We are fortunate to have a rich tapestry of heritage assets including historic places and structures of international and national significance, such as the Bronze Age remains at Flag Fen, the Norman Cathedral with its precincts and associated ecclesiastical buildings in the heart of the city, and the magnificent Burghley House, gardens and parkland in the north-west of the district. There is a growing appreciation of the life and work of the 'peasant poet' John Clare, whose cottage at Helpston provides a visitor centre and educational facilities.
- 5.98** However, the value of heritage assets is by no means confined to the most important places. The city and surrounding settlements all have varied and unique characters and appearance. These heritage assets are irreplaceable and therefore every effort should be made to ensure appropriate protection and enhancement. This can be achieved through the application of national and local policies and the identification and designation of listed buildings, conservation areas, scheduled monuments, buildings of local importance, and parks and gardens of special historic interest.
- 5.99** In Peterborough, there are 66 scheduled monuments, and many other sites of special archaeological importance. There are 1,060 listed buildings which are recognised to be of special architectural or historic interest, with over 10% of them being Grade I or Grade II\*. There are also over 230 buildings which have been identified as non-designated heritage assets, being locally distinctive. Although these are not afforded the same special protection as listed buildings, they make a positive contribution to the character and appearance of the area in which they are situated or have local historic significance, and so justify a degree of protection. A list of non-designated heritage assets can be found at Appendix C.
- 5.100** There are currently 29 conservation areas and the council has a programme of keeping conservation area appraisals and design guidance up to date. There are a number of areas within the district which do not satisfy conservation area designation but have a distinctive mature character and local identity worthy of protection. These three Special Character Areas

## The Policies

(Wothorpe, Ashton and the environs of Thorpe Road, Thorpe Avenue and Westwood Park Road) are designated in the current Local Plan and each have a strong landscape character and low density development patterns that together provide high environmental quality. It is proposed to retain them (see Policy LP21).

- 5.101** Archaeological remains are an important part of Peterborough's historic environment and identity. They constitute an important resource for understanding our past, and often survive as significant landscape features. Archaeological remains are a finite and non-renewable resource and, in many cases, are highly fragile and vulnerable to damage and destruction. There is a presumption in favour of physical preservation of remains in situ wherever possible. In the case of application sites which include, or could potentially include, heritage assets with archaeological interest, the council will require the developer to carry out a preliminary desk-based assessment and/or a field evaluation. The results of these will inform the plan and decision-making processes at pre-determination stage. In advance of the loss of a potential heritage asset at a post-determination stage, further archaeological mitigations may be attained through the implementation of a programme of suitable archaeological investigations.
- 5.102** A fundamental feature of the spatial strategy for Peterborough is substantial residential, employment and related growth, with an emphasis on intensification within the urban area. With this anticipated growth, it is vital that the value and character of the historic environment is not put at risk. If sensitively implemented, change and growth can enhance the historic built environment.
- 5.103** Development proposals affecting any heritage asset will need to reference the Historic Environment Record (HER) as well as other information such as the council's Conservation Area Appraisals, Management Plans, Design and Development in Selected Villages SPD, List of Buildings of Local Importance, Special Character Areas, Landscape Character Assessment and historic maps.
- 5.104** The protection, conservation and enhancement of Peterborough's historic environment is an integral part of the future strategy for the area. This is particularly important for a location which will experience substantial pressures for growth, because such growth will only be truly sustainable if it embraces environmental considerations.
- 5.105** In the villages, there are many open areas, substantial walls, hedges, and treed frontages that are an essential and valued feature of village character. As heritage assets, these features are identified on the Policies Map. Green space often provides an important visual or amenity function. An open space or a gap in a built-up frontage allows key views into and out of a village. Substantial treed or hedged frontages, traditional walls or railings are invariably positive features in the street scene.
- 5.106** It is important to note that the policy does not seek to prevent or unnecessarily restrict development within the setting of heritage assets. It allows for suitable development to take place in these areas, so that they may make an appropriate contribution to the growth priorities of the Local Plan. For example, new development does not have to mimic the past; carefully considered, high quality designs that provide a successful contrast with their surroundings can conserve and enhance character, as can schemes that employ authentic historical forms and features.
- 5.107** The proposed policy below is broadly a merge of policies CS17 and PP17 in the current adopted development plan.



## Policy LP20: Heritage Assets

The Council will protect, conserve and enhance heritage assets throughout Peterborough, through the special protection afforded to listed buildings, conservation areas and scheduled monuments and through careful control of development that might adversely affect non-scheduled, nationally important archaeological remains; other areas of archaeological potential or importance; historic features and their settings; non-designated heritage assets; and areas of historic landscape or parkland (including, but not limited to, those on the Historic England Register of Parks and Gardens of Special Historic Interest).

All new development must respect and enhance the local character and distinctiveness of the area in which it would be situated, particularly in areas of high heritage value. There will be particular emphasis on the following:

- a presumption against development that would unacceptably detract from important views of Peterborough Cathedral by virtue of its height, location, bulk or design;
- the use of Conservation Area Appraisals and associated Management Plans to ensure the preservation and enhancement of the special character of each of Peterborough's conservation areas;
- the identification and protection of important archaeological sites and historic environment features and their settings;
- the identification and protection of non-designated heritage assets and their settings; and
- the avoidance of harm to the character and setting of Burghley Park, Milton Park, Thorpe Park, and the grounds and parkland associated with Bainton House, Ufford Hall, Walcot Hall and the Abbey Fields, Thorney.

All development proposals that would affect any heritage asset will need to be accompanied by a heritage statement which, as a minimum, should cover the following:

- describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest; and
- identify the impact of works on the special character of the asset; and
- provide a clear justification for the works, especially if these would harm the asset or its setting, so that the harm can be weighed against public benefits.

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

## Special Character Areas

**5.108A** A number of areas in Peterborough have been designated as conservation areas because of their special architectural or historic interest.

**5.109** In addition, whilst not of conservation area quality, three locally specific Special Character Areas have been designated to acknowledge their strong landscape character, architectural quality and development patterns that together provide high environmental quality. All three Special

## The Policies

Character Areas are marked by their low-density and generally large dwellings set within spacious grounds. It is important that any development is carefully guided in order to protect each Area's character.

- 5.110** The development criteria identified below are intended to provide additional design guidance in respect of these Special Character Areas.
- 5.111 Wothorpe:** The settlement pattern is set around three bridleways established in the Enclosure Award (1797), now First Drift and Second Drift. Both are un-adopted roads. These bridleways provided access to allotments, which gradually became developed into residential properties. Since Enclosure the pasturelands, hedgerows and woodlands surrounding the village have remained largely unaltered. The area is characterised by low-density development, mainly individually designed family houses set in large landscaped gardens giving a semi-woodland setting. The built environment has a wide range of building styles.
- 5.112 Thorpe Road, Thorpe Avenue, Westwood Park Road:** The character of the area is defined by low density, large detached family dwellings set back behind established building lines in large and typically spacious landscaped gardens. Many of the properties in the area have a sylvan setting. Trees of varied maturity add significantly to the special character of the area.
- 5.113 Ashton:** The settlement is formed by a loose collection of three historic farmsteads, a small number of 19th Century cottages and some post-1950 infill dwellings interspersed with open space along Bainton Green Road and High Field Road. Most buildings are stone and slate construction. Development is very limited and the layout has changed little from the end of the 19th Century.
- 5.114** In addition to conservation areas and Special Character Areas in the rural area, the council has adopted a Design and Development in Selected Villages SPD. This gives additional detailed design policy and will be taken into account when determining applicable development proposals.
- 5.115** The proposed policy below is broadly a carry over of policy SA19 in the current adopted development plan.



### Policy LP21: Special Character Areas

To preserve the special character of Wothorpe, Thorpe Road, and Ashton, (as defined on the Policies Map), the city council will assess proposals for development against the following Special Character Area criteria:

- Garden Sub-Division: There should be no sub-division of gardens if this adversely affects the character of the area, amenity space and/or the loss of trees or boundary hedges.
- Extensions and Alterations: Incremental changes in the size and appearance of existing buildings will not be permitted if it harms their character or that of the Area. Alterations should be sympathetic to the original style and of an appropriate scale to maintain their character. Extensions that result in excessive site coverage, immediate or eventual loss of trees or hedges, or preclude the planting of suitable species of trees or hedges will not be supported.
- Design: Any new development must enhance the character and appearance of the Area. It must respect the scale, massing, depth, materials and spacing of established properties.

Integral garages should be avoided. Garages should be sited behind the building line to the side of the dwelling.

- Design and Access Statement: All applications for development should be accompanied by a design and access statement that demonstrates how the proposal takes into account the Area's special character.
- Trees: Where trees are present a detailed tree survey must be carried out that identifies the location, type, height, spread and condition.

The following additional criteria are applicable to the respective Special Character Area:

#### **Wothorpe Area**

- All development proposals must ensure that the mature landscape character is maintained through the retention of existing trees, boundary hedges, walls and grass verges. Existing space around buildings should be maintained to preserve large trees.
- Proposals for whole or part demolition of any building or to intensify the use of plots in a way that adversely affects the current integrity of the area will not be supported.
- There will be a presumption against increased access and hard-standings, except where it can be shown to be necessary, and does not dominate the site or harm existing landscaping.
- Existing frontage hedging must be retained. Where this is absent, evergreen hedging species should be used. A combination of hedging and walls may be considered where the hedging predominates.

#### **Thorpe Road Area**

- New building designs should incorporate boundary walls, railings or fences with evergreen hedging predominant and allow sufficient space for the planting of native woodland trees to reinforce the landscape around the site.

#### **Ashton Area**

- Any development should respect the linear form of Ashton. As such, there is a presumption against all backland development.
- The special relationship between the settlement and its agricultural setting must not be undermined by new development. As such, views of surrounding countryside must be maintained.

## **Open Space and Green Infrastructure**

**5.116** Peterborough is a place with large areas of attractive, publicly accessible open spaces and green infrastructure that offer important opportunities for recreation, sport and play, as well as delivering benefits for biodiversity. Green Infrastructure is the network of protected sites, nature reserves, green spaces, waterways and greenway linkages. In addition to its functions as places for recreation and the protection of biodiversity, green infrastructure has a role to play in:

- water management
- sustainable transport corridors
- community food growing
- the protection of environmental heritage
- forestry or biomass production.

## The Policies

- 5.117** The number of publicly accessible local nature reserves has increased in recent years and the district benefits from areas such as Ferry Meadows Country Park, which can be easily accessed by most local residents, and also provides a good range of recreation facilities. There are five parks managed to 'Green Flag' standards. Many villages have playing fields, play areas and allotments.
- 5.118** The Townships of Orton, Bretton and Werrington were all designed to include a generous provision of open space. These areas have well integrated green infrastructure, which is easily accessible by all local residents. However, some play areas are too small and suffer from vandalism and anti-social activities, because of the absence of opportunities for casual surveillance. Many of the older urban areas of the city are less well provided, with difficulties of access to open spaces; and what is accessible is sometimes of poor quality and viewed as unsafe. The council recognises the wide range of benefits that effectively planned, designed and maintained open space and green infrastructure can bring to an area, and aims for high quality provision in the planned growth of the area.
- 5.119** To ensure that the provision and protection of green infrastructure goes hand in hand with the proposed growth of the city, the council's emerging Biodiversity Strategy includes a strategic framework for green space provision and includes a comprehensive vision that seeks to improve the connectivity of the area. The proposals and action plan of the Strategy will need to be taken into account and, where possible, supported in new developments to ensure that the required open space is provided to support the growth of the city.
- 5.120** The following policy ensures that there is no adverse effect on the integrity of International and European sites as a result of additional recreational pressure, by requiring the provision of new open space of sufficient size and quality from all new residential development.
- 5.121** As set out in Policy LP5 where urban extensions are to be created to accommodate the growth of the city, it is important that green infrastructure is included as an integral element of their design and layout and that they are well integrated and linked to the existing urban area.
- 5.122** The policy sets out the overall framework for the provision of new open spaces and green infrastructure and the protection and enhancement of existing spaces, to support the growth of the city. It should be read in conjunction with policy LP28, which seeks to secure additional accessible natural greenspace/Local Nature Reserves.
- 5.123** The importance of the provision of good quality open spaces can be highlighted by the number of benefits that they can bring. The quality of the surrounding environment can play a vital role in contributing towards the creation of sustainable communities and improving people's quality of life. Open space can bring a number of benefits such as improved health (both physical and mental), by creating more opportunities for play, sport, walking and cycling. Attractive and accessible open space can also help improve the character and appearance of an area, creating more desirable neighbourhoods. Green infrastructure can also bring many environmental benefits, such as the promotion of biodiversity, the attenuation of surface water flows to prevent flooding and the delivery of improved micro-climate control.
- 5.124** The proposed policy below is broadly a carry over of policy CS19 in the current adopted development plan.



## Policy LP22 - Open Space and Green Infrastructure

All new residential development will make appropriate provision for, or improvements to, public open space, in accordance with the standards set out in Appendix X *[to be updated and consulted upon at the further draft stage in summer 2016]*, unless alternative arrangements via the Community Infrastructure Levy (CIL) dictate otherwise. The precise type of on-site provision that is required will depend on the nature and location of the proposal and the quantity/type of open space needed in the area. This should be the subject of discussion/negotiation at the pre-application stage.

If there are deficiencies in certain types of open space provision in the surrounding area, the council may seek variations in the component elements set out in the standards to be provided by the developer in order to help overcome those deficiencies.

In certain circumstances and subject to CIL legislation and the council's local policies on the implementation of CIL it may be acceptable for a developer to make a financial or in-kind contribution towards open space off-site. Such proposals should be agreed at pre-application stage and will only be considered if:

- (a) the provision of open space on-site would not be feasible due to the nature of the proposed development, by virtue of its size and/or other site specific constraints; and/or
- (b) the open space needs of the proposed residential development can be met more appropriately by providing either new or enhanced provision off-site.

Where appropriate, the council will seek to enter into a Section 106 agreement with the developer for the future management and maintenance of the open space provision, before granting planning permission.

Where a new development has the potential to have an adverse effect on the integrity of a designated site as a result of additional recreational pressure, the development may be required to provide open space of sufficient size and quality to accommodate that pressure. Suitable new green spaces will be located on or near to the development site.

Planning permission will not be granted for development which would result in the loss of existing valued open space, if that loss would give rise to or increase a deficiency, unless the proposed development would be ancillary to the use of the site as open space, and the benefits of the development would outweigh any loss of open area.

The council, working in partnership with local communities, developers and statutory agencies will seek to develop an integrated network of high quality and multi-functional green infrastructure within and linking urban and rural environments across the City, reflecting the broad strategic framework set out in the Peterborough Biodiversity Action Plan [due to be published in XXX].

Strategic and major development proposals should incorporate, where appropriate, opportunities for green infrastructure provision, reflecting the objectives of the Biodiversity Strategy to enrich biodiversity habitats, enable greater connectivity, provide sustainable access for all and promote diverse patterns of landscape and townscape character. Key features of this Green Infrastructure will include (but not be restricted to) the following:

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- the promotion of the River Nene, River Welland and adjoining land as sub-regional corridors for biodiversity and landscape retention, restoration and creation; and the promotion of access, navigation and recreation;
- the promotion of the Catswater Drain, Maxey Cut, Stanground Lode and River Nene (Old Course) as local corridors for biodiversity and landscape enhancement and creation;
- the promotion of the Nassaburgh limestone character area as a sub-regional corridor for biodiversity and landscape retention, restoration and creation;
- the continued development of a network of green spaces, water bodies, paths and cycleways within the former brickpits to the south of Peterborough as the 'South Peterborough Green Parks';
- the upgrading and extension of the Green Wheel Cycleway network and rights of way network, including improved connectivity to areas of green infrastructure outside the local authority boundary; and
- the provision of strategically significant green spaces, for example a country park, in association with areas of development proposed in this Local Plan around the edge of the existing urban area of the City, including in particular, at Great Haddon and Norwood.

**NOTE:** This Biodiversity Action Plan and Green Grid Strategy are due to be replaced by a new Biodiversity Strategy which is being prepared alongside this Plan.

### Open Space Standards

**5.125** The Open Space Standards are currently being reviewed. At present the following options have been identified:

**5.126** The preferred Open Space Standards will be consulted upon as part of the further draft consultation in Summer 2016.

#### Option Open Space Standards

Option 1: Keep the current standards

Option 2: Change the standards

Option 3: No open space Standards

### Local Green Space

**5.127** Local Green Spaces is a national designation, as defined in the NPPF, which aims to protect green areas or spaces which are demonstrably special to a local community and hold a particular significance. Local Green Space designation can be used when the green space is:

- In reasonable close proximity to the community it serves; and
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including playing fields), tranquillity or richness of its wildlife; and
- Local character and is not an extensive tract of land

**5.128** As part of the preliminary draft Local Plan consultation we are asking local communities to identify areas of open space that warrant special protection and designation as Local Green Spaces. Further details are set out in Appendix B.

**5.129** The proposed policy below is a new policy.



### Policy LP 23 Local Green Spaces

Local Green Spaces [as will be identified and consulted upon at the further draft consultation stage Summer 2016] will be protected in line with the NPPF, which rules out new development on these sites other than in very special circumstances.

Only proposals that will protect and enhance Local Green Space, and are demonstrably supported by the local community, will be permitted.

#### Nene Valley

- 5.130** The Nene Valley runs west-east across the authority area. It has long been identified as an area of high amenity, landscape, ecological and heritage value and forms part of the Nene Valley Nature Improvement Area.
- 5.131** The council works in partnership with a number of organisations to manage the river environment, both within the boundary defined on the Policies Map and the wider River Nene catchment area. Facilities such as the Ferry Meadows Country Park have been provided within the Nene Valley. However, the council considers that there is still scope for further action to enhance the Nene Valley's role for recreation whilst having due regard to other aspects of the river's environment. It is envisaged that there will be a gradual transition from informal, dispersed activities in the rural area to more organised, formal activities in the urban area.
- 5.132** To the west of the urban area of Peterborough, the Nene Valley has high value landscape features, and, from a nature conservation perspective, parts are also designated as a Site of Special Scientific Interest and County Wildlife Site. East of the city lie the Nene Washes SSSI and other wetland sites. The Nene Washes are of international importance for nature conservation, and are formally designated as a Special Protection Area (in relation to the conservation of wild birds), and a 'Ramsar' site (in relation to wetlands of international importance). Part of the Nene Washes (Mortons Leam) is designated as a Special Area of Conservation for spined loach (a type of rare fish).
- 5.133** Where these designations apply, the duty to further the conservation and enhancement of the features for which the site is of special interest will carry considerable weight in decision-making. In other parts of the Nene Valley recreation development will be encouraged, subject to there not being any unacceptable impact on these considerations.
- 5.134** The proposed policy below is broadly a carry over of policy PP15 in the current adopted development plan.

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### Policy LP24: Nene Valley

Within the area of the Nene Valley as identified on the Policies Map, the council will support development that will safeguard and enhance recreation and/or bring landscape, nature conservation, heritage, cultural or amenity benefits. The proposal will need to be appropriate in terms of use, scale and character within its townscape or landscape setting. Development will be particularly supported if:

- (a) it would enhance navigation along the river for a wide range of recreational, cultural or transport purposes, or create new links with other waterways within and/or surrounding the local authority area; or
- (b) it would create a more natural water's edge and contribute to enhancing biodiversity; or
- (c) it would enable greater public access to the waterspace and the achievement of continuous publicly accessible paths and cycle routes alongside the river.

There will be a general emphasis on development involving low-impact, informal activities in the rural area of the valley, and development involving more formal activities in the urban area. In all cases, new development beside the river will be required to be designed with a frontage or open space to the river which enhances its character.

Development which would increase flood risk, or compromise the performance of flood defences or existing navigation facilities will not be permitted.

### Hampton Country Park

- 5.135** Under the terms and conditions of the Hampton planning legal agreement (March 1993), the developer of the Hampton Urban Extension has agreed to the creation, management and maintenance of a country park, covering some 162 hectares of land.
- 5.136** The council will encourage the use of the country park for recreational activities, such as walking, cycling and horse riding. The area around the former brick pit known as Beeby's Pit has potential for more water-based recreational pursuits such as sailing and canoeing.
- 5.137** The proposed policy below is broadly a carry over of policy SA16 in the current adopted development plan.



### Policy LP25: Hampton Country Park

Within Hampton Country Park, as identified on the Policies Map, planning permission will be granted for development which is considered appropriate to the use of the area as a country park, especially if it would also contribute to or enhance its landscape character.

## Green Wedges

- 5.138** In and around Peterborough specific areas are under considerable pressure for development and which, if built on, would result in the coalescence of the urban area with nearby settlements. These areas have been protected as 'Green Wedges' in current and previous Local Plans. The council proposes to maintain a long-term commitment to these 'green wedges' in this Local Plan.
- 5.139** One of these wedges separates Peterborough from Glington; a second separates Peterborough from Eye; a third separates Stanground from Farcet; and a fourth separates the main part of Peterborough from its suburb of Stanground. Although Stanground forms part of the Urban Area, it is separated from the remainder of the city by an area of undeveloped land. Here, as in the other cases, it is the policy of the council to maintain the separate identity of communities by containing urban sprawl.
- 5.140** Although primarily areas for agriculture and woodland, Green Wedges may, where appropriate, accommodate new woodland planting or open uses such as SuDS, landscaping and open spaces associated with an adjoining allocated site, provided that they do not harm the separation of settlements.
- 5.141** The council may consider additional Green Wedges, if a sound reason for doing so exists. This may partly depend on any new allocations for development which are made.
- 5.142** The proposed policy below is broadly a carry over of policy SA17 in the current adopted development plan.



### Policy LP26: Green Wedges

Within the areas identified on the Policies Map as 'Green Wedges', planning permission will not be granted for any development that would reduce the degree of physical and open separation between settlements.

## Landscape Character

- 5.143** The character of the landscape across the Peterborough administrative area varies considerably, containing six Landscape Character Areas. There are no National Parks or Areas of Outstanding Natural Beauty but that does not mean that the character of the landscape is not valued in its own right. Conserving and enhancing the distinct landscape setting of the area is integral to protecting the identity of Peterborough.
- 5.144** The way that this growth is delivered will need to be appropriate and sensitive to the landscape in which it will be situated. It is therefore important for the Local Plan to establish a consistent approach to avoid unnecessary damage to the quality and distinctiveness of our landscapes; and to capture enhancements to the landscape where development is to take place.
- 5.145** The proposed policy below is broadly a carry over of policy CS20 in the current adopted development plan.

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### Policy LP27: Landscape Character

New development in and adjoining the countryside should be located and designed in a way that is sensitive to its landscape setting, retaining and enhancing the distinctive qualities of the landscape character area and sub area in which it would be situated.

There are six landscape character areas (with associated sub-areas), which have been identified in the Peterborough Landscape Character Assessment. Their general extent is shown on Map D. They are:

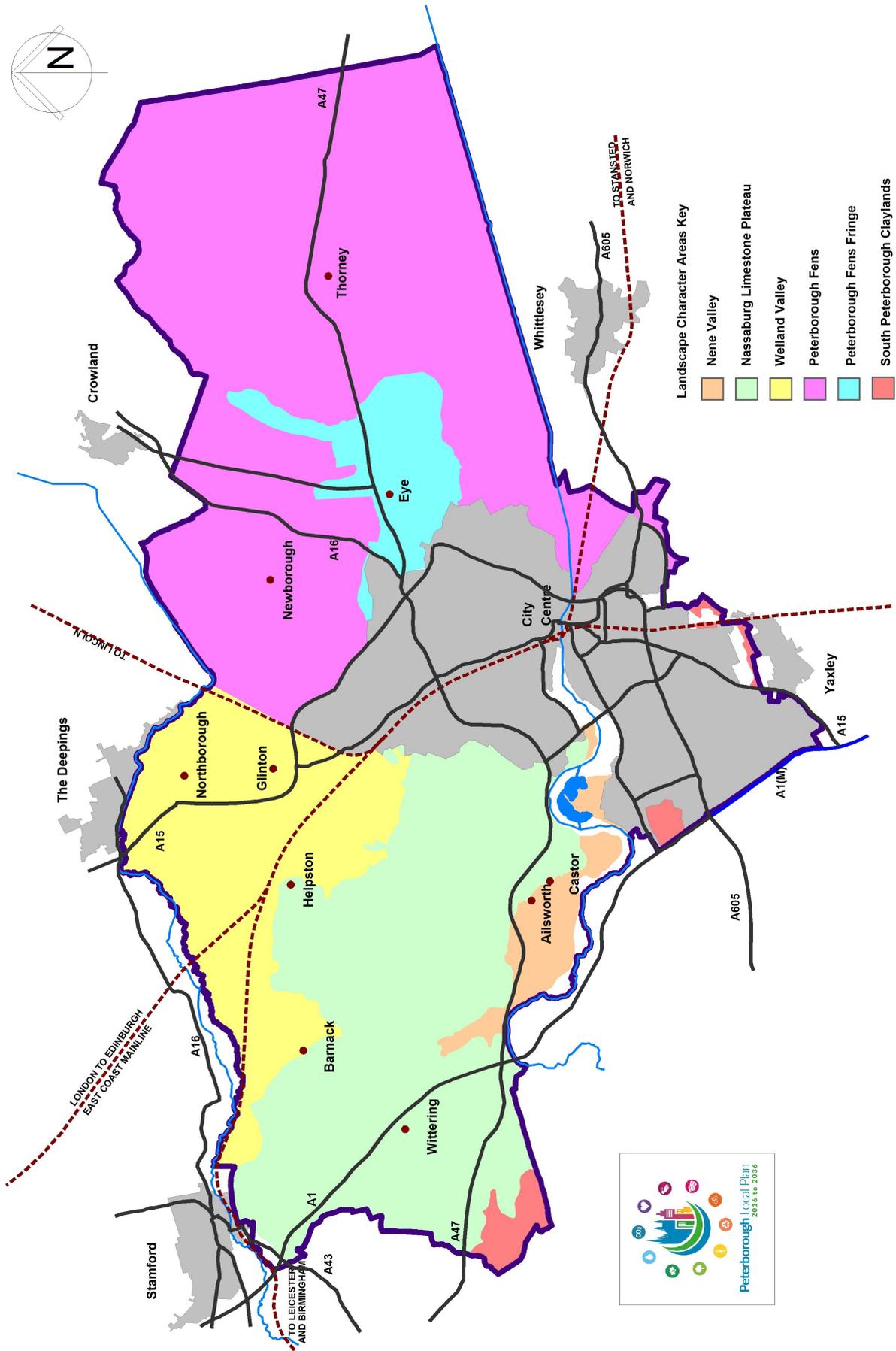
- Nene Valley
- Nassaburgh Limestone Plateau
- Welland Valley
- Peterborough Fens
- Peterborough Fen Fringe
- South Peterborough Claylands

For each Landscape Character Area and sub area, specific details of which are provided in the Landscape Character Assessment, planning permission will only be granted if the proposed development would:

- recognise and, where possible, enhance the character and qualities of the local landscape through appropriate design and management;
- reflect and enhance local distinctiveness and diversity;
- make adequate provision as far as is reasonably practicable for the retention of features and habitats of significant landscape, historic, wildlife and geological importance;
- safeguard and enhance important views within the development layout;
- protect the landscape settings and separate identities of settlements; and
- provide appropriate landscape mitigation proportionate in scale and design, and/or suitable off-site enhancements.

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Map D



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## Biodiversity and Geological Conservation

**5.146** Peterborough's natural environment is a valuable resource, rich in internationally, nationally and locally designated sites, as well as those without formal designation. Green links and buffers between these sites are necessary to maintain and enhance biodiversity connectivity and prevent fragmentation.

**5.147** Designated sites are classified into a hierarchy according to their status and the level of protection they should be afforded. International sites form the top tier of the hierarchy, followed by national and then locally designated sites. International and National sites are shown on the Policies Map. Table 3 below shows the hierarchy of sites in Peterborough.

**Table 3 - International and National Sites**

International Sites	Ramsar sites Special Areas of Conservation (SAC) Special Protection Areas (SPA)
National Sites	Sites of Special Scientific Interest (SSSI) National Nature Reserves (NNI) Local Nature Reserves (LNR)
Local Sites	County Wildlife Sites (CWS) Country Parks Local Geological Sites (LGS)

**5.148** As well as greenfield sites and naturalised sites which provide assets in terms of biodiversity and geodiversity, the urban areas of Peterborough contain some significant brownfield sites, and whilst providing an important source of land for redevelopment, can often be a valuable source of biodiversity.

**5.149** Many wildlife species benefit from statutory protection under a range of legislative provisions. Section 41 (S41) of the Natural Environment and Communities Act 2006 contains a list of habitats and species of principal importance. The current list (August 2010) contains 56 habitats of principal importance and 943 species of principal importance. These species therefore do not require a policy in this Local Plan to protect them. Developers are advised to contact the council at an early stage to determine if their proposal would affect any habitat or species of principal importance.

**5.150** Where the need for development outweighs other considerations, the NPPF is explicit in stressing that the presumption is one of sustainable development. Where development does take place, it is essential that measures are implemented to incorporate biodiversity within the scheme as much as possible. Where significant harm will result, it should be adequately mitigated, or as a last resort, compensated for. A Habitats Regulations Assessment (HRA) Screening Report will be published alongside the Further Draft Local Plan in summer 2016.

**5.151** New development will be expected to provide for the planned retention of existing, and where appropriate the creation of new, habitats and wildlife features. For most development proposals involving construction or engineering works, applicants will be expected to provide a

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comprehensive site survey as part of the planning application. The information submitted should clearly distinguish trees and other features to be removed from those to be retained. The council is committed to increasing the overall tree canopy cover throughout the district and therefore all new development should seek to result in the planting of more trees.

**5.152** Most development near a river or watercourse will have the potential to impact on water quality and biodiversity. A requirement of the Water Framework Directive is that there should be no deterioration in water body status. In addition to water quality, landscaping along watercourses is also a primary factor contributing to ecological status. Naturalisation of riverbanks therefore, where hard landscaping currently exists, can make a significant contribution to biodiversity and in turn water quality.

**5.153** The proposed policy below is broadly a merge of policies CS21 and PP16 and PP19 in the current adopted development plan.



### Policy LP28: Landscape and Biodiversity

Development which is likely to have an adverse effect on a designated site, including harm to habitats or species of principle importance, will only be permitted where the benefits to development demonstrably outweigh the disbenefits. Where significant harm cannot be avoided, either through developing an alternative site or through effective mitigation, appropriate compensation will be sought. In all cases a net gain in biodiversity should be achieved.

Through the development management processes, management agreements and other positive initiatives, the council will:

- aid the management, protection, enhancement and creation of priority habitats, including limestone grasslands, woodlands and hedgerows, wet woodlands, rivers and flood meadows;
- promote the creation of an effective, functioning Green Grid throughout the district, consisting of wildlife corridors and stepping stones that link to green infrastructure in adjoining local authority areas;
- safeguard the value of previously developed land where it is of significant importance for biodiversity;

All development proposals with landscaping or biodiversity implications must be accompanied by a site survey report which identifies the features of value on and adjoining the site. The development proposals must be informed by the results of the survey.

Planning permission for development will only be granted if the proposals make provision for:

(a) the retention and protection of trees and other natural features that make a significant contribution to the landscape or biodiversity value of the area, provided this can be done without compromising the achievement of good design for the site; and

(b) new landscaping and biodiversity features as an integral part of the development, with specific attention to wildlife habitat creation, including new tree, shrub and hedgerow planting appropriate to the location; and

(c) the protection and management of existing and new landscape, ecological and geological features during and after construction, including the replacement of any new trees or plants which die, are removed or become seriously damaged or diseased; and

(d) where necessary, the protection and enhancement of any aquatic environment within or adjoining the site, including water quality and habitat. For riverside development, this includes the need to consider options for riverbank naturalisation. In all cases regard should be had to the council's Flood and Water Management SPD.

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

### Ancient Woodland and Ancient and Veteran Trees

**5.154** Ancient woods are those areas which have been wooded continuously since at least 1600AD. These ancient woodlands are vitally important for biodiversity and are part of the historic landscape of Peterborough. As a habitat, ancient woodland is home to many of the UK's most threatened species. Peterborough is one of the least wooded areas of the UK. The main pockets of ancient woodland within the authority area lie to the west of Peterborough. Such woodland is rare in the Fens due to its historic wetland origins.

**5.155** An ancient tree is one that is old relative to the longevity of other trees of the same species, that is in the ancient stage of its life or that has biological, aesthetic or cultural interest because of its age. A veteran tree is usually in the mature stage of its life and has important wildlife and habitat features.

**5.156** Any proposal that would result in the loss of an ancient or veteran tree will be resisted unless it can be clearly demonstrated by evidence, that the need for development and that public benefit would clearly outweigh the loss.

**5.157** The council's Tree and Woodland Strategy sets out a strategy for the management of trees and woodland in Peterborough and gives some guidance on management practices.

**5.158** The proposed policy below is broadly a carry over of policy PP18 in the current adopted development plan.



### Policy LP29: Ancient, Semi-Natural Woodland and Ancient and Veteran Trees

Planning permission will not be granted for development which would adversely affect an area of ancient woodland or an ancient or veteran tree, unless the need for, and public benefits of, the development in that location clearly outweigh the loss.

### Culture, Leisure and Tourism

**5.159** Peterborough's Cultural Strategy (2015 to 2020) sets out how culture and leisure activities will be promoted and delivered in the city. It also includes the vision 'To ensure that culture is at the heart of the city's growth so that those who live here now and in the future will enjoy a great place to live, work and play'.

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- 5.160** Peterborough has a rich and diverse heritage coupled with a relatively young population. The city centre provides a wide range of cultural and leisure facilities, attracting many visitors and helping to boost the wider economy. Some of the main attractions include the Cathedral, Peterborough Museum, Key Theatre, Regional Pool, Lido and sports facilities, Peterborough United's football ground and a range of restaurants and bars.
- 5.161** The overall Local Plan strategy proposes the intensification and regeneration of the city centre together with the provision of additional homes. This offers an ideal opportunity to help further improve the range of facilities and attractions.
- 5.162** In recent years there has been significant investment in the museum and art gallery as well as an extension and improvements to the Key Theatre. The enhancement of the public realm around the Cathedral Square and elsewhere has also helped to improve the overall image of the city for visitors and the increased range of restaurants in this area has helped to make the city centre more vibrant and inviting.
- 5.163** Whilst the city centre is seen as the focus for major new cultural and leisure facilities, the latter will be provided across the district to meet the needs of the existing and growing population, such as the provision of smaller scale sports facilities that meet the needs of a local community and larger scale sports facilities that have a substantial land-take.
- 5.164** A strong leisure and cultural sector is seen as fundamental to the creation of a vibrant city. There is a need to improve the existing evening economy so that it is more socially inclusive with uses and events for all ages. There is a need for more restaurants and a larger theatre which would attract larger shows and productions to the city. Increasing the range of facilities will help create a place where all parts of the community feel safe and welcome throughout the day and night.
- 5.165** The development of a regional or national venue would bring many benefits to the city. All stages of public consultation in the preparation of the previous Local Plan had identified significant public support for a large-scale venue, particularly the need for an arena or entertainment venue.
- 5.166** The proposed policy below is broadly a carry over of policy CS18 in the current adopted development plan.



### Policy LP30: Culture, Leisure and Tourism

The Council will support the development of new cultural, leisure and tourism facilities, especially if:

- it will help to improve the range, quality, and distinctiveness of facilities that the city and surrounding areas have to offer;
- it improves access by sustainable transport modes to such facilities;
- it will help to promote the image of Peterborough and attract more visitors.

As part of the overall spatial policy for the intensification and regeneration of the city centre, there will be a particular focus on the provision of new and improved cultural, leisure and tourism facilities here, and such proposals, where applicable, should:

- make the most of the existing facilities and assets such as the river frontage and the embankment, protecting this for future events and uses such as festivals and concerts;
- aim to promote a regionally/nationally flexible multi-use venue which can host a range of activities and large-scale events, including concerts; sports, arts and theatre events; a sport village/centre of excellence; leisure pool complex etc. to attract many visitors;
- aim to improve the evening and night time economy, offering a wide range of activities that are socially inclusive and meet the needs of different communities and different age groups, and that also take into account issues of community safety;
- aim to support the development of the University, such as shared sports facilities or libraries; and
- assist in the creation and enhancement of water navigation facilities.

In exceptional circumstances when there is no appropriate city centre site, due to the nature and scale of the proposed development, other locations will be considered in accordance with a sequential approach to site selection outlined in Policy LP13.

Planning permission will only be granted for a scheme which would result in the loss of an existing cultural, leisure or tourism facility if it can be demonstrated that the use is no longer viable, or an appropriate alternative is to be provided, which is at least equivalent to that lost in terms of quantity and quality and is in a sustainable location to best meet the needs of users.

## East of England Showground

**5.167** The East of England Showground is a unique facility with a wide variety of land uses. Further development relating to sporting, recreational events and other appropriate uses will be supported, in principle. Any proposal will be subject to an assessment of the environmental and traffic impacts on the adjoining residential areas and on the nearby village of Alwalton, and suitable measures will need to be taken to alleviate any adverse impacts.

**5.168** The proposed policy below is broadly a carry over of policy SA18 in the current adopted development plan.



### Policy LP31: East of England Showground

Within the East of England Showground, as shown on the Policies Map, planning permission will be granted for development for sport, leisure and other uses which would be appropriate to the existing Showground and which would not impair its continued use for that purpose. Proposals for development should not have an unacceptable adverse impact on the surrounding uses (especially on occupiers of nearby residential properties), and all development should ensure that the character of the area is maintained.

## Renewable and Low Carbon Energy

**5.169** Renewable and Low Carbon energy refers to those sources of energy which are either not depleted, such as wind or solar, or which are finite but which emit low amounts of carbon dioxide. Advances in technology have meant that some processes are now much 'cleaner' than they have been in the past.

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- 5.170** The types of large scale renewable and low carbon energy technologies likely to come forward in Peterborough include commercial onshore wind, commercial solar photovoltaics (PV), anaerobic digestion, combined heat and power (CHP), hydroelectricity and biomass. Technologies not applicable to Peterborough include wave energy, tidal energy and offshore wind. Peterborough is also a low enthalpy area therefore geothermal energy generation is currently unlikely to come forward.
- 5.171** Microgeneration refers to small scale renewable energy technologies, usually mounted on or about residential or commercial properties. These technologies include heat pumps, solar panels, biomass, micro-CHP and wind turbines. Most microgeneration proposals will be deemed permitted development, however it is recommended to always check with the local authority before carrying out any work.
- 5.172** The Energy Act 2004 amended by the Green Energy (Definition and Promotion) Act 2009 provides a definition of microgeneration as any technology which generates up to 50 kW<sub>e</sub> (kilowatts of electricity) or 300 kW<sub>t</sub> (kilowatts of heat). Renewable and low carbon energy installations which exceed these limits will require planning permission.
- 5.173** Energy installations which typically generate a power output greater than 50MW (megawatts) are classified as Nationally Significant Infrastructure Projects (NSIPs). Such technologies could include large scale wind, solar and biomass. NSIPs are dealt with by Central Government through Overarching National Policy Statement for Energy (EN-1) and National Policy Statement for Renewable Energy Infrastructure (EN-3).
- 5.174** In June 2015 the Secretary of State for Communities and Local Government issued a Written Statement (HCWS42) relating to wind energy, which subsequently amended national Planning Practice Guidance (PPG). The statement sets out criteria for development proposals involving one or more wind turbines, namely that the site must be allocated in the Development Plan (either the Local Plan or a Neighbourhood Plan) and that any planning impacts identified by affected communities have been fully considered and that the proposals have their backing. This policy reflects these changes to national guidance.
- 5.175** This Local Plan does not identify any areas for wind farm development, however we would welcome your views on this and would like to know if you think the council should identify such zones and commit resources to determining whether such zones exist or not.
- 5.176** The proposed policy below is a new policy which replaces policy CS11 in the current adopted development plan.



### Policy LP32: Renewable and Low Carbon Energy

Development proposals for renewable and low carbon energy technology will need to give due consideration, where appropriate, to impacts upon the following:

- Surrounding landscape and townscape
- Heritage assets
- Residential amenity
- Highways
- Aviation
- Agricultural land classification

Proposals will be supported where the benefit of the development outweighs the harm caused by the development and reasonable measures for mitigation can be demonstrated.

In addition to the above, proposals for wind energy development of any scale (excluding microgeneration) will only be approved if:

- a) the development site is in an area identified as suitable for wind energy development in an adopted Neighbourhood Plan; and
- b) following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing

## Flood and Water Management

- 5.177** The city of Peterborough lies just a few metres above sea-level and much of the district lies below sea-level, making the area particularly vulnerable to the effects of climate change. Linked to the Environment Capital Action Plan and the Sustainable Community Strategy Peterborough will seek to promote development which has the ability to adapt to climate change and promotes flood risk reduction.
- 5.178** There are two particular flood risk issues relevant to Peterborough. The first relates to the location of new development and to potential development in flood risk areas. The second issues relates to increased surface runoff caused by development, particular in areas where there are drainage capacity issues, such as parts of the city centre with combined foul and surface water sewers.
- 5.179** In accordance with the NPPF, the supporting technical guidance and the council's Flood and Water Management SPD, policy LP33 seeks to ensure that development does not place itself or others at increased risk of flooding. All development will be required to demonstrate that regard has been given to existing and future flood patterns from all flooding sources and that the need for effective protection and flood risk management measures, where appropriate, have been considered as early on in the development process as possible.
- 5.180** The Flood and Water Management SPD provides further guidance and advice to developers to help reduce flood risk through the location of development or through on site drainage and management.
- 5.181** Peterborough City Council is the Lead Local Flood Authority (LLFA) and is responsible for co-ordinating local flood risk issues. The council has worked with the Environment Agency, Anglian Water, a number of Internal Drainage Boards (IDBs) and local community groups to prepare a Local Flood Risk Management Strategy and will maintain a register of significant flood prevention assets.
- 5.182** Management of water is important not only from a flood risk point of view but because of the need to protect and improve Peterborough's water bodies with regards to water quality, water habitats and biodiversity under the requirements of the Water Framework Directive (WFD). Where new activities or schemes have the potential to cause deterioration and lead to failures in achieving ecological objectives, sites will require a WFD assessment. Chapter eight of the SPD provides further detail on the local impacts of the WFD, the assessment and reasons for which it might be required.
- 5.183** An updated Strategic Flood Risk Assessment (SFRA) Level 1 and a Water Cycle Study will be prepared to support the Further Draft Local Plan to be published in summer 2016. A separate sequential test will be carried out for all sites suggested to the council.

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**5.184** The proposed policy below is a new policy which replaces policy CS22 in the current adopted development plan.



### Policy LP33: Flood and Water Management

Development proposals should adopt a sequential approach to flood risk management, taking into account the requirements of the NPPF and the further guidance and advice set out in the council's Flood and Water Management SPD.

Development located in areas known to be at risk from any form of flooding will only be permitted following:

- (a) the successful completion of a sequential test (if necessary) and an exception test if required;
- (b) the submission of a site specific flood risk assessment, setting out appropriate flood risk management and demonstrating no unacceptable increased risk of flooding to the development site or to existing properties;
- (c) the consideration of any necessary ongoing maintenance, management of mitigation measures and adoption; and that any relevant agreements are in place; and
- (d) the incorporation of Sustainable Drainage Systems (SuDS) into the proposals unless they can be shown to be impractical;

Development proposals should also protect the water environment and must demonstrate:

- (e) that water is available to support the development proposed;
- (f) that development contributes positively to the water environment and its ecology where possible and does not adversely affect surface and ground water quality;
- (g) that no surface water connections are made to combined or foul systems unless in exceptional circumstances where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments);
- (h) how efforts have been made to maximise the efficient use of water, including water storage and harvesting wherever practical.

### Development on Land Affected by Contamination

**5.185** A number of recognised secondary aquifers lie beneath Peterborough that contribute to river flow and are used locally for small-scale water supply. Land affected by contamination can pose a risk to surface waters and groundwater contained within these aquifers. Peterborough's industrial legacy therefore presents a heightened potential risk in this context which should be managed accordingly.

**5.186** In addition, land affected by contamination may pose an unacceptable risk to human health, the natural environment, the built environment and economic activities, through its impacts on the users of the land, and on neighbouring users. Land contamination, or the possibility of it, is therefore a material planning consideration in taking decisions on individual planning applications.

- 5.187** Where pollution issues are likely to arise, intending developers should hold pre-application discussions with the council, the relevant pollution control authority and stakeholders with a legitimate interest. In these circumstances, the submission of a preliminary risk assessment is a requirement for validating relevant planning applications.
- 5.188** Preliminary assessments and any subsequent additional information should be carried out in accordance with the Environment Agency's 'Model Procedures for the Management of Land Contamination (CLR11)', which is available at:  
<https://www.gov.uk/government/publications/managing-land-contamination>.
- 5.189** There is additional advice regarding land affected by contamination at  
<https://www.gov.uk/contaminated-land> and also on the Planning Practice Guidance website.
- 5.190** If additional technical guidance is produced by the Government or any recognised independent body with the relevant expertise, the council will take that into account in making decisions.
- 5.191** In cases where planning permission is granted for development of a site on which the presence of contamination is known or suspected, the responsibility for safe development and secure occupancy of the site rests with the developer and/or landowner.
- 5.192** The council will determine planning applications on the basis of the information available to it, but cannot be held liable if that information is subsequently proved to be inaccurate or inadequate.
- 5.193** The proposed policy below is broadly a carry over of policy PP20 in the current adopted development plan.



### Policy LP34: Development on Land affected by Contamination

All new development must take into account:

- a) the potential environmental impacts on people, buildings, land, air and water arising from the development itself; and
- b) any former use of the site, including, in particular, adverse effects arising from pollution.

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

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

## The Policies

## Part D – The Sites

- 6.1** In the Further Draft version of the Local Plan (due summer 2016) this section of the Plan will set out the precise sites required to meet the Local Plan growth targets set out for future housing, employment and Gypsy and Travellers. It will also include the detailed policies and sites for each City Centre Policy Area, which is expected to be very similar to the policies contained in the adopted City Centre DPD (December 2014).
- 6.2** As part of the preliminary draft consultation we are asking local agents, developers, land owners, parish councils and local residents to suggest sites they want to be considered as potential allocations for future growth. If you would like to submit a site for consideration please see the Preface of this plan for details.
- 6.3** All sites suggested to us will be assessed against a detailed assessment criteria that will include the following:
- Proximity to local community facilities such as shops, schools, employment and public transport;
  - Proximity to and impact on international and national wildlife sites;
  - Impact on the landscape and the wider environment such as listed buildings and agricultural land quality;
  - Site availability – developer/landowner interest, and the prospects for delivery within the plan period
  - Site Suitability – matters such as flood risk, ground conditions, transport and access; and
  - Compliance with national policy and with the Local Plan policies
- 6.4** The assessment criteria is based on the principles of sustainable development and mirrors the sustainability appraisal framework. The site assessment process will follow a very similar approach to that used for the Site Allocations DPD and City Centre DPD.
- 6.5** For consistency, the assessment criteria will be scored using a three point colour matrix (traffic light system), as set out below. This provides a clear and easy to understand scoring system.

**Table 4 - Considered Outcome if Development was to Take Place on the Site**

R	High risk of environmental or social harm
A	Some risk to environmental or social harm that can be mitigated against.
G	Potential to deliver beneficial environment or social effects

- 6.6** A deliberate decision has been taken to use colour rather than numbers, as the use of numbers implies a relative measure, which often does not exist when comparing economic, social and environmental variables. Some criteria, such as flood risk are seen as a major constraint and a red score would rule the site out immediately. Whereas other criteria such as the presence of a listed building could be mitigated against even though it scored a high risk.
- 6.7** During the site selection process we will work closely with other council departments, such as the education, transport and natural environment teams to gain their professional assessments of the sites as well as other organisations such as Natural England, Environment Agency and Historic England.
- 6.8** The preferred sites will be included in the Further Draft version of the plan to be published in summer 2016, at this time we will also publish an evidence report which will set out the full site assessment process and the reason for the inclusion of a site or not.

## The Sites

## Glossary

Please see the NPPF for a comprehensive glossary of planning related words and phrases. The following are additional words or terms.

**Adoption** - the formal decision by the city council to approve the final version of a document, at the end of all the preparation stages and examination in public, bringing it into effect.

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

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

**Brownfield Land** (also known as Previously Developed Land, see NPPF)

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

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

**Development Plan Document (DPD)** - A Statutory Planning Document that sets out the spatial planning strategy, policies and/or allocations of land for types of development across the whole, or specific parts, of the LPA's area.

**District Centre** - an area, defined on the Policies Map, which usually comprises groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.

**Gypsies and Travellers** - Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

**Health Impact Assessment** - a method of considering the positive and negative impacts of development upon human health

**Infill** - the use of vacant land and property within a built-up area for further construction or development (see also "windfall site").

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

**Integrated Delivery Schedule (IDS)** - brings together key infrastructure requirements and any constraints to wider development proposals.

**Listed Building** - a building or structure designated by the Secretary of State under the Planning (Listed Buildings and Conservation Areas) Act 1990 for its special architectural or historic interest, and therefore included in a 'list' of such buildings and structures.

**Local Centre** - an area, defined on the Policies Map, which usually includes a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.

## Glossary

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

**Open Space** - areas of undeveloped or largely undeveloped land for leisure purposes - including village greens, allotments, children's playgrounds, sports pitches and municipal parks.

**Pitch** - means a pitch on a "gypsy and traveller" site

**Plot** - means a pitch on a "travelling showpeople" site (often called a "yard")

**Policies Map** (previously known as a Proposals Map)- a map on an Ordnance Survey base which shows where policies in Local Plans apply.

**Scheduled Monument** - a nationally important archaeological site that has been designated by the Secretary of State under the Ancient Monuments and Archaeological Areas Act 1979, and therefore included in a 'schedule' of such monuments.

**Sequential Approach** - an approach to planning decisions which may require certain sites or locations to be fully considered for development before the consideration moves on to other sites or locations. The approach could apply to issues such as retail development, the use of previously developed land or the use of land at risk from flooding.

**Settlement Hierarchy** - settlements are categorised into a hierarchy based on the range of facilities, services and employment opportunities available, plus the ability to access other higher ranking settlements by public transport.

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

**Sustainable Community Strategy** - a document which plans for the future of Peterborough across a wide range of topics, setting out a vision and a series of aspirations. The local strategic partnership (Greater Peterborough Partnership) has responsibility for producing the document which sets out four main priorities that all partners work towards.

**Sustainable Development** - usually referred to as "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland, 1987).

**Sustainable Drainage Systems (SuDS)** - an overall term for systems of surface water drainage management that take 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 to enable infiltration and gradual discharge into watercourses.

**Use Classes** - contained within the Use Class Order: a piece of national secondary legislation which groups types of use of premises into classes, so that no development is involved if a building is changed from one use to another within the same class. Changing the use of a building from one class to another constitutes development, and needs planning permission, but in certain circumstances this may be automatically permitted without the need to submit a planning application.

**Village Envelope** - a boundary on a map beyond which the local planning authority proposes that a village should not be able to extend.

## Local Green Spaces

## Appendix B - Local Green Spaces

The Local Green Space designation is a means of protecting parcels of land which do not fall under existing statutory designations or protective ownership. Therefore, land covered by the following statutory designations would not be included, as there already exists a legislative and policy framework to protect them:

- Sites of Special Scientific Interest (SSSIs)
- National Nature Reserves (NNR)
- Local Nature Reserves (LNR)
- Local Wildlife Sites (LWS)
- Historic Parks and Gardens
- Town and Village Greens and registered commons
- Land under protective ownership (e.g. National Trust, Woodland Trust etc).

The following table sets out detailed information that will be used to determine if a proposed site is suitable for designation a Local Green Space.

Table 5 Local Green Spaces Criteria

Local Green Space Criteria	Explanation
1. Are in close proximity to the community they serve	The Local Green Space should be in easy walking distance (up to 300m or a 5 minute walk) from the local community it serves and must not be isolated or distant from communities.
2. Are local in character and not an extensive tract of land	There is no set size limit for a Local Green Space. Blanket designations of swathes of open land adjacent to settlements would not be appropriate (for example Green Wedges)
3. Demonstrably special to the local community because of its: <ul style="list-style-type: none"> <li>• Beauty</li> <li>• Historic significance</li> <li>• Recreational value</li> <li>• Tranquillity</li> <li>• Richness of its wildlife</li> <li>• For any other reason</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Beauty:</b> enhances local character, adds to the setting of a building or groups of buildings;</li> <li>• <b>Historic significance:</b> listed building near or on area/open space, provide the setting of and/or views of listed building or historic assets such as a war memorial whose setting needs protecting. Also historic landscape features, such as ancient trees or old hedgerows;</li> <li>• <b>Recreational value:</b> play area, allotments, informal spaces in housing estates, sports and playing fields (not already covered by a designation);</li> <li>• <b>Tranquillity:</b> spaces that are calm and allow for quiet enjoyment and reflection;</li> <li>• <b>Richness of its wildlife:</b> provides for biodiversity, known protected species, meadows;</li> <li>• <b>Any other reason:</b></li> </ul>
4. Consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.	Local Green Space designations are not normally appropriate for sites with existing planning permission/allocated in the Local Plan or Neighbourhood Plan for other uses unless it can be demonstrated that the Local Green Space can be incorporated within the site as part of the development.

## Local Green Spaces

## Buildings of Local Importance

We intend to keep all Buildings of Local Importance in Peterborough as listed in the current Planning Policies DPD. Full details of each of the buildings and structures are contained in the separate publication 'Buildings of Local Importance in Peterborough' (2012).

We will consult on the list at the further draft stage in Summer 2016.

## Buildings of Local Importance

## Neighbourhood Planning

### Appendix D - Neighbourhood Planning

One of the formal mechanisms for greater influence over the places that people live is through Neighbourhood Planning, introduced through the Localism Act. It allows Parish Councils, or Neighbourhood Forums where Parish Councils do not exist, to prepare a plan that set policies for the use of land in their area. Such policies could include:

- The allocation of sites;
- Other allocations (such as protecting things which are important to you); and
- Design matters, such as the types of materials you would like to see used in new developments.

Some parishes in Peterborough are already preparing Neighbourhood Plans, and there is no need for this Local Plan to give you permission to proceed.

The council supports the production of Neighbourhood Plans and is happy to assist in their production (though the lead and effort must come from the community themselves, as required by law). We would be particularly supportive of Neighbourhood Plans which cover one or more of the following topics (with their inclusion being proportionate to the community which is to be covered by the Neighbourhood Plan):

- Site Allocations (provided they are in line with the thrust of policies in this plan, such as the settlement hierarchy)
- Scale and massing of buildings
- Local character considerations
- Local design and building materials
- Boundary fences/walls design criteria
- Support for community facilities and services to ensure a thriving settlement
- Policies to support sustainable lifestyles
- Affordable housing sites
- Housing type/size (eg small/large dwellings, bungalows)

Neighbourhood Plans are required to meet the basic conditions as set out in legislation. One element of this is that a Neighbourhood Plan must be in general conformity with the strategic policies contained within the Local Plan. Therefore to assist Neighbourhood Plan production, at the Further Draft Stage the Plan will list which policies are strategic.

## Neighbourhood Planning

<b>CABINET</b>	<b>AGENDA ITEM No. 8</b>
<b>7 DECEMBER 2015</b>	<b>PUBLIC REPORT</b>

Cabinet Member responsible:	Cllr Peter Hiller Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officers:	Richard Kay – Head of Sustainable Growth Strategy Gemma Wildman – Principal Planner	Tel.863796 863824

## PETERBOROUGH STATEMENT OF COMMUNITY INVOLVEMENT (SCI)

R E C O M M E N D A T I O N S	
<b>FROM :</b> Simon Machen Corporate Director of Growth and Regeneration	<b>Deadline date :</b> 7 December 2015
That Cabinet Adopts the Statement of Community Involvement.	

### 1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the approval of the council's Local Development Scheme (LDS) by Cabinet in July 2015, which identifies that the council will prepare a new Local Plan by 2018.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for Cabinet to approve the Statement of Community Involvement (SCI). If the SCI is approved by Cabinet, it will come into force with immediate effect (subject to call-in procedures), and will guide the Preliminary Draft Local Plan consultation due to take place in January 2016, and future consultation rounds. It also informs how we will consult on planning applications.
- 2.2 The recommended SCI can be viewed at Appendix 1.
- 2.3 This report is for Cabinet to consider under its terms of reference No. 3.2.1 'to take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services'.

### 3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If Yes, date for relevant Cabinet Meeting	7 December 2015
Date for relevant Council meeting	N/A	Date for submission to Government Dept	N/A

### 4. PETERBOROUGH STATEMENT OF COMMUNITY INVOLVEMENT

#### Introduction

- 4.1 Planning is a high profile and often contentious issue, whether that be plan-making or determining applications. It is therefore essential that a local planning authority sets out a clear approach on all planning matters.

- 4.2 It is also a statutory requirement (see Section 18 of the Planning And Compulsory Purchase Act 2004 (as amended)) for the council to set out how it will consult the public on planning matters, in a document entitled 'Statement of Community Involvement' (SCI).

Therefore, a SCI seeks to ensure that:

- The public has full and up to date knowledge of the planning process and know exactly how and when to get involved;
- Officers prepare plans and deal with planning applications, in the knowledge that they are being prepared in accordance with Members wishes with respect to public engagement and consultation; and
- Members have confidence that a robust, fair and consistent process is in place.

- 4.3 The council's current SCI was adopted on 5 November 2012. It is now important to prepare a new SCI because of:

- a) A number of legislative and policy changes nationally; and
- b) The commencement of a new Local Plan.

- 4.4 The legislation and national guidance governing SCI's has been dramatically reduced over the years (the early ones had to go through formal consultation, examination and Inspector's Reports, etc). In short, a local planning authority can update and adopt an SCI as and when it sees fit.

- 4.5 However, the important point to remember is that once adopted, the local planning authority must follow what it says in the SCI. If it did not do so (whether that be for plan making or determining planning applications), it would be open to legal challenge. It is essential, therefore, that we get it right, neither committing ourselves to too much (and not being able to meet such commitments) or too little (and not meet Member/ public expectations of involvement).

- 4.6 The starting point for the commitments to be made in a SCI is the minimum legal requirements for consultation, as set out in various Acts and Regulations. Thereafter, local planning authorities have the freedom to set whatever commitments they like in terms of going beyond the legal minimum.

- 4.7 However, it is recommended by officers to keep the refreshed SCI as simple as possible by:

- Committing ourselves legally via the SCI to undertake broadly the legal requirements as set by legislation for plan making and planning applications, but highlighting that the council may go beyond such minimum commitments during the process of preparing a plan or when consulting on a planning application. This way the commitments made serve as a 'floor' as to the extent of the consultation, rather than a 'ceiling';
- Not consult on a draft SCI, but instead adopt it and refresh it again whenever it is seen appropriate to do so.

- 4.8 By following the above approach the council will have the benefit of:

- Minimising the risk of legal challenge on plan making and planning applications;
- Minimising resources spent on preparing the SCI, enabling the team to focus on plan making; and
- Enable the flexibility for the council to go beyond the commitments set out in the SCI for any particular type, scale or location of planning applications.

## **5. CONSULTATION**

- 5.1 There is no requirement to undertake consultation on the draft SCI prior to adoption.
- 5.2 The SCI was presented to Planning Committee on 10 November 2015 and Sustainable Growth and Environment Capital Scrutiny Committee on 12 November 2015. Following discussions at both meetings, the draft SCI was supported by both Committees with no changes recommended to be made.

## **6. ANTICIPATED OUTCOMES**

- 6.1 It is anticipated that Cabinet adopts the SCI and, subject to call-in procedures, brings it into immediate effect.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1 Cabinet is asked to adopt the SCI so that up to date public consultation arrangements are in place for planning related matters.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

- 8.1 The option of not updating the SCI was rejected, as this would mean that the new Local Plan consultation would be based on out dated requirements, and other elements of the current SCI do not accurately reflect legislation.

## **9. IMPLICATIONS**

- 9.1 **Financial:** Preparation of an SCI has minimal costs, and can be met within existing budgets. Indirectly, the SCI commits the council to undertaking certain consultation tasks in the future. Most of these are low cost and fall within existing established budgets.
- 9.3 **Legal:** The SCI, once adopted, must be adhered to by the council in the way it conducts its planning business. Failure to do so could result in legal challenges.
- 9.4 **Environmental:** There are no direct implications.

## **10. BACKGROUND DOCUMENTS**

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

None

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## Peterborough Statement of Community Involvement

January 2016

**Cabinet 7 December 2015**

### **Peterborough City Council**

Sustainable Growth Strategy  
Town Hall  
Bridge Street  
Peterborough

Telephone: (01733) 863872

[www.peterborough.gov.uk](http://www.peterborough.gov.uk)



## **Part 1: Introduction**

### **Introduction**

1.0.1 This Statement of Community Involvement (SCI) sets out how Peterborough City Council ('the council') will involve and consult with the public and wider stakeholders when planning for the future of the city and wider Peterborough area. Whilst government sets out minimum requirements for public consultation on planning matters, this SCI sets out the council's additional local commitments to consultation.

1.0.2 This SCI covers:

- Consultation arrangements in respect of Planning Applications (see Part 2);
- Consultation arrangements in respect of planning policy matters (such as a new Local Plan) (see Part 3); and
- Arrangements for community involvement in, and the requirements of, the Neighbourhood Planning process (see Part 4);

The SCI takes into account the commitments set out in the Rural Vision and Parish Charter 2015.

1.0.3 The commitments set out in this document are binding on the council.

### **What is planning?**

1.0.4 Most new buildings, certain changes to existing buildings (including their use) or significant changes to the local environment need consent – known as planning permission.

1.0.5 The council, as your local planning authority, is responsible for deciding whether a development - anything from an extension on a house to a new shopping centre – should go ahead. In determining planning applications, regard must be had to the planning policies which have been adopted for the area (for example, a Local Plan, a Neighbourhood Plan or Supplementary Planning Document).

### **How to get involved**

1.0.6 There are a number of ways that you can get involved in the planning decisions affecting you and your community. The main ways that you can get involved are:

- Having your say during public consultation periods for planning policy documents (Local Plan);
- Having your say on planning applications affecting your community;
- Reporting planning control breaches (such as a neighbour building a large extension to their home without planning consent);
- Commenting on appeals relating to applications that have been refused by the council; and
- Preparing your own plans and policies for your local area under the neighbourhood planning rules.

1.0.6 If you would like to be kept informed about the emerging Peterborough Local Plan you can register your contact details with the Planning Policy Team on 01733 863872 or email [planningpolicy@peterborough.gov.uk](mailto:planningpolicy@peterborough.gov.uk) .

Please note that this SCI was written based on national legislation that existed at October 2015. Should national legislation change, there may be elements in the SCI which no longer apply. The council will endeavour to update this SCI as soon as possible after national legislation change.

## **Part 2: Consultation Commitments on Planning Applications**

### **2.1 Step 1: The Pre-application Stage**

#### **What needs planning permission?**

- 2.1.1 Most kinds of development require planning permission; however, there are a number of circumstances where certain types of development are automatically permitted. The Town and Country Planning (General Permitted Development) Order 2015 contains a number of 'blanket permissions' for a variety of different works.
- 2.1.2 If your proposed development falls within what is termed 'permitted development' you will not need to apply for formal planning permission to carry out the works. Permitted development rights are often subject to compliance with standard conditions. It is the owner/developer's responsibility to check and comply with these conditions.
- 2.1.3 Some developments are subject to a system of prior approval of details. Prior approval means that the proposed development is 'in principle' permitted development. The council can consider whether prior approval of certain details is required in advance of a formal decision being issued. Following an application, if no information is requested by the council within fixed timescales, the application is approved. For certain types of prior approval, the council will notify occupiers of neighbouring properties and allow them to submit comments.

#### **The council's pre-application advice service**

- 2.1.4 Pre-application is the phase before a developer formally submits a planning application. Discussions with the council at this stage are recommended as they can ensure that future development enhances the built and natural environment whilst potentially speeding up the formal planning application process. The council do not undertake public consultation at this stage but do so at the formal planning application stage. Further information relating to the pre-application stage is available on the council's website.

#### **Developer pre-application consultation with the community**

- 2.1.5 Section 122 of the Localism Act 2011 introduced a duty for developers to consult local communities before submitting planning applications for certain types of developments, with such types of development to be defined by Government. However, to date, Government has stated that the only type of development where this is a requirement is for proposals for wind turbine developments that involve the installation of more than two turbines, or where the hub height of any turbine exceeds 15m. Government may introduce other types of development under Section 122 but until it does, the requirement to undertake pre-application consultation is not yet compulsory.
- 2.1.6 However, even if not compulsory, pre-application consultation will enable communities to raise issues with and make suggestions to the developer. This might reduce local opposition, increase the chances of a timely and positive decision from the planning authority and improve the resulting quality of development.

## 2.2 Step 2: Planning Application Process

### Community consultation on planning applications

- 2.2.1 The Planning and Compulsory Purchase Act 2004 requires that at any time before a decision is made on a planning application, stakeholders and the local community should have the opportunity to comment on any aspect of the proposal. The level and extent of consultation will vary depending on the size, scale, location and nature of the proposed development.
- 2.2.2 Consultation on planning applications will take place with both statutory and non-statutory consultees. Who is consulted on each individual application will depend on the nature of the proposal and its location. All consultees have 21 days from the issue of the consultation notice to make comments on the application. However, some bodies such as Historic England will be allowed a longer period of time to comment where this is prescribed by legislation. The minimum statutory requirements are set out in the Town and Country Planning (Development Management Procedure) (England) Order 2015.
- 2.2.3 How the council consults on planning applications is set out below:

Table one: consultation commitments by development type

<b>Development type/size</b>	<b>Peterborough City Council consultation commitments</b>
Major developments (residential sites of either 10 dwellings or more, or 0.5 hectares or more, or commercial developments of 1000 sq. meters or more in floor space or one hectare or more).	Newspaper notice, site notice and neighbour letters
All other developments	Neighbour letters and sometimes site notice where neighbours cannot all be identified

- 2.2.4 Planning applications can be viewed online using the council's Public Access system, available on our website. Using the system, it is possible to search for, view and comment on planning applications. It is also possible to track the progress of an application using the system.
- 2.2.5 Once a valid application has been received, we aim to provide a decision within 13 weeks if it is a major planning application or within eight weeks if it is an application for minor or other development. Applications for development subject to an Environmental Impact Assessment have a longer time within which we aim to provide a decision at 16 weeks. We will determine planning applications as soon as is possible after the 21 day consultation period has ended.
- 2.2.6 All comments on planning applications must be submitted in writing (letters, faxes and emails) to the council within the specified 21 day consultation period. All letters, faxes and emails received are placed on the planning file which is available for public inspection. They cannot be treated as confidential.

### Consultation on amended planning applications

- 2.2.7 Sometimes the applicant will make a change to the development proposal to overcome particular issues. As a guide we will consult on these changes as set out below:

Table two: re-consultation on applications

<b>Level of change</b>	<b>Re-consultation</b>
Where the change is insignificant and would not impact on neighbours	No re-consultation will be undertaken
Where the change addresses the concerns of/impacts on specific neighbours only	Notification letter sent giving between seven and 14 days to comment
Where the change significantly alters the appearance or layout of the proposal and would be of interest to neighbours/ community groups	Notification letter sent giving a minimum 14 days for comment

2.2.8 Occasionally developers may wish to make amendments to a development that has already been granted planning permission. Where the proposed change is minor and classed as a non-material amendment, no consultation will be undertaken. Where the amendments are more significant and are classed as a material amendment (dealt with by way of varying or removing conditions via a 'Section 73' application) consultation will be undertaken in the same way, as for planning applications.

#### **Who makes the decision on planning applications?**

2.2.9 The council receives approximately 2,000 planning and related applications a year. The decision on the majority of these applications is delegated to officers in accordance with the details set out in the council's Scheme of Delegation and its Standing Orders. Generally speaking, the more minor a proposal, the more likely it is to be delegated to officers to approve or refuse the application.

2.2.10 The Planning and Environment Protection (PEP) Committee is currently made up of 10 councillors. The councillors have the task of considering planning applications against wider public interests and must make their decision purely on planning grounds. The PEP Committee determines applications for exceptionally large developments or major developments that do not accord with the Development Plan. In addition, the PEP Committee will also consider smaller applications if requested by a parish council or Member of Peterborough City Council. There are opportunities for objectors, applicants and others to speak at the PEP Committee meeting before a decision is made.

2.2.11 The planning officer's report, setting out all the planning issues and representations made, is made available a week before the committee meeting and in the vast majority of cases will make a recommendation to PEP Committee stating whether or not an application should be approved, having been considered against the Local Plan and any material considerations.

#### **Reporting on decisions**

2.2.12 The results of consultation on planning applications will be taken into account during the decision making process. Progress of a planning application, and the decisions made, can be tracked on the 'Public Access' system on the planning pages on the councils website.

## **2.3 Step 3: Appeals**

### **Planning appeals**

- 2.3.1 If the person who applied for planning permission does not like the decision that the council has made on their application (e.g. planning permission refused, or onerous condition applied to a planning permission), they may lodge an appeal with the Planning Inspectorate. No one else has the right to appeal the decision (for example, you cannot appeal a decision to the Planning Inspectorate if your neighbour gets approval for an extension that you objected to).
- 2.3.2 When a decision has been appealed against, the council informs all parties who objected during the application stage that an appeal has been lodged. All copies of letters and comments received during the original application stage are forwarded to the Planning Inspectorate.
- 2.3.3 If an application is approved by the Planning Inspectorate, the only recourse available to third parties would be to apply for judicial review of the decision. This is an extremely rare event.

## **2.4 Step 4: Enforcement**

### **Community involvement in planning enforcement**

- 2.4.1 Planning Enforcement (also known as Planning Compliance) describes the processes involved in ensuring that people comply with planning law and the requirements of a planning permission. The process involves little public consultation, as many investigations are confidential. The majority of cases come about from referral by members of the public, councillors or planning officers. Whilst there is no public consultation on a compliance case, the council will ensure that the complainant is informed of the outcome of our investigations.
- 2.4.2 A complaint can be made in respect of a development or advertisement that is occurring without planning permission; without complying with conditions that have been attached to a permission; or that is not in accordance with an approved plan. There is an electronic form for making complaints on the council website, alternatively a complaint can be made to the Planning Services Technical Team on 01733 453410.
- 2.4.3 If, following investigation, it is necessary to serve a formal notice (e.g. Stop Notice, Enforcement Notice or Breach of Condition Notice) it will be placed on the enforcement register of notices. This register can be viewed on request.
- 2.4.4 The council's Planning Compliance Plan provides a full description of the enforcement services. The Plan can be viewed on the Planning and Development pages of the city council's website.

## Part 3: Consultation on Planning Policy

### 3.1 Introduction to Planning Policy

3.1.1 The National Planning Policy Framework (NPPF) sets national policy and also defines the Local Plan as the plan for the future development of the local area, drawn up by the Local Planning Authority in consultation with the local community. The term, Local Plan, can be used to describe a single development plan document or the combined development plan documents for the local planning authority area. The Local Plan is used by developers when preparing their proposals and by decision makers when determining applications for planning permission. The primary purpose of a Local Plan is to:

- Set the vision for how the local area will grow and change;
- Set policies for use by developers when preparing their proposals; and
- Be the key reference tool by decision makers when determining applications for planning permission.

3.1.2 The Local Plan deals with planning issues across the whole council area, and makes the big decisions on the location of housing, employment and roads, for example.

3.1.3 The council has a good track record of keeping its Local Plan up to date, and has already committed to keeping its policies up to date by aiming to adopt adopting a new Local Plan by early 2018.

3.1.4 There are other planning policy related documents which the council produces (or local communities, in the case of Neighbourhood Plans), as explained below:

- The **Local Development Scheme (LDS)** sets out the timetable for the production of a new Local Plan.
- **Policies Map:** This is a map on an Ordnance Survey base for the whole of a local planning authority's area which shows where policies in the Local Plan apply. The Policies Map may include inset maps for particular areas to show information at a larger scale.
- **Supplementary Planning Documents (SPDs):** These can cover a wide range of issues on which the planning authority wishes to provide guidance to supplement the policies and proposals in its Local Plan. They do not form part of the statutory development plan and are not subject to independent examination. The council can decide to produce an SPD on any appropriate subject whenever the need arises.
- **Neighbourhood Plans:** Local communities, including Parish Councils, can now prepare Neighbourhood Plans (NPs) putting in place policies to guide the future development of the area. Any NP must be in general conformity with 'strategic policies' in Local Plans and with national policy. NPs are not able to propose lower levels of development than those set out in up to date Local Plans but could propose higher levels, or offer other detailed policy proposals. It is up to local communities to decide if it wants to produce a Neighbourhood Plan. Any NP, if adopted, has the same status as a Local Plan.
- **Statement of Community Involvement (SCI):** i.e. this document
- **Authority's Monitoring Report:** This is a report which must be produced by the local planning authority (on an annual basis) to explain how the local development scheme is being implemented and the extent to which policies in the Local Plan are being achieved.

## 3.2 Who will we consult on an emerging Local Plan?

3.2.1 When producing Local Plan documents there are a number of groups that the council must consult with. These are identified as ‘specific consultation bodies’ and include:

- Parish councils;
- Neighbouring authorities; and
- Relevant government agencies.

3.2.2 In addition, there are also a number of ‘general consultation bodies’ who the city council may consult with if it is considered relevant to the document that is being prepared. These include:

- Voluntary bodies, some or all of whose activities benefit any part of the city council’s area;
- Voluntary bodies which represent the interests of :
  - Different racial, ethnic or national groups in the city council’s area
  - Different religious groups in the city council’s area
  - Disabled people in the city council’s area
  - People carrying on business in the city council’s area

3.2.3 There are also people and organisations that the council considers it important to consult with, for example, residents, land owners, businesses, planning consultants, solicitors etc. Where requests have been made we will also consult directly with these people and organisations.

3.2.4 Although those identified above will be specifically contacted during the preparation of Local Plan documents, any individual, business, organisation or group is welcome to submit comments during consultation periods.

## 3.3 When we will consult

3.3.1 There are a number of stages in the plan preparation process where it is possible for the public, businesses and the consultation bodies identified above to become involved and make comments. The stages of preparation and consultation are set out below.

Table three: stages in Local Plan preparation

Public participation (Regulation 18)	During the first stage of public involvement the council will, as a minimum, contact the specific and general consultation bodies as appropriate to inform them of the commencement of the plan preparation process, and invite representations on the scope and content of the plan. There will be a minimum period of six weeks for comments to be made to the council. Following this first stage of consultation, the council may undertake a further six week consultation on more detailed options for the content of the plan. This will inform later stages of the plan preparation.
Pre-submission Publication (Regulation 19)	Following the consideration of all comments received, a draft plan will be produced, known as the proposed submission document. On publication of this document, all of the specific and general consultation bodies and any members of the public, businesses, land owners etc who made comments at the previous stage of consultation will be notified that the

	submission documents are available for inspection. A statement of representation procedure will be included alongside the notification of submission documents. In addition, any individual, business or organisation can submit comments during the consultation period. All comments must be received within the stated consultation period, which will be a minimum of six weeks.
Submission (Regulation 22)	The council submits the Local Plan to the Secretary of State together with the representations received during the consultation undertaken under Regulation 19
Independent Examination Hearing	The submitted document, and the representations received will be considered by a Planning Inspector at an independent examination. Those individuals and organisations who have made representations may be invited by the inspector to submit a written statement during the examination. Individuals and organisations who made an objection to the document and have requested to speak at the examination will be contacted by the Inspector to be informed of the procedure for being heard.
Inspector's Report	The council will notify anyone who has requested to be notified, as soon as reasonably practicable, following the receipt of the Inspector's Report. The Report will also be made available on the council's website.
Adoption of DPD (Local Plan)	Assuming that the Inspector concludes that the document is sound, either with or without modifications, the council will consider whether to adopt the Local Plan. On adoption, the council will prepare a statement setting out the date of adoption, the modifications (if any) and where and when the adopted documents can be inspected. The opportunity to apply for judicial review will also be explained.  The adoption documents will be made available on the council's website, and also at the locations where the submission documents were made available. The adoption statement will also be sent to any person who has requested to be notified.

### 3.4 How we will consult

- 3.4.1 At the commencement of consultation periods, the identified specific and general consultation bodies that we have to consult with, as well as any individuals, organisations or bodies who have requested to be notified, will be contacted directly either in writing or via email.
- 3.4.2 All consultation and submission documents will be made available on our website and paper copies will be available to view at our Customer Service Centre at Bayard Place (or other advertised location). If appropriate, additional paper copies of documents may be made available to view at other locations e.g. local libraries. In addition to this, we may, if appropriate and cost effective, use other methods of consultation such as press releases, community events and meetings.
- 3.4.3 During all consultations it will be possible to make comments in writing, electronically via email or, if available, an online consultation portal. Verbal comments will not be recorded.

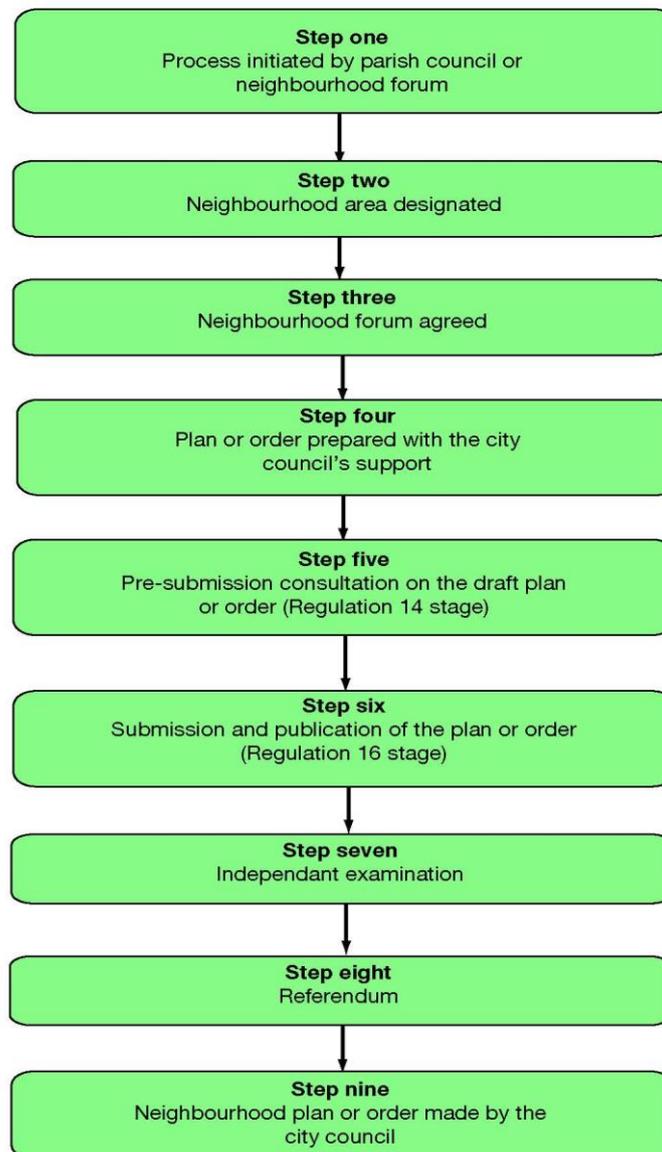
### **3.5 Consultation arrangements for Supplementary Planning Documents**

- 3.5.1 Supplementary Planning Documents (SPDs) can be produced to supplement and add further detail to policies within the Local Plan. They may provide further guidance for development on specific sites or issues such as design.
- 3.5.2 When preparing an SPD, any individual, business or organisation can take part in the public consultation stage(s). If the council believes that there are specific individuals, businesses or organisations that will have a particular interest in an SPD, they will be invited to make comments.
- 3.5.3 We will invite comments on the draft version of any SPD that is produced. The consultation period will be a minimum of four weeks.
- 3.5.4 At the commencement of the consultation period, the draft SPD will be made available on the council's website and at the Customer Service Centre at Bayard Place (or other advertised location). If appropriate, additional paper copies of documents may be made available to view at other locations.
- 3.5.5 During all consultations it will be possible to make comments in writing, or electronically via email.
- 3.5.6 Following its adoption, the SPD will be made available on our website.

## Part 4: Neighbourhood Planning

- 4.0.1 Neighbourhood planning was introduced to enable parish councils, or in non parished areas neighbourhood forums, to develop a planning strategy for their local area<sup>1</sup>.
- 4.0.2 There are a number of steps in the neighbourhood planning process, as set out in the diagram below.

Figure one: Neighbourhood planning – the key steps



<sup>1</sup> Localism Act 2011 (<http://www.legislation.gov.uk/ukpga/2011/20/part/6/chapter/3/enacted>)  
Neighbourhood Planning (General) Regulations 2012  
([http://www.legislation.gov.uk/uksi/2012/637/pdfs/uksi\\_20120637\\_en.pdf](http://www.legislation.gov.uk/uksi/2012/637/pdfs/uksi_20120637_en.pdf))

- 4.0.3 A neighbourhood development plan is a document that sets out policies in relation to the development and use of land in the whole or any part of a particular neighbourhood area. A neighbourhood development order is a statutory mechanism which automatically grants planning permission in relation to a particular neighbourhood area for specified development or class of development. Nationally and locally Neighbourhood Plans are by far the more common document produced.
- 4.0.4 The purpose of the next few pages of this SCI is to set out a step by step guide to neighbourhood planning, and how Peterborough City Council will assist. However, it does not cover every detailed legislative elements or every possible eventuality in the process of preparing a plan or order. Whilst every effort has been made to make the following text accurate, if the legislation differs in any aspect, then such legislation overrides the content of this SCI.

#### **4.1 Step one – Process initiated by parish council or neighbourhood forum**

- 4.1.1 Neighbourhood planning is an optional process that can only be initiated by a parish council or neighbourhood forum. Neighbourhood development plans, referred to hereafter as neighbourhood plans, and neighbourhood development orders, referred to as neighbourhood orders, cannot be prepared by Peterborough City Council.
- 4.1.2 If you live in the non-parished area of the city, you could either set up a community group for the purpose of preparing a neighbourhood plan or order, or approach other community groups to see if there is an interest in neighbourhood planning in your area. If you get stuck contact the council. Your forum should then ask the council to agree to a neighbourhood area being set up, and move onto step two.
- 4.1.3 Please note: Whilst you do not need to be formally constituted as an official forum at either step one or step two (section 61G(2) of the Town and County Planning Act) your forum must be at least “capable of being designated as a neighbourhood forum”.

#### **4.2 Step two – Neighbourhood Area Designation**

- 4.2.1 A neighbourhood area is the geographic area that a neighbourhood plan or order will cover.
- 4.2.2 In an area with a parish council, only the parish council can apply to have all or part of the area designated.
- 4.2.3 Parish councils may want to work together to prepare a joint plan or order for an area made up of more than one parish. If this is the case, consent must be obtained from each of the affected parish councils.
- 4.2.4 In an area without a parish council, a neighbourhood forum needs to be set up. There can only be one forum per neighbourhood area. The boundary for the area will be proposed by a group who will subsequently apply to be an official neighbourhood forum (if not already established as a neighbourhood forum). An area proposed by a neighbourhood forum cannot include any area covered by a parish council.

##### **Pre-application stage**

- 4.2.5 The council’s Strategic Planning Team offer pre-application advice for Parishes/Forums considering applying to designate as a neighbourhood area.

4.2.6 The council will provide an application form for neighbourhood area designations upon request.

**Validation stage**

4.2.7 Following receipt of an application the council will check:

- in the case of an application by an organisation or body, that the neighbourhood area does not include the whole or any part of the area of a parish council; and
- that none of the area proposed has already been designated as a neighbourhood area, and that there are no outstanding applications including any part of the proposed area which have yet to be determined by the council.

4.2.8 If the application passes these checks it will be deemed valid. If it fails, the officer will inform the applicant that the application is invalid with reasoning.

**Consultation on application**

4.2.9 Once the application has been deemed valid we will publicise, as soon as possible, notice of the application. The notice of application will appear, as a minimum, on the council’s website and, if one exists, in at least one of the following: relevant library; community centre, parish council building and/or local notice board, with the following details:

- A copy of the area application, including map of the proposed area
- Details of how to make representations; and
- The date by which those representations must be received.

4.2.10 The period for making representations will normally be for a minimum of 6 weeks, however, if the application is by a parish council for the whole of their parish area, this is reduced to four weeks.

**Decision on application: designation**

4.2.11 The application will be assessed by a planning officer taking account of all consultation responses and a report prepared that will include one of the three following recommendations:

<p>A. Area approved, without amendment</p>
<p>B. Area approved, with minor amendments            Minor amendments could be:</p> <ul style="list-style-type: none"> <li>(i) In the case of an application by a parish council, to include the whole of the parish council area if this was not already the case;</li> <li>(ii) In the case of an application by an organisation or body, to include an additional area, or exclude elements of the proposed area, if this enables a better fit with established boundaries;</li> <li>(iii) To include or exclude areas, so as to fit with other formal designations such as land allocations, protected nature sites, conservation areas etc or with obvious significant geographic features, if appropriate to do so.</li> </ul>
<p>C. Minded to approve an area, but only if significant amendments are made which are subject to a further round of consultation            Significant amendments could be:</p> <ul style="list-style-type: none"> <li>(i) As per any of the minor amendments above, but such amendment would be of a scale which would significantly alter the size or population catchment of the area;</li> </ul>

- |      |                                                                                                                                                                                                                                                                                                |
|------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| (ii) | In cases where a formal representation expressing desire to expand a proposed area is made by an adjacent parish council/s, to include the whole or part of the adjacent parish/es as identified in the representation providing the original applicant parish is in support of the amendment. |
|------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

4.2.12 An appropriate Head of Service will review the report and its recommendations. The Head of Service decision will be final.

4.2.13 The Head of Service will also consider whether the area should also be designated as a business area. This will be a rare occurrence and only likely if the area is wholly or predominantly business in nature. An explanation of the implications of being designated a business area are available on request.

4.2.14 The council will, via the Head of Service, determine applications within the following timescales:

Table three: timescales for deciding neighbourhood areas

Situation	Minimum Timescale (from the date of application being publicised)
A parish council has applied for the whole of the parish area	8 weeks
Area falls within the areas of two or more local planning authorities	20 weeks
All other areas	13 weeks

### 4.3 Step three – Neighbourhood forum agreed, if needed

(Not applicable to areas with a parish council)

4.3.1 All applications to become a neighbourhood forum should be made using the council application form that is available on request. Neighbourhood forums must meet the following conditions:

1. Established for the main purpose of promoting or improving the social, economic and environmental well-being of an area;
2. The neighbourhood forum covers a designated neighbourhood area;
3. Membership has been, and remains open to individuals living, working or acting as elected members in the area concerned;
4. Membership is made up of at least the number required by law<sup>2</sup>, each of whom lives or works within the neighbourhood area.

4.3.2 Once a neighbourhood area has been designated in a non-parished area, applications to become a neighbourhood forum will be welcomed by the council.

4.3.3 Once an application to set up a neighbourhood forum has been validated, the council will publish as soon as possible on our website, the following information:

- A copy of the application;
- A statement that if a formal designation as neighbourhood forum is made no other organisation or body may be designated for that neighbourhood area until that designation expires or is withdrawn;

<sup>2</sup> Set out in the Localism Act 2011

- Details of how and when to make representations (the period for making representations will be six weeks). A potential alternative forum may come forward at this time.

4.3.4 In addition, the council, if appropriate, may also undertake additional advertising of the application.

4.3.5 If an alternative neighbourhood forum wanted to put itself forward to prepare a neighbourhood plan or order for the designated neighbourhood area it must submit the same information as required by the original applicant within the six week consultation period.

4.3.6 The information supplied in a valid application and all representations received during the consultation will be considered. A report will be produced by a planning officer that will include a recommendation for one of the following:

**A. Neighbourhood forum rejected with reasoning**

An application may be rejected because, for example:

- i. The group does not meet the required conditions.
- ii. Through the consultation process a valid alternative neighbourhood forum has been put forward that is considered more appropriate to represent the neighbourhood area.

**B. Neighbourhood Forum approved without amendment**

4.3.7 The Planning and Environmental Protection (PEP) Committee will review the report and choose one of the above options. Its decision may differ from the recommendation made in the officers' report.

4.3.8 As soon as possible after either designating or refusing an application, the council will publicise the decision in the same way it publicised the application. If the designation is approved, details of the name of the forum, its constitution, the neighbourhood area to which it relates and the contact details of at least one member will be published. If the designation is refused, a 'refusal statement' setting out the reasons for refusal will be published. Where refusal is on the basis that a valid alternative neighbourhood forum is considered more appropriate, the application for the alternative neighbourhood forum and supporting evidence will also be published on the council's website.

4.3.9 A neighbourhood forum designation lasts for five years beginning on the day in which it is made by the council.

4.3.10 Under the provisions of the Localism Act, the council may withdraw a neighbourhood forum designation if it is considered that the organisation or body is no longer meeting the conditions and the applicable designation conditions and criteria. Where a designation is withdrawn, the council will give reasons to the organisation or body.

4.3.11 Additionally, a designated forum may voluntarily withdraw its status by contacting the council. If this happens, the council will make reasonable efforts to publicise the withdrawal and will issue a 'withdrawal statement'. A new body or organisation would then be able to apply to become a forum for that particular area.

#### **4.4 Step four – Plan or order prepared with Peterborough City Council’s support**

- 4.4.1 Once a neighbourhood area has been designated, the parish council or approved neighbourhood forum can choose to prepare a neighbourhood plan or a neighbourhood order (or both) for said area.
- 4.4.2 The production of a neighbourhood plan or neighbourhood order will be ‘owned’ by the parish council or neighbourhood forum; the process will be led by them, not Peterborough City Council.
- 4.4.3 In preparing a neighbourhood plan and/or order, parish councils and neighbourhood forums should:
- Decide on an approach to effective engagement that will give all residents and individuals with an interest in the neighbourhood area opportunity to have a say on the emerging plan or order.
  - Try to get the community on board with the idea of a neighbourhood plan or order from the outset. If this is not the case, it will be difficult to produce a document that reflects fully the priorities and aspirations of the community.
  - Be mindful that a neighbourhood plan or order can only be adopted by Peterborough City Council if it meets the basic conditions (see step six).
- 4.4.4 The Localism Act (2011) places a duty on the council to provide advice and assistance to parish councils and neighbourhood forums in developing proposals for plans and orders, however, there is no requirement to provide financial assistance.
- 4.4.5 In delivering this advice and assistance, the council will:
- Nominate an officer to assist in the preparation of any neighbourhood plan or development order. However, it should be noted that this is a limited resource, allocated on a first come first served basis and will provide for free up to ten days work per neighbourhood area. Please note that if you are waiting for assistance, or you do not require assistance, there is nothing to stop you proceeding on your own;
  - Meet with the parish council/neighbourhood forum where necessary (as part of the ten days work). Meetings will take place at the council offices, during normal office hours, unless in exceptional circumstances;
  - Strategic Environmental Assessment (SEA) screening to determine whether SEA is required;
  - Provide up to five copies of Ordnance Survey base map(s) of the applicable neighbourhood area.
- 4.4.6 The advice and assistance provided may include, for example:
- Help understanding the Localism Act and Neighbourhood Planning Regulations;
  - Proof reading questionnaires;
  - Advice on the research and evidence needed to justify a policy approach.

## **4.5 Step five – Pre-submission consultation on the draft plan or order (Regulation 14 stage)**

- 4.5.1 The neighbourhood planning regulations require that before submitting a neighbourhood plan/order to the council, the parish council or designated neighbourhood forum **must**:
1. Publicise in a manner that is likely to bring to the attention of people who live, work or carry on business in the neighbourhood area:
    - a. Details of the neighbourhood plan/order and where they can be inspected.
    - b. Details of how to respond to the publicity and make representations (comments).
    - c. The deadline for the receipt of comments, being not less than six weeks following the date on which the draft proposals are first publicised.
  2. Consult any relevant consultation body whose interests the parish council or neighbourhood forum considers may be affected by the proposals<sup>3</sup>.
  3. Send a copy of the draft proposals to the Peterborough City Council.
- 4.5.2 It is up to the parish council or neighbourhood forum to decide who else to consult on the draft plan in addition to those required above.
- 4.5.3 The requirements for consultation during the preparation of a neighbourhood development order are similar to those for a neighbourhood plan, except that the consultation bodies that must be consulted are different. The council will be able to advise on this.
- 4.5.4 The following methods could be used to publicise the consultation on the neighbourhood plan/order:
- Contact the local press with a press release;
  - Place a formal public notice in the local newspaper;
  - Undertake a leaflet drop to residents and businesses in the area;
  - Ask if posters can be put up in libraries, community buildings and other public buildings in and around the area;
  - Ask the council's Strategic Planning Team to advertise the consultation on their website.
- 4.5.5 Following the consultation period, the parish council/neighbourhood forum will be able to amend the plan or order in light of representations received if it wishes to do so. However, if the changes made are significant, it is recommended that this Step five (Regulation 14) consultation is repeated before proceeding to Step six.
- 4.5.6 The Peterborough City Council will print and pay for 20 copies of a draft plan/order, in colour and including maps.
- 4.5.7 The council will help to ensure that appropriate consultation is undertaken, including providing advice on the contact details for consultation bodies (subject to any data protection issues) and using its website for publicity. Furthermore, the council has the right to comment on proposals during the formal consultation. Whilst the city council will always try to reach agreement with the promoters of the neighbourhood plan or order, it may formally object during the consultation if it is considered that the plan or order does not meet the basic conditions.

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<sup>3</sup> As set out in Paragraph 1 of Schedule 1 of the Neighbourhood Planning (General) regulations 2012

#### 4.6 Step six – Submission and publication of the plan or order (Regulation 16 stage)

##### Submission and publication of a Neighbourhood Development Plan or Order

4.6.1 Following the completion of Step 5, the parish council or neighbourhood forum can submit the Neighbourhood Plan or Order to Peterborough City Council (via the Strategic Planning Team). The submission must include all of the following:

1. A map or statement identifying the area covered by the proposed neighbourhood development plan or order (a map must be provided for an order);
2. A consultation statement which contains:
  - a. Details of everyone who was consulted about the proposed neighbourhood development plan or order and how they were consulted;
  - b. A summary of the main issues and concerns raised by those who responded;
  - c. A description of how the issues and concerns have been addressed in the proposal.
3. The proposed neighbourhood development plan or order;
4. Basic conditions statement: A statement explaining how the proposed neighbourhood development plan or order meets the requirements set out in paragraph 8 of schedule 4B to the 1990 Act, as summarised below:

	Order	Plan
Has regard to national policies and advice contained in guidance issued by the Secretary of State.	✓	✓
The plan contributes to the achievement of sustainable development.	✓	✓
The plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or and part of that areas).	✓	✓
The plan does not breach, and is otherwise compatible with EU obligations.	✓	✓
Any other prescribed conditions are met and prescribed matters have been complied with in connection with the plan.	✓	✓
Having special regard to the desirability of preserving any listed building or its setting or any features of special architectural or historic interest that it possesses, it is appropriate to make the order.	✓	✓
Having special regard to the desirability of preserving or enhancing the character or appearance of any conservation area, it is appropriate to make the order.	✓	✓

5. With regard to environment considerations, either:
  - (i) An environmental report prepared in accordance with paragraphs (2) and (3) of regulation 12 of the Environmental Assessment of Plans and Programmes Regulations 2004 (a); or
  - (ii) Where it has been determined (under regulation 9 (1) of those Regulations) that the plan or order proposal is unlikely to have significant environmental effects (and, accordingly, does not require an environmental assessment), a statement of reasons for determination.

4.6.2 Once it has been established that the submission is valid:

- Peterborough City Council will, as soon as is practicable, publicise the details of the proposed neighbourhood plan or order, where and when it may be inspected, how to make representations and the deadline for receipt of those representations, on its website and at other suitable locations within the neighbourhood area;
  - The period during which representations may be made will be a minimum of six weeks from the date on which the proposal is first publicised;
  - The council will notify any consultation body which is referred to in the submitted consultation statement of the Regulation 16 consultation;
  - Following the close of the period for making representations, any representations that have been received will be forwarded to the person appointed to conduct the examination of the plan. (It is not the job of the parish council, neighbourhood forum or the city council to consider and respond to such representations).
- 4.6.4 Peterborough City Council will pay for up to twenty copies of the submission version of the plan or order, in colour and including maps.
- 4.6.5 There will be additional publicity if the order proposal includes development that would be covered by the regulations relating to Environmental Impact Assessment.
- 4.6.6 The city council is entitled to make representations. Any representations that it makes will be forwarded to the examiner for consideration in the same way as all other representations.
- 4.6.7 Assisted by comments received, the council will check that the applicant has completed and met the requirements of the Localism Act (steps one to five). If the council is satisfied, it will notify the applicant and the order or plan can proceed to independent examination. However, if the council is not satisfied, proposal will be refused and the applicant will be notified with reasons for refusal.

#### **4.7 Step seven – Independent examination**

- 4.7.1 Peterborough City Council will aim to agree with the parish council or neighbourhood forum a suitable examiner to undertake the examination. If an agreement can't be reached, other measures will be put in place.
- 4.7.2 All documents submitted by the parish council or neighbourhood forum, and a copy of all the representations received by the city council during the Regulation 16 consultation will be submitted for examination. Peterborough City Council will make all of the arrangements necessary to hold the examination.
- 4.7.3 The examiner must consider whether the plan or order meets the basic conditions (as set out in Step six).
- 4.7.4 The general rule is that the examination will take the form of written representations, but a hearing in public will be arranged if the examiner considers that it is necessary. The examiner will decide how any hearing will be conducted.
- 4.7.5 The examiner must produce a report on the submitted plan or order, which must recommend:
- a. That the plan or order proceeds to a referendum; or
  - b. That the modifications specified in the report are made to the draft plan or order and then, as modified, it is submitted to a referendum; or
  - c. That the proposed plan or order is refused.

- 4.7.6 In relation to option b, the only modifications that can be made are those that the examiner considers necessary to make the proposed plan or order meet the basic conditions or other fundamental statutory requirements. If the report recommends proceeding to a referendum, the examiner must also make a recommendation whether the area for the referendum should extend beyond the neighbourhood area.
- 4.7.7 Peterborough City Council will pay the fee for the person conducting the examination and provide a room free of charge if needed for any hearing session as part of the examination. The council will also pay for printing of up to twenty copies of the final plan or order, in colour and including maps.
- 4.7.8 Following the examination, the Corporate Director for Growth and Regeneration will consider the examiner's recommendations, the views of the parish council or neighbourhood forum on the content of the examiners recommendations and then decide whether the proposed plan or order (with modifications if necessary) should be put to referendum. In making this decision, considerations will include the recommendation of the examiner and whether the plan / order meets the basic conditions.

#### **4.8 Step eight – Referendum**

- 4.8.1 Peterborough City Council will make arrangements for the referendum to take place. An individual is entitled to vote in the referendum, provided that they would be eligible to vote in an election for councillors and their address on the electoral register falls within the referendum area.
- 4.8.2 The council will pay all the costs of arranging the referendum, which will be held in accordance with the provisions of the Neighbourhood Planning (Referendum) Regulations 2012. These regulations specify the exact question that must be asked. For Peterborough, the question for a neighbourhood development plan will be:
 

“Do you want Peterborough City Council to use the neighbourhood plan for *(insert name of neighbourhood area)* to help it decide planning applications in the neighbourhood area?”
- 4.8.3 The question for a neighbourhood development order will be:
 

“Do you want the type of development in the neighbourhood development order for *(insert name of neighbourhood area)* to have planning permission?”
- 4.8.4 If the plan or order proceeds to referendum, as a minimum, the referendum area must be the neighbourhood area to which the proposed plan or order relates. The council may extend the referendum area if it is appropriate to do so. If the council decides to extend the referendum area, it will publish a map of that area.
- 4.8.9 The community has the final say on whether a neighbourhood plan or order is passed by voting ‘yes’ or ‘no’ at the referendum. If the more than 50% of those who vote are in favour, the plan or order must be ‘made’ (adopted) by Peterborough City Council.
- 4.8.10 If the majority vote against the plan or order in the referendum, the council will publicise the outcome and notify people in an appropriate manner.
- 4.8.11 If the council has designated a neighbourhood area as a business area an additional referendum must be held. This is so that non-domestic rate payers in the referendum area can vote as well. The additional referendum will also be conducted in

accordance with the Neighbourhood Planning (Referendum) Regulations 2012. If there is a majority vote in favour of the plan or order in one referendum, but against the plan or order in the other, the council has the discretion as to whether or not to 'make' the plan or order.

#### **4.9 Step nine – Neighbourhood plan or order made (adopted) by Peterborough City Council**

- 4.9.1 If more than half the people voting at the referendum on the plan or order have voted in favour, the city council will make (adopt) it, but only if the council considers that making it would not breach, or otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).
- 4.9.2 Once the council has resolved to make the plan or order, as soon as is practicable it will:
1. Publish on its website:
    - a. A statement of the city council's decision and reasons for making that decision;
    - b. The neighbourhood development plan or order;
    - c. Details of where and the times when these documents can be inspected;
  2. Make the decision statement and plan or order available for inspection at Bayard Place (or other advertised main office locations) and any suitable location within the relevant neighbourhood area during normal opening hours; and
  3. Notify and send a copy of the decision statement to:
    - a. The parish council or neighbourhood forum who put forward the proposal;
    - b. Any person who made a written representation in respect of the proposal.
- 4.9.3 The council will pay for printing of the final plan or order, in colour and including maps.
- 4.9.4 If the council decides to refuse to make the plan or order on the grounds that it would breach or otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998), it will, as soon as possible after reaching that decision, publish on its website a statement of the council's decision and reasons for making that decision, along with details of where and when the decision statement can be inspected. It will make the decision statement available in the same places as listed above, and send a copy to the same people as listed above.
- 4.9.5 Once a neighbourhood development plan is adopted by the council it will become part of the statutory development plan for Peterborough (decision making on planning applications will remain the responsibility of the council as Local Planning Authority).
- 4.9.6 Legal challenge may only be made by judicial review, with a time limit for filing the claim form in Court of six weeks from:
- The date of publication of the decision to make the plan or order; or
  - Publication of the decision relating to the councils consideration of the examiner's recommendations; or
  - From the date of declaration or the result of the referendum.

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<b>CABINET</b>	<b>AGENDA ITEM No. 9</b>
<b>7 DECEMBER 2015</b>	<b>PUBLIC REPORT</b>

Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources	
Contact Officer(s):	John Harrison, Corporate Director Resources Steven Pilsworth, Service Director – Financial Services	Tel. 452520 Tel. 384564

## PHASE 1 BUDGET PROPOSALS

R E C O M M E N D A T I O N S	
<b>FROM :</b> Cabinet Member for Resources	<b>Deadline date :</b> 27 November 2015
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> <li>1. Have regard to the consultation feedback received to date and statutory advice detailed in the report when determining the phase one budget proposals, noting that consultation remains open and an addendum will be provided prior to the Cabinet meeting and to the Council meeting.</li> <li>2. Recommend to Council on the 17 December 2015, having had regard to feedback, <ol style="list-style-type: none"> <li>a) Approval of phase one budget proposals, summarised in appendices one and two, to enable implementation of these budget proposals to commence;</li> </ol> </li> <li>3. Note the timetable for the phase two consultation and formal approval of the 2016/17 to 2025/26 Medium Term Financial Strategy as detailed at section 5. Furthermore, budget proposals approved by Council on the 17 December will form part of the Medium Term Financial Strategy but will not form part of the second stage of consultation or Council debate on 9 March 2016.</li> </ol>	

### 1. ORIGIN OF REPORT

- 1.1. This report comes to Cabinet as part of the Council's agreed two-stage budget process as outlined in a report considered by Cabinet on 25 November 2015.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1. The purpose of this report is to enable Cabinet to consider the feedback from the consultation undertaken to date with Scrutiny, residents, partner organisations, businesses and other interested parties to recommend to Council approval of phase one budget proposals.
- 2.2. 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. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	Yes	If Yes, date for relevant Cabinet Meeting	7 December 2015
Date for relevant Council Meeting	17 December 2015	Date for submission to Government department	N/A

### 4. EXECUTIVE SUMMARY

- 4.1. The table below provides a budget summary of the current budget proposals for 2016/17 to 2020/21 as report to Cabinet meeting on 25 November 2015.

	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
MTFS Budget Gap (March 2015)	10,150	14,090	17,470	20,520	22,270
Forecast grant reductions	6,910	13,990	16,280	12,130	12,130
Emerging pressures – legislative (appendix 1)	890	1,450	2,010	2,580	4,140
Emerging pressures - local issues (appendix 1)	1,650	1,680	1,790	1,780	1,770
<b>Updated Budget Gap Phase 1</b>	<b>19,600</b>	<b>31,210</b>	<b>37,550</b>	<b>37,010</b>	<b>40,310</b>
Savings - phase 1 (appendix 2)	(9,430)	(11,260)	(12,650)	(12,810)	(13,380)
Carry forward of 2015/16 savings	(2,660)	0	0	0	0
<b>Saving proposals still to find (Phase 2)</b>	<b>7,510</b>	<b>19,950</b>	<b>24,900</b>	<b>24,200</b>	<b>26,930</b>

- 4.2. In order to ensure that a balance budget is set for 2016/17, a second phase of budget proposals will follow after Christmas, where Members and interested parties will again be able to provide feedback on these proposals (section 5).

### 5. CONSULTATION APPROACH

- 5.1. Cabinet's approach to seek feedback on phase one budget proposals was outlined within the 25 November Cabinet report.
- 5.2. All the phase one proposals, which are being consulted upon, are included in Appendix 2. Final decisions on phase one proposals are to be approved and recommended to Council on 17 December, taking into consideration all of the consultation feedback received by that date.
- 5.3. The opportunity to provide feedback on the phase one proposals have been in the public domain since 17 November, confirmed by Cabinet on 25 November and will run until 16 December. The budget conversation received to date includes:
- 12 responses via the online survey. Cabinet continue to review comments and specific ideas;
  - No direct emails or letters have yet been received.
- 5.4. Cabinet leads have, and will, attend various meetings and discussion forums to gather feedback, see following table. The presentations made at these events have provided the context to the Council's financial position, phase one budget proposals and included specific issues that may impact on that groups attending the meetings or discussion forum, as well as providing an opportunity to ask more detailed questions.

Forum	Date
Borderline and Peterborough Executive Partnership Board	20 November
Disability Forum	26 November

Schools Forum	2 December
Greater Peterborough Partnership City Leader's Forum	3 December
Peterborough Community Assistance Scheme	7 December
Youth Council	8 December
Bondholder Breakfast	10 December
Peterborough Housing Partnership	10 December
Connect Group	11 December
Parish Council	16 December
Discussion with Trade Unions Joint Consultative Forum (JCF)	17 December

- 5.5. Given the timing of the agenda despatch for this meeting, and further meetings planned during the consultation period, it is not possible to include feedback from all consultation events in this report. The feedback, if any from these discussions, will be included as an addendum to this report and to Council on 17 December.
- 5.6. The addendum will be publically available prior to Cabinet on 7 December and will include the finalised phase one budget proposals to be recommended to Council on 17 December having given consideration to the feedback received.

### **Scrutiny feedback on phase one budget proposals**

- 5.7. The Joint meeting of the Scrutiny Committees and Commissions discussed the budget proposals, the Council Tax Support Scheme, and the Hardship Policy, at the meeting held on 26 November. Cabinet will provide a full response to the recommendations raised at this meeting within the feedback addendum to be tabled at Cabinet on 7 December.

### **Phase Two Budget Proposals and Formal Budget Process**

- 5.8. The Council will look to repeat the consultation approach with the phase two proposals released in January, in line with the following timetable and as part of the formal budget process.

<b>Meeting</b>	<b>Content</b>	<b>Date</b>
<b>Phase Two</b> (including the remaining budget documents for Council Tax, reserves and the Medium Term Financial Strategy)		
Cabinet	Release of second tranche of budget proposals	18 January 2016
Scrutiny	Formal scrutiny of budget proposals	10 February 2016
Cabinet	To recommend the second tranche of budget proposals to Council having regard to feedback	29 February 2016
Council	Approval of budget and council tax	9 March 2016

## **6. ANTICIPATED OUTCOMES**

- 6.1. Taking into consideration the results of the consultation feedback received to date, Cabinet is required to approve and recommend to Council prior to the formal budget approval process the phase one budget proposals. The approval of phase one budget proposals will enable the Council to implement savings at the earliest opportunity, either under Director Delegation, Cabinet Member Decision Notice or a further report to Cabinet.
- 6.2. These budget proposals will be included as an addendum to the Medium Term Financial Strategy 2016/17 to 2025/26, noted as arrived by Council on 17 December 2015, but will not be debated again by Council on 9 March 2016.

## **7. REASONS FOR RECOMMENDATIONS**

- 7.1. Under statutory requirements the Council must set a lawful and balance budget. The approach outlined in this report work towards fulfilling this requirement.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

- 8.1. No alternative option has been considered as the Cabinet is responsible under the Constitution for initiating Budget Proposals and the Council is statutorily obliged to set a lawful and balanced budget by 11 March annually.

## **9. IMPLICATIONS**

### **9.1. 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. It is an offence for any Members with arrears of Council Tax which have been outstanding for two months or more to attend any meeting of the Council or its committees at which a decision affecting the budget is made, unless the Members concerned declare at the outset of the meeting they are in arrears and will not be voting on the decision for that reason.

### **9.2. Legal Implications**

In terms of the Council's executive arrangements, the adoption of the Council's Budget is a role shared between the Cabinet and the Council, whereby the Cabinet (Leader) is responsible for formulating the budget proposals and full Council is responsible for then approving (or not) those proposals and setting the budget and council tax requirement.

For the remainder of the year, the principal purpose of the Budget is to set the upper limits of what the executive (Leader, Cabinet or officer under delegated executive authority) may decide to spend the Council's resources on. The Council cannot through the Budget overrule an executive decision as to how to spend the money, but the Budget will require the Cabinet to exercise their responsibilities for decision making so as not to make a decision where they are 'minded to determine the matter contrary to, or not wholly in accordance with the authority's budget'. This means that a decision that leads to excess expenditure, a virement from one budget heading to another over the amount allowed by Council in the Budget Book or expenditure of unexpected new money outside of the Budget is required to have approval of the Council before the Leader and Cabinet can make that decision.

When it comes to make its decision on 9 March 2016, the Council is under a legal duty to meet the full requirements of section 31A of the Local Government Finance Act 1992 which includes the obligation to produce a balanced budget.

A principle of fairness applies to consultation on the budget proposals, both consultation required under s65 of the Local Government Finance Act 1992 and more generally as proposed here, which operates as a set of rules of law. These rules are that:

1. consultation must be at a time when proposals are still at a formative stage;
2. the proposer must give sufficient reasons for any proposal to permit of intelligent consideration and response;
3. adequate time must be given for consideration and response; and
4. the product of consultation must be conscientiously taken into account in finalising any statutory proposals.

Added to which are two further principles that allow for variation in the form of consultation, which are

5. the degree of specificity with which, in fairness, the public authority should conduct its consultation exercise may be influenced by the identity of those whom it is consulting; and
6. the demands of fairness are likely to be somewhat higher when an authority contemplates depriving someone of an existing benefit or advantage than when the claimant is a bare applicant for a future benefit.

### 9.3. Human Resource Implications

In order to deliver the Phase One changes outlined in this document some posts will be affected. The table below explains the staffing implications.

The approach to minimising any compulsory redundancies will be the same as in other years, including deleting vacant posts, redeployment of affected staff and seeking voluntary redundancies where it is possible to do so.

This information relates to Council staff only. We will outline the impact of the Phase Two proposals when they are published in January.

<b>Staff implications</b>	<b>Total</b>
Total number of affected posts	12
Less vacant posts to be deleted	(4)
<b>Posts be to affected through redundancies</b>	<b>8</b>
Less voluntary redundancy acceptances	TBC
<b>Potential compulsory redundancy total</b>	<b>8</b>

### 9.4. Equality Impact Assessments

All budget proposals published in this first tranche have been considered with regards to equality issues and where appropriate equality impact assessments have been completed and available on the council's website.

## 10. BACKGROUND DOCUMENTS

Medium Term Financial Strategy Budget 2016/17 Phase One Proposals Document from Cabinet 17 November 2015

## Appendix 1 – Phase One Emerging Pressures

	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
<b>LEGISLATIVE PRESSURES</b>					
Children in care until the age of 25	150	150	150	150	150
National Living Wage	440	1,000	1,560	2,130	3,690
Climate change levy	280	280	280	280	280
Taxi licensing income	20	20	20	20	20
Children in care until the age of 25	150	150	150	150	150
Income generated through Schools Improvement Services - Education	440	1,000	1,560	2,130	3,690
<b>Total Emerging pressures – legislative</b>	<b>1,480</b>	<b>2,600</b>	<b>3,720</b>	<b>4,860</b>	<b>7,980</b>
<b>OTHER PRESSURES</b>					
Unaccompanied asylum seeking children	100	100	100	100	100
Deprivation of Liberty Safeguards (DoLS)	180	180	180	180	180
Increase legal services budget	130	130	130	130	130
School transport	540	540	540	540	540
Procurement	440	470	460	450	440
Property portfolio	260	260	260	260	260
Loss of mausoleum income	-	-	120	120	120
<b>Total Emerging pressures - local issues</b>	<b>1,650</b>	<b>1,680</b>	<b>1,790</b>	<b>1,780</b>	<b>1,770</b>

## Appendix 2 – Phase One Budget Proposals

	2016/17 £000	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
People & Communities savings from previous MTFS	2,000	3,000	3,000	3,000	3,000
Managing Demand - The Front Door Project	(1,460)	(4,160)	(4,160)	(4,160)	(4,160)
New Ways of Working	(250)	(500)	(500)	(500)	(500)
Reducing spend on agency social workers – Children’s Services	(420)	(370)	(340)	(340)	(340)
Developing a permanency service – Children’s Services	-	(650)	(900)	(900)	(900)
Creation of Health and Social Care System teams – Adult Social Care	(350)	(350)	(350)	(350)	(350)
Income generated through Schools Improvement Services - Education	(200)	(200)	(200)	(200)	(200)
Business rates growth	(580)	(500)	(500)	(500)	(500)
Council tax growth - one off benefit	(1,000)	-	-	-	-
Council tax growth	(690)	(950)	(1,220)	(1,480)	(1,760)
New Homes Bonus growth	(620)	(960)	(1,330)	(1,690)	(2,040)
Expansion of solar PV schemes	(640)	-	-	-	-
Future delivery of property services	(100)	(100)	(150)	(150)	(150)
Update on capital programme	(270)	(210)	(160)	(160)	(160)
Repaying our capital debt over a longer period	(2,000)	(2,000)	(2,000)	(2,000)	(2,000)
Revenue impact on changes to Schools Capital Programme	(920)	(630)	(330)	620	1,190
Patching & Fee for Head of Peterborough Highways Services	(180)	(180)	(180)	(180)	(180)
Coroner’s services	(40)	(40)	(40)	(40)	(40)
Shared chief executive with Cambridgeshire County Council	(60)	-	-	-	-
Occupational health, workforce development and training	(70)	(70)	(70)	(70)	(70)
Care Act funding & Public health efficiencies	(550)	(550)	(550)	(550)	(550)
Abolition of contracting out of state second pension (S2P)	(260)	(260)	(260)	(260)	(260)
Abolition of contracting out of S2P	(770)	(1,580)	(2,410)	(2,900)	(3,410)
Carry forward of 2015/16 savings	(2,660)	-	-	-	-
<b>Total Phase 1</b>	<b>(12,090)</b>	<b>(11,260)</b>	<b>(12,650)</b>	<b>(12,810)</b>	<b>(13,380)</b>

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