

CABINET

MONDAY 20 NOVEMBER 2017
10.00 AM

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

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

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**MINUTES OF THE CABINET MEETING
HELD AT 10:00AM, ON
MONDAY, 25 SEPTEMBER 2017
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

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

Cabinet Advisors Present: Councillor Allen and Councillor Stokes

18. APOLOGIES FOR ABSENCE

No apologies for absence were received.

19. DECLARATIONS OF INTEREST

Agenda Item 7 – Financing Approval for Fletton Quays Hotel

Councillor Holdich and Councillor Hiller declared that they were Directors of Peterborough Investment Partnership. These were non-remunerated positions and were appointed by the Council. As such, it was appropriate for them to remain in the meeting.

It was further noted that the item was in relation to an agreement between Norlin Hotels Holdings Limited and the Council, not Peterborough Investment Partnership.

20. MINUTES OF THE CABINET MEETINGS HELD ON:

(a) 10 JULY 2017

The minutes of the meeting held on 10 July 2017 were agreed as a true and accurate record.

(b) 19 JULY 2017

The minutes of the meeting held on 19 July 2017 were agreed as a true and accurate record.

(c) 26 JULY 2017

The minutes of the reconvened meeting held on 26 July 2017 were agreed as a true and accurate record.

STRATEGIC DECISIONS

21. PAYMENT STRATEGY 2017 - 2021

The Cabinet received a report in relation to the Payment Strategy 2017 - 2021, a change to the parking permit administration, and change to the taxi licensing administration.

The purpose of the report was for Cabinet to consider the comments and responses received to date on the council's Payment Strategy 2017 - 2021 including the proposed closure of the cash office and making available online the administration and payment process for parking permits and taxi licensing.

The Cabinet Member for Resources introduced the report and explained that the consultation on the Payment Strategy included a focus on online digital payment. This involved the closing of the cash office. Over 4,500 people had been consulted. It was advised that many other payment services were run online and moving to this form of payment would ensure that services were as efficient as possible. The subsequent costs of services would be reduced by approximately £100,000 a year.

It was recognised that they council had a duty to vulnerable residents, and those residents in rural areas. This was raised at the Growth, Environment and Resources Scrutiny Committee meeting and had been addressed in the Strategy.

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

- Facilities were already in place for other services to ensure that online payments were secure, in line with legislation.
- The visitor scheme for parking permits would allow for residents to update their account with daily visitor information. If residents did not have an internet connection, postal permits would be available.
- The possibility of having more than one visitor permit would be assessed on a needs basis, as under the previous scheme.
- Solutions to potential issues within rural communities had been investigated, including parish councils, pop shops and 'pay points'.
- It was suggested that the possibility of using mobile post offices as pay points be considered.
- Local businesses would still be able to apply for business parking permits. A new type of permit was also proposed for businesses that were run from home, subject to a number of conditions being met.
- The cash office had seen a decline in use in recent years. During a survey the office received 2,500 customers, 52% of which were for council tax payments. It was established through that the majority of customers used the cash office for payment as it was the method they had always used in the past.
- It was confirmed that cash payments could still be made in over 100 locations around Peterborough.
- The online payment system was currently web-based, and no change to this was proposed. Smart technology, such as apps, were being investigated for the future.

With the permission of the Chairman, Councillor Murphy asked a question in relation to the introduction of a parking permit for home run businesses. The Head of Finance: Business Operation and Development confirmed that such permits were included in the new proposals.

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

- 1) the Payment Strategy 2017 - 2021 that sets out the vision for how customers will make payments to the council in future, with an emphasis on more digital

channels. This includes closure of the cash office at Bayard Place by March 2018;

- 2) implementation of a change to the parking permits administration and payment by making the process entirely available online and in exceptional circumstances provision of a postal service; and
- 3) implementation of a change to the taxi licensing administration and payment by making the process entirely available online.

REASONS FOR THE DECISION

The reasons for the recommendations were as follows:

- The Payment Strategy was last updated in 2008 and since then there has been a number of changes to council services, continued dwelling and business growth resulting in more payments due to the council and technology advancements in how payments can be made.
- The updated strategy needs to align with the council's current and future initiatives, e.g. the implementation of the Front Door Programme which aims to transform the way customers access council services through new and improved digital channels which will enable self-serve and increase self-management by customers, and also divert demand away from council services.
- The permit parking and taxi licensing processes were paper based and not aligned to the council's digital strategies and how customers want to transact with the council in the future.
- To provide the customer with a convenient, safe, accessible and more cost effective way to apply for and pay for council services.
- To deliver the council with efficiency savings.

ALTERNATIVE OPTIONS CONSIDERED

Do nothing and continue with the existing Payment Strategy 2008. This was not an option as the way customers choose to interact with the council was changing, particularly now with more public services being available through digital channels. The council had a duty to ensure that it is providing best value in its delivery of services.

Do nothing and continue to provide parking permits and taxi licensing as a face to face service from either the cash office or as part of another service. This was rejected as provision of face to face services was considerably more expensive than provision of services online. Additionally, customers had reduced choice in accessing these services during normal office opening hours rather than at a time that suits them and from any device. This option was also not in alignment with the council's Technology Strategy 2014 - 2019 or the Front Door Programme.

The continued delivery of a cash office was considered, but as Bayard Place is set to close, the council would need to finance the refurbishment of a new office and pay commercial rents for a presence in the city centre, when there are alternative, more cost effective, convenient and accessible channels available to the customer, e.g,

bank, Payzone/Post Office, internet, etc. Therefore, the recommendation was not to have a cash office. It was important to note that there were over 100 locations throughout the city (i.e. banks, Payzones and post offices) which were more convenient and accessible (i.e. open longer hours than the cash office), and would accept payments for council services by cheque, cash and credit/debit cards.

Continuing to take payments over the phone was considered, but this was a very expensive payment method and as there were alternative automated touch tone telephone and digital methods, it was recommended that the council actively encourages and shifts customers to these cheaper alternatives.

22. CUSTOMER ENGAGEMENT STRATEGY

The Cabinet received a report in relation to the Customer Engagement Strategy, which supported the council's Front Door Programme.

The purpose of the report was for Cabinet to approve the Customer Engagement Strategy, to support the council's Front Door Programme, which would change the way customers access council services in the future through either digital or self-serve methods.

The Cabinet Member for Resources introduced the report and advised that digital inclusion was a key part of the Front Door Programme, and that a comprehensive strategy was required to support its introduction.

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

- All residents impacted had been informed of the change, and would be informed against when they're services were renewed.
- Officers had been working closely with community groups and other groups, and were looking to launch some digital inclusion training session.
- The digital 'pop-ups' referred to in the report related to Digital Inclusion Specialists who would be trained and available to train staff in digital inclusion.
- Work was also being done with the Digital Inclusion Specialist and the Parish Council Liaison Officer.
- The implementation of wifi zones was currently being investigated. This would come at a cost, with no current funding available.
- It was suggested that an incentivised scheme may be beneficial, to encourage people to move to direct debit.

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

- 1) approve the Customer Engagement Strategy to support the council's Front Door Programme; and
- 2) investigate the possibility of an incentivised scheme to encourage residents to make payments via direct debit.

REASONS FOR THE DECISION

It was recommended that Cabinet approved this strategy as a key enabler for the successful delivery of the council's Front Door Programme which would change the way customers access council services in the future through either digital or self-serve methods.

ALTERNATIVE OPTIONS CONSIDERED

If the council did not implement this strategy it could be detrimental to the delivery of the council's Front Door Programme. As part of the projects currently in progress and drafting of the associated Equality Impact Assessments, it had been identified that there were a number of groups of customers that needed to be supported in accessing services digitally or through alternative means. This strategy would therefore help support successful delivery of the Front Door Programme.

The council could have developed a strategy in isolation without consulting with relevant organisations, however it had been identified through the projects currently in progress and drafting of the associated Equality Impact Assessments, that there were a number of groups of customers that needed to be supported in accessing services digitally or through alternative means.

23. FINANCING APPROVAL FOR FLETTON QUAYS HOTEL

The Cabinet received a report in relation to the financing approval for a hotel development at Fletton Quays.

The purpose of the report was for Cabinet to consider and approve a lending facility of £15m for 24 months for the development of a hotel on the Fletton Quays site by Norlin Hotels Holdings Limited. This would be subject to Council approving the inclusion of organisations such as Norlin Hotels Holdings Limited and its subsidiary Fletton Quays Hotel Limited as organisations it may make secured loans to within the Council's Treasury Management Strategy.

The Cabinet Member for Resources introduced the report and advised that the loan of £15 million would run for the course of 24 months to Norling Hotels Holdings Limited and its subsidiary. Recommendations 2 and 3 would ensure that all necessary due diligence, survey and legal agreements were put in place.

Significant benefits would result from this proposal, including a return on the loan provided. The risks arising from the loan would be mitigated through due diligence, and the Council would secure the loan against the value of the land.

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

- If the current deal collapsed, the Council would retain the value of the land. Work would then be undertaken with the hotel company to find another construction company.
- The interest rate of the loan was a commercial rate. The Council would receive a substantial 6 sum figure in profit.
- The proposal was not primarily for commercial return, but to ensure that the Fletton Quays site as a whole was ready for 2019.
- The 24 month loan period had been proposed to allow for delays. It was expected that the site would be operational before then.
- The necessary due diligence was almost complete, wherein risks have been considered. There were no issues with the land, subject to the results of the final survey. External legal advice had been sought.
- It was confirmed that unless the Council was happy with the due diligence undertaken, the proposals would not go ahead. Should there be any issues arising from the due diligence, a report would be brought back to Cabinet.
- Further comment was made that the Fletton Quays site was being delivered quicker and better than anticipated.

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

- 1) Approve a facility of £15m for 24 months to provide funding for the construction of a Hotel on the Fletton Quays site by Norlin Hotels Holdings Limited and its subsidiary Fletton Quays Hotel Limited subject to recommendations 2. and 3. below.
- 2) Authorise the Interim Director of Law and Governance and Interim Corporate Director of Resources to exercise delegated authority to finalise and agree all necessary due diligence, ground condition survey report and to approve the business case for the project.
- 3) Authorise the Interim Director of Law and Governance and Interim Corporate Director of Resources to exercise delegated authority to finalise and agree all necessary legal agreements with Norlin Hotels Holdings Limited and associated hotel franchises or otherwise connected to this project for the purposes of facilitating these arrangements.
- 4) Recommend to Council amendments to the Treasury Management Strategy to include organisations such as Norlin Hotels Holdings Limited and its subsidiary Fletton Quays Hotel Limited as organisations to which the Council is authorised to make secured loans.

REASONS FOR THE DECISION

The funding of this project would help the Council to contribute to the Fletton Quays Project Plan and to the growth, regeneration and development agenda. The Council was approached to fund development of the hotel in order to preserve the synergy of development on the site.

ALTERNATIVE OPTIONS CONSIDERED

Do Nothing - The Council could have chosen not to finance this project. This was rejected because this one off financing project related to the last lot to be sold on the Fletton Quays site and would facilitate its completion by the Council's joint venture the PiP. If the Council did not fund the project for the hotel development this final part of the development would be delayed whilst alternative funding was sourced by the developer. The impact of this could mean that the adjoining residential site sales were impeded by the neighbouring hotel construction site. The Council would also lose the investment return on the loan.

24. MODERN SLAVERY ACT

The Cabinet received a report in relation to Modern Slavery Act Transparency Statement for 2016/17.

The purpose of the report was for Cabinet to consider and approve the draft 2016/17 Modern Slavery Act Transparency Statement in order to meet the Council's statutory obligations under the Modern Slavery Act 2015.

The Cabinet Member for Communities introduced the report and explained that the Transparency Statement related to the Council's compliance with its legal responsibilities. It was advised that the Council were working with the community to help support victims of modern day slavery.

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

- There were no issues with existing services to be aware of. Steps had been taken to ensure that new and existing service providers declared any issues.
- Section 54 of the Act applied to businesses worth £36 million or over. These organisations, however, will be required to look into their own supply chain, which would include smaller businesses.
- The Transparency Statement was retrospective, for the last financial year.
- A countywide board had been set up, with the Safer Peterborough Partnership represented by Adrian Chapman.
- A Modern Day Slavery Delivery Board had also been created, to provide partners with a delivery plan. This was steered by the National Crime Agency.

Cabinet considered the report and **RESOLVED** (unanimous) to approve the draft 2016/17 Modern Slavery Act Transparency Statement for signature and publication.

REASONS FOR THE DECISION

The draft Modern Slavery Act Transparency Statement fulfilled the council's statutory obligations under the Modern Slavery Act 2015 and it was therefore recommended to Cabinet for approval.

ALTERNATIVE OPTIONS CONSIDERED

Not to approve the draft Modern Slavery Act Transparency Statement. This option was not recommended as the Council would not be able to meet its statutory requirements.

25. PETERBOROUGH LOCAL PLAN PROPOSED SUBMISSION

The Cabinet received a report in relation to the proposed submission of the Peterborough Local Plan.

The purpose of the report was to enable Cabinet to consider and recommend to Council the approval of the Proposed Submission Local Plan for public consultation and then submission to the Secretary of State.

A supplementary report was received which highlighted the "Planning for the right homes in the right places" document published by Government on 14 September 2017, which was unable to be considered as part of the original report. This supplementary report set out a revised recommendation.

With the permission of the Chairman David Carlisle, Homes and Communities Agency representative, addressed the Cabinet and in summary raised the following key points:

- Reaction within the industry to the Government paper had been mixed, as there was no allowance for strategy, and local needs did not appear to be considered.
- It was suggested that the implications of the Combined Authority targets had not been considered within the Plan.
- It was considered that with housing targets set to increase, common ground between the authority on developers should be found.

The Cabinet Member for Growth, Planning, Housing, and Economic Development introduced the report and advised that, in light of the further documentation from Government, a revised recommendation had been provided to defer the Cabinet's

decision to allow for a review of the housing target number. The Planning and Environmental Protection Committee and the Growth, Environment and Resources Scrutiny Committee had endorsed the revised recommendation.

The Head of Sustainable Growth Strategy explained that the document published by the Government set a new standard method for calculating housing need. Central Government had provided local authorities in the process of developing their local plans with the option of remaining with their old method, or converting to this new method. It was anticipated that using the new method, Peterborough's housing need may decrease by 1,000 or 2,000 homes.

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

- Clarity was provided around the requirement of the Council to provide a 20 year plan as well as a 5 year housing supply.
- It was confirmed that a deferral was being recommended simply to review the numbers set out within the plan.
- The 20 year plan was reviewed every five years and took into account long term economic issues.
- The implications of Brexit were not yet known, but would be picked up at the next Local Plan review.
- There were no financial implications in deferring the decision.
- It was suggested that the decision return to the next meeting of Cabinet on 20 November 2017.

Cabinet considered the report and **RESOLVED** to defer a decision on the Proposed Submission ('Publication Draft') Local Plan for a period of 2-3 months, to enable officers to (a) fully appraise the new method for calculating housing need, and (b) bring back to Cabinet a revised housing target and a subsequent revised set of proposed allocations.

REASONS FOR THE DECISION

The updated recommendation was for reasons set out in this report, namely due to the very recent publication of a Government document which materially affected the preparation of a Local Plan for Peterborough.

ALTERNATIVE OPTIONS CONSIDERED

The alternative was to agree the original recommendations as set out in the original agenda item report. This remained a reasonable alternative option, because Government had set out clearly a 'transitional' arrangement for implementation of its proposals, as referred to above. Peterborough could take advantage of such transitional arrangements. However, this option had been rejected because it was considered that the most suitable course of action was to align the content of the Local Plan to the most up to date national policy, and in doing so likely result in a more robust Local Plan in the longer term. A short delay of no more than 3 months (likely significantly less) would enable that alignment to take place, a benefit which was considered to outweigh the cost of a short delay.

MONITORING ITEMS

26. OUTCOME OF PETITIONS

The Cabinet received a report in relation to the outcome of petitions received by Council officers and at the Council meeting held on 19 July 2017.

The purpose of the report was to update Cabinet on the progress being made in response to petitions submitted to the Council.

Cabinet considered the report and **RESOLVED** (unanimous) to note the actions taken in respect of petitions.

REASONS FOR THE DECISION

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

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

Chairman
10:00am – 11:35am
25 September 2017

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CABINET	AGENDA ITEM No. 5
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Stephen Gerrard, Interim Director of Governance	
Cabinet Member(s) responsible:	Councillor Holdich, Leader of Peterborough City Council	
Contact Officer(s):	Amy Brown, Senior Lawyer	01733 452 617

ESTABLISHMENT OF ESPO TRADING LIMITED

RECOMMENDATIONS	
FROM: THE ESPO JOINT CABINET COMMITTEE	Deadline date: 1 DECEMBER 2017
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Note the ESPO Joint Cabinet Committee's recommendation, following its meeting of 20 September 2017, to establish a new trading company 'ESPO Trading Limited'; 2. Approve the establishment of a new trading company, 'ESPO Trading Limited' on the basis outlined in this report; and 3. Authorise the Chief Executive in consultation with the s151 Officer and Monitoring Officers to sign and complete on behalf of the Council such indemnities, agreements and documentation as she shall be required to enable the Council to become a shareholder in ESPO Trading Ltd. 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following a referral from CMT on 8 November 2017.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to advise the Cabinet of the recommendations of the ESPO (Eastern Shires Purchasing Organisation) Management Committee and senior officers of the six member councils concerning the establishment of a new company, ESPO Trading Limited.

2.2 The report has been written to enable consideration of the matter in public. As such the detailed business case and draft documents necessary to incorporate and begin trading through the company are not appended to this report. These documents have been closely scrutinised by the ESPO Management Committee, and the senior officers and legal and financial teams of each of the six member authorities. With the exception of the business case the other documents necessary to incorporate the company have been drafted by external specialist legal advisors for Leicestershire County Council and shared with all member authorities.

2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.7, 'To be responsible for the Council's overall budget and determine action required to ensure that the overall budget remains within the total cash limit.'

3. **TIMESCALES**

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

BACKGROUND

4.1 ESPO is a public sector buying organisation operating as a Local Government Committee, jointly owned by six local authorities. As it is not a separate legal entity its functions are performed through Leicestershire County Council, which acts as the Servicing Authority to the joint committee.

4.2 ESPO's main objective is the provision of a professional, comprehensive value for money purchasing, contracting and supplies service for its member authorities and other public bodies under the provisions of the Local Authority Goods and Services Act 1970. It does so by providing access to a catalogue containing nearly 27,000 product lines and over 150 framework solutions.

4.3 In financial terms ESPO not only has a statutory duty to recover its operating costs but also to keep these to a minimum commensurate with the level of service required and the long term development of the business. Any surpluses accrued are distributed to the member authorities in line with an agreed formula after a proportion of the profits have been set aside for a development reserve and as working capital. Last year ESPO generated a profit of nearly £4.2m of which £2.8m was distributed to the member authorities.

4.4 ESPO now trades successfully on a self-funded basis and is recognised as one of the leading public sector buying organisations in the country, supplying to a broad range of customers principally in the education sector. However, as its sole power to trade through its Servicing Authority is under the Local Authorities (Goods and Services) Act 1970 as a joint committee, ESPO is limited to being able to trade with organisations identified and listed under that Act. This list is updated from time to time but is strictly limited and does not include all contracting authorities that wish to buy ESPO's goods and services, such as central government departments. Whilst the Act and joint committee facilitated ESPO's creation of the organisation, it is also constrained by its constitution and structure and can trade only with other public bodies in the UK. This market is shrinking as local authority resources reduce and services are outsourced to private or voluntary sector organisations.

4.5 **New Trading Company**

Restriction on trading has led ESPO's Management Committee to explore alternative markets and potential customers that are not public bodies. These fall into two groups:-

(a) customers that are not contracting authorities, such as charities and others in the voluntary sector, using alternative powers to trade through a separate company; and

(b) charging those that are contracting authorities but not public bodies, such as central government departments, on a cost recovery basis, using alternative powers to charge that do not require the use of a company.

4.6 The charging model for (b) above enables ESPO to continue to serve its existing customers from the wider public sector on a non-commercial basis. It is not intended as a means for actively pursuing commercial growth, rather to enable those customers to continue using ESPO as a public sector supplier. Charging will be based on the guidance laid down by the Chartered Institute for Finance and Accountancy (CIPFA).

4.7 In 2015/16 the ESPO Management Committee set a target to achieve a surplus of £6m by

2020/21. Whilst most of this (£4million) will be achieved by growth rate based on ESPO's existing core business, new projects and initiatives will be needed to deliver the target surplus. These include:-

- Creation of a Private Trading Arm
 - Automation in Warehouse (in progress)
 - Personalised Procurement Service (PPS) (marketing activity)
 - International Sourcing (business as usual buying activity)
- 4.8 • Mergers and Acquisitions (reviewed as opportunities arise).

The creation of ESPO Trading Ltd. is one of the key projects intended to drive future growth. Through it, ESPO intends to pursue the opportunity to trade in current products and services, through its existing infrastructure, but to new markets and customers. It will also allow ESPO to trade with confidence with organisations with a public sector ethos, but which are not designated as 'Public Bodies' under the Local Authority (Goods and Services) Act 1970.

4.9 **Structure, Management and Staffing of the New Company**

The Company will be a separate legal person, distinct from the local authorities that comprise ESPO's joint committee. The Company's operations, whilst related to those of ESPO, will not be governed by the Consortium Agreement. Instead, the Companies Act 2006 and the Company's Articles of Association will regulate in part the relationship between the local authorities who are or subscribe to become shareholders in the Company. Overlaying these, a shareholders' agreement will complete the relationship between the shareholders.

4.10 The activities of the Company will be restricted to those agreed in a business plan that the shareholders will review and update when they determine.

4.11 Each shareholder will subscribe for an equal number of shares in the Company. Any prospective shareholder in the Company must join ESPO's joint committee, if not already a member, and agree to become bound by the shareholder agreement and the Consortium Agreement.

4.12 The Board of Directors will be responsible for the day-to-day management of the Company and will comprise of up to five officers employed by the shareholders, three representing ESPO, one nominated by Leicestershire County Council and one nominated by the remaining shareholders. Each category of director must be present for the Board to be quorate. Major matters (e.g. investment acquisitions) will be reserved to the shareholders in general meeting.

4.13 In addition, shareholders will appoint two Non-Executive Directors to the Board and may appoint observers to attend Board meetings. Observers appointed will not have the right to speak or vote at Board meetings.

4.14 Shareholders will take strategic decisions in general meetings of the Company, where an elected member will represent each shareholder. This provides the option for shareholders to arrange for member participation in general meetings to coordinate with the separate management of ESPO through its Management Committee. These strategic decisions will concern matters reserved to shareholders and set out as such in the shareholders' agreement.

4.15 The shareholders agreement also describes: how the directors of the Company will determine the distribution of the Company's profits as dividends to shareholders; the financial information to be provided to shareholders; the limitations on shareholders' ability to transfer shares to others and the potential for shareholders to be required to transfer shares if they cease to be members of ESPO's joint committee or act in breach of the shareholders' agreement; the mechanism for settling any dispute; and arrangements, should the Company be wound up.

The primary objective of the new Company is to legally trade outside of ESPO's current boundaries. It is not envisaged as an employment vehicle. It is intended that current ESPO employees will continue to be employed by Leicestershire County Council as the Servicing Authority. If additional staffing and resources are required to fulfil operational and governance

4.17 requirements of the new company, a tax efficient transfer-pricing model will be adopted, under which a recharge will be made between the new Company and ESPO.

Leicestershire County Council (on behalf of ESPO) and ESPO Trading Ltd. will need to enter a management agreement under which the Council provides all the services and goods to the Company. ESPO Trading Ltd will, at least in the short term, simply be a shell company with no employees or assets as a necessary requirement of statute in order to act for a commercial purpose.

4.18 **Business Case**

4.19 ESPO is an established, well known and reputable brand in its current markets of education, local government and the wider public sector.

4.20 ESPO provides a catalogue offer for goods. It also provides procurement services, primarily in the form of access to a range of frameworks (agreements with providers or a range of providers, enabling buyers to order services without running full tendering exercises). Frameworks enable customers to access goods and services by contracting directly with the supplier.

4.21 The education market accounts for the majority of ESPO's catalogue business. This market has been declining in recent years, reflecting real-term reductions in funding per pupil. According to the Institute for Fiscal Studies, this market is forecast to decline by 8% over the next five years.

4.22 ESPO's MTFS has financial growth expectations for which it has set a target to increase its market share. ESPO intends to obtain these new sales by accessing new customer markets through ESPO Trading Ltd.

4.23 ESPO Trading Ltd will prioritise the marketing of existing products where there is already a high level of internal experience. The impact on the organisation will therefore be limited with ESPO already well positioned to form a foundation on which ESPO Trading Ltd can be established and developed relatively easily.

4.24 Utilising the current products, staffing, and overall infrastructure will enable ESPO to enter the new and extended markets by simply extending its existing offer to new customers. Rather than being a new supplier in the market, ESPO Trading Ltd will simply be a new way of trading, and as such will not be subject to the barriers to entry most new companies face.

4.25 ESPO's competitors now trade with both private and public sector customers. They have already demonstrated that public sector education providers can trade with private customers, so the work has been done to establish this as a viable proposition to the customers targeted. In addition, the attractive price point by which ESPO is known will also remain, making the sales pitches less difficult and will make converting new customers more achievable.

4.26 With the majority of ESPO's current catalogue sales in education, it has a good range of products to offer to the private, charitable and voluntary sectors. ESPO Trading Ltd also provides opportunities to expand the business, offering familiar products to organisations that fall outside the scope of public bodies and contracting authorities.

4.27 ESPO has examined its current trading trends and markets as well as those that will be most suited to ESPO Trading Ltd and, through a process of filtration and funnelling, has prioritised its target customer groups.

4.28 The commercial opportunities or target markets identified for the new Company are broadly: education sector collaboration, independent sector diversification, residential care, charities and volunteering groups, as well as potential for international education sector trade and the wider offering of framework solutions to private sector users. All of these draw on the existing infrastructure and skillsets within ESPO while addressing the legal limitations to trade within the current constitution.

ESPO's strong brand has performed well in the UK education market and is recognised in the wider public sector for its extensive framework solutions and individual contracts. The branding will feature in all marketing strategies in new growth areas.

4.29 **Summary of Sales Growth potential in years 1 and 2**

The consolidated commercial opportunities for growth outlined above equate to a combined indicative turnover of £1m to £1.4m. This is based on a cautious approach to the selected markets:

	£m	
	Year 1	Year 2
Education via collaboration		
Region A	0.104	0.156
Region B	0.175	0.260
Region C	0.300	0.450
Education via diversification	0.140	0.210
4.30 Care, Charity and local private sector	0.281	0.350
	1.000	1.426

- 4.31 Through the 'Charging' aspect of this proposal, catalogue sales and rebate income on frameworks will also be protected. Those customer types that are not included within the Local Government Goods and Services Act 1970 list of public bodies, but which nevertheless appear to be public bodies, could be transferred from ESPO to ESPO Trading Ltd or continue to be served under a 'Charging' mechanism.
- 4.32

Finance

- 4.33 The proposed share capital of ESPO Trading Ltd is 600 shares of £1 each held equally by each of the six member authorities. Working capital for ESPO Trading Ltd will come from ESPO's existing reserves through a mechanism which will reflect commercial rates.

- 4.34 ESPO Trading Ltd will operate within the assets of ESPO and therefore under the same IT systems and processes as ESPO.

Governance – Practical Considerations

- 4.35 ESPO Trading Ltd will not require a Servicing Authority, instead it will be governed by the Companies Act 2006, its Articles of Association, its shareholders' agreement, decisions of the

shareholders in general meetings and by written resolution, and decisions of its Board of Directors.

4.36 As member authorities are also shareholders, each will have similar influence over ESPO Trading Ltd as they currently do over ESPO. It is therefore expected that these two entities will work under parallel but complementary systems ensuring good governance control.

The practicalities of running ESPO Trading Ltd are such that it would make sense for its governance arrangements to follow the meeting cycle and governance of the existing ESPO Management Committee and that matters relating to the new company should be a separate item on the agenda for those meetings.

4.37 **Risk Assessment**

4.38 If there is a failure of management to ensure proper governance such as being non-compliant with legislation (e.g. Health and Safety, Data Protection, Employment, Freedom of Information), this would result in fines and possibly legal action. This could make it difficult to obtain insurance cover or could increase premiums. The risk of this is, however, mitigated by the oversight provided by the Internal Audit of Governance arrangements, preparation of the Annual Governance Statement and the regular liaison meetings with the Servicing Authority.

There is also the possibility that existing customers loyal to ESPO for its public sector ethos may perceive the creation of a private trading company as tarnishing its public sector credentials leading to loss of business. This will be managed by appropriate marketing within both ESPO and ESPO Trading Ltd to ensure that customers understand that ESPO's commitment to the public sector is still at its core.

4.39 If ESPO Trading Ltd fails to achieve its business plan, then there is the possibility that ESPO would be unable to pay dividends to its members in line with the MTFS and unable to pay its suppliers. In addition, substantial interest charges could be incurred on borrowings and aggressive credit control practices would be required to maintain cash-flow. This risk will be mitigated by balancing planned annual incomes and expenditure to ensure ESPO continues to generate trading surpluses and positive cash flows in line with its MTFS, maintaining robust customer credit control procedures and aged debtor reporting. Daily monitoring of Orders and Lines and weekly and monthly reporting of incomes and trading results against budget and target will also ensure that management have a detailed overview of the business and are able to course correct throughout the year as needed.

4.40
4.41 If ESPO Trading Ltd fails to achieve proper segregation from ESPO, this could result in inaccurate accounts, qualified audit reports, and an incorrect calculation of dividends. The risk of this happening will be minimised by employing Internal Audit investigations and Standard Operating Procedures designed to address segregation of duties.

4.42 There is also the risk of mergers in the market and emerging competitors coming from within existing key partners but as with ESPO itself, management will continue to undertake market monitoring and benchmarking.

4.43 While there are a range of risks as set out above, the Management Committee was satisfied that the proposed method of establishing ESPO Trading Ltd and its business model will ensure that risks are mitigated by control measures. Its risk profile will be within acceptable tolerances and will receive the same rigorous monitoring and audit as recommended by Leicestershire County Council's Internal Audit.

Conclusion

4.44 There is an underlying trend of volume decline in the core education marketplace and while ESPO continues to hold and even grow its market share, ESPO's Management Committee has agreed that continued growth will need to be underpinned by the development of new projects and initiatives. ESPO Trading Ltd is a cornerstone to ward off decline and to contribute towards

ESPO's projected surplus growth being delivered to its members.

- 4.45 The member authorities' legal officers have scrutinised the legal basis for charging within ESPO and have been working with Browne Jacobson, independent legal advisors, to shape the shareholder agreement, articles of association and deed of variation required to establish a company, having due regard for the ESPO Management Committee Consortium Agreement and Constitution.

Having presented this groundwork to the Management Committee on 20 September 2017, they agreed to support the creation of ESPO Trading Ltd subject to approval by each member authority's Cabinet on the basis set out above.

Once established, ESPO Trading Ltd will complement the existing operation and facilitate commercial opportunities which are currently not accessible via the existing consortium arrangement.

5. CONSULTATION

- 5.1 The ESPO Joint Cabinet Committee and Officer Group have been consulted in formulating and recommending these proposals.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that if the recommendations set out in this report are accepted, the trading company will be brought into effect within the current financial year.

7. REASON FOR THE RECOMMENDATION

- 7.1 ESPO is established as a joint committee set up in accordance with the Local Government Act 1972 and the Local Government Act 2000. Its servicing authority, Leicestershire County Council, is limited to trading under powers in section 1 of the Local Authorities (Goods and Services) Act 1970 with a limited number of organisations defined as public bodies under that Act.

- 7.2 Member authorities of ESPO have the opportunity to explore alternative markets that are not public bodies, by using the powers under:-

(i) Section 4 of the Localism Act 2011 and Section 95 of the Local Government Act 2003 to trade for profit, through the new separate company;

(ii) Section 3 of the Localism Act 2011 and Section 93 of the Local Government Act 2000 to make a charge through the existing joint committee and servicing authority for goods and services to organisations other than those with which ESPO may trade by virtue of the *Local Authority (Goods and Services) Act 1970*.

- 7.3 By virtue of being able to trade with organisations in addition to public bodies, ESPO and the new Company will be able to secure ESPO's position in an increasingly competitive market and deliver the growth and profit targets set by the ESPO Management Committee in its Medium Term Financial Strategy.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 If the trading company is not incorporated there are no alternative ways for ESPO to access the new markets set out.

9. IMPLICATIONS

Financial Implications

- 9.1 There will be no cost to any of the member authorities arising from the recommendations in this

report, other than £100 each to subscribe for shares in the new Company, as the working capital for the new Company will be met from existing ESPO reserves.

- 9.2 The ESPO Management Committee agreed a target surplus of £6m by 2020/21. Whilst most of this will be achieved by growth rate based on ESPO's existing core business, a number of new projects and initiatives are also needed. It is considered that there is potential for sales growth of around £1 - £1.4m within the first two years of operation of the new ESPO trading company: figures are based on a cautious approach to the selected markets.

Legal Implications

- 9.3 Legal Advice has been obtained on the formation of the company from external specialist commercial solicitors who have worked closely with the Council's in house legal team. This has enabled assurance in relation to the vires, regulatory, constitutional and governance issues arising from the proposed company formation.
- 9.4 As progress towards incorporation of the trading company is made, there will be a requirement for ongoing legal and regulatory advice. Thereafter, once incorporation has taken place, the Company will require its own separate and independent legal advice.
- 9.5 The legal rationale for the trading company and the statutory limitations on trading as a joint committee are as set out in the report.

Equalities Implications

- 9.3 There are no equality or human rights implications directly arising from this report.

10. BACKGROUND DOCUMENTS

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

- 10.1 Minutes of the ESPO Management Committee meeting held on 20 September 2017.

11. APPENDICES

- 11.1 None.

CABINET	AGENDA ITEM No. 6
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Simon Machen - Corporate Director Growth and Regeneration	
Cabinet Member(s) responsible:	Councillor Hiller - Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Gemma Wildman - Principal Planning Officer	Tel. 863824

PETERBOROUGH LOCAL PLAN PROPOSED SUBMISSION

R E C O M M E N D A T I O N S	
FROM: Corporate Director of Growth and Regeneration	Deadline date: N/A
<p>It is recommended that Cabinet recommends that Council:</p> <ol style="list-style-type: none"> 1. Approves the Proposed Submission ('Publication Draft') Local Plan as attached at Appendix A, for the purpose of both its final consultation for six weeks (likely during January and February 2018); AND its subsequent submission to the Secretary of State for the purpose of independent examination. 2. Approves the Policies Map (including associated inset maps) as set out as part of the agenda papers, for the purpose of consultation alongside the Local Plan consultation AND for subsequent submission to the Secretary of State for consideration alongside the examination of the Local Plan. 3. Delegates to the Head of Sustainable Growth Strategy any presentational improvements or other inconsequential changes (eg correcting typographical errors or factual inaccuracies) to the Publication Draft Plan or Policies Map that (taken together) do not materially affect the policies set out in the Local Plan prior to the consultation commencing. 4. Delegates to the Head of Sustainable Growth Strategy the ability to agree and consult upon a set of proposed modifications during the examination process (most likely at the very end of the examination process), if asked by the Inspector to do so. 	

1. ORIGIN OF REPORT

- 1.1 In September 2017 a version of the Proposed Submission Local Plan was published for consideration by Planning and Environment Protection Committee (19 September 2017), Growth, Environment and Resources Scrutiny Committee (20 September 2017) and Cabinet (25 September 2017) with the original officer recommendation being that the Plan should be recommended to Full Council (for its meeting in October 2017) for subsequent public consultation and submission to the Secretary of State.
- 1.2 However, on Thursday 14 September 2017 (three days after publication of the Proposed Submission Local Plan for the purpose of consideration by the above mentioned meetings), Government launched an important consultation document entitled "*Planning for the right homes in the right places*", which includes a proposal for a new standard method for calculating

the housing need of a district, a method which would replace the costly and varying methods currently applied by different councils, Peterborough included.

- 1.3 As part of the document, Government applied the standard method it is proposing and issued the subsequent housing need which would arise for every district in the country.
- 1.4 For Peterborough an initial review of the new methodology demonstrated what appeared to be a reduction of between 1,000 to 2,000 dwellings over the plan period, and, if that was the case, the likely consequence of needing to remove one or more recommended sites.
- 1.5 Therefore, as a consequence of the late publication of new evidence by government, an alternative recommendation was tabled by officers at Planning and Environment Protection Committee, at Growth, Environment and Resources Scrutiny Committee and at Cabinet. The revised recommendation was endorsed by both Committees, and Cabinet subsequently agreed to it, which, in short, was that a decision on the Local Plan be deferred for a period of 2-3 months, to enable officers to (a) fully appraise the new method for calculating housing need, and (b) bring back to Members a revised housing target and a subsequent revised set of proposed allocations.
- 1.6 Officers are pleased to be able to report that the Local Plan is now ready for reconsideration by Cabinet.
- 1.7 Please note that this agenda report largely repeats what was contained in your previous agenda report, but is included here for completeness. *Text in italics is the substantial new material, compared with your previous report.*

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to enable Cabinet to consider and recommend to Council the approval of the Proposed Submission Local Plan for public consultation in January 2018 and then submission to the Secretary of State.
- 2.2 The recommended Proposed Submission Local Plan is available at **Appendix A**, and the accompanying Proposed Submission Policies Map is available at https://drive.google.com/drive/folders/0B_3f1SsdQbrNOVZOS1BPMFNhcjA?usp=sharing Copies have been placed in each of the Members Group Rooms.
- 2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, '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. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	20 November 2017
Date for relevant Council meeting	13 December 2017	Date for submission to Government Dept.	CLG, April/May 2018 (APPROX)

4. BACKGROUND AND KEY ISSUES

Introduction

- 4.1 In July 2015 Cabinet agreed to prepare a new Local Plan for Peterborough, which will replace the following adopted Development Plan Documents (DPDs), which in effect will be merged into the new single Local Plan:

- Core Strategy DPD (2011),

- Site Allocations DPD (2012),
- Planning Policies DPD (2012) and
- City Centre DPD (2014).

- 4.2 In January 2016 the Council consulted on the Preliminary Draft Local Plan which set out the broad distribution of growth between 2011 and 2036.
- 4.3 At this stage, the draft plan did not identify the precise sites required to deliver the housing and jobs growth targets. As part of the consultation process, the Council asked the public, developers, landowners, agents and parish councils to suggest sites for future housing and employment provision that are available and deliverable. All suggested sites are listed in the Strategic Housing Economic, Land Availability Assessment (May 2016).
- 4.4 In December 2016 the Council consulted on the Further Draft Local Plan, which identified the preferred locations for growth for the first time. All comments received during the consultation period have been assessed and taken into consideration during the production of the Proposed Submission Local Plan and appropriate changes made to the Plan.
- 4.5 Since February 2017, further work has been undertaken, including re-assessment of all sites and detailed assessment of any new sites suggested as part of the Further Draft stage, and updating the evidence base where necessary.

The Proposed Submission Local Plan

- 4.6 The Proposed Submission Local Plan (or, in legal terms, it is sometimes known as the 'Publication Draft' Local Plan) is the culmination of extensive work since its inception in July 2015, including consideration of many thousands of pages of evidence and many thousands of representations from the public. Those representations have been extremely helpful in shaping the plan presented, though it is accepted that not everyone will be satisfied with every policy or land allocation in the plan.

Key Issues

- 4.7 The Proposed Submission Local Plan is structured as follows and broadly follows the thrust and intent of the previous 'Further Draft' version:
- 4.8 **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 Action Plan.
- 4.9 **Part B** – Identifies the broad distribution and areas for future housing and employment.
- 4.10 The Local Plan target is for 21,315 new homes between 2016 and 2036 and for 76ha of employment land.

Note: this is a significant change compared with the draft Local Plan presented in September, which had a figure of 27,625 new homes over the period 2011-36. Comparing the two figures is difficult because of the different time frame, but to assist:

(i) the majority of the difference between the two figures of 21,315 and 27,625 arises simply as a result of the different 'start year' for the plan (was 2011, now set at 2016, whilst the end date remains at 2036).

(ii) the 'baseline' need is reduced from 981pa to 942pa, using the new national housing need calculation method. For the period 2016-36, it results in a reduction of 780 homes needed.

(iii) by using the new method, the 'transfer' of homes between Cambridge Sub-region HMA area to Peterborough, as part of the agreed Memorandum of Cooperation between the two areas, is reduced by 25%, to reflect the passing of 25% of the time of such an MoC. This further reduces the need for homes in Peterborough by 625. Formal agreement endorsing this adjustment is currently being sought with partner Councils, and is progressing well, and not envisaged to result in any difficulties.

(iv) by using the new method, the 'backlog' of homes not built 2011-16 need not be accounted for, further reducing the need for new homes from 2016-36.

The net result, and taking account of completion since 1 April 2016 (the new start date of the Local Plan), by using the new government 'Local Housing Need' method results in a reduction of 1,673 homes 'needed' over the period 2017-36. This is broadly in line with the advice tabled in September, when officers reported that the new method 'appeared to result in a reduction of between 1,000 and 2,000 dwellings, and likely at the upper end of that range'.

4.11 It is proposed that the overall development strategy is to focus the majority of new development in, around and close to the urban area of Peterborough, with limited development in the villages. The individual sites required to meet the growth targets are set out in Part D of the plan.

4.12 The overall spatial strategy has been informed by the Peterborough Local Plan - A Strategy For Accommodating Growth https://drive.google.com/file/d/0B_3f1SsdQbrNTkRZVHk2QXoxdFU/view?usp=sharing (October 2017). This sets out the various options (and sites) considered in developing the spatial strategy.

Note: the Strategy as published in September 2017 for use by the various Committees in September has been withdrawn. It has subsequently been updated and republished, dated October 2017.

4.13 Part B also includes a Settlement Hierarchy policy that ranks each settlement according to its size and range of services and facilities, it will help 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.

4.14 **Part C** – includes the detailed policies, criteria and standards that will be used in determining planning applications, such as:

- **Housing** – the policy ensures that new housing which will meet the needs of all communities is delivered. 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.

- **Health and Wellbeing** - the proposed policy looks to ensure that development proposals should promote, support and enhance both the physical and mental health and wellbeing of the community.
- **Transport** – the policy is based on the principles set out in the Local Transport Plan, it includes car parking standards.
- **Infrastructure** – the policy ensures that future growth is supported by the necessary infrastructure such as schools, roads, 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** – the 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 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.

- **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.

A policy identifies areas suggested by the public to be designated as protected Local Green Open Spaces.

A policy also identifies Green Wedges that protect specific areas that could be under considerable pressure for development and which, if built on would result in the coalescence of urban areas with nearby settlements.

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

4.15 **Part D** - identifies the sites required to deliver the Local Plan target for 21,315 dwellings between 2016 and 2036 and 76 ha of employment land between 2016 and 2036.

4.16 In the monitoring year 2016/17 a total of 1,203 dwellings were completed, and, predominantly using data as at 31 March 2017, a further 8,231 had been granted planning permission. These all count towards the target.

4.17 In addition, existing allocated sites (as found in the adopted Site Allocations or City Centre DPDs) are being carried forward such as Great Haddon (5,300 dwellings, with 4,800 of these in the period to 2036) and Norwood (2,000 dwellings), reducing further the need to identify completely new sites.

Note: the Norwood figure has been increased slightly (+200) from the version of the plan published in September. The current adopted Local Plan has Norwood set at 2,300 homes, but that is considered optimistic. Therefore, officers continue to recommend it be reduced, but the latest evidence, and following discussions with colleagues in Development Management, suggests a reduction to 2,000 (rather than 1,800 in the September draft version of the Local Plan) to be the most realistic indicative figure for the site.

An existing allocation at Fengate South (identified in the City Centre Plan) was not included in the version of the Plan published in September. It is now recommended that this site is carried over from the City Centre Plan and is therefore included for 350 dwellings.

4.18 The Local Plan therefore proposes 1,244 new dwellings on new sites. This includes:

- Urban Area - 198 dwellings
- Urban Extension at East of England Showground - 650 dwellings
- Eye - 250 dwellings
- Thorney - 50 dwellings
- Helpston - 82 dwellings
- Small Villages - 14 dwellings

Note: the significant change to the list above, compared with your September 2017 report, is the removal of the site North of Castor and Ailsworth (2,500 homes). This site is no longer needed due to:

- (i) the reduction in housing need (1,673 homes)*
- (ii) the increase in indicative housing provision at Norwood (200 homes)*
- (iii) the inclusion of the existing allocation at Fengate South (350 homes)*

(iv) a slight adjustment to our assumptions on future 'windfall', which officers believe, on a cautious basis, will amount to 2,046 over the period to 2036 (an increase of 302 homes)
(v) the above, when combined, amounts to around 2,500 home reduction, and, based on the spatial strategy and evidence in the republished Growth Strategy, means it is no longer considered by officers to be appropriate to take forward the allocation North of Castor and Ailsworth.

The only other site affected, when comparing your draft Local Plan considered in September 2017 and the one being considered now, is the deletion of site Unit 2, 61 Station Road in Thorney (14 homes). This was recommended for allocation on the basis of an extant planning permission being in place. However, that consent has now lapsed, the site was not put forward for resubmission in the Local Plan, and the site sits within Flood Zone 3 (flood risk). As such, it is no longer included in the Local Plan as a housing allocation. This site is carried forward as an employment allocation as in the adopted Site Allocations DPD.

- 4.19 All the proposed sites are shown on the Policies Map (and village inset maps). All alternative sites have been fully assessed against detailed site assessment criteria to identify the most appropriate and sustainable locations for growth.

Summary of Changes to Proposed Submission Local Plan

- 4.20 As stated, officers have carefully considered all representations received at the last consultation stage, and aimed to address as many concerns as possible. All representations received are available on the Council's website and are summarised in the Further Draft Key Issues Report (April 2017). If any Member wishes to clarify precisely how a particular representation has been dealt with, then officers will be happy to assist. Below illustrates some examples as to what is recommended in the attached proposed Submission Local Plan, compared with the previous Further Draft version:

- Overall growth targets now take into account new evidence, and the new Local Housing Target;
- Open Space standards updated to make it clear what requirements are expected on site and what are off site contributions;
- A separate Green Infrastructure policy created to reflect the broad strategic framework set out in the emerging Green Infrastructure and Biodiversity SPD; and
- New Trees and Woodland Policy which includes requirements to mitigate the loss of trees.
- *Removal of large scale allocation north of Castor and Ailsworth and Country Park.*

Next Steps

- 4.21 If Cabinet agrees the recommendation, and then subsequently Full Council does likewise, then a number of important steps will take place:
- 4.22 First, the Local Plan (and associated material) will be subject to public consultation for six weeks, during January and February 2018. It is important Full Council (and subsequently members of the public) understand this particular round of consultation.
- 4.23 In simple terms, the consultation is open to everybody (including those who have not made any representations to date), but the crucial aspect to understand is that all representations received are not subsequently considered by officers or the Council, but instead, are considered by an independent Planning Inspector. It is also important to understand that any objections at this stage must be based on one of the 'tests of soundness' as set down by legislation. This means that it is not a completely open-ended consultation process, but rather an objector must state why the plan is 'unsound' and what needs to be done to address the matter. It is also important to emphasise that, as set down by legislation, any objections made at earlier consultation stages are not carried forward to the next stage in the process; and as such, if a representor remains unsatisfied with the Local Plan, that representor must repeat their objection at the next consultation stage, if the representor wants it to be considered.

- 4.24 It is fair to say that many members of the public do not, understandably, always comprehend this process at this stage, and are often surprised to find out that the Council as a whole has no opportunity to amend the Local Plan as a result of the consultation. As such, we collectively need to make sure the message is as clear as possible, and explain that we are following legislative requirements.
- 4.25 Second, after the close of the consultation in February 2018 (or another nearby date), officers will thereafter upload all representations onto our website (the consultation portal), summarise the key issues raised, publish all evidence base material and 'submit' the Local Plan and associated material to the Secretary of State (or, in practice, to the Planning Inspectorate). This is scheduled to all happen by April or May 2018.
- 4.26 Third, as soon as the Local Plan is 'submitted', the plan is taken out of the hands of the Council and its officers, and is in the hands of a Planning Inspector appointed to 'examine' the Local Plan.
- 4.27 Fourth, that Inspector will consider all representations received, and will hold a number of 'Hearing' sessions as part of the examination, whereby those who wish to verbally raise their objections with the Inspector will get their chance to do so. Officers will sit at all days of the 'Hearing', to defend the contents of the Local Plan.
- 4.28 Fifth, ultimately, the Inspector will prepare an Inspector's Report, which will contain a list of 'Main Modifications'. As Main Modifications, once finalised, are proposed to make a submitted plan sound and legally compliant, they are effectively binding on the Council, if it wants to adopt the Local Plan.
- 4.29 Throughout the 'examination' process, there will be times when the Inspector will indicate that he/she is considering recommending a particular Main Modification, and will normally ask officers whether it could offer suggested wording to meet the concern. As such, Council needs to delegate authority to the Head of Sustainable Growth Strategy to 'negotiate' such possible modifications with the Inspector during the examination process, to enable the smooth running of the examination. These modifications are in effect 'owned' by the Council as the examination proceeds i.e. they are not formally agreed by the Inspector at this stage (though, in practice, they are informally agreed by the Inspector, as it would be pointless coming up with a modification which the Inspector clearly had fundamental objections to).
- 4.30 Such modifications are normally subject to a round of light-touch consultation, before the Inspector formally considers them (though all of this is a matter for the Inspector to decide, and is not set down in regulation). What happens next is that the Inspector normally then uses such a set of modifications to complete the Inspector's Report, though the final set of modifications is entirely in the hands of the Inspector. This is all a rather complex process, both technically and legally, but can be explained in more detail should this be necessary .

Policies Map

- 4.31 Whilst legislatively complex, a fundamental part of the planning system in England is the 'Policies Map'. To be clear, the Policies Map is not, legally, part of the Local Plan, but rather a geographical representation of the policies found in a Local Plan. The current Policies Map is that approved in December 2012 (and updated in December 2014 to reflect the City Centre Plan). At the 'submission' stage, it is a legal requirement to submit with the Local Plan those changes which will be made to the Policies Map, should the Local Plan be subsequently adopted. Rather than identifying the changes, it is common practice to simply state that the current Policies Map will be deleted, and entirely replaced by a new Policies Map. As such, as part of this agenda item, a full set of Maps as would apply if the Local Plan is adopted is set out for approval.
- 4.32 Due to the size of the Policies Maps, they are not provided in paper format but are available on-line https://drive.google.com/drive/folders/0B_3f1SsdQbrNOVZOS1BPMFNhcjA?usp=sharing as part of the agenda papers. A hard copy will also be available at the meeting.

Programme Officer

- 4.33 It is a requirement of the examination process to have a Programme Officer in place. Whilst appointed and paid for by the Council, the Officer reports to and acts under the direction of the Inspector. In other words they are an officer of the Examination. The role is a mix of part and full time, depending on the tasks set by the Inspector.
- 4.34 All communication with the Inspector, whether by ourselves or any objector, must go through the Programme Officer. No direct communication with the Inspector is permitted, except during the formal 'hearing' sessions of the examination, which is chaired by the Inspector. Officers are in the process of securing a Programme Officer.

Five Year Land Supply

- 4.35 Whilst the latest published Five Year Land Supply report (July 2017) indicates that the Council can currently demonstrate more than five years supply of deliverable sites, publication of the Proposed Submission Local Plan will provide additional land that can be used in calculating the five year supply.
- 4.36 Therefore, if the recommendations set out in this report are agreed (and provided no substantial changes to the content of the Local Plan is made) it means the Council will be in a strong position to robustly demonstrate a five year supply of deliverable sites in the future and fend off unplanned, speculative development proposals.
- 4.37 If the Proposed Submission Local Plan is not approved by Full Council, then the Council will be in a position going forward where it will be at risk of being unable to robustly defend its supply of housing sites, and could be subject to speculative applications (especially in and around villages) and challenges at appeal.

5. CONSULTATION

Previous Consultation Stages

- 5.1 As set out in section 4.2 to 4.5 of this report the Council has carried out two earlier stages of public consultation on the emerging Local Plan.

5.2 **● Preliminary Draft (January 2016 to February 2016)**

The first took place in January 2016 when the Council consulted on the Preliminary Draft Local Plan. A total of 407 comments were received from 59 different individuals/organisations.

- 5.3 A Key Issues Report was published in May 2016 which summarised the main issues raised during the Preliminary Draft consultation. All comments were taken into consideration in the preparation of the Further Draft Plan.

- 5.4 A report, known as the Strategic Housing Economic Land Availability Assessment (SHELAA) was published in May 2016 which listed all sites suggested to the Council as potential allocations to meet the Local Plan growth targets.

5.5 **● Further Draft (December 2016 to February 2017)**

In December 2016 the Council consulted on the second version of the Local Plan, known as the Further Draft version, which included the Council's preferred sites for the first time. A total of 2,014 comments were received from 1,056 different individuals/organisations. The vast majority of comments received related to the proposed new sites, as is often the case with Local Plans.

- 5.6 In April 2017 the Council published a Further Draft Key Issues report which summarised the main issues raised. In June 2017, an updated SHELAA report was published which listed any

new or amended sites suggested to the Council as part of the Further Draft public consultation. All comments have been reviewed and taken into consideration in the preparation of the Proposed Submission Local Plan.

Additional Consultation

- 5.7 A draft of the attached Proposed Submission Local Plan will be presented to Planning Committee on 19 September and to the Growth, Environment and Resources Scrutiny Committee on 20 September 2017. A verbal update of the outcomes of these committee meetings will be given at Cabinet.

Future Consultation

- 5.8 As set out in section 4.21 to 4.30 of this report, subject to approval by Cabinet and Council, public consultation on the Proposed Submission Local Plan will commence in January 2018 for six weeks and in accordance with the requirements set out in the Statement of Community Involvement (SCI). This is the third and final stage of public consultation.
- 5.9 Following the public consultation, the document, and any representations made will be submitted to the Secretary of State, who will arrange for a public examination by an independent Inspector from the Planning Inspectorate.
- 5.10 The Planning Inspector may be minded to make recommendations that would result in major changes to the Proposed Submission Local Plan. In this case there would likely be a further opportunity for comments on any such potential recommended changes, though this is a matter for the Inspector (not the Council) to determine.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that Cabinet recommends that Council approves the Proposed Submission ('Publication Draft') Local Plan for public consultation in January 2018 for six weeks followed by submission to central government.

7. REASON FOR THE RECOMMENDATION

- 7.1 Cabinet are asked to recommend that Full Council approves the Proposed Submission Local Plan for Public consultation and submission to Secretary of State for the purpose of independent examination.

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 2018. This is linked to the Council's Environment Action Plan. All suggested sites have been assessed against detailed site assessment criteria.
- 8.3 The alternative growth options have been assessed and are set out the Peterborough Local Plan - A Strategy For Accommodating Growth.

9. IMPLICATIONS

- 9.1 The Proposed Submission Local Plan will have implications for all sectors of the community throughout the Local Authority area.

Financial Implications

- 9.2 The financial implications which arise from approval of the recommendations are

- Costs associated with the ongoing consultation and preparation of the Local Plan. These costs can be met from existing budgets.
- By proceeding to submission and examination of the Local Plan, the Council has to commit to resourcing a Programme Officer and an Inspector. Whilst the Programme Officer is relatively low cost (a part time, experienced administrative role), the Inspector fees can be substantial. Such fees are charged on a day basis, set by legislation, and the Council must sign an agreement in advance stating it will pay such fees, whatever the outcome. As an estimate, such fees will amount to between £50-£150k. Arrangements are being put in place to meet these costs.
- The Council owns land that has been identified as an allocation for future development and there could be financial implications on the value of that land. To be clear, all Council owned land has been assessed and treated like all other proposed areas for development.
- There could be indirect financial implications arising from the development of sites (e.g. provision of infrastructure and services for the new residents, Community Infrastructure Levy monies and s106 arrangements, and increased business rates, council tax or other receipts).

Legal Implications

- 9.2 The Local Plan must be prepared and adopted in accordance with a wide range of Acts and Regulations, especially the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. In addition, the Council must have regard to national policies and advice contained in guidance issued by the Secretary of State.

Equalities Implications

- 9.3 All policies and sites within the Proposed Submission Local Plan have been assessed against the Equality Impact Assessment

10. BACKGROUND DOCUMENTS

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

- 10.1 A vast amount of evidence has been compiled as part of the plan making process and is either already available on the Council website or will be made available as part of the consultation process due to take place in January 2018 Subject to approval by Cabinet and Full Council).
- 10.2 Local Plan evidence base can be viewed on our website.
- 10.3 Please note this list of evidence documents will be continuously updated as the Local Plan progresses through the next stages.

11. APPENDICES

- 11.1 Appendix A - Proposed Submission Local Plan



Peterborough Proposed Submission Local Plan

**Draft for consideration by Cabinet on 20
November 2017**

Peterborough City Council

Sustainable Growth Strategy
Peterborough City Council
Town Hall
Bridge Street
Peterborough

Telephone: (01733) 863872

www.peterborough.gov.uk

This is the Proposed Submission version of the Peterborough Local Plan, which sets out how the city and the rural area will grow and change up to 2036.

This document is available for public consultation between XX January and XX February 2018, before the council submits the document to Government to carry out an independent examination into the Local Plan.

Foreword

Introduction

This is the Proposed Submission version of the Peterborough Local Plan. It contains what, subject to final consultation and Independent Examination, Peterborough City Council considers to be the most appropriate planning policies for the growth and regeneration of Peterborough and the surrounding villages up to 2036.

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.

How to make comments on the Proposed Submission ('Publication Draft') Local Plan

We are consulting on this Proposed Submission Local Plan between 09:00 on XX January 2018 and 11:59pm on XX February 2018. During this six week consultation period the Local Plan, Policies Map and other Proposed Submission documents (as defined by Regulation 17 of The Town and Country Planning (Local Planning) (England) Regulations 2012 - see glossary) will be available to view at:

www.peterborough.gov.uk/LocalPlan or our Customer Service Centre at Bayard Place, Broadway, Peterborough PE1 1FZ. (Opening hours are Monday to Friday - 9am to 5pm).

Copies of the Proposed Submission Local Plan and the Proposed Policies Map are available to view in Local Libraries.

There are several ways that you can comment on the plan:

You can use our [online](#) consultation portal. The portal allows you to add your comments next to the policies and paragraphs that you would like to comment on (this is our preferred method).

Alternatively a Representation Form is available at the council's customer service centre at Bayard Place or can be downloaded from the above website and returned by e-mail or post to:

planningpolicy@peterborough.gov.uk

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

All responses must be received by 11.59 on XX February 2018

You must submit your comments within the six week consultation period. Only those who have submitted their comments within the consultation period will have the right to have their comments considered by the Planning Inspector.

Any comments made at this stage must relate to the legal compliance and /or soundness of the Plan and how it meets (or not) the tests of soundness. In order for the Local Plan to be found sound it must be justified, effective, consistent with national policy and have been positively prepared.

Preface

Before making any comments please read our Guidance Note for Making Representations. The guidance note clearly sets out how to fill in the Representation Form and how to make comments. Please clearly let us know exactly which section, paragraph, policy or site you are commenting on.

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

What stage are we at?

This is the third and final stage in a lengthy process of producing a new Local Plan for Peterborough.

Stage		Description
1	Preliminary Draft Local Plan public consultation	Completed January to February 2016 Opportunity for interested parties and statutory consultees to consider the options for the plan before the Further Draft document is produced.
2	Further Draft Local Plan public consultation	Completed December 2016 to February 2017 Opportunity for interested parties and statutory consultees to consider the preferred policies and sites for the plan before the Proposed Submission document is produced.
3	Proposed Submission public consultation	Current Stage January to February 2018 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 representations received 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.

For further information about the Local Plan, including earlier consultation stages and supporting evidence documents please go to www.peterborough.gov.uk/localplan

National Planning Policy Framework (NPPF) and the Peterborough Local Plan

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 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.

Status of Proposed Submission Local Plan January 2018 for Decision Makers

This Proposed Submission Local Plan was approved by Peterborough City Council on 13 December 2017 for the purpose of public consultation. It is therefore classified as an 'emerging' plan.

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. At this final stage of plan preparation, the weight to be given to this emerging plan is more substantial than for previous stages, though the 'starting point' for decision makers remains with the existing adopted DPDs.

OS Map - Copyright Note

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Part A - Setting the Scene

- 1.1** This is the Peterborough Local Plan. It contains the most appropriate planning policies for the growth and regeneration of Peterborough and the surrounding villages up to 2036.
- 1.2** Within this document you will find a vision for what Peterborough could be like in 2036. There are also some objectives to explain what is trying to be achieved and policies setting out what and how much development should take place and the sites required to meet this growth. 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; and
 - Part D - identifies the sites required to deliver the future growth requirements.
- 1.3** The Plan is supported by a Policies Map which shows where the spatial policies in the Local Plan apply.

Peterborough in Context

- 1.4** 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 196,640 (at mid 2015).
- 1.5** 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.
- 1.6** 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.
- 1.7** 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 a 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.
- 1.8** 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

- 1.9** 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 also higher than average.
- 1.10** The City of Peterborough continues to grow, 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 (Cardea). 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

2.1 The Local Plan is required to be consistent with the NPPF/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:

- Sustainable Community Strategy
- Housing Strategy
- Parish Charter
- Air Quality Strategy
- Cultural Strategy
- Biodiversity Strategy
- Director of Public Health's Annual Report
- Adjoining local authorities plans
- Health and Wellbeing Strategy
- Local Transport Plan

Council's Priorities

2.2 The Local Plan will also help to deliver the council's corporate priorities (as at July 2017):

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

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 May 2017 the [Environment Action Plan \(EAP\)](#) 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 2020).

Influences and Overarching Issues



Strategic Priorities for Development and Use of Land in Peterborough

2.6 The strategic priorities for the development of use land in the Peterborough Authority Area (for the purpose of section 19(1B) of the Planning Compulsory Purchase Act 2004) are:

Table 1 Strategic Priorities

NPPF Strategic Priorities	Local Planning Authority Strategic Priorities	Key Policies to Address these Priorities
Housing and Jobs	To facilitate the delivery in full of the homes and jobs identified as being needed in the district. To deliver a balanced mix of tenures, types and sizes of new homes, including affordable homes of a type and tenure which meet identified needs.	LP3, LP4 and LP8
Retail	Peterborough City Centre to continue to provide a regional destination for shopping and leisure.	LP6 and LP12
Infrastructure	Ensure necessary infrastructure is in place to support growth. Continue to implement Community Infrastructure Levy (CIL) and update the Council's Infrastructure Delivery Plan (IDP).	LP14 and LP15
Health	To provide safe and healthy environments, reduce health inequalities and help everyone live healthy lifestyles.	LP7
Climate Change	Implement the council's Environment Capital Agenda creating sustainable development.	LP1 and LP31

Influences and Overarching Issues

2.7 This Local Plan sets out policies to address these priorities when taken as a whole.

Other Strategies, Plans and Evidence Base

2.8 On our website you will find a library of documents which have helped inform preparation of the Local Plan.

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 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 Action Plan 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.

- 2.11** The above issues will be monitored as part of the EAP targets.

Introduction

3.1 This section describes our vision for Peterborough over the period to 2036.

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.

Peterborough will have a thriving, independent, campus-based university with an undergraduate population of 12,500 students.

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.

A city with a robust, well managed network of wildlife-rich and accessible natural spaces which support a wide range of priority habitats and species and which provides plentiful opportunities for local people to actively engage with and better understand their natural surroundings.

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 truly 'circular city', living within its means and operating in a truly sustainable way, and tackling the issues of climate change

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 (SA) process. The objectives have been grouped around the ten Environmental Action Plan themes, though many objectives will contribute to more than one theme.

	1: Zero Carbon	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
	2: Sustainable Water	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
	3: Land Use and Wildlife	3.1 To protect and enhance landscape, biodiversity and geodiversity and minimise the pollution of natural resources
	4: Sustainable Materials	4.1 To minimise the consumption of non-renewable natural resources and maximise the re-use of materials
	5: Local and Sustainable Food	5.1 To promote the conservation and wise use of productive land
	6: Zero Waste	6.1 To reduce waste not put to any use
	7: Sustainable Transport	7.1 To encourage walking, cycling and the use of public transport and reduce the need to travel by car
	8: Culture and Heritage	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
	9: Equity and Local Economy	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
	10: Health and Wellbeing	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

- 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

Our Objectives

aspirations of Environment Action Plan into the new Local Plan these objectives have been used in a consistent way in both the 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 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 Action Plan symbol, as shown below, has been placed above each policy.

Sustainability Objectives



Part B - The Spatial Strategy

- 5.1** 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 and Part D identifies the sites required to meet the future growth.

Sustainable Development

- 5.2** 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.



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

- 5.3** 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.
- 5.4** 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.
- 5.5** 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.
- 5.6** 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

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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.

- 5.7** The Peterborough Settlement Hierarchy Study (December 2016) identifies which settlements should be included in the hierarchy and at what tier they sit. It also explains the rationale in more detail.
- 5.8** 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.
- 5.9** 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.
- 5.10** 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.
- 5.11** 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.
- 5.12** For many years the council has defined on the Policies Map, for each village within the District, a village boundary, also referred to as 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. Policy LP11 sets out further criteria for considering development in the countryside.
- 5.13** The boundaries for the urban area and for each village is shown on the Policies Map.



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 the following settlement hierarchy.

The City of Peterborough:	Including the existing urban area, the City Centre, District Centres and urban extensions
Large Villages:	Eye (including Eye Green) and Thorney

Medium Villages:	Ailsworth, Barnack, Castor, Glington, Helpston, Newborough, Northborough and Wittering
Small Villages:	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. Proposals within the development envelope will be supported in principle, in line with policy LP1, subject to it being of an appropriate scale for the settlement. 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; or
- residential development which satisfies the 'exception' test set out in policy LP8; or
- development in accordance with Policy LP11; or
- minerals or waste development in accordance with the separate Minerals and Waste Development Plan Documents.

The Level and Distribution of Growth

- 5.14** As required by the NPPF, this Local Plan must define the overall level of growth, such as for new housing, in Peterborough.
- 5.15** Growth targets should be informed by need. At the Preliminary Draft stage (January 2016) and Further Draft Stage (December 2016) of preparing this Local Plan, the 'Objectively Assessed Need' (OAN) for housing, including market, affordable, and other tenures was determined through the preparation of a Strategic Housing Market Assessment (SHMA) (July 2014) for the Peterborough sub region housing market area which includes the adjoining local authorities of South Holland, South Kesteven and Rutland. Some elements of the SHMA, including the OAN figure, were refreshed in a report published in October 2015. The OAN figure was deemed to be 25,125 new homes between 2011 and 2036 (or 1,005 per year).
- 5.16** However, in September 2017, Government published a consultation document entitled "Planning for the right homes in the right places", which has the intention of getting away from local based methods of calculating housing need and instead use a national standard method to calculate the 'local housing need'. The effect of the new method, assuming it is confirmed by government, is to reduce the Peterborough housing need to 942 dwellings per year, and also bring forward the start date of the plan to 2016. The overall effect therefore is a housing need for the plan period of 18,840 homes between 2016 - 2036.
- 5.17** Despite the new national method, the council must still take into account what it agreed in 2013 when 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 Cambridge Sub Region Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). The agreement amounted to an additional 2,500 dwellings (125 dwelling per year over 2011 to 2031). This collaborative approach was undertaken as part of the requirements of the duty to co-operate as set out in the Localism Act 2011, and was endorsed by a Planning Inspector in April 2014 (for Fenland) and March 2015 (for East Cambridgeshire).

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- 5.18** The council continues to support that agreement of a 125 per year redistribution. However, the total redistribution of 2,500 is reduced by 25 percent to reflect the time frame involved i.e 2016 to 2031, rather than 2011 to 2031. As such this Local Plan includes an additional 1,875 dwellings on top of its Local Housing Need.
- 5.19** Separately, part of the overall vision for Peterborough is the creation of an independent, campus based university which will have an undergraduate population of 12,500 students by 2035. This will result in a significant increase in the undergraduate population of the city and overall housing need. In May 2017 the Student Housing Need Assessment was published, which concluded a need for an additional 40 dwellings per year over the period of 1 April 2021 to 31 March 2036. The total housing, 2016 to 2036 therefore increases by a further 600 dwellings.
- 5.20** This means that the total housing requirement for Peterborough becomes 21,315 dwellings between 2016 and 2036.
- 5.21** However, to determine how much new land needs to be allocated, account must be taken of any completions since 2016 (the base date of the Local Plan for the purpose of housing forecast).
- 5.22** The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2017) identifies that between 1 April 2016 and 31 March 2017 a total of 1,203 (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2017 and 31 March 2036 for 20,112 net dwellings (though existing permissions do count towards this target).

Table 2 Overall Requirement for Residential Growth

Dwelling provision for 2016 to 2036	Number of dwellings
Headline 'Local Housing Need' (LHN) 2016 to 2036	18,840
Student Requirement (Student Need Assessment 2017) 2021 to 2036	600
Memorandum of Co-operation Additional Dwellings 2016 to 2031	1,875
Local Plan requirement 2016 to 2036	21,315
Dwelling provision for 2017 to 2036	
Net additional dwellings completed 2011 to 2017	1,203
Local Plan Requirement 2017 to 2036	20,112

Annual Requirement and Five Year Land Supply

- 5.23** The year on year housing requirement differs. This is because the source of the need is different and covers different periods. The table below summarises the annual requirement from the different sources, discussed above. This shows that during the first 5 years (2016 to 2021) the annual requirement is for 1,067 dwellings per year. This then increases to 1,107 per year between 2021 and 2031 and then decreases to 982 during the last five years of the plan period (2031 to 2036).

Table 3 Annual Requirement

Period	Local Housing Need (pa)	Student Need (pa)	Cambridge HMA apportionment (pa)	Total OAN (pa)
2016/17 - 2020/21	942	0	125	1,067
2021/22 - 2030/31	942	40	125	1,107
2031/32 - 2035/36	942	40	0	982

- 5.24** The NPPF requires councils to identify and update annually a supply of deliverable sites to meet five years' worth of housing. Therefore it is important to set out the different annual need figure (above) to make it clear what figures should be used when calculating the council's five year land supply requirement.
- 5.25** For example the Peterborough Five Year Land Supply report (January 2018) covers the period 1 April 2017 to 31 March 2022. The basic five year requirement is based on the figure of 1,067 for years one to four (2017/18 to 2020/21) and 1,107 for the fifth year (2021/22). The total basic requirement is therefore for 5,375 dwellings.
- 5.26** Part D of this plan identifies the sites required to meet the growth targets, and Figure 1 (Housing Trajectory) shows the anticipated delivery rate each year.
- 5.27** As stated above, between 2016 and 2017 a total of 1,203 dwellings were completed, this is 136 dwellings above the annual requirement of 1,067. This means that currently there is no backlog in delivery of housing that needs to be taken into account when calculating the five year land supply.
- 5.28** However, as set out in policy LP3, the overall housing supply is based on around 60% of growth on urban extensions. By their very nature these are large sites, which require significant new infrastructure, and may also take a significant period to progress.
- 5.29** Therefore when calculating the five year land supply requirement, decision maker should use the 'Liverpool' method which spreads any housing backlog across the remainder of the plan period for any reports published before 31 December 2022. This will enable the urban extensions and other large scale schemes to come on stream.

The Spatial Strategy for Residential Growth

- 5.30** The spatial strategy 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 around the urban area of the city. These are generally the most sustainable and help to maximise the use of previously developed land. The Key Diagram (Map 1), at the end of this section, shows the general location and strategy for future growth.



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Policy LP3: Spatial Strategy for the Location of Residential Development

The overall development strategy is to continue to focus the majority of new development in and around the urban area of the City of Peterborough (maximising growth within the urban area), 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 has been made in this Local Plan to facilitate the development of approximately 21,315 additional dwellings over the period from April 2016 to March 2036.

The broad distribution of dwellings, taking account of commitments, is as follows:

Location	Approximate Percentage of Growth
Urban Area of Peterborough	Maximise (equates to 27%)
Urban Extensions to Peterborough	59%
Villages	5%
Windfall	9%
Total	100%

Away from the urban area of Peterborough, the strategy is for a collection of urban extensions at Hampton, Stanground South, Paston Reserve, Gateway Peterborough, Norwood, Great Haddon and at the East of England Showground (see Policy LP35).

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

Individual sites to deliver the scale of housing growth set out above are contained in Part D of this Plan.

For the purpose of identifying and updating annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against this housing requirement, the 'Liverpool method' of spreading any backlog which arises across the remainder of the plan period applies to Peterborough for all reports published up to 31 December 2022.

Spatial Strategy for Employment, Skills and University Development

- 5.31** The job growth target for the Local Plan is based on 2016-based forecasts by the East of England Forecast Model (EEFM). This suggests we should be planning for 17,600 jobs (total jobs, including part time) between 2015 and 2036, distributed across different sectors, with approximately 55% of the jobs estimated to be accommodated on employment land (B Use Classes) while the remaining 45% would be in shops, education, health facilities etc (non B Use Classes).
- 5.32** The Peterborough Employment Evidence Report (August 2017) translates the B Use Classes job requirement (of 9,669 jobs) into a need for around 76ha of employment land between 2015 and 2036 to be allocated in this plan.

- 5.33** Policy LP43 identifies the strategic employment sites and policy LP45 identifies other employment sites to meet the above target. The allocations we have made in this Local Plan amount to around 160ha and is more than sufficient to meet our forecast job needs (allowing for losses, flexibility and choice).
- 5.34** 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 Area (GEA) and Business Parks (BP).
- 5.35** 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).
- 5.36** BPs are expected to accommodate development within the Use Classes B1(a) and B1(b) only. Generally, these areas are developed at a lower density than other employment areas and provide a higher quality environment. General industrial and warehousing uses are not permitted within BPs in order to protect levels of amenity and maintain the attractiveness of these locations for inward investment. The design of all buildings within BPs should be of a high quality and respect the character of the area.
- 5.37** Policies LP46 to LP52 identifies sites within the city centre suitable for B1 office use.

University

- 5.38** It is a council priority to help establish an independent campus based University of Peterborough with an undergraduate population of 12,500 students by 2035. This will meet student demand, tackle the skills agenda, contribute to the local economy, and attract new businesses and investment to the city.
- 5.39** The establishment of a University of Peterborough was also a priority in the Cambridgeshire and Peterborough devolution deal with Government. The Cambridgeshire and Peterborough Combined Authority approved Phase 2 funding for the university campus in June 2017, with construction of a new campus expected to start in 2021/22
- 5.40** Land will be safeguarded within the Riverside North Policy Area (see policy LP50) for a new campus. This may include the creation of bespoke faculty buildings, an administrative centre and general student amenities such as student accommodation and sports facilities.



Policy LP4: Spatial Strategy for Employment, Skills and University Development

The strategy is 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 city centre, elsewhere in the urban area (within General Employment Areas and Business Parks), and in urban extensions and. 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.

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Provision has been made to accommodate the 76ha of employment land identified as needed over the period from April 2015 to March 2036, including land already committed with planning permission. Policies LP43 and LP45 identify the sites required to deliver the above level of growth.

Mixed-use developments (mixed horizontally or vertically) which incorporate employment together with residential, leisure and/or retail uses will be encouraged, in particular in the city, district and local centres.

General Employment Area (GEA)

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

Site Reference	Employment Area Name
GEA 1	Bourges
GEA 2	Bretton
GEA3	Eastern
GEA 4	Hampton
GEA 5	Lakefield
GEA 6	Orton Southgate
GEA 7	Oxney
GEA 8	Paston
GEA 9	Werrington
GEA 10	Westwood
GEA 11	Woodston
GEA 12	Gateway Peterborough

Business Parks (BP)

Within BPs listed below, and identified on the Policies Map, planning permission will be granted for development within Use Class B1. Other development in BPs will not be permitted unless ancillary to B1 use.

Site Reference	Employment Area Name
BP 1	Bretton
BP 2	Peterborough Business Park (Lynch Wood)
BP 3	Thorpe Wood

Policies LP46 to LP52 also identifies suitable sites/areas within the city centre for B1 office development.

Other Employment Proposals

Other employment proposals not within GEA, BPs or allocated sites will be supported, provided:

- there is a clear demonstration that there are no suitable or appropriate sites or buildings within allocated sites or within the built up area of the existing settlement;
- the scale of the proposal is commensurate with the scale and character of the existing settlement;
- there is no significant adverse impact on the character and appearance of the area, and/or the amenity of neighbouring occupiers;

- there are no significant adverse impacts on the local highway network;
- there is no significant adverse impact on the viability of delivering any allocated employment site; and
- the proposals maximise opportunities for modal shift away from the private car.

Expansion of Existing Businesses

The expansion of existing businesses which are currently located in areas outside allocated employment sites will be supported, provided:

- existing buildings are reused where possible;
- they do not conflict with neighbouring land uses;
- they will not impact unacceptably on the local and/or strategic highway network; and
- the proposal would not have an adverse impact on the character and appearance of the area.

Loss of Employment Sites and Buildings to Non-Employment Uses

Conversion and redevelopment of, or change of use from, existing non-allocated employment sites and buildings to non-employment uses will be considered on their merits taking account of the following:

- whether the loss of land or buildings would adversely affect the economic growth and employment opportunities in the area the site or building would likely serve;
- whether the continued use of the site or building for employment purposes would adversely affect the character or appearance of its surroundings, amenities of neighbouring land-uses or traffic conditions that would otherwise be significantly alleviated by the proposed new use. It should also be shown that any alternative employment use at the site would continue to generate similar issues;
- whether it is demonstrated that the site is inappropriate or unviable for any employment use to continue and no longer capable of providing an acceptable location for employment purposes; and
- whether the applicant has provided clear documentary evidence that the property has been appropriately, but proportionately, marketed without a successful conclusion for a period of not less than 6 months on terms that reflect the lawful use and condition of the premises. This evidence will be considered in the context of local market conditions and the state of the wider national economy.

University Peterborough

In principle, development proposals which directly assist in creating a thriving, independent, campus based university, with an undergraduate population of 12,500 students by 2035 will be supported.

A new university campus could be included within the Riverside North Policy Area (See policy LP50) .

Urban Extensions

- 5.41** Policy LP5 is an overarching policy for all new urban extensions (defined as being 500 dwellings or more, which also links to the present threshold change for the purpose of Community Infrastructure Levy (CIL) calculations). Policy LP35 identifies the sites, and any site specific policies are set out in Part D of this Plan.

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- 5.42** It is important that these new 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.
- 5.43** New urban extensions could offer scope to implement a wide range of sustainable development principles.



Policy LP5: Urban Extensions

Development of new urban extensions (500 or more dwellings) must be planned and implemented in a comprehensive and co-ordinated way, through an agreed broad concept plan that is linked to timely delivery of key infrastructure. With the exception of inconsequential development, proposals for development within the identified urban extensions which come forward prior to the production of, and agreement on, a broad concept plan will be resisted. The concept plan can be submitted prior to or alongside an application for the urban extension or other large scale allocations.

Whilst phasing may be agreed, the council will need to be satisfied that the key aspects of the concept plan will be delivered. Therefore, to prevent the provision of appropriate infrastructure being either delayed or never materialising, appropriate safeguards will be put in place, normally through a Section 106 agreement, which ensure that specific aspects of the scheme are delivered when an appropriate trigger point is reached.

Each urban extension should, where appropriate:

- Make efficient use of land, provide a broad range of housing choice by size, type and tenure (including market and affordable housing) and cater for people with special housing needs;
- Provide serviced plots for self build and custom build homes (minimum 1% of all plots rising to 5% if there is evidence of need for plots, demonstrated via the council's latest self build register);
- Provide a range of local employment opportunities (not necessarily B class employment unless stipulated in a site specific policy);
- Make provision (which may be new or enhanced provision off site) for an appropriate level of retail, leisure, social, cultural, community and health facilities to meet local needs of the community without having an unacceptable impact on the vitality and viability of existing centres;
- Minimise the need to travel, whilst maximising sustainable transport modes. This will be achieved by locating key facilities such as schools and local shops within easy walking and cycling distance of most properties, incorporating high quality walking and cycling networks linking to the wider area, and providing access to high quality public transport services and facilities, including bus priority corridors and, where appropriate and viable, park and ride;
- Provide appropriate highway access to/from the site, plus make provision to mitigate against any wider impacts on the highway network so as to ensure that the residual cumulative impact of the development on the highways network is not severe;
- Incorporate pre-school(s), primary school(s) and secondary(s) schools, if the scale of the urban extension justifies any on site, or, if not, contribute to provision off site in order to

meet the needs generated by the urban extension/new settlement (subject to national regulations governing such contributions);

- Provide a network of open spaces for play, sport and recreation, including local nature reserves, woodlands, green spaces and allotments;
- Consider design solutions to maximise the use of energy from on-site renewable and/or decentralised renewable or low carbon energy source and maximise energy efficiency; and
- Incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding area.

The City Centre

- 5.44** 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.
- 5.45** 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.
- 5.46** Within the city centre lie the cathedral and 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.
- 5.47** 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.
- 5.48** The city centre had historically relatively few houses and flats, when compared to other towns and cities of a similar size and scale, but this is changing and further new housing will continue to be supported.
- 5.49** Recent investment in the public realm around Cathedral Square, Bridge Street, Cowgate and King Street 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.
- 5.50** 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.
- 5.51** 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, and consequently new office stock is needed.
- 5.52** 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.

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- 5.53** 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 crossing points along Bourges Boulevard improving access to and from the railway station into the city core.
- 5.54** The following policy sets the overall vision for the future improvement, growth and regeneration of the city centre. It is supported by policies LP46 to LP52 which identifies 'Policy Areas' with individual policies for each area setting out a vision, potential development opportunities and specific planning requirements.



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, are encouraged. A Primary Shopping Area (PSA) is defined, which will be the highest level in the hierarchy of centres for retail planning in Peterborough.

The city centre is promoted as a location for substantial new residential development at a range of densities according to location. It is also 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 is 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 as well as Westgate. 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.

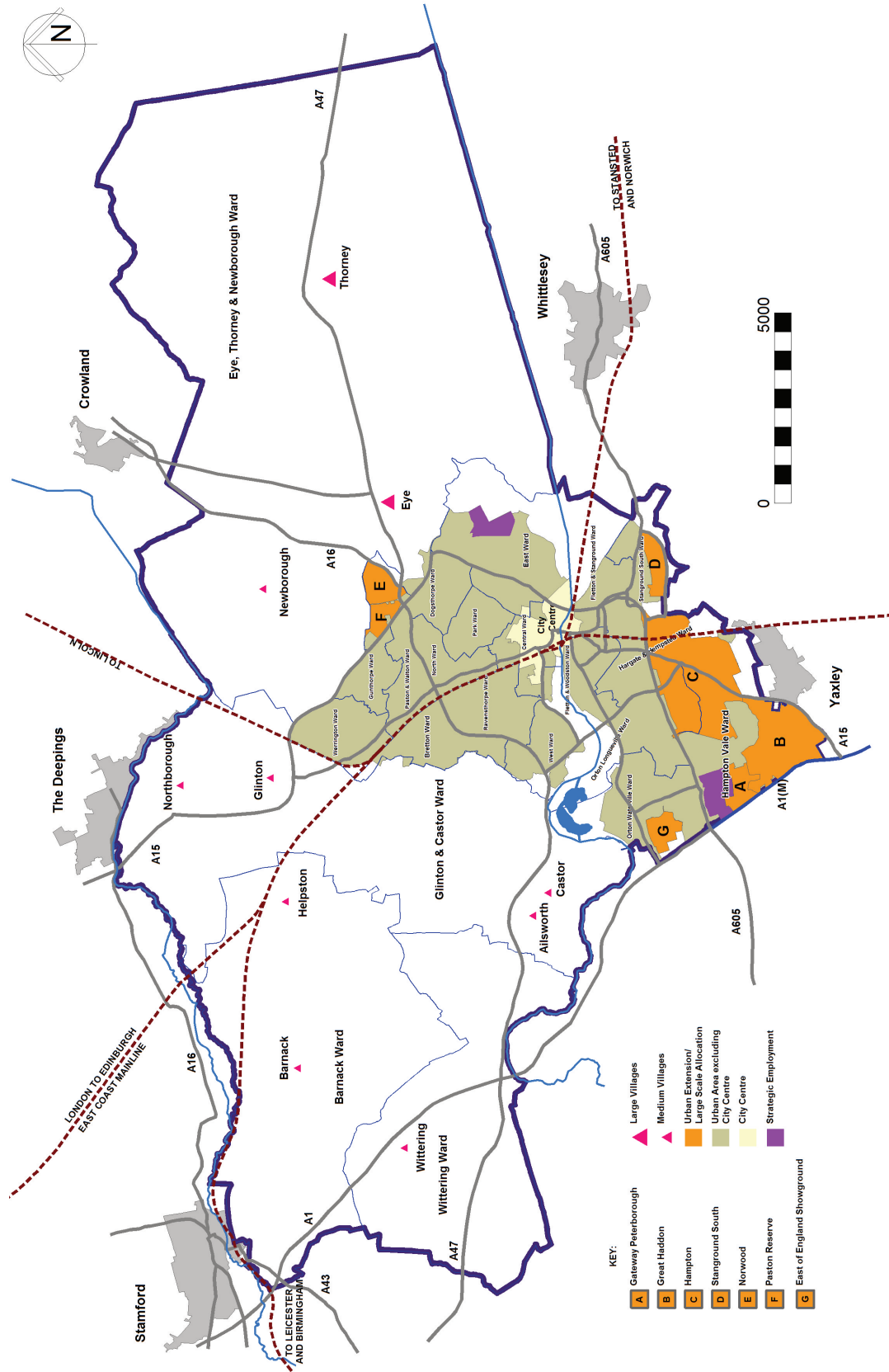
The city centre's historic environment will be protected, including a requirement that any new development should be of a scale, character, quality of design and standard of finish that will preserve and, where possible, enhance its character and appearance, protecting or enhancing the setting or views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

NOTE: Individual policies for the different Policy Areas and individual sites are set out in Part D of this Plan (See policies LP46 to LP52)

5.55 Local Plan Key Diagram

5.56 To summarise the strategic proposals set out in Part B please see the 'Key Diagram' on the next page. This is for illustration purposes only, and where there is conflict, the Policies Map has precedence.

The Spatial Strategy



Part C - The Policies

6.0.1 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.

6.1 Health and Wellbeing

6.1.1 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, (see policy LP1). Health and Wellbeing cuts across many policies in this Local Plan and is one of the key objectives and sustainability criteria.

6.1.2 In Peterborough, there are differences in the health and wellbeing and life expectancy between the most deprived and least deprived communities. The Peterborough Joint Health and Wellbeing Strategy (2016 - 2019) sets out the significant health issues for Peterborough, drawing on evidence from the Joint Strategic Needs Assessment, which include:

- Life expectancy lower than the national average, along with a lower healthy life expectancy than the national average,
- Health inequalities between some wards within the Peterborough area,
- Peterborough has higher mortality rates than the national average,
- Common mental disorders are higher in women in Peterborough than in men.

6.1.3 There is strong evidence that inequalities in health and wellbeing are influenced by social, economic and environmental factors. These are known as the wider determinants of health. In order to help address these priorities and issues, it is essential that community needs are supported through appropriate physical social and green infrastructure, and by other facilities and key services which contribute to improving physical and mental health and wellbeing, and the overall quality of life experienced by residents.

6.1.4 Most developments have the potential to positively influence health and wellbeing. The impacts of proposed development on the wider determinants of health could be assessed and considered by the applicant at the earliest stage of the design process. 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. Further guidance on preparing HIAs is published on the council's website.

6.1.5 Active Design, developed by Sport England and supported by Public Health England, provides a set of principles for creating the right conditions within existing and proposed development for individuals to be able to lead active and healthy lifestyles. The Active Design guidance, which provides further details for each of the Principles along with a set of case studies, can be found on Sport England's website. Developers may find it helpful to consider the guidance.

6.1.6 Health and wellbeing are cross cutting themes and policy LP7 should be read alongside other policies in this plan that seek to address the wider determinants of health.



The Policies

Policy LP7: Health and Wellbeing

Development proposals should promote, support and enhance both the physical and mental health and wellbeing of the community, contributing to reducing health inequalities and helping to deliver healthy, active lifestyles.

This will be achieved by:

- Seeking, in line with guidance at policy LP14, developer contributions towards new or enhanced health facilities from developers where development results in a shortfall or worsening of provision, as informed by the outcome of consultation with health care commissioners;
- In the case of residential developments of 500 dwellings or more, applicants must submit a fit for purpose Health Impact Assessment (HIA) as part of the application and demonstrate how the conclusions of the HIA have been taken into account in the design of the scheme. For proposals less than 500 dwellings, submission of a HIA is optional but will be taken into account if submitted with a proposal. The HIA should be commensurate with the size of the development;
- Development schemes safeguarding and, where opportunities arise, creating or enhancing the role of allotments, orchards, gardens and food markets in providing opportunities for exercise and access to healthy, fresh and locally produced food;
- Development schemes facilitating participation in sport and physical activity, as far as is relevant to the specific proposal, through the internal and external layout, design and use of buildings, and overall site layout and design.

Proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be easily accessible to all sectors of the community. Proposals which utilise opportunities for the multi-use and co-location of health facilities with other services and facilities, and thus co-ordinate local care and provide convenience for the community, will be particularly supported.

Large scale major developments that are aimed at attracting visitors, should incorporate 'changing places' toilet facilities as set out in www.changing-places.org.

6.2 Housing Standards Review

- 6.2.1** The council is keen to ensure that new homes built in the future are of a higher standard in terms of their technical functioning.
- 6.2.2** In the past, Local Plans could attempt to set such standards, but this led to inconsistencies between different districts, and government believed it generally caused confusion and expense for developers. In 2015, Government therefore confirmed that it would prevent Local Plans from setting their own standards and instead impose national standards via the Building Regulations system. There are three exceptions to this general rule.
- First, a Local Plan could require internal minimum space standards for all dwellings, though such standards could only be those as prescribed by government.
 - Second, a Local Plan could require water efficiency measures in new houses which would aim to reduce average occupier use of water down from 125 litres (as required

by Building Regulations) to 110 litres. This measure can only be applied in areas that are considered to be in water stress.

- Third, a Local Plan could require higher standards than required by Building Regulations in relation to access to, from and within buildings.

- 6.2.3** A Local Plan can only require one or more of these optional standards if the standard will address a clearly evidenced need and the viability implications of introducing the standard have been adequately considered.
- 6.2.4** Whilst the council acknowledge there could be evidence of 'need' to introduce all of the optional standards, the council is concerned that viability of development would be compromised (or other essential infrastructure not deliverable) if all such standards were imposed on development in full.
- 6.2.5** As such, this Local Plan introduces the first optional standard relating to space standards for all new rented tenure affordable dwellings only. This is in recognition of the need for minimum space standards, due to recent changes to the benefits system, for what are likely to be fully occupied homes (see policy LP8 below). The plan also requires the second standard relating to water efficiency (see policy LP32) and an element of the third optional standards relating to access standards (see policy LP8 below).

6.3 Meeting Housing Needs

- 6.3.1** Three of the key objectives of the Local Plan are to: ensure that proposed new housing delivers a balanced mix of housing tenures, types 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 provide a policy framework that will deliver housing that meets all needs, within the context of an evolving national policy.
- 6.3.2** 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.
- 6.3.3** 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 mix is however not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics and circumstances. However, unless financial viability indicates otherwise, the guidance on mix in the most up to date SHMA will be sought.
- 6.3.4** 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 affordable housing needs of the most vulnerable people will be prioritised by the council. The term 'vulnerable people' refers to a broad group of people who need some kind of support with their living arrangements to enable them to live safely. This could include people with learning disabilities and autism; physical disabilities; sensory impairment; mental health support needs; ex-offenders; older people, young people and care leavers; and statutorily homeless households. It is important that accommodation proposals for vulnerable people consider the location of housing in relation to essential services and community facilities. While such services should be accessible to all of Peterborough's residents, their location might become more significant for those with mobility issues, or where cost of travel is a barrier.
- 6.3.5** The policy sets an overall target for 30% affordable housing for sites of 15 or more dwellings. Where the affordable housing policy would result in the requirement relating to part of a dwelling the calculation will be rounded upwards for 0.5 and over and downwards for less

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than 0.5. 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 evidence (2017 update) has calculated that there is a total annual affordable housing requirement of 559 dwellings (approximately 57% of the annual OAN).

- 6.3.6** The policy seeks, via negotiation and through taking account of a scheme's financial viability, a greater part of affordable housing provision to be for affordable rent. This is to prioritise the provision of homes that people can reasonably afford and reflects the council's priority for affordable rented accommodation identified in the Peterborough Housing Strategy (2017). Where in the policy it refers to a 'greater proportion' being affordable rent, the target is a 70%/30% split in favour of affordable rent, though this should not be applied prescriptively on all schemes, and the split may differ depending on the specific circumstances of a scheme.
- 6.3.7** The preference for affordable rent is supported by evidence as part of the SHMA (2014) and the Local Plan Viability Assessment (2016). The SHMA identifies a net need for 19% intermediate housing and 81% social-affordable rent. The Viability Assessment assumes a tenure split of approximately 70% affordable rented tenure and 30% intermediate in the form of shared ownership. This is also supported by the number of people presenting as homeless to the council and the significant rise in temporary accommodation needing to be accessed by the council to accommodate these households.
- 6.3.8** The policy also sets 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. M4(1) Category 1 relates to mandatory access standards (visitable dwellings), M4(2) Category 2 to accessible and adaptable dwellings and M4(3) Category 3 to wheelchair user dwellings. Within Category 3, there is a differentiation between wheelchair accessible dwellings (M4(3)(2)(a)) and wheelchair adaptable dwellings (M4(3)(2)(b)). 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.
- 6.3.9** The Housing and Planning Act 2016 introduced the concept of Starter Homes, though at the time of writing many aspects of that Act relating to Starter Homes have not been brought into effect, and the Housing White Paper 2017 made suggestions that some aspects may not be taken forward as envisaged. As such, policies in this Local Plan, and specifically LP8, are silent in respect of Starter Homes, due to the uncertainty as to precisely how this form of housing is to be taken forward by Government.
- 6.3.10** A 'Park Home', is a residential mobile home, similar to a bungalow or caravan in style, installed on a dedicated site or 'home park' that is either privately owned or owned by a Local Authority. Park homes are designed to be lived in permanently and provide an opportunity for residents to own a home, but pay rent to the owner of the site that includes costs towards maintenance of the communal areas. Park home sites provide a small but important part of the district's housing accommodation. These sites require all the services and facilities of built residential development and will not be acceptable on sites poorly related to services and facilities necessary to meet resident's needs.
- 6.3.11** The policy below makes no reference to houseboats, on the basis that there are no registered permanent houseboats within Peterborough, and there has been no evidence provided to the council of a need to make provision for them in the plan period. Should any proposals for houseboats arise, they will be treated on their merits using the policies in this Plan as a whole.

6.3.12 Please note that the requirements for Gypsies and Travellers and Travelling Showpeople are covered by policy LP10.



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.

Developers are expected to provide housing that contributes to meeting the housing needs of the Peterborough housing market area, as identified in the latest Strategic Housing Market Assessment and in any other appropriate local evidence.

Affordable Housing

Development proposals of 15 or more dwellings (whether as new-build or conversion) should, through negotiation, provide 30% affordable housing. The affordable housing needs of the most vulnerable groups will be prioritised.

The council will negotiate with developers to secure affordable housing on the basis of the above thresholds, taking into account:

1. The financial viability of individual schemes (using a recognised viability model)
2. The degree to which the most vulnerable are being provided for.

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.

If a development scheme comes forward which is below these thresholds and thus does not require the provision of affordable housing, but the scheme is followed by an obviously linked subsequent development scheme at any point where the original permission remains extant, or up to 5 years following completion of the first scheme, then, if the combined total of dwellings provided by the first scheme and the subsequent scheme/s provide 15 or more dwellings, then policy LP8 as a whole will be applied, with the precise level of affordable housing to be provided being 'back dated' to include the earlier scheme(s).

The exact tenure mix on each site will be a matter for negotiation, informed by the latest evidence of housing need. The council's preference and starting point for negotiations, as informed by the latest needs assessment, is for a greater part of affordable housing to be for affordable rent.

All new rented tenure affordable housing will be required to be built to meet minimum national space standards (as defined by the Building Regulations).

Homes for Older People

To help meet the demands of an ageing population of Peterborough, proposals will be supported, in principle, which incorporate measures which are likely to be attractive to older people, and thereby encourage and enable older people to reside in such properties, both now and as they get older; and/or

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For major development proposals, it should be set out how such measures have been considered and incorporated into the proposal. Proposals will be refused which fail to demonstrate appropriate measures have been considered and incorporated, where it would appear to have been practical, likely viable and appropriate to have done so.

Accommodation for Vulnerable People

Planning permission will be granted for accommodation which is entirely aimed at meeting the housing needs of the most vulnerable, provided that the development:

1. Meets an identified need and is supported by Adult Social Care Commissioning;
2. Will be suitable for the intended occupiers in terms of standard of facilities, the level of independence and the provision of support and/or care;
3. Will be accessible by non-car means to essential services and community facilities as appropriate to the needs of the intended occupiers;
4. Does not conflict with any strategic policy of this plan and does not have any fundamental constraint.

A legal agreement will likely be necessary to ensure that such accommodation is retained for the purpose for which it was intended under this policy, particularly if the development is on an 'exception' site.

Dwellings with Higher Access Standards

Housing should be adaptable to meet the changing needs of people over time. All dwellings should meet Building Regulations Part M4(2), unless there are exceptional design reasons for not being able to do so (e.g listed building constraints or site specific factors such as vulnerability to flooding or site topography).

On all development proposals of 50 dwellings or more, 5% of homes should meet Building Regulations Part M4(3)(2)(a).

Rural Exception Sites

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

1. It meets an identified local need for affordable housing which cannot be met within the village envelope; and
2. There is demonstrable local support for the proposal*; and
3. There are no fundamental constraints to delivering the site or significant harm arising.

*The term 'demonstrable local support' means at the point of submitting a planning application to the council, there should be clear evidence of local community support for the scheme, with such support generated via a thorough, but proportionate, pre-application community consultation exercise. If, despite a thorough, but proportionate, pre-application consultation exercise, demonstrable evidence of support or objection cannot be determined, then there will be a requirement for support from the applicable Parish Council. If an applicant is in doubt as to what would constitute a 'thorough, but proportionate, pre-application consultation exercise', then the applicant should contact the council.

Homes for Permanent Caravan Dwellers/Park Homes

Planning permission will be granted for permanent residential caravans (mobile homes) on sites which would be acceptable for permanent dwellings.

6.4 Custom build, Self-build and Prestige Homes

- 6.4.1** Policy LP8 requires the provision of a wide choice of homes to meet the needs of the community, including custom build, self-build and prestige homes.
- 6.4.2** 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.
- 6.4.3** The Housing and Planning Act 2016 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.
- 6.4.4** 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.
- 6.4.5** 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.
- 6.4.6** 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.
- 6.4.7** 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 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.



Policy LP9: Custom build, Self-build and Prestige Homes

Planning permission will not be granted for development which would involve the loss of a dwelling (whether by demolition, redevelopment, conversion or change of use) or the sub division of its plot, which meets the need for prestigious, top-of-the-market housing, unless:

- a. the proposed development would itself create one or more prestigious dwellings; or
- b. there is clear evidence that the dwelling that would be lost has been marketed at a realistic price for an appropriate period of time without genuine interest in its purchase and occupation as a dwelling; or
- c. the existing dwelling does not contribute to the historic environment.

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Policies LP36 to LP41 and LP45 to LP51 identifies sites that will be expected to include a reasonable proportion of prestige homes.

Proposals for residential development will be considered more favourably if they provide appropriate opportunities for Custom Build and Self Build. As set out in policy LP5 sites over 500 dwellings will be expected to provide serviced plots for Custom Build and/or Self Build homes.

6.5 Gypsies and Travellers and Travelling Showpeople

- 6.5.1** 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 (PPTS), August 2015).
- 6.5.2** For the purposes of planning policy the PPTS defines "Gypsies and Travellers" as:
- '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'.*
- 6.5.3** The latest [Gypsy and Traveller Accommodation Assessment](#) (GTAA) (October 2016) covering most of Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk identifies no additional need for Gypsy and Traveller sites in Peterborough and no need for Transit sites for Travelling Showpeople. Therefore this plan does not allocate any sites for Gypsy and Traveller or Travelling Showpeople purposes.
- 6.5.4** However, the GTAA identifies that there may be an 'unknown' need for up to 16 pitches between 2016 and 2036. This unknown need is to be met through the determination of planning applications, taking into account the requirements of the NPPF, PPTS and policies in this Local Plan, particularly the requirements set out in policy LP10 below.
- 6.5.5** 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.
- 6.5.6** 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.



Policy LP10: Gypsies and Travellers and Travelling Showpeople

Planning permission will be granted for the development of land as a Gypsy and Traveller Site, or a Travelling Showpeople site, 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 flood risk, contamination, landscape character, protection of the natural, built and historic environment or agricultural land quality;
- b. the site is located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school;
- 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 unacceptable 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 (in accordance with LP17).

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, that the intended occupants meet the national PPTS definition of a Gypsy and Traveller, or a Travelling Showperson 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 Gypsy and Traveller site or a Travelling Showpeople site in perpetuity.

6.6 Development in the Countryside

- 6.6.1** Areas outside the urban boundary and the village envelopes are considered as being in the countryside for the purpose of policies in the Local Plan.
- 6.6.2** Policy LP11 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 LP11 can be met and the development complies with all other relevant policies of the Local Plan.
- 6.6.3** The replacement of an original dwelling with a new dwelling on a one-for-one basis may be acceptable in certain circumstances and policy LP11 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.
- 6.6.4** Policy LP3 places a restriction on development in the countryside and new isolated homes in the countryside will generally be avoided, 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.
- 6.6.5** 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.

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- 6.6.6** 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.
- 6.6.7** 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.
- 6.6.8** 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.
- 6.6.9** Whenever permission is granted under policy LP11, suitable conditions will be attached to restrict occupancy of the dwelling and, if necessary, to remove certain permitted development rights relating to residential extensions.
- 6.6.10** The re-use of buildings in the countryside 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.
- 6.6.11** 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 LP11 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.
- 6.6.12** 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.
- 6.6.13** 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.
- 6.6.14** 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.



Policy LP11: Development in the Countryside

Part A: Re-use and conversion of non-residential buildings for residential use in the countryside:

Where a change of use proposal to residential use requires permission, and where the site is located in the countryside, then the proposal will be supported provided that the following criteria are met:

- a. the use of the building has ceased; and
- b. where the use of the building was previously for agricultural purposes, it was not constructed within 10 years preceding the proposal being submitted; and
- c. the proposal results in no more than three residential units; and
- d. the building is not in such a state of dereliction or disrepair that significant reconstruction requiring planning permission would be required; and
- e. there are no fundamental constraints to deliver the site, or significant harm arising.

Part B: 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:

- f. the residential use of the original dwelling has not been abandoned; and
- g. the original dwelling is not of any architectural or historic merit and it is not valuable to the character of the settlement or wider landscape;
- h. the original dwelling is a permanent structure, not a temporary or mobile structure.

Provided that criteria f to h can be met, any replacement dwelling should be:

- i. of an appropriate scale to the plot and its setting in the landscape; and
- j. of a design appropriate to its setting; and
- k. 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.

Part C: Mobile homes within the countryside

Applications for temporary and mobile homes will be considered in the same way as applications for permanent dwellings.

Part D: 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:

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- l. 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
- m. 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
- n. the unit and the agricultural activity concerned has been established for at least three years, has been profitable for at least one of them and is currently financially sound with a clear prospect of remaining so; and
- o. 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 for a permanent dwelling 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.

Part E: 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 (a) to (g) below are met:

- p. would be consistent in scale with its rural location, without unacceptable environmental impacts; and
- q. would not adversely affect existing local community services and facilities; and
- r. would be compatible with, or would enhance, the character of the village or the landscape in which it would be situated; and
- s. would not cause undue harm to the open nature of the countryside or any site designated for its natural or heritage qualities; and
- t. would be easily accessible, preferably by public transport; and
- u. 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; and
- v. in the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.

Part F: Protecting the best and most versatile agricultural land

Proposals should protect the best and most versatile agricultural land so as to protect opportunities for food production and the continuance of the agricultural economy. With the exception of

allocated sites, development affecting the best and most versatile agricultural land will only be permitted if:

- w. there is insufficient lower grade land available at that settlement (unless development of such lower grade land would be inconsistent with other sustainability considerations); and
- x. the impacts of the proposal upon ongoing agricultural operations have been minimised through the use of appropriate design solutions; and
- y. where feasible, once any development which is permitted has ceased its useful life, the land will be restored to its former use, and will be of at least equal quality to that which existed prior to the development taken place (this requirement will be secured by planning condition where appropriate).

Part G: Agricultural diversification

Proposals involving farm based diversification will be permitted, provided that the proposal will support the applicable farm enterprises and providing that the development is:

- z. in an appropriate location for the proposed use;
- aa. of a scale appropriate to its location; and
- ab. of a scale appropriate to the business need.

6.7 Retail and Other Town Centre Uses

- 6.7.1** Town Centres are at the heart of communities, providing a focus for retail and other town centre uses, including leisure commercial, office, cultural and community facilities. It is national policy to enhance vitality and viability of town centres.
- 6.7.2** This policy sets the framework for how planning applications for retail and other main town centres uses will be applied to make sure that they are appropriate in scale and location.

Hierarchy of Centres

- 6.7.3** In Peterborough, there is a hierarchy of centres, complemented by out-of-centre shops, which is well established. Peterborough city centre is at the top of the hierarchy of such centres, with by far the largest retail floorspace (approximately 159,000 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 as well as the East of England. Policy LP6 focuses on the wider vision for the City Centre supported by policies LP45 to LP51 which set out the specific policies and land uses for the different Policy Areas in the City Centre.
- 6.7.4** The Peterborough Retail Centres Hierarchy Study (November 2017) identifies five District Centres at Bretton, Hampton, Millfield, Orton and Werrington based on the scale of retail provision (with retail floorspace in the range 9,880 square metres to 27,745 square metres) and the availability of other community services and facilities. Bretton has recently been remodelled and improved with considerable investment; Hampton is currently being re-modelled and extended 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. Policy LP39 identifies opportunities for further regeneration of the Orton and Werrington District centres.
- 6.7.5** Finally, there are a number of identified Local Centres, serving the day-to-day needs of their local neighbourhoods.

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- 6.7.6** The Policies Map identifies these centres and also identifies the Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF) For city centre and district centres. For Local Centres the PSA is the same as the boundary of the Local Centre.
- 6.7.7** The designation of the PSF applies only to the ground floor level. Although predominantly in retail use, PSF within District Centres can contain a variety of other uses. However without a reasonable continued 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.
- 6.7.8** New centres will be created in urban extensions . These are justified in order to meet the needs of local residents in the areas planned for substantial residential intensification and expansion (see policy LP5 Urban Extension). Of the permitted urban extensions this includes two Local Centres at Hamptons East and a Local Centre at Paston Reserve/Norwood.

Retail Need

- 6.7.9** The latest Retail Study (December 2016) indicates there is no capacity for any further convenience goods floorspace during the plan period. However, this assumes all recently permitted floorspace is built. If some of the existing commitments (at 31 March 2016) are not implemented then this would release some floorspace need.
- 6.7.10** For comparison goods, the Retail Study indicates there is currently no capacity for any further floorspace to 2026. However, there is likely to be some need beyond 2026, although this should be treated with caution as long term retail growth expenditure forecasts beyond a ten years period is very difficult to accurately forecast.
- 6.7.11** The council therefore recognises the importance of regularly reviewing retail forecasts figures, at least every five to ten years, to take into account the latest information on population and expenditure growth. The latest retail forecasts will be taken into account when assessing planning applications for retail development.
- 6.7.12** Despite the 'no capacity' conclusion set out in the Study until at least 2026, the council will still support appropriate retail proposals coming forward, although this is likely to be only within the designated centres.
- 6.7.13** 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.
- 6.7.14** Policy LP12 sets out the sequential approach to the location of retail development based on the hierarchy of centres. 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. In 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.

Other Town Centre Uses

- 6.7.15** A sequential approach will also be applied to other town centre uses in line with the NPPF and as set out in policy LP12.
- 6.7.16** However, in accordance with policy LP4 (Spatial Strategy for Employment Skills and University) office developments will also be supported in defined General Employment Areas and Business Parks.

6.7.17 Policy LP30 also sets out a wider approach to culture leisure and tourism, and identifies exceptional circumstances where other locations may be appropriate.

6.7.18 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.



Policy LP12: Retail and Other Town Centre Uses

The overall strategy for retail and other main town centre uses within the City, District and Local Centres of Peterborough is to:

- support and regenerate the city centre in order to promote its viability and vitality and to maintain its position at the top of the retail hierarchy;
- protect, support, and where necessary regenerate, 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, as set out in policy LP5.

Hierarchy of Centres:

The hierarchy of designated centres in Peterborough is as follows, and are identified on the Policies Map:

1 - Peterborough City Centre*

Peterborough City Centre

2 - District Centres*

Bretton
Hampton
Millfield

Orton
Werrington

3 - Local Centres

Amberley Slope (Werrington)
Ayres Drive (Stanground)
Bamber Street/Gladstone Street
Bellona Drive (Stanground South)
Broadway
Central Avenue (Dogsthorpe)
Central Square (Stanground)
Chadburn (Paston)
Church Drive (Orton Waterville)
Copeland
Crown Street/Lincoln Road
Eagle Way (Hampton)
Eastfield Road – North

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

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3 - Local Centres

Eastfield Road – South	Russell Street
Eye	St Pauls Road
Fleet Way	Taverners Road (Lincoln Road)
Fletton High Street	The Parade (Lawson Avenue)
Fulbridge Road/Mountsteven Avenue	The Pyramid Centre (Bretton)
Gladstone Street/Russell Street	The Triangle/Lincoln Road
Gunthorpe Road	Thorney
Hampton Hargate	Valley Park/Sugar Way
Hampton Hempsted	Warwick Road
Hampton Vale	Welland (Scaford Drive)
Herlington	Welland Road
Hill Close/Eastfield Road	Werrington Village
Hodgson	Westwood (Hampton Court)
Langford Buildings/Alexandra Road	Wittering

*For retail development, the PSA will take precedence

Primary Shopping Areas and Primary Shopping Frontages

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

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.

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.

New Retail Development

The latest retail forecast (2016) indicates there is no capacity for any further comparison or convenience floorspace across the district until at least 2026. As such, only retail proposals within a designated centre, of a scale appropriate for that centre, will be supported, unless:

1. any current (as at March 2016) committed but unimplemented floorspace permissions lapse their consent, and provided no additional consents have been given since March 2016 which make up for those lapses; or
2. a new district wide retail forecast produced post adoption of the plan indicates there is a need earlier than 2026.

If either (a) or (b) do apply, then the council will apply a sequential approach to the consideration of applications for retail, in line with the NPPF, taking into account the above hierarchy of centres. The levels of the sequence is as follows:

Level	Retail
1	Within PSA
2	Edge of PSA
3	Edge of Centre
4	Out of Centre

The council will only consider out of centre locations where suitable sites are not available in more central locations. Any retail proposals outside defined town centres must be of appropriate scale to the area and result in no significant adverse impact on existing centres.

The creation of a new or extension to an existing village shop, will be supported 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 of an appropriate for the size and scale 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.

Other Town Centre Uses

The council will apply a sequential approach to the consideration of applications for other town centre uses, in line with the NPPF, taking into account the above hierarchy of centres. The levels of the sequence is as follows:

Level	Retail
1	Within Centre
2	Edge of Centre
3	Out of Centre

Out of Centre Development

Development proposals for main town centre uses in out of centre and edge of centre locations will be required to demonstrate their suitability through sequential site test, as set out above.

In addition all proposals for retail, leisure and office developments outside of town centres (and designated employment areas for office development) which would result in increase of over:

1. 2,500 sq metres of gross external floorspace within 1km of City Centre
2. 1,000 sq metres of gross external floorspace within 500m of Districts
3. 500 sq metres of gross external floorspace within 250m of Local Centres
4. 280 sq metres of gross external floor space in any other locations not covered by a - c.

will need to be accompanied by an impact assessment, which includes a robust assessment of impact on nearby centres. Proposals which fail to satisfy the sequential test or likely to lead to significant adverse impacts will not be permitted.

6.8 Transport

Transport

- 6.8.1** The impacts of growth on the city's transport infrastructure will require careful planning.
- 6.8.2** The main transportation policies and infrastructure requirements for Peterborough are set out in the Long Term Transport Strategy (LTTS) and the latest Cambridgeshire and Peterborough Local Transport Plan (LTP), the latter being the responsibility of the Combined Authority.
- 6.8.3** Reflecting the latest LTP and LTTS, the council's broad approach is as follows:

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- **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.
- **City Centre:** Reduction of car use in the city centre would be supported by parking policy generally.
- **City Peripheral:** The city periphery would encourage walking and cycling with improved facilities and develop strong public transport corridors to enhance these modes.
- **Outer City:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.
- **Rural:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.

6.8.4 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.

6.8.5 This policy should be read in conjunction with the Infrastructure policy LP14, which explains the relationship between the Infrastructure Delivery Schedule (IDS), the Community Infrastructure Levy (CIL) and the Developer Contributions Supplementary Planning Document (SPD). The IDS identifies a list of infrastructure projects within the authority area.

Parking Standards

6.8.6 Appendix C sets out the car parking and cycle standards for new development within use classes A, B C and D1, excluding schemes in the City Core Policy Area, where no new car parking is required in accordance with policy LP45.

6.8.7 All development should carefully assess its parking needs taking into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; the existing available car parking provision close to the development site and an overall need to reduce the use of high-emission vehicles, as stated in the NPPF.

6.8.8 Development should consider user's needs, impact on neighbouring users and the safe and efficient use of the highway network and consider imaginative solutions for car share facilities, powered two wheeler and cycle parking, and enabling domestic electric vehicle charging points. Unallocated cycle parking for residents should be secure and covered, located in easily accessible locations throughout the development. The Manual for Streets (2007) and Manual for Streets 2 (2010) provide guidance on the principles that should normally be followed. All development should justify the level of parking provided and the design of such parking.

6.8.9 To demonstrate how accessibility, mobility and transport related matters have been considered and taken into account in the development of proposals, one or more of the following should be submitted with planning applications, with the precise need dependent on the scale and nature of development:

- parking or design and access statement (all proposals); and/ or
- transport statement (typically required for developments of 50 - 80 dwellings); and/ or
- transport assessment and travel plan (typically required for developments over 80 dwellings).

6.8.10 Flatted development in the city centre boundary must be supported by a parking management plan.

6.8.11 Advice on the level of detail required should be confirmed through early discussion with the local planning and highway authority.



Policy LP13: Transport

New development must ensure that appropriate provision is made for the transport needs that it will create, having specific regard to the policies and proposals of the latest local Transport Plan (LTP) and Long Term Transport Strategy (LTTTS).

To or assist in achieving the aims of the LTTTS and LTP all new development proposals should, where appropriate, demonstrate that appropriate, proportionate and viable opportunities have been taken to:

- Reduce the need to travel, especially by car;
- Prioritise bus use over car use across the network;
- 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 for 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 secured and covered 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, Transport Assessments and Transport Statements), for their likely transport impacts. Major Development proposals adjacent to international and nationally designated biodiversity sites will require an air quality assessment to demonstrate no significant adverse effect on sensitive features, whilst proposals of greater than 'major development' located not immediately adjacent, but within the vicinity of, such designated sites, may also require an air quality assessment if there is the possibility of a significant adverse effect arising.

The Transport Implications of Development

Planning permission for development that has transport implications will only be granted if:

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- a. appropriate provision has been made for safe, convenient and sustainable access to, from and within the site by all user groups, taking account of the priorities set out in the LTP; and
- b. following appropriate mitigation the development would not result in a residual cumulative severe impact on any element of the transportation network including highway safety following appropriate mitigation.

Parking Standards

Planning permission will only be granted for development if the proposal makes appropriate and deliverable parking provision in accordance with the standards in Appendix C, except for residential schemes within the City Core Policy Area which will be delivered in accordance with the requirements of policy LP46.

For all other uses, the number and nature of spaces provided, and their location and access, should have regard to surrounding conditions and cumulative impact and set out clear reasoning in a note submitted with the application (whether that be in a Design and Access Statement / Transport Statement / Transport Assessment and/ or Travel Plan as appropriate, depending on the nature and scale of development proposed).

Proposals must ensure that appropriate vehicle, powered two wheeler, cycle parking and disabled parking provision is made for residents, visitors, employees, customers, deliveries and for people with impaired mobility.

In the City Centre non-residential developments will be required to make use of existing public car parks before the provision of additional car parking spaces will be considered. Elsewhere developers are encouraged to design schemes which share parking spaces with other developments where the location and pattern of uses of the spaces makes this possible. If there is a realistic prospect of sharing spaces, the council will be prepared to relax the requirements for provision accordingly.

All development requiring parking provision should be designed, where practical, to incorporate facilities for electric plug-in and other ultra-low emission vehicles, or as a minimum the ability to easily introduce such facilities in the future.

City Centre

Within the areas identified as the City Centre on the Policies Map, 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;
- reducing the need for vehicles to enter the city centre and particularly the city core policy area, with retail and other commercial development service vehicles being carefully controlled to minimise unnecessary disturbance to the public.

6.9 Infrastructure

- 6.9.1** 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.
- 6.9.2** The Peterborough Infrastructure Delivery Schedule (IDS) identifies infrastructure projects that will support the sustainable growth of the city. This includes:

- 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.

- 6.9.3** 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. The IDS will be updated every two to three years.
- 6.9.4** 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.
- 6.9.5** 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 prior to the adoption of this Local Plan.
- 6.9.6** 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.
- 6.9.7** 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.



Policy LP14: Infrastructure to Support Growth

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

1. 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.

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

2. 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 other CIL related policies, and the Developer Contributions SPD.

6.10 Safeguarded Land for Future Infrastructure

6.10.1 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. The following policy highlights three such areas in need of safeguarding.



Policy LP15: 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
Land beside the A15	Ginton/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

6.11 Urban Design and the Public Realm

6.11.1 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.

- 6.11.2** Design should evolve from an understanding of the site, its context and surroundings, rather than unimaginative standards which could apply to any location. The design and layout of new developments establish people's views and image of the city and its surrounding villages.
- 6.11.3** Applications for new development must be supported by a Design and Access statement, in line with current planning legislation. Developers will be expected to explain how the policy matters below have been addressed within their development proposals. Reference should be made, where relevant, to the Design and Development in Selected Villages SPD, Conservation Area Appraisals, adopted Neighbourhood Plans and Character Area Assessments where they have been prepared.
- 6.11.4** The requirements and standard for water efficiency measures in new dwellings is set out in policy LP32.



Policy LP16: Urban Design and the Public Realm

All development proposals are expected to positively contribute to the character and local distinctiveness of the area and create a sense of place. As such, and where applicable, proposals will be required to demonstrate to a degree proportionate to the proposal, that they:

- a. Respect the context of the site and surrounding area and respond appropriately to:
 - the local patterns of development, including street plots and blocks, spaces between buildings and boundary treatments;
 - building form, including size, scale, massing, density, details and materials;
 - topography;
 - existing natural, historic and built assets and features that contribute positively to local character and distinctiveness;
 - existing landmarks and focal points;
 - existing views into, out of or through the site;
- b. Make effective and efficient use of land and buildings, through the arrangement of development plots and the design, layout and orientation of buildings on site;
- c. Are durable, flexible and adaptable over their planned lifespan, taking into account potential future social, economic, technological and environmental needs, through the structure, layout and design of buildings and places;
- d. Use appropriate, high quality materials which reinforce or enhance local distinctiveness, with consideration given to texture, colour, pattern and durability;
- e. Maximise pedestrian permeability and legibility, and avoid barriers to movement, through careful consideration of street layouts and access routes that are attractive, accessible and easily recognisable;
- f. Provide well designed boundary treatments, that reflect the function and character of the development and its surroundings;
- g. Provide well designed new public realm, with appropriate landscaping (hard and soft), street furniture, opportunities for public art and opportunities to enhance biodiversity;
- h. Are safe and designed to minimise crime and antisocial behaviour, taking into account secure by design principles; and
- i. Ensure public places and buildings are accessible to all.

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For all development proposals within villages, regard should be had to the council's Design and Development in Selected Villages SPD.

6.12 Amenity Provision

6.12.1 Standards of amenity influence people's health and quality of life. Through policy LP17, the council will seek to ensure that standards of amenity, which all existing and future occupants of neighbouring land and buildings may reasonably expect to enjoy, are provided for in new development. This includes preventing unacceptable harm to existing occupiers arising from new development. This policy applies as much to extensions and conversions as it does to new development.



Policy LP17: Amenity Provision

Amenity of existing occupiers

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

- a. loss of privacy for the occupiers of any nearby property; or
- b. loss of public green space and/or amenity space; or
- c. noise and/or vibration levels resulting in disturbance for the occupiers or users of any nearby property or land; or
- d. loss of light to and/or overshadowing of any nearby property; or
- e. overbearing impact on any nearby property; or
- f. adverse impact on air quality from odour, fumes, dust, smoke or other sources; or
- g. light pollution from artificial light or glare.

Amenity of future occupiers

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

- h. adequate natural light, privacy and noise attenuation; and
- i. adequate amenity for the living and storage needs of prospective occupiers; and
- j. well designed and located private amenity space; and
- k. well designed and located bin storage and collection areas, including adequate turning space for collection vehicles where appropriate in accordance with Appendix E); and
- l. cycle storage (in accordance with the standards set out in Appendix C).

6.13 Shop Frontages, Security Shutters and Canopies

6.13.1 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.

- 6.13.2** 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.
- 6.13.3** 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.
- 6.13.4** This policy is supported by the Shop Front Design Guidance SPD.



Policy LP18: Shop Frontages, Security Shutters and Canopies

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

- (a) its design would be sympathetic in size, architectural style/proportion, materials and architectural detailing to the building to which it would be fitted; and
- (b) 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.

Further details in relation to the implementation of this policy can be found in the latest Shop Front Design Guidance SPD.

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6.14 The Historic Environment

- 6.14.1** The protection, conservation and enhancement of Peterborough's historic environment is an integral part of the future strategy for the area. A fundamental feature of the spatial strategy for Peterborough set out in this plan, 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 present opportunities to enhance the historic built environment.
- 6.14.2** Our positive strategy for the historic environment will be achieved through the implementation of policy LP19 and through:
- the special protection afforded to designated heritage assets and their settings;
 - careful control of development that might adversely affect designated and non-designated heritage assets; non-scheduled, nationally important archaeological remains; other areas of archaeological potential or importance; historic features and their settings; and areas of historic landscape or parkland;
 - the preparation and maintenance of a list of buildings and structures of local significance;
 - safeguarding heritage assets at risk and taking steps to reduce the number of heritage assets in Peterborough on the local and national Heritage at Risk Registers; and
 - encouraging the sympathetic maintenance and restoration of listed buildings, historic shop fronts and historic parks, gardens and landscapes, based on thorough historical research. Policies LP16 Urban Design and the Public Realm, LP18 Shop Frontages, Security Shutters and Canopies, LP20 Special Character Areas and LP27 Landscape Character, will also particularly assist in the achievement of this.
- 6.14.3** It is important to note that this 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.
- 6.14.4** Peterborough is an ancient settlement 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, its villages and historic landscape, represent an important record of the area's social and economic history and are a valued amenity for residents and visitors.
- 6.14.5** 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 an international appreciation of the life and work of the 'peasant poet' John Clare, whose cottage at Helpston provides a visitor centre and educational facilities. Within the Peterborough area there are: four Registered Historic Parks and Gardens of special historic interest (Thorpe Hall, Burghley House, Milton Hall and Peterborough Cathedral Precincts), 29 Conservation Areas, over 1,000 listed buildings which are recognised to be of special architectural or historic interest; with around 10% of them being Grade I or Grade II*, and 66 Scheduled Monuments. However, the value of heritage assets is by no

means confined to these places. The city, and surrounding settlements and historic landscapes, 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.

Scheduled Monuments

- 6.14.6** Application for Scheduled Monument Consent (SMC) must be made to the Secretary of State for Digital, Culture, Media and Sport before any work can be carried out which might affect a monument either above or below ground level.

Listed Buildings

- 6.14.7** A proposal to demolish a listed building, or to alter or extend it in a way that would affect its special character, requires listed building consent. If the proposal also involves 'development', planning permission is required and, in that case, the Council will wish to consider applications for listed building consent and planning applications concurrently.
- 6.14.8** Proposals to alter or extend any listed building will be assessed against the need to preserve the special architectural or historic interest which led to the building being listed. There is a general presumption in favour of the preservation of listed buildings, and consent to demolish or partly demolish such buildings will only be granted in exceptional circumstances.
- 6.14.9** The setting of a listed building may be affected by development. It is important that applications for planning permission for development affecting listed buildings, or their settings, include an assessment of impact on their significance so that an informed decision can be reached.

Conservation Areas

- 6.14.10** The effect of a proposed development on the the special architectural or historic character or appearance of a Conservation Area is a material consideration in the determination of planning applications. All development should preserve or enhance that character or appearance.
- 6.14.11** Development within Conservation Areas must respect the local character and be carefully designed to respect the setting, through consideration of scale, height, massing, alignment, and use of appropriate materials. Keeping valued historic buildings in active and viable use is important for both the maintenance of the building concerned and the overall character of the Conservation Area. Proposals to change the use of a building might therefore be supported, where features essential to the special interest of the individual building are not lost or altered to facilitate the change of use.

The Setting of Heritage Assets

- 6.14.12** The setting of a heritage asset is the surrounding area in which a heritage asset is experienced. All heritage assets have a setting, whether they are designated or not. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral. The contribution of setting to significance is often expressed by reference to views. This is likely to include a variety of views of, across, or including the asset and views of the surrounds from or through the asset. The importance of a setting lies in what it contributes to the significance of the heritage asset.

Archaeology

- 6.14.13** 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 feature and character areas. It is highly probable that many

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significant archaeological sites remain undiscovered and unrecorded. Archaeological remains are a finite and non-renewable resource and, in many cases, are highly fragile and vulnerable to damage and destruction.

6.14.14 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 programme of field evaluations. 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. Written Schemes of Investigation will need to reference the Peterborough Historic Environment Record (HER).

Views of Peterborough Cathedral

6.14.15 The City Centre Conservation Area Appraisal (2017) recognises the Cathedral as a major landmark building in the city. The council will seek to protect important views of the Cathedral and its setting (see policies LP46, LP49 and LP50) which highlight these views). Applicants are encouraged to discuss their proposals with the council at the earliest opportunity if there is any potential that the proposal may impact on, or give rise to opportunities for improved, Cathedral views.

Non Designated Heritage Assets

6.14.16 There are over 230 buildings which have been identified as non-designated heritage assets. Although these are not afforded the same special protection as listed buildings, they have local historic or architectural significance and make a positive contribution to the character and appearance of the area, and so justify a degree of protection. All non-designated heritage assets are listed in the Council's Local List of Heritage Assets' (December 2016), which can be found on the council's website.

6.14.17 In the villages, there are many open areas, substantial walls, hedges, and treed frontages that are an essential and valued feature of village character and appearance. An open space or a gap in an otherwise 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. As non-designated heritage assets, these features are identified on the Policies Map and are a material consideration in planning decisions

Heritage Statement

6.14.18 As stipulated in policy LP19, some developments should be accompanied by a Heritage Statement that includes a description of the significance of the heritage asset affected and analysis of the resultant impact of the development on that significance. This should involve an assessment of any contribution made by their setting. A Heritage Statement should also set out mitigation to reduce the identified impact of the development on the significance of the heritage assets. The level of detail of this statement should be proportionate to the significance of the asset affected and will, if necessary, be directed by the council.

6.14.19 Development proposals affecting any heritage asset will need to reference, through the Design and Access Statement or other means, appropriate published evidence, such as those referred to in this section of the plan.



Policy LP19: The Historic Environment

The council recognises that the historic environment plays an important role in the quality of life experienced by local communities and will protect, conserve and seek opportunities to enhance Peterborough's rich and diverse heritage assets and their settings, for the enjoyment of current and future generations.

All new development must respect, and enhance or reinforce where appropriate, 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:

1. a presumption against development that would unacceptably detract from important views of Peterborough Cathedral by virtue of its height, location, bulk or design;
2. the use of Conservation Area Appraisals and associated Management Plans to ensure the preservation and where possible enhancement of the special character or appearance of each of Peterborough's Conservation Areas;
3. the protection of designated heritage assets and their settings;
4. the identification and protection of significant non-designated heritage assets and their settings; and
5. the avoidance of harm to the character and setting of Burghley Park, Milton Park, Thorpe Park, and Peterborough Cathedral Precincts, and to the grounds and parkland associated with Bainton House, Ufford Hall, Walcot Hall and the Abbey Fields, Thorney.

All development proposals that would directly affect any heritage asset (whether designated or non-designated), including any contribution made by its setting, will need to be accompanied by a Heritage Statement which, as a minimum, should cover the following:

6. describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest; and
7. identify the impact of the development on the special character of the asset; including the cumulative impact of incremental small-scale changes which may have as great an effect on the significance of a heritage asset as a larger scale development and
8. provide a clear justification for the works, especially if these would harm the significance of the asset or its setting, so that the harm can be mitigated and 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.

Unless it is explicitly demonstrated that the proposal meets the tests set out in the NPPF, planning permission will only be granted for development affecting a designated heritage asset where the impact of the proposal will not lead to substantial harm or loss of significance.

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm will be weighed against the public benefits of the proposal, including securing its optimum viable use.

Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention, though regard will be had to the scale of any harm or loss

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and the significance of the heritage asset. Any special features which contribute to an asset's significance should be retained and reinstated, where possible.

The council recognises the significance of setting to a heritage asset and proposals that fail to preserve or enhance the setting of a designated heritage asset will not be supported. Development proposals that make a positive contribution to, or better reveal the significance of, the heritage asset and its setting will, in principle, be supported.

6.15 Special Character Areas

- 6.15.1** A number of areas in Peterborough have been designated as conservation areas because of their special architectural or historic interest (see policy LP19, and individual conservation area appraisals and management plans).
- 6.15.2** 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 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.
- 6.15.3** The development criteria identified below are intended to provide additional design guidance in respect of these Special Character Areas.
- 6.15.4 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.
- 6.15.5 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.
- 6.15.6 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.
- 6.15.7** In addition to conservation areas and Special Character Areas 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.



Policy LP20: Special Character Areas

To preserve the special character of Wothorpe, Thorpe Road and Ashton (as defined on the Policies Map), the 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 where possible 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: where required, 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: Policy LP29 will be rigorously applied and given considerable weight in this Area.

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.
- In all cases, regard must be had to the Design and Development in Selected Villages SPD.

Thorpe Road Area

- New building designs should incorporate boundary walls, railings or fences with formal evergreen or deciduous hedging predominant and allow sufficient space for the planting of 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.
- In all cases, regard must be had to the Design and Development in Selected Villages SPD.

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6.16 New Open Space, Sport and Recreation Facilities

- 6.16.1** Peterborough is a place with large areas of attractive, publicly accessible open spaces that offer important opportunities for recreation, sport and play, as well as delivering a range of multi-functional green infrastructure benefits. Open space within Peterborough offers important habitat for wildlife, and ecosystem services through flood alleviation and reducing air pollution. The council recognises the wide range of benefits that effectively planned, designed and maintained open space and green infrastructure can bring, and aims for high quality provision in the planned growth of the area.
- 6.16.2** As the population of Peterborough continues to grow, new residential development will create additional demand and pressure on existing open spaces, and potentially recreational pressure on designated nature conservation sites. Therefore, given their important role and impact upon overall quality of life in Peterborough, new development will be expected to include a level of new open space, sports and recreation provision to meet the development's needs and where applicable, mitigate against any recreational pressure on designated sites.
- 6.16.3** The council will apply the open space standards set out in Appendix D to secure adequate provision of open space and outdoor playing pitches with the capacity to meet the additional demand arising from new residential development. The open space standards have been informed by the Peterborough Open Space Strategy Update (2016) and Playing Pitch Strategy (2017), and provide the basis for assessing the notional open space requirements of any proposed residential development. The council will apply the standards to residential proposals of 15 or more dwellings, including housing sites within the city centre boundary as shown on the Policies Map (although here, a financial contribution to provision is more likely to be the best solution, rather than on-site provision).
- 6.16.4** The open space requirements for a specific development proposal will be based on the application of the standards, taking into account the current average household size for Peterborough, the type and size of dwellings proposed in the development and any particular needs identified in neighbourhood or community plans for the area in which the development would take place. It will also take account of any potential recreational pressure on designated nature conservation sites.
- 6.16.5** The Open Space Strategy identifies those areas in the district deficient in different types of open space in terms of quantity, quality and accessibility. These areas will be used by the council as a starting point for identifying where on-site open space provision should be prioritised. Where on-site provision cannot be achieved, the council will seek improvements to existing open space elsewhere within the area of deficiency, so long as it serves the development in question.
- 6.16.6** The standards for the different types of open space will not necessarily be applied in a cumulative way, as one type of open space may be capable of performing more than one function. For example, a developer may be able to meet the neighbourhood park and children's play standards by incorporating a children's play area within a neighbourhood park. The council will generally encourage the creation of a consolidated open space structure for major new housing developments with open space provided on-site and accessible to all residents. The council may seek variations in the composition of the open space in order to secure the best outcome for the development and the surrounding area.
- 6.16.7** In assessing whether any open space that is provided in accordance with policy LP21 will be acceptable, the council will take into account the need to ensure that the open space is easy to use by people of all ages, has considered the particular barriers that can be experienced by people with physical and sensory disabilities, and whether it is safe and secure for everyone.

- 6.16.8** Provided that the size, location and site characteristics of open spaces are acceptable, they have been fully laid out in accordance with the council's requirements and are in a satisfactory condition, the council will normally be prepared to adopt and maintain them. For adoption purposes, developers will be required to enter into an agreement with the council which will include payment by the developer of a commuted sum to cover the costs of future maintenance of the open space. Further details and guidance is set out in the Developer Contributions SPD, which has been updated to align with this Local Plan.
- 6.16.9** The following policy is also a vital component of ensuring that there is no significant adverse effect on the integrity of International and National designated sites as a result of additional recreational pressure, and therefore complements policy LP28.



Policy LP21: New Open Space, Sport and Recreation Facilities

Part A New Open Space, Outdoor Sport and Recreation Facilities

Subject to Part C, residential development schemes of 15 dwellings or more will be required to make appropriate provision for new or enhanced open space, sports and recreation facilities in accordance with this policy, the standards set out in Appendix D, and in compliance with the latest Peterborough Developer Contributions SPD (or similar subsequent document).

Type of Open Space	Development Scheme Thresholds for Open Space Provision			
	Less than 15 dwellings	15 - 40 dwellings	41 - 499 dwellings	500 or more dwellings
Country Parks	No requirement	No requirement	No requirement	On site S106
Neighbourhood Parks	No requirement	On site or off site S106	On site or off site S106	On site S106
Children's Play - LAP	No requirement	On site S106	On site or off site S106	On site S106
Children's Play - LEAP	No requirement	Off site S106	On site or off site S106	On site S106
Children's Play - NEAP	No requirement	Off site S106	On site or off site S106	On site S106
Natural Greenspace	No requirement	Off site S106	On site S106	On site S106
Allotments	No requirement	Off site S106	On site or off site S106	On site S106
Playing Pitches	No requirement	Off site S106	Off site S106	On site S106

On-Site Provision

The council's first preference is for on-site provision in a suitable location, even for those locations where the above table indicates 'on-site or off-site'. The precise type of on-site provision that is required will depend on the nature and location of the proposal and the quantity and type of open space needed in the area. This should ideally be the subject of discussion and negotiation with the council 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

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by the developer in order to help overcome those deficiencies, where such deficiencies would be exacerbated by additional development.

Where the facilities are created on-site as part of a development, they should:

- be of an appropriate size and quality in accordance with the standards in Appendix D;
- be designed to be safe and accessible to all potential users;
- maximise green infrastructure benefits and functions;
- take opportunities to connect to the strategic Green Infrastructure Network;
- have a clear funding strategy and appropriate mechanisms secured which will ensure satisfactory long term maintenance and management of the facility.

Off-Site Provision

In certain circumstances as directed by the above table, and subject to 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, which should ideally be agreed at pre-application stage, 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.

Part B Indoor Sports and Recreation Facilities

All residential development below 500 dwellings will contribute to the provision of 'off site' strategic indoor sports and recreation facilities by way of CIL. For sites of 500 or more dwellings, a S106 planning obligation will be sought to secure on-site or off site delivery. The precise contribution/obligation will be negotiated on a case by case basis.

Part C Designated Sites - Mitigation of Recreational Impacts of Development

Where a new development has the potential to have significant adverse effect on the integrity of a designated international or national site for nature conservation purposes, as a result of additional recreational pressure on that designated site, the development may be required to provide open space of sufficient size, type and quality over and above the standard requirements set out in this policy, in order to mitigate that pressure.

Mitigation may also involve providing or contributing towards a combination of the following measures:

1. Access and visitor management measures within the designated site;
2. Improvement of existing greenspace and recreational routes;
3. Provision of alternative natural greenspace and recreational routes;
4. Monitoring the impacts of new development on international designated sites to inform the necessary mitigation requirements and future refinement of any mitigation measures

6.17 Green Infrastructure Network

6.17.1 Green Infrastructure is the strategic network of multi-functional, linked green spaces, both new and existing, urban and rural, which delivers a range of benefits for people and wildlife.

The network is formed by individual green infrastructure components at different scales, from street trees, green roofs, and sustainable drainage, to allotments, nature conservation sites and country parks. These assets may be physically and visually connected to one another by linear features, such as hedgerows, public rights of way, cycle routes, rivers and watercourses to form a green infrastructure network.

6.17.2 The strategic green infrastructure network in Peterborough provides a number of benefits, including:

- Enhancing landscape and character and built heritage;
- Enhancing biodiversity;
- Supporting healthy ecosystems;
- Providing climate change solutions (mitigation and adaptation);
- Supporting healthy lifestyles and thriving communities;
- Providing active access to the outdoors.

6.17.3 Individual elements of the green infrastructure network can serve a useful purpose at a range of scales without being connected. However, when green infrastructure components are linked together to form green networks, further combined benefits can be achieved at a strategic level. These direct and indirect benefits of green infrastructure have been termed 'ecosystem services' and are derived from physical natural assets known as 'natural capital'. Development can impact on the extent and ability of natural capital to provide ecosystem services. To ensure that these benefits are delivered, green infrastructure must be protected, well planned and managed.

6.17.4 The council has prepared a Green Infrastructure and Biodiversity SPD, which sets out a Peterborough wide green infrastructure vision and strategy, and defines specific focus areas where targeting investment in green infrastructure is most likely to deliver multiple benefits. The proposals and action plan of the SPD will need to be taken into account and supported in new developments to ensure that the required green infrastructure is provided to support the growth of the city. It is envisaged that the Peterborough Nature Partnership will lead on the coordinated delivery of specific green infrastructure projects. Detailed descriptions of each of the focus areas are contained within the SPD.

6.17.5 As set out in policy LP5, where urban extensions are to be created to accommodate the growth of the city, it is important that multi-functional green infrastructure is included as an integral element of their design and layout and which maximises the delivery of ecosystem services. It is also important that such proposals look beyond the site boundary and look for opportunities to connect to the wider green infrastructure network in the Peterborough area and beyond.

6.17.6 The council expects all development proposals to make a contribution to providing, enhancing and/or managing green infrastructure proportionate to the scale of the development proposed. In developing proposals, the green infrastructure network for Peterborough should be viewed and considered alongside other relevant policies in this Local Plan to identify opportunities for protecting, enhancing and connecting green infrastructure assets as part of new development.



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Policy LP22 Green Infrastructure Network

The council, working in partnership with conservation and environmental organisations, local communities, developers and statutory agencies, will seek to maintain and improve the existing green infrastructure network in Peterborough. This will be achieved by enhancing, creating and managing multi-functional green infrastructure, within and around settlements, that are well connected to each other and the wider countryside, and which reflect the broad strategic framework set out in the Green Infrastructure and Biodiversity SPD.

The council will take into account the latest Open Space Strategy, Green Infrastructure and Biodiversity SPD and any other appropriate local evidence to guide applicants on what new green infrastructure will be required and how it should be delivered.

All development proposals should ensure that existing and new green infrastructure is considered and integrated into the scheme design from the outset. Where new green infrastructure is proposed, the design should maximise the delivery of ecosystem services and support healthy and active lifestyles.

Strategic and major development proposals should incorporate opportunities for green infrastructure provision, to reverse the decline in biodiversity and restore ecological networks at a landscape scale, reverse habitat fragmentation and increase connectivity of habitats, and to preserve, restore and create priority and other habitats within and adjacent to development schemes.

Proposals will be expected to provide clear arrangements for the long-term maintenance and management and/or enhancement of green infrastructure assets. Where appropriate, the council may utilise planning conditions, CIL or planning obligations to deliver green infrastructure projects.

Development must protect the existing linear features of the green infrastructure network that provide connectivity between green infrastructure assets, including public rights of way, bridleways, cycleways and waterways, and take opportunities to improve such features.

Development proposals that cause loss or harm to the green infrastructure network will not be permitted, unless the need for and benefits of the development demonstrably outweigh any adverse impacts. Where adverse impacts on the green infrastructure network are unavoidable, development will only be permitted if suitable mitigation measures for the network are provided.

Development proposals which are consistent with and support the delivery of the opportunities, priorities and initiatives identified in the Peterborough Green Infrastructure and Biodiversity SPD will be supported.

6.18 Local Green Space, Protected Green Spaces and Existing Open Spaces

Local Green Space

6.18.1 Local Green Space (LGS) 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. LGS designation can be used where the green space is:

- In reasonably close proximity to the community it serves; and

- Local in character and not an extensive tract of land; 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.

6.18.2 Planning permission will only be granted for development proposals in a designated LGS in very special circumstances. These circumstances are set out in the NPPF and align with Green Belt status.

Protected Green Space in Villages

6.18.3 In addition to LGS designations, this Local Plan also includes Protected Green Space in Villages (PGSV). These open spaces make a positive contribution to the individual character of a village and may also provide a visual or amenity function. Open undeveloped spaces within a settlement are as important as the buildings in giving a settlement its unique character and form. Some open spaces, especially towards the edge of a settlement, are important in preserving the setting of a settlement. Other open spaces provide breaks in the street scene and may allow views of the surrounding countryside to be enjoyed from within the settlement.

Existing Open Space

6.18.4 In addition to the open space designations identified on the Policies Map, there are numerous existing open spaces across Peterborough that are valued locally and contribute to the quality of life of communities living in the area.

6.18.5 Although not identified on the Policies Map, these open spaces perform an important role in terms of visual amenity, sport, recreation and play, and community use. Examples include informal parkland and amenity open space. A broad range of open spaces exist and thus open space typologies and a parks hierarchy was established in the 2006 Open Space Strategy and subsequent updates. Some of this open space is identified in the council's Open Space Study and Standards (2016) and is available to view on the interactive map on the council's website. NPPF paragraph 74 clearly states that open space should not be built on unless strict tests are met. The council will protect all of these open spaces from development unless the particular circumstances set out in the policy apply.



Policy LP23: Local Green Space, Protected Green Space and Existing Open Spaces

Local Green Space

Local Green Space, as defined on the Policies Map, will be protected in line with the NPPF, which rules out new development on these sites other than in very special circumstances.

Protected Green Space in Villages

Open spaces that have a particular role in maintaining the character and identity of villages are identified on the Policies Map as Protected Green Space in Villages. These spaces will be protected from development unless there are no significant detrimental impacts on the character and appearance of the surrounding area, ecology and any heritage assets.

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Other Open Spaces

Existing non designated open spaces will, in principle, be protected from development. New development that will result in the loss of existing open space will not be supported, unless the criteria in the NPPF are met.

In addition, if the requirements of the NPPF can be satisfied, the proposal must also demonstrate that:

1. The open space does not make an important contribution to the green infrastructure network or connectivity of habitats, and the development would not result in landscape or habitat fragmentation or incremental loss; and
2. The proposed development can be accommodated on the open space without causing significant detrimental impact on the character and appearance of the area, ecology or any heritage assets.

6.19 Nene Valley

- 6.19.1** 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 (NIA). There are opportunities for development to positively support the aims of the NIA, as set out in the latest NIA Business Plan, to reverse the decline of biodiversity and restore and enhance the ecological network, for example; through the provision of accessible natural greenspace, landscaping using native species and the creation of new habitat. It is important that development within the NIA recognises the full range of ecosystem services and enhances their provision where possible. Further information regarding ecosystem services in the Nene Valley NIA is available on the Nene Valley NIA website.
- 6.19.2** 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 enhancing the natural 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. The Nene Park Master Plan (2017) will provide a mechanism for addressing some of the above issues.
- 6.19.3** 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, such as Castor Flood Meadows SSSI and River Nene County Wildlife Site. East of the city lies 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).
- 6.19.4** 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 (see LP28). In other parts of the Nene Valley recreation development will be encouraged, subject to there not being any unacceptable impact on these considerations.



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 proposals will be particularly supported where they:

- (a) would enhance navigation along the River Nene for a wide range of recreational, cultural or transport purposes, without impacting negatively on wildlife or other land management activities. Development that creates new links with other waterways within and/or surrounding the local authority area will also be supported;
- (b) would protect and enhance biodiversity, and contribute to linking surrounding habitats through habitat creation and improved green infrastructure;
- (c) would enable greater public access to the waterspace and the achievement of continuous publicly accessible paths and cycle routes through the valley;
- (d) would enhance the provision of ecosystem services within the Nene Valley NIA;
- (e) would not have an adverse effect on the integrity of the Nene Washes International site or other designated sites in line with Policy LP28.

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 creates a more natural water's edge and enhances its character.

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

6.20 Country Park

- 6.20.1** Country parks should provide a wide range of recreational activities including; outdoor sports facilities and playing fields, children's play for different age groups and informal recreational pursuits, including sitting out and walking. Nature trails, cycle routes, formal picnic areas, interpretation facilities, refreshments and toilets are also likely to be found in country parks. Country parks may also provide opportunities to enhance landscape character and biodiversity, and contribute to wildlife and habitat connectivity in the wider area.
- 6.20.2** Ferry Meadows Country Park is located within the Nene Valley and therefore is covered by policy LP24.

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Policy LP25: Country Park

The following site is identified on the Policies Map as a Country Park and is protected for that purpose. Planning permission will only 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 and biodiversity.

Site Reference	Site Name	Site Area (ha)
LP25.1	Hampton Country Park	162

6.21 Green Wedges

Green Wedges are open areas around and between parts of a settlement, or settlements, whose primary role is to maintain the distinction between the countryside and built up area and protect the separate identity and character of individual settlements. They may also provide opportunities for outdoor sport and recreation, access to the countryside and maintaining landscape and wildlife interest.

- 6.21.1** In general, there has been limited built development within the Green Wedges around Peterborough, however in recent years, some parts of the Green Wedge network have come under growing development pressure due to their proximity to the built up area. The council maintains a long-term commitment to Green Wedges in this Local Plan.
- 6.21.2** One of these wedges separates Peterborough from Glinton; 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.
- 6.21.3** 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. There may also be instances where it is essential for a certain type of development to be
- 6.21.4** located in a Green Wedge, this may include development required by a public or private utility to fulfil their statutory obligations, or the provision of strategic transport infrastructure, provided that other relevant Local Plan policies are satisfied.



Policy LP26: Green Wedges

Green Wedges, as identified on the Policies Map, have been identified to fulfil one or more of the following functions and policy aims:

- prevent the merging of settlements, protecting their setting and preserving their separate identity, local character and historic character;
- provision of an accessible recreational resource, with both formal and informal opportunities, close to where people live, where public access is maximised without compromising the integrity of the Green Wedge;

Within the areas identified as Green Wedges, planning permission will only be granted where it can be demonstrated that the development is not contrary or detrimental to the above functions and aims.

Development proposals within a Green Wedge will be expected to have regard to:

1. the need to retain the open and undeveloped character of the Green Wedge and the physical separation between settlements;
2. opportunities to improve the quality of green infrastructure within the Green Wedge, with regard to the latest Peterborough Open Space Strategy, Peterborough Green Infrastructure and Biodiversity SPD, or subsequent replacement evidence and/or guidance;
3. the maintenance and enhancement of the network of footpaths, cycleways and bridleways and their links to the countryside, to retain and enhance public access, where appropriate to the function of the Green Wedge.

Development proposals adjacent to the Green Wedges will be expected to demonstrate that:

4. they do not adversely impact on the function of the Green Wedge, taking into account scale, siting, design, materials and landscape treatment;
5. they have considered linkages to and enhancements of the adjacent Green Wedge.

6.22 Landscape Character

6.22.1 The character of the landscape across the Peterborough administrative area has been shaped by both human and physical influences and varies considerably, with some landscapes more sensitive than others. There are no National Parks or Areas of Outstanding Natural Beauty within the area, but that does not mean that the character and beauty of the countryside 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.

6.22.2 Peterborough lies within five National Character Areas defined by Natural England, which provide a broad description of the landscape in these areas. The Peterborough Landscape Character Assessment (2007) identifies six landscape character areas within Peterborough and eighteen sub-areas that sit within these. The Assessment provides guidance on the character and local distinctiveness of the landscape within these areas and assesses the landscape in terms of its sensitivity to change and ability to accept development. Landscape Character Assessments may also be prepared to inform Neighbourhood Plans to identify landscape issues of local concern. These Landscape Character Assessments will be used in the determination of planning applications to ensure the diverse character of the area's landscape is respected, maintained and, where possible, enhanced.

The Policies

6.22.3 The way that growth is delivered in Peterborough 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.



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, enhancing or restoring 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 B. They are:

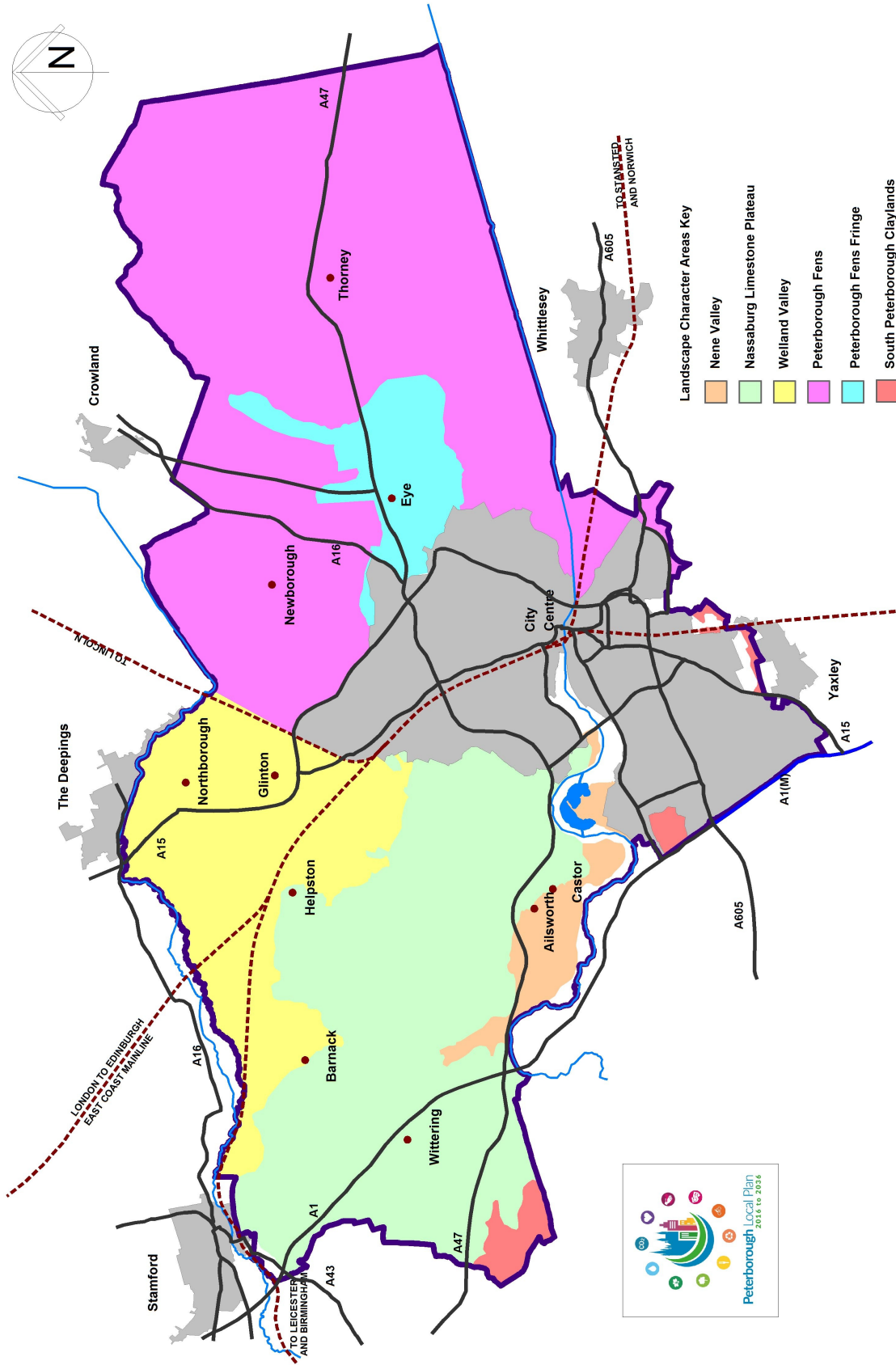
- Nene Valley
- Nassaburgh Limestone Plateau
- Welland Valley
- Peterborough Fens
- Peterborough Fen Fringe
- South Peterborough Claylands

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

- recognise and, where possible, enhance the character and special qualities of the local landscape through appropriate design and management;
- reflect and enhance local distinctiveness and diversity;
- identify, maintain and, where possible, enhance any natural or man-made features of significant landscape, historical, cultural, wildlife and geological importance. Where a proposal may result in significant harm, it may be permitted in exceptional circumstances, if the overriding benefits of the development demonstrably outweigh the harm: in such circumstances the harm should be minimised and mitigated;
- safeguard and enhance important views and vistas, including sky lines in to, out of and 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.

In considering the impacts of a proposal, the cumulative as well as the individual impacts on the landscape will be considered, including the potential impacts on adjacent Landscape Character Areas.

Map B



The Policies

6.23 Biodiversity and Geological Conservation

- 6.23.1** Peterborough's natural environment is a valuable resource, rich in internationally, nationally and locally designated sites, as well as those without formal designation. Ecological networks comprising designated sites, other habitats, and wildlife corridors are necessary to maintain and enhance biodiversity and prevent fragmentation and loss of connectivity. This is essential if species are to adapt to climate change and if a net gain in biodiversity is to be achieved.
- 6.23.2** The council wishes to ensure, through planning decisions, that there is no net loss in biodiversity and a net gain, where possible. The council has prepared a Green Infrastructure and Biodiversity SPD to help achieve this aim.

Designated Sites

- 6.23.3** Designated sites for nature conservation importance 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 with the highest level of protection, followed by national and then locally designated sites. This policy seeks to ensure that appropriate weight is given to their importance and the contribution that they make to the wider ecological network. International and National sites are shown on the Policies Map and Table 4 below shows the hierarchy of designated sites in Peterborough.
- 6.23.4** There are three international sites within the administrative boundary of Peterborough; Barnack Hills and Holes (SAC), Nene Washes (SAC, SPA and Ramsar) and; Orton Pit (SAC). These internationally important sites are protected by the Habitats Directive and Habitats Regulations. The presumption in favour of sustainable development does not apply to development assessed as likely to have a significant effect on such sites.
- 6.23.5** Sites of Special Scientific interest (SSSIs) form a network of nationally designated sites which also underpin sites designated to meet international obligations. All National Nature Reserves (NNRs) are also notified as SSSIs and these sites are recognised as being amongst the most important SSSIs in the country. Development that is likely to have an adverse effect on these sites, alone or in combination with other developments, will only be permitted in exceptional circumstances, in accordance with the NPPF.
- 6.23.6** Local sites are also important components of the ecological network and are highly valued locally, providing benefits for both people and wildlife, and recognising the importance of our geology in underpinning the landscape and habitats we have. Developments should help enhance this network and avoid adverse impact on local sites. Where significant harm cannot be avoided, the mitigation hierarchy should be followed (see 6.23.12)

Table 4 Hierarchy of Designated Sites for Nature Conservation

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

- 6.23.7** As well as greenfield sites and naturalised sites which provide assets in terms of biodiversity and geodiversity, the urban areas of Peterborough contain several significant brownfield sites of high environmental value. Whilst providing an important source of land for redevelopment, these sites may also be valuable for biodiversity and support open mosaic habitats (a habitat of principal importance), which in turn support many threatened and declining species.
- 6.23.8** Both local sites and brownfield biodiversity sites have been mapped and are available to view on the council's online community map.

Protected Species

- 6.23.9** 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. The council has a duty to promote the protection and recovery of these species populations, linked to national and local targets, and identify suitable indicators for monitoring biodiversity.
- 6.23.10** 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. The Cambridgeshire and Peterborough Biodiversity Partnership has published lists of priority species and additional species of interest that are locally important. The Cambridgeshire and Peterborough Environmental Records Centre also holds records of locally recorded species and is therefore a useful source of biodiversity information.

Biodiversity and Geodiversity in Development

- 6.23.11** New development should ensure no net loss in biodiversity and provide a net gain where possible, through the planned retention, enhancement and creation of habitats and wildlife features. This should be appropriate to the scale, type and location of development, and the long term maintenance and management of these features should be considered early in the planning process.
- 6.23.12** Development should avoid any adverse impact on biodiversity and geodiversity. Where significant adverse impacts would result, the first priority should be relocation of the development to an alternative site. If impacts cannot be avoided then suitable mitigation is required. If that is not possible, then full compensation must be provided.
- 6.23.13** For most development proposals involving construction or engineering works, applicants will be expected to complete the council's biodiversity checklist and provide a comprehensive site survey as part of the planning application. Applicants should refer to the council's website and Green Infrastructure and Biodiversity SPD for further guidance on the checklist and survey requirements when preparing and submitting an application. The council encourages developers to complete Natural Cambridgeshire's 'Developing with Nature Toolkit' to demonstrate how their proposal delivers a net gain in biodiversity.
- 6.23.14** 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.

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Policy LP28: Biodiversity and Geological Conservation

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 ecological network throughout the district, consisting of core sites, buffers, wildlife corridors and stepping stones that link to green infrastructure in adjoining local authority areas to respond to and adapt to climate change;
- safeguard the value of previously developed land where it is of significant importance for biodiversity and/or geodiversity;
- work with developers and Natural England to identify a strategic approach to great crested newt mitigation, where this is required, on major sites and other areas of key significance for this species.

1. Designated Sites

1a) International Sites

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

- no suitable alternatives;
- imperative reasons of overriding public interest; and
- necessary compensatory provision can be secured.

Development will only be permitted where the council is satisfied that any necessary mitigation is included such that, in combination with other development, there will be no adverse effects on the integrity of international sites.

Development proposals that are likely to have an adverse impact, either alone or in combination, on international designated sites, must satisfy the requirements of the Habitats Regulations, determining site specific impacts and avoiding or mitigating against impacts where identified. Such impacts may include increased recreational pressure, air pollution and water quality impacts.

1b) National Sites

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

1c) Local Sites

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

1d) Habitats and Species of Principal Importance

The council will consider all development proposals in the context of its duty to promote the protection and recovery of priority species and habitats. Where adverse impacts are likely, development will only be permitted where the need for and benefits of the development clearly outweigh these impacts. In such cases, appropriate mitigation or compensatory measures will be required.

2. Biodiversity and Geodiversity in Development

All development proposals should:

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

All development proposals should complete the council's biodiversity checklist to identify features of value on and adjoining the site and, for major development proposals, to provide an audit of losses and gains in existing and proposed habitat. Where there is the potential for the presence of protected species and/or habitats, a relevant ecological survey(s) must be undertaken by a suitably qualified ecologist. The development proposals must be informed by the results of both the checklist and survey. In all cases, regard should be had to the council's Green Infrastructure and Biodiversity SPD.

3. Mitigation of Potential Adverse Impacts of Development

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

6.24 Trees and Woodland

- 6.24.1** The council has a statutory duty (s197 of the Town and Country Planning Act 1990) to consider the protection and planting of trees when granting planning permission for proposed development. The potential effect of development on trees, whether statutorily protected (e.g. by a tree preservation order or by their inclusion within a conservation area) or not, is a material consideration that must be taken into account in dealing with planning applications.

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- 6.24.2** Trees provide a broad range of benefits from providing wildlife habitat, adding maturity to new sites, screening, shade, storm water attenuation, visual amenity and the ability to soften and complement the built form.
- 6.24.3** The council's Tree and Woodland Strategy (2012) sets out a strategy for the management of trees and woodland in Peterborough. It includes corporate aims to:
- sustainably maintain, improve and expand the quality of the existing tree and woodland cover; and
 - expand the extent of woodland cover through opportunities created through sustainable external funding.
- 6.24.4** This Local Plan assists in meeting those corporate aims, principally via policy LP29 below.
- 6.24.5** In terms of existing trees and woodlands, where trees are present on a development site a British Standard 5837 Tree Survey 'Trees in relation to Construction survey', and any related survey information, should be submitted along with an application for planning permission. This will ensure it is clear that a proper consideration of trees and woodlands has taken place and been taken into account in the preparation of proposals for a site.
- 6.24.6** In addition, an Arboricultural Method Statement will also be required where there is a likely adverse impact on the health and wellbeing of the trees, either through the pressure to prune or fell or through excavation works which could harm the root systems. The Statement should set out the measures that will need to be taken to protect the health of the trees during the construction period and afterwards.
- 6.24.7** If the development site (or land within 12 times of the stem diameter of trees located beyond the site boundaries) includes Ancient Woodland, an Ancient Tree and/or a Veteran Tree then any proposal that may result in the loss or damage of such trees will be particularly scrutinised, and only exceptionally approved. Proposals within 500m of an Ancient Woodland will also be tested (and, as appropriate, advice sought from the Forestry Commission) for any potential impact on the Ancient Woodland. Similarly, any loss of a tree which is protected by virtue of a Tree Preservation Order (TPO) will be resisted and unlikely be approved if it resulted in a net loss of amenity. In all instances, clear demonstration of overriding public interest in the loss of a tree(s) or woodland would need to be provided.
- 6.24.8** Any unprotected trees (especially those as defined as Category A or B trees within the aforementioned BS5837) will be expected to be retained if possible.
- 6.24.9** In terms of mitigation where loss of trees and woodland is proposed (and where it is deemed acceptable for such tree(s) to be lost, taking account of the status of the tree), then suitable proposals for mitigation, via compensation, should be provided. The tree compensation standard set out in this policy provides a suitable mechanism to determine the appropriate level of mitigation. The council's first preference is for on-site replacement at suitable locations within the curtilage of the development. In exceptional circumstances, where planting cannot be achieved on-site without compromising the achievement of good design, new tree planting proposals may be considered off site (including on public land) to mitigate. Where trees are to be provided off-site, planning obligations will be sought to cover replacement trees, their planting and their future maintenance.
- 6.24.10** The council is committed to increasing the overall tree canopy cover, and therefore opportunities for new tree planting should be explored as part of all development proposals.
- 6.24.11** Where new tree planting is proposed (irrespective of whether this is to compensate for losses on site), then the quantity, location and species selection of new trees will be expected to take practicable opportunities to meet the following five Tree Planting Principles:

1. Create habitat and, if possible, connect the development site to the Strategic Green Infrastructure Network; and
2. Assist in reducing or mitigating run-off and flood risk on the development site; and
3. Assist in providing shade and shelter to address urban cooling, and in turn assist in mitigating against the effects of climate change; and
4. Create a strong landscaping framework to either (a) enclose or mitigate the visual impact of a development or (b) create new and enhanced landscape; and
5. Be of an appropriate species for the site.



Policy LP29: Trees and Woodland

Development proposals should be prepared based on the overriding principle that:

- the existing tree and woodland cover is maintained, improved and expanded; and
- opportunities for expanding woodland are actively considered, and implemented where practical and appropriate to do so.

Existing Trees and Woodland

Planning permission will only be granted if the proposal provides evidence that it has been subject to adequate consideration of the impact of the development on any existing trees and woodland found on-site (and off-site, if there are any trees near the site, with 'near' defined as the distance comprising 12 times the stem diameter of the off-site tree). If any trees exists on or near the development site, 'adequate consideration' is likely to mean (a) the completion of a British Standard 5837 Tree Survey and, if applicable, (b) an Arboricultural Method Statement.

Where the proposal will result in the loss or deterioration of:

1. ancient woodland; and/or
2. the loss of aged or veteran trees found outside ancient woodland

permission will be refused, unless and on an exceptional basis the need for, and benefits of, the development in that location clearly outweigh the loss.

Where the proposal will result in the loss or deterioration of a tree protected by a Tree Preservation Order or a tree within a Conservation Area, then permission will be refused unless:

1. there is no net loss of amenity value which arises as a result of the development; or
2. the need for, and benefits of, the development in that location clearly outweigh the loss.

Where the proposal will result in the loss of any other tree or woodland not covered by above, then the council will expect the proposal to retain those trees 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.

Mitigating for loss of Trees and Woodland

Where it is appropriate for higher value tree(s) (category A or B trees (BS5837)) and/or woodland to be lost as part of a development proposal, then appropriate mitigation, via compensatory tree planting, will be required. Such tree planting should:

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- (a) take all opportunities to meet the five Tree Planting Principles (see supporting text); and
- (b) unless demonstrably impractical or inappropriate, provide the following specific quantity of compensatory trees:

Trunk diameter(mm) at 1.5m above ground of tree lost to development	Number of replacement trees required, per tree lost*
75 -200	1
210-400	4
410-600	6
610-800	9
810-1000	10
1000+	11

* replacement based on selected standards 10/12 cm girth at 1m

New Trees and Woodland

Where appropriate and practical, opportunities for new tree planting should be explored as part of all development proposals (in addition to, if applicable, any necessary compensatory tree provision). Where new trees are proposed, they should be done so on the basis of the five Tree Planting Principles. Proposals which fail to provide practical opportunities for new tree planting will be refused.

Management and Maintenance

In instances where new trees and/or woodlands are proposed, it may be necessary for the council to require appropriate developer contributions to be provided, to ensure provision is made for appropriate management and maintenance of the new trees and/or woodland.

6.25 Culture, Leisure, Tourism and Community Facilities

- 6.25.1** 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'.
- 6.25.2** 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, Broadway and Key Theatres, Regional Pool, Lido and sports facilities, Peterborough United's football ground and a range of restaurants and bars. Whilst the city centre is the focus for cultural and leisure facilities, the rural area is also home to a range of cultural facilities, including the Flag Fen Bronze Age site.
- 6.25.3** 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.

- 6.25.4** 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.
- 6.25.5** 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.
- 6.25.6** 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.
- 6.25.7** 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.
- 6.25.8** There are many existing community facilities within Peterborough's urban area and villages providing for the health and wellbeing, social and educational needs of the community. Some of these serve a local community, while some serve a wider catchment area. It is important to seek to preserve these existing community facilities. However, it is recognised that there may be instances where facilities become demonstrably no longer fit for purpose and it can be demonstrated that there is no longer an existing or future community need for the facility, either in situ or elsewhere. Where the policy refers to 'redevelopment' this also includes proposals for the demolition, change of use and other forms of development that would result in the loss of an existing community facility.



Policy LP30: Culture, Leisure, Tourism and Community Facilities

The Council will support the development of new cultural, leisure, tourism and community 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; and
- it will help to promote the image of Peterborough and attract more visitors.

Culture, Leisure and Tourism Facilities

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:

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- 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;
- assist in the creation and enhancement of water navigation facilities; and
- ensure that there are no detrimental impacts on designated sites, in accordance with policies LP23 and LP27.

In exceptional circumstances when there is no appropriate city centre site, due to the nature and scale of the proposed development, other locations for cultural, leisure and tourism facilities will be considered in accordance with a sequential approach to site selection outlined in policy LP11.

Community Facilities

All development proposals should recognise that community facilities such as libraries, public houses, places of worship and community halls, or any registered asset of community value, are an integral component in achieving and maintaining sustainable, well integrated development.

Proposals for new community facilities will be supported in principle, and should:

- a. Prioritise and promote access by walking, cycling and public transport. Community facilities may have a local or wider catchment area: access should be considered proportionately relative to their purpose, scale and catchment area;
- b. Be accessible for all members of society;
- c. Be designed so that they are adaptable and can be easily altered to respond to future demands if necessary;
- d. Where applicable, be operated without detriment to local residents: this especially applies to facilities which are open in the evening, such as leisure and recreation facilities.

Existing Culture, Leisure, Tourism and Community Facilities

The loss, via redevelopment, of an existing culture, leisure, tourism or community facility will only be permitted if it is demonstrated that:

- e. The facility is demonstrably no longer fit for purpose and the site is not viable to be redeveloped for a new community facility; or
- f. The service provided by the facility is met by alternative provision that exists within reasonable proximity: what is deemed as reasonable proximity will depend on the nature of the facility and its associated catchment area; or
- g. The proposal includes the provision of a new facility of a similar nature and of a similar or greater size in a suitable on or off-site location.

6.26 Renewable and Low Carbon Energy

6.26.1 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' that they have been in the past.

- 6.26.2** 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.
- 6.26.3** 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.
- 6.26.4** 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_e (kilowatts of electricity) or 300 kW_t (kilowatts of heat). Renewable and low carbon energy installations which exceed these limits will require planning permission.
- 6.26.5** 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).
- 6.26.6** 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 (NPPG). 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.
- 6.26.7** This Local Plan does not identify any areas for wind farm development.



Policy LP31: Renewable and Low Carbon Energy

Low Carbon Energy

Development proposals will be considered more favourably if the scheme would make a positive and significant contribution towards one or more of the following (which are listed in order of preference):

Reducing demand: by taking account of landform, location, layout, building orientation, design, massing and landscaping, development should enable occupants to minimise their energy and water consumption, minimise their need to travel and, where travel is necessary, to maximise opportunities for sustainable modes of travel;

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Resource efficiency: development could: take opportunities to use sustainable materials in the construction process, avoiding products with a high embodied energy content; and minimise construction waste.

Energy production: development could provide site based decentralised or renewable energy infrastructure. The infrastructure should be assimilated into the proposal through careful consideration of design. Where the infrastructure may not be inconspicuous, the impact will be considered against the contribution it will make;

Carbon off-setting: development could provide extensive, well designed, multi-functional woodland (and, if possible, include a management plan for the long term management of the wood resource which is produced), fenland or grassland.

Proposals which address one or more of the above principles (whether in relation to an existing development or as part of a wider new development scheme) but which are poorly designed and/or located and which have a detrimental impact on the landscape, the amenity of residents, or the natural and built environment, will be refused.

Proposals for non-wind renewable energy development

Proposals for non-wind renewable technology will be assessed on their merits, with the impacts, both individual and cumulative, considered against the benefits of the scheme, taking account of 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.

Proposals for wind energy development

In addition to the above criteria for non-wind schemes, 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.

6.27 Flood and Water Management

6.27.1 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 Action Plan: City Wide and the Sustainable Community Strategy, Peterborough will seek to promote development which has the ability to adapt to climate change, protect the water environment and promotes flood risk reduction.

6.27.2 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

issue 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.

- 6.27.3** In accordance with the NPPF, the supporting technical guidance and the council's Flood and Water Management SPD, policy LP32 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.
- 6.27.4** 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.
- 6.27.5** 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 including an action plan for managing flood risk.
- 6.27.6** 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, quantity, 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 WFD objectives, sites will require a WFD assessment. The SPD provides further detail on the local impacts of the WFD, the assessment and reasons for which it might be required.
- 6.27.7** Strategic Flood Risk Assessment (SFRA) Level 1 and Water Cycle Study have been prepared to support the Local Plan. A separate sequential test has been carried out for all sites suggested to the council.

Water Efficiency

- 6.27.8** Where justified through evidence, the council has the option to set, through the Local Plan, additional technical requirements exceeding the minimum 'Building Regulation' standards in respect of access, water usage and space standard of dwellings.
- 6.27.9** In terms of water usage, existing sources of evidence, most notably, Anglian Water's Water Resource Management Plan (2015), demonstrate that in Peterborough water resources are under stress. Increasing demands from growth, along with reductions in abstraction to improve the quality of the water environment, could result in an imbalance between supply and demand. Minimising the demand for water in buildings is therefore crucial to protecting the water environment.
- 6.27.10** To reduce impact on the water environment, the following policy requires new development to achieve the nationally set technical housing standard for water efficiency. This standard is intended to reduce water consumption in new dwellings to a level equivalent to 110 litres per person per day (rather than the standard 125 litres), and is described in Building Regulation G2.



The Policies

Policy LP32: 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 increased risk of flooding to the development site or to existing properties, and where possible should seek to reduce flood risk;
- 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.

A site specific Flood Risk Assessment appropriate to the scale and nature of the development and risks involved, taking into account future climate change, will be required for development proposals:

- in Flood Zones 2 and 3; and
- in Flood Zone 1 where there are critical drainage problems; and
- on sites of 1 hectare or greater in Flood Zone 1; and
- sites where development or change of use to a more vulnerable use may be subject to other sources of flooding; and
- sites of less than 1 hectare in Flood Zone 1 where they could be affected by sources of flooding other than from rivers and the sea.

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;
- g. that adequate foul water treatment and disposal already exists or can be provided in time to serve the development;
- h. in areas served by combined sewers, surface and foul flows should be separated and no new combined sewers created, connections to the existing combined sewer should only be made in exceptional circumstances where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments);
- i. that suitable access is safeguarded for the maintenance of water supply and drainage infrastructure.

Water Efficiency

To minimise impact on the water environment all new dwellings should achieve the Optional Technical Housing Standard of 110 litres per day for water efficiency as described by Building Regulation G2.

6.28 Development on Land Affected by Contamination

- 6.28.1** 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.
- 6.28.2** 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.
- 6.28.3** 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.
- 6.28.4** 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>.
- 6.28.5** There is additional advice regarding land affected by contamination at <https://www.gov.uk/contaminated-land> and also on the Planning Practice Guidance website.
- 6.28.6** 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.
- 6.28.7** 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.
- 6.28.8** 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.



Policy LP33: 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.

The Policies

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.

6.29 Residential Annexes

6.29.1 The addition of annexes to residential properties can have a considerable impact upon the character and amenity of an area through the intensification of development. Through policy LP34 the council will seek to ensure that any residential annexe development is solely provided as ancillary to the original dwelling and not a new dwelling.



Policy LP34: Residential Annexes

Planning permission for the creation of a residential annexe will only be granted if all the following criteria are met:

- i. the annexe shall presently, and in the future, be within the same ownership as, and will be occupied in conjunction with, the original dwelling;
- ii. the annexe does not appear as tantamount to the creation of a new dwelling or separate planning unit;
- iii. the annexe is ancillary and subordinate in size and scale to the original dwelling, and of a design which, taken as a whole, complements the original dwelling;
- iv. the occupant(s) of the annexe share(s) the access, garden and parking areas of the original dwelling;
- v. there is a clear functional relationship between the occupant(s) of the annexe and the original dwelling;
- vi. the annexe is not capable of subdivision from the original dwelling to create a new dwelling or separate planning unit;
- vii. the provision of services and utilities to the annexe are provided via the original dwelling; and
- viii. the proposal does not cause any other harm, such as, but not limited to, amenity (including on occupiers of the annexe, the original dwelling and neighbours), heritage and biodiversity assets, highways, parking, flood risk or character of the locality.

Development of detached residential annexes within the defined development envelopes, will only be permitted where it is demonstrated that the accommodation cannot reasonably be provided through extension to the original dwelling.

Development of residential annexes within the countryside will only be permitted where they are an extension to the existing dwelling or the conversion of an existing outbuilding where there is a close physical relationship to the main dwelling. Any proposal for the creation of new detached building for use as an annexe in the countryside will be treated as a new dwelling, and proposals considered as such.

7.1 Introduction

Part D - The Sites

- 7.1.1** The following section identifies the sites required to deliver the Local Plan target for 21,315 dwellings and 76 ha of employment land between 2016 and 2036. The site selection process is set out in the Sites Evidence Report (November 2017), which explains the detailed methodology and site selection criteria.
- 7.1.2** Table 5 (overleaf) sets out the overall spatial distribution as included in policy LP3.
- 7.1.3** Column (a) of the following table presents the approximate dwellings requirement figure based on the growth and distribution targets set out in policy LP3, for which provision must be made over the period 1 April 2016 to 31 March 2036, broken down according to the location in the first column.
- 7.1.4** Column (b) provides details of the net dwellings completed between 1 April 2016 and 31 March 2017.
- 7.1.5** Columns (c) and (d) provide details of commitments, as at 31 March 2017, which are defined as:
- dwellings which remain to be completed on sites under construction;
 - dwellings which have full planning permission;
 - dwellings which have outline planning permission.
- 7.1.6** The Local Plan does not allocate any site under 10 dwellings therefore the commitment data is broken down by the number of dwellings on sites with permission for fewer than 10 dwellings or with fewer than 10 dwellings still to be completed (Column (c)); and on sites with permission for 10 or more dwellings or sites with 10 or more dwellings still to be completed (column (d)).
- 7.1.7** Column (e) provides the total completed and committed sites (Column (b) + (c) + (d)) to give the total known dwellings at 31 March 2017.
- 7.1.8** Column (f) identifies the remaining dwellings to be identified and allocated through this Plan. 23,315 minus completions and commitments (Column (a) - (e)).
- 7.1.9** Column (g) shows the number of dwellings that are assumed to be deliverable from new sites that are allocated in policies LP35 to LP42 and LP46 to LP52. These are sites without planning permission at 1 April 2017.
- 7.1.10** Column (h) shows the total sites allocated in the Local Plan, and listed in the following policies. This is a sum of 'Committed Sites over 10 dwellings' and 'Proposed New Allocations' (column (d) + (g)).
- 7.1.11** Column (i) headed 'Total dwellings 2016 to 2036' shows the sum of 'Total known dwellings' plus (e), 'Proposed new allocations' (g). The difference between the figure in column (i) and those in the 'Local Plan Requirement' (a) are presented in the final column (j). Thus, column (j) reveals the extent to which the identified sites deliver both the Local Plan target overall and the strategic split as per policy LP3.
- 7.1.12** Table 5 includes an assumption for windfall allowance of 2,046 dwellings. This is considered a conservative estimate of the likely amount of dwellings coming forward in the plan period on land not allocated or accounted for in this Local Plan. Typically windfall developments are: small scale developments (1-9 units); infill development; change of use from offices to residential; or unexpected large sites coming forward (e.g. previously unidentified brownfield sites).

The Sites

- 7.1.13** In overall terms, Table 5 demonstrates that the Local Plan is capable of facilitating the dwelling requirement with a buffer of 1,892. This allowance is a useful buffer to achieving the housing targets and will compensate for any allocated sites which unexpectedly do not come forward in this plan period, or do not come forward as quickly as expected. It will also compensate for any losses (e.g. demolitions) which occur in the plan period. The buffer equates to an 9% buffer provision, above the supply of homes needed 2017 to 2036.
- 7.1.14** An estimate has been made as to when each site will actually deliver units on the ground. This is known as a housing trajectory for each site. A combined trajectory of all sites can then be created, and is shown in figure 1.

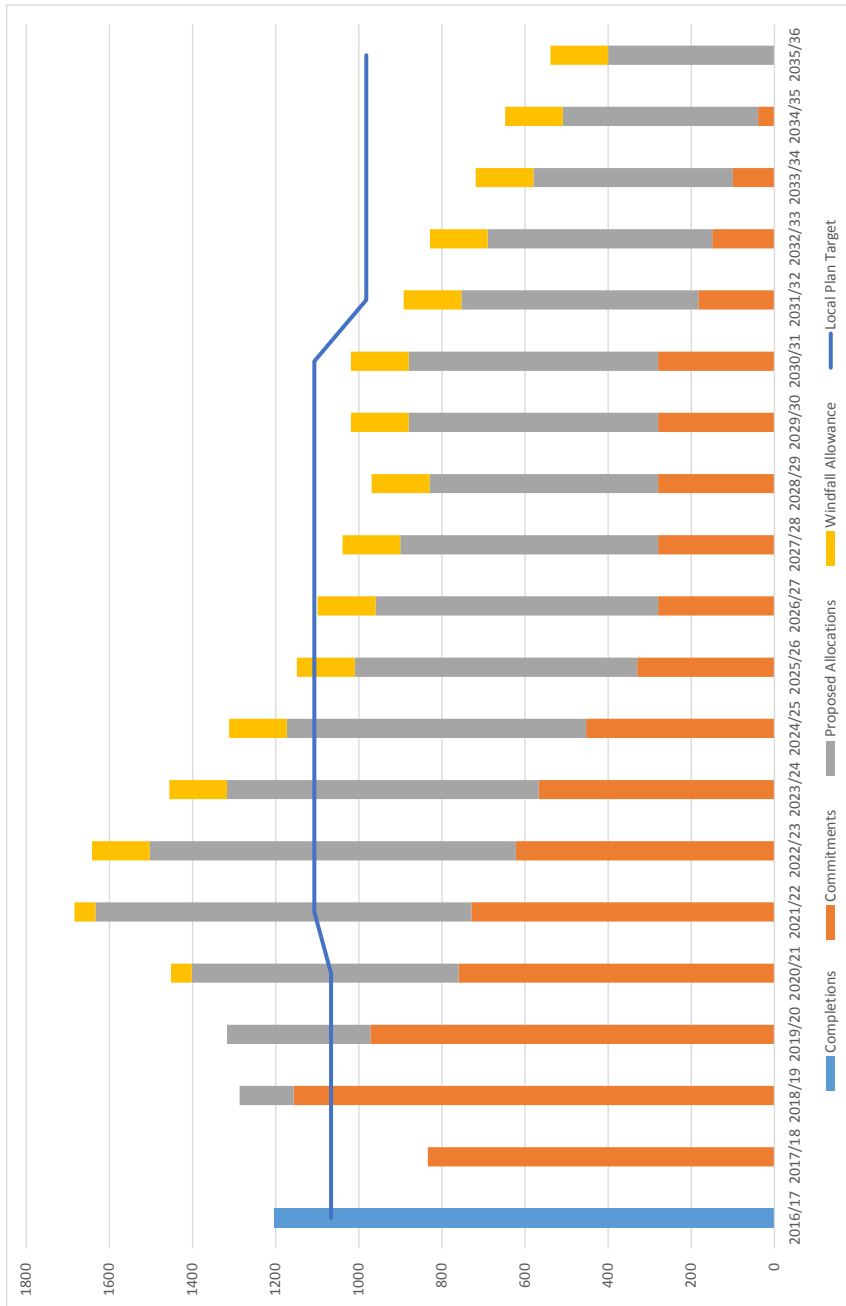
Table 5 Local Plan Requirements 2016 to 2036

Area	(a) Local Plan Strategic Distribution 2016 to 2036	(b) Completions 2016 to 2017	(c) Commitments on Sites under 10 dwellings as 31 March 2017	(d) Commitments on Sites over 10 dwellings as 31 March 2017*	(e) Total known dwellings b + c + d	(f) Remaining dwellings to be identified a - e	(g) Proposed new Allocations	(h) Total Identified in Local Plan d + g	(i) Total 2016 to 2036 e + g	(j) Difference from Local Plan Strategic Distribution i - a
Urban Area	27%	880	289	1,491	2,660	3,095	3,566	5,057	6,226	471
Urban Extensions	59%	177	0	6,042	6,219	6,357	7,450	13,492	13,669	1,093
Rural/Villages	5%	146	136	412	694	372	572	984	1,266	200
Windfall	9%	1,918							2,046	128
Total	100%	1,203	425	7,945	9,573	9,824	11,588	19,533	23,207	1,892

* This figure includes 153 dwellings at Stanground South granted permission after 31 March 2017. It does not include 14 dwellings at Station Road Thorney as permission lapsed after 31 March 2017.

The Sites

Figure 1 Housing Trajectory 2011 to 2036



7.2 Residential Allocations

- 7.2.1** In the policies that follow, each site allocated for residential development has a figure in the column headed "Indicative Number of Dwellings". Where a site already has planning permission (at 1st April 2017), but no development has started, the figure is the number of dwellings for which permission was granted. Where development had already started (at 1st April 2017), the figure is the remaining number of dwellings still to be completed in accordance with the permission. Where the site is 'new' (i.e. without any existing permission), the figure is an estimate based on the size of the site, an assumption about the net developable area, and an assumption about the net residential density which would be appropriate for the area in which the site is located.
- 7.2.2** However, there are a few exceptions to this where information in pending applications, or in design-led schemes that have been submitted to the council for example, has been agreed as being more appropriate than the density assumptions. There is a full explanation of the assumptions made in the supporting Sites Evidence Report.
- 7.2.3** The indicative numbers of dwellings are used to demonstrate how the approximate Local Plan dwelling requirements can be met. It is emphasised that they are only "indicative", and do not represent a fixed policy target for each individual site.
- 7.2.4** Developers are encouraged to produce the most appropriate design-led solution, taking all national policies and other Local Plan policies into account, in arriving at a total dwelling figure for their site, and they need not be constrained by the figure that appears in the column headed 'indicative dwelling figure'.
- 7.2.5** Policy LP35 identifies new urban extensions. It sets out the total number of indicative dwellings proposed for each site. However, the delivery of these sites are often reliant on significant infrastructure and therefore some sites may not deliver all the proposed dwelling by 2036. Therefore this policy includes an additional column titled 'Indicative dwellings in plan period 2016 to 2036'.

7.3 Urban Extensions - Allocations

- 7.3.1** The continued development of Hampton, Stanground South (Cardea) and Paston Reserve is a key part of the overall spatial strategy.
- 7.3.2** In October 2016, the council granted outline planning permission for up to 610 dwellings north of Great Haddon, known as Gateway Peterborough. The council has resolved to grant consent for Great Haddon, subject to finalising legal agreements, for up to 5,300 dwellings.
- 7.3.3** The Norwood urban extension (2,000 dwellings) should give consideration to, and be designed so that it is sympathetic with the permitted scheme to the north west of the site at Paston Reserve, in order to create a single comprehensive development area.
- 7.3.4** The East of England Showground is allocated as an urban extension for up to 650 dwellings and, and must be brought forward as part of a wider master plan for the showground (see policy LP36).
- 7.3.5** The following policy identifies the above allocations, all of which are required to meet the Local Plan target set out in policy LP3.



The Sites

Policy LP35: Urban Extensions Allocations

The following sites, as identified on the Policies Map, are allocated for development in accordance with policy LP5 and, where applicable, in accordance with the principles of any planning permissions (including resolution to grant to permission) for each respective site which were in place at 31 March 2017.

Site Reference	Address	Indicative number of dwellings	Indicative dwellings in Plan Period (2017 to 2036)	Site Specific Requirements
LP35.1	Hampton	3,801	3,801	
LP35.2	Paston Reserve	963	963	
LP35.3	Stanground South (Cardea)*	668	668	
LP35.4	Gateway Peterborough	610	610	
LP35.5 (HMV002Ui)	Great Haddon	5,300	5,000	
LP35.6 (GUN001U)	Norwood	2,000	2,000	
LP35.7 (ORW005U)	East of England Showground	650	650	See policy LP5 and policy LP36
Total			13,692	

*The total committed at Stanground South at 31 March 17 is 515 dwellings. However, please note this figure includes an additional 153 dwellings approved on 16 August 2017. The total figure for this site increases to 668 dwellings.

East of England Showground

7.3.6 The East of England Showground is a unique facility with a wide variety of land uses. Any proposal must be supported by a comprehensive master plan for the showground site, and be subject to an assessment of the environmental and traffic impacts on the adjoining residential areas and surrounding road networks, and on the nearby village of Alwalton. Suitable measures will need to be taken to alleviate any adverse impacts.



Policy LP36: East of England Showground

Within the East of England Showground, as defined on the Policies Map, the following uses will be supported in principle, subject to, if the proposal is of a significant scale, an approved masterplan for the Showground:

- Facilities directly related to the function of shows on the showground itself;

- Conference facilities (D1 and D2);
- Employment related development;
- Residential development of around 650 dwellings.

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.

A comprehensive master plan in advance of, or alongside, any significant proposals will be required and, if approved by the council in advance, this would become a material consideration in the determination of future planning applications. Such a master plan must demonstrate how the functioning Showground will be retained.

The loss of any existing leisure and sports facilities will not be supported unless replacement facilities are provided in accordance with policy LP30.

7.4 Urban Area - Allocations

7.4.1 The following policy identifies sites in the urban area. This excludes City Centre sites (see policies LP46 to LP52).



Policy LP37: Urban Area Allocations

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

Site Reference	Address	Site Area (ha)	Indicative number of dwellings	Site Specific Requirements
LP37.1	143 Oundle Road	0.13	10	
LP37.2	38 Elm Street	0.09	10	
LP37.3	Glebe Farm, Peterborough Road	0.34	12	
LP37.4	rear 197 Peterborough Road	2.32	26	
LP37.5	Varity House, Vicarage Farm Road	1.45	14	
LP37.6	Coneygree Lodge Coneygree Road	0.35	14	
LP37.7	land off Columbus Road	0.25	15	
LP37.8	rear 207 239 Peterborough Road	1.47	113	
LP37.9	Car park Hampton Court Westwood	1.00	16	

The Sites

Site Reference	Address	Site Area (ha)	Indicative number of dwellings	Site Specific Requirements
LP37.10	Potters Way Fengate	0.39	18	
LP38.11	Johnston Publishing Oundle Road	2.34	26	
LP37.12	St Nicholas Reception Home, South Parade	0.26	22	
LP37.13	659 Lincoln Road	0.19	23	
LP37.14	Remus House Coltsfoot Drive	0.38	30	
LP37.15	north of Matley Primary School	0.64	54	
LP37.16	land off London Road, Hempsted	2.88	95	
LP37.17	Guthrie House Rightwell East	0.14	13	
LP37.18	land at Bretton Woods	0.60	68	
LP37.19	Bushfield House Orton Goldhay	0.33	24	
LP37.20 (DOG001H)	Former John Mansfield School Playing Field, Poplar Avenue	3.2	116	
LP37.21 (DOG002H)	Former John Mansfield School Site, Western Avenue	4.06	87	
LP37.22 (EAS015M)	Perkins North, Newark Road	5.08	104	
LP37.23 (FLS002H)	Land North of 142-148 Fletton Avenue	0.61	30	
LP37.24 (FLW002H)	One Acre Site, Rhine Avenue	0.43	15	
LP37.25 (FLW003M)	British Sugar Offices, Sugar Way	2.46	74	
LP37.26 (HHM001H)	The Gloucester Centre	3.24	100	
LP37.27 (HHM003H)	Hempsted - Parcel NC5	0.24	10	
LP37.28 (HHM004H)	Hempsted Parcel - NC1, NC3, NC4	1.86	65	
LP37.29 (ORW002H)	Land to the south of Oundle Road	5.49	130	
LP37.30 (RAV001H)	Former Freemans Site, Ivatt Way	15.45	460	This site must come forward with the benefit of an agreed masterplan for the whole site.
LP37.31 (STS002H)	Stanground Stables, Whittlesey Road	0.82	35	

Site Reference	Address	Site Area (ha)	Indicative number of dwellings	Site Specific Requirements
LP37.32 (EAS012H)	Fengate South	13.77	350	See policy LP38
Sub Total			1,829	

The following Opportunity Areas have been identified at Orton and Werrington District Centres, through individual regeneration and master plans the following levels of new housing will be delivered for each centre.

Site Reference	Address	Site Area (ha)	Proposed Indicative number of dwellings	Site Specific Requirements
LP37.34 (DC002)	Hampton Centre	15.79	200	
LP37.35 (DC004)	Orton Centre	10.75	250	Site to come forward through master planning
LP37.36 (DC005)	Werrington Centre	6.57	100	Site to come forward through master planning
Sub Total			550	

Total Urban Area (Excluding City Centre)	2,379
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Fengate South



Policy LP38: Fengate South

Prior to the granting of any planning permission for residential development on the Fengate South site (LP37.32), the council will require the developer to submit a development brief or other evidence documents that address the following matters:

- how flood risk issues are to be addressed, including the location of dwellings in areas at lowest probability of flooding and the proposed flood risk mitigation measures;
- the arrangements for the remediation of the site to a standard suitable for residential and associated uses;
- transport issues, including vehicular access arrangements, measures to address transport impacts beyond the site and measures to improve pedestrian and cycle infrastructure from the area to the City Core (thus reducing the need to travel by car);

The Sites

- impacts on biodiversity, including, in particular, any impacts on the Nene Washes SSSI, SAC, SPA and Ramsar Site;
- visual and landscape impacts (including countryside and cathedral views);
- a design solution that creates a high quality residential environment with associated community facilities, providing an attractive frontage to the river with the possibility of moorings; and
- the creation of an attractive public riverside walk and cycle path which runs the length of the site, connecting with the foot and cycle paths from the Embankment west of the Parkway.

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

7.5 Rural Area - Allocations

Large Villages



Policy LP39: Large Village Allocations

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

Site Reference	Address	Site Area (ha)	Indicative dwellings remaining on site	Site Specific Requirements
LP39.1	Cranmore House, Thorney Road, Eye	0.953	14	
LP39.2	South of Northam Crescent, Eye	1.13	17	
LP39.3	Land at Guilsborough Road Eye Green, Eye	3.36	55	
LP39.4	Land east of Fountains Place, Eye	2.633	11	
LP39.5	Rear Rose and Crown PH, Thorney	0.734	11	
LP39.6	Land off Woburn Drive, Thorney	3.43	59	
LP39.7	Land to the South of Sandpit Road, Thorney	5.33	91	
LP39.8	Tanholt Farm, Eye	13.3	250	See policy LP40

Site Reference	Address	Site Area (ha)	Indicative dwellings remaining on site	Site Specific Requirements
(EYE017Hi)				
LP39.9 (THO005H)	Land to the South of Thorney	2.56	50	
Total			572	

7.5.1 Due to the relatively complex make up of site LP39.8, there is a need for masterplanning the area as one. Policy LP40 sets out the guiding principles for this development area.



Policy LP40: Tanholt Farm, Eye

Prior to the approval of detailed proposals for the site at Tanholt Farm, Eye (Site LP39.8) an outline planning application comprising, amongst other matters, a comprehensive masterplan for the whole area should be submitted and approved by the council.

In developing the masterplan there should be a high level of engagement with appropriate stakeholders including the local community.

The masterplan, together with other material submitted with an outline planning application, should demonstrate achieving the following key principles:

- The scale of residential development will be subject to a detailed Transport Assessment and Travel Plan which will demonstrate that the quantity of homes proposed is deliverable taking account of; safe and suitable access to the site; and cost effective and necessary improvements to the transport network. It is anticipated that the scale will be around 250 dwellings, but potentially less following the outcome of the transport assessment;
- A residential led scheme, of a range of types and tenures that meet needs and respects the surrounding context;
- The quality of life of adjacent users, especially residential users which abut the site, should be respected;
- Ensuring satisfactory provision of education facilities are available, and if not, address these deficiencies on-site;
- Provision of wider community facilities as identified through consultation with the wider Eye community (subject to viability, deliverability and consideration of long term management of such facilities);
- Careful consideration of vehicular access to and from the Policy Area, the traffic implications for wider Eye area and junctions on the A47;

The Sites

- Provision, including potential off-site provision (secured by legal agreement), of high quality access for pedestrians and cyclists from, and within, the Policy Area to the key community facilities and services in Eye; and
- Details of the long term governance structure for the development, addressing issues such as community involvement and engagement and any financial arrangements to ensure long term viability of facilities.

With the exception of minor proposals of very limited consequence to the overall redevelopment of the entire Policy Area, the council will not approve any detailed planning proposals for any parts of the site until, and subsequently in accordance with, a comprehensive planning permission for the entire site has been achieved (including any agreed Planning Obligation to ensure specific elements of the wider scheme are guaranteed to be delivered).

Medium Villages



Policy LP41: Medium Village Allocations

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

Site Reference	Address	Site Area	Indicative dwelling remaining on site	Site Specific Requirements
LP41.1	Manor Farmyard, High Street, Ginton	0.80	19	
LP41.2	Adj Village Hall, Newborough	0.57	13	
LP41.3	West of Williams Close, Newborough	1.92	42	
LP41.4	Land west of Uffington Road	4.29	80	
LP41.5 (HEL008H)	Land Between West Street and Broad Wheel Road, Helpston	4.47	82	
LP41.6 (WIT001H)	Land off Lawrence Road, Wittering	7.73	190	Any planning application must be accompanied by a Transport Assessment.

Total Medium Villages

426

7.5.2 Any planning application for the development of site LP41.6 (WIT001H) must be accompanied by a Transport Assessment, including a Residential Travel Plan. Subject to the conclusions of that Assessment, it is likely that the development will require improvements to the existing junction of Townsend Road and the A1 Great North Road, unless improvements or a

replacement grade-separated junction in accordance with policy LP15 have already been implemented. Any improvements required to enable the development to proceed will need to be funded by the developer and the works completed before occupation of the first dwelling. It is possible that improvements to the existing junction will not be sufficient to enable all of the development envisaged for this site. In that case a phased development would be necessary, with later phases relying on the prior provision of the grade-separated junction.

Small Villages



Policy LP42: Small Village Allocations

The following site, as identified on the Policies Map, is allocated primarily for residential use:

Site Reference	Address	Site Area	Indicative dwelling remaining on site	Site Specific Requirements
LP42.1 (PEA002H)	Land South of Penwald Court, Peakirk	0.74	14	
Total			14	

The Countryside

7.5.3 At 31 March 2017, there were 10 dwellings committed in the countryside - i.e outside the urban area of Peterborough and the village boundary. Development in the open countryside contributes to the overall housing delivery and must be acknowledged in the spatial strategy, but the strategy does not make provision for any specific additional figure from this source. Any dwellings developed in the countryside are very much exceptional - for example, to meet a specific requirement related to local agriculture, or to enable the renovation and reuse of a listed building that has fallen into decay (see policy LP11). If further dwellings arise from this source over the Local Plan period, these would be classed as 'windfall'.

7.5.4 Policy LP8 (Meeting Housing Needs) will allow in exceptional circumstances the release of land adjacent to a village envelope solely for the provision of affordable housing.

7.6 Employment Allocations

7.6.1 Policy LP4 sets out the spatial strategy for employment, the following policies identify the proposed sites to meet the strategy and the requirement for 76ha of employment land between 2015 and 2036.

The Sites

Strategic Employment Allocations



Policy LP43: Strategic Employment Allocations

Policy LP35 identifies urban extensions that will deliver a mix of uses, including employment uses, as set out in policy LP5. The following summarises such provision:

Site Reference	Location	Site Area (ha)	Site Specific Requirements
LP43.1	Hampton	23.05	
LP43.2	Gateway Peterborough	83.48	
Total		106.53	

The following site, as identified on the Policies Map, is allocated for development primarily for use within Classes B1, B2 and B8 in accordance with policy LP4:

Site Reference	Location	Site Area (ha)	Site Specific Requirements
LP43.3 (EAS003E)	Red Brick Farm	30	See Policy LP45
Total		30	

Any non- B class uses will only be supported where the applicant can demonstrably show that it is ancillary to the effective function of the Strategic Employment site and in accordance with policy LP4.

Red Brick Farm

- 7.6.2** The Red Brick Farm site LP43.3 (EAS003E) is a large allocation which has a number of detailed issues that warrant an additional policy to ensure appropriate delivery of the site.
- 7.6.3** Policy LP44 sets out the detailed requirements, this includes the requirement for a Site Specific Flood Risk Assessment (FRA), that will need to demonstrate that the development can be made safe and not adversely affect flood risk elsewhere. This should be achieved through a sequential approach to site layout and the use of appropriate flood risk management and mitigation techniques. As part of the FRA, a surface water drainage strategy will need to have regard to existing flood risk information, and the need to protect ambient ground water levels linked to archaeology.
- 7.6.4** To address the third point in policy LP44 a full assessment and evaluation of the impact of development should take place as part of any planning application. It should include archaeological, palaeoenvironmental, hydrological and geo-archaeological analysis, and an assessment of the impact on the setting and condition of Flag Fen. The latter should include

suitable monitoring and assessment of ground water levels. The hydrological status of Flag Fen should be assessed to establish a baseline from which to determine the potential impact of development and any mitigation measures.

- 7.6.5** The allocation lies on land where there are mineral resources that are considered to be of current or future economic importance. Whilst not a policy requirement, the developers of the site should give consideration to the opportunity to utilise the resource on site, possibly in conjunction with any flood risk management and/or water management measures.



Policy LP44: Red Brick Farm

Planning permission for the Red Brick Farm (LP43.3) site will only be granted once appropriate solutions to the following issues are demonstrated and proved to be deliverable:

1. Transport issues, including the impact of proposed development on the local and wider road network. A full Transport Assessment will be required in this regard.
2. Flood risk and flood safety issues, as demonstrated by a Site Specific Flood Risk Assessment and associated evidence.
3. Historic environment issues, in terms of managing and minimising the impact of the development on the archaeology of the Flag Fen basin, and where possible conserving and enhancing the area's heritage assets.
4. Minerals issues, in terms of addressing requirements as set out in the Minerals and Waste Development Plan Documents and associated Government guidance.

The Council will require the submission of sufficient information from the applicant to enable it to complete a project level Appropriate Assessment under the Habitats Regulations Assessment process. Such an assessment will need to demonstrate that the development will have no harm to protected species and habitats, in particular the Nene Washes, in accordance with the relevant regulations.

Employment Allocations



Policy LP45: Employment Allocations

The following sites, as identified on the Policies Map, are allocated for development primarily for uses within Classes B1, B2 and B8:

Site Reference	Name	Site Area (ha)	Site Specific Requirements
LP45.1 (EAS016E)	Oxney Road Site C	9.95	

The Sites

Site Reference	Name	Site Area (ha)	Site Specific Requirements
LP45.2	Perkins South	4.2	
LP45.3 (EAS14E)	Land off Third Drove and fronting Fengate	4.23	
LP45.4 (TH009E)	Station Road, Thorney	1.0	
Total		18.38	

The following sites, as identified on the Policies Map, are allocated for development primarily for uses within Classes B1, B2 and B8:

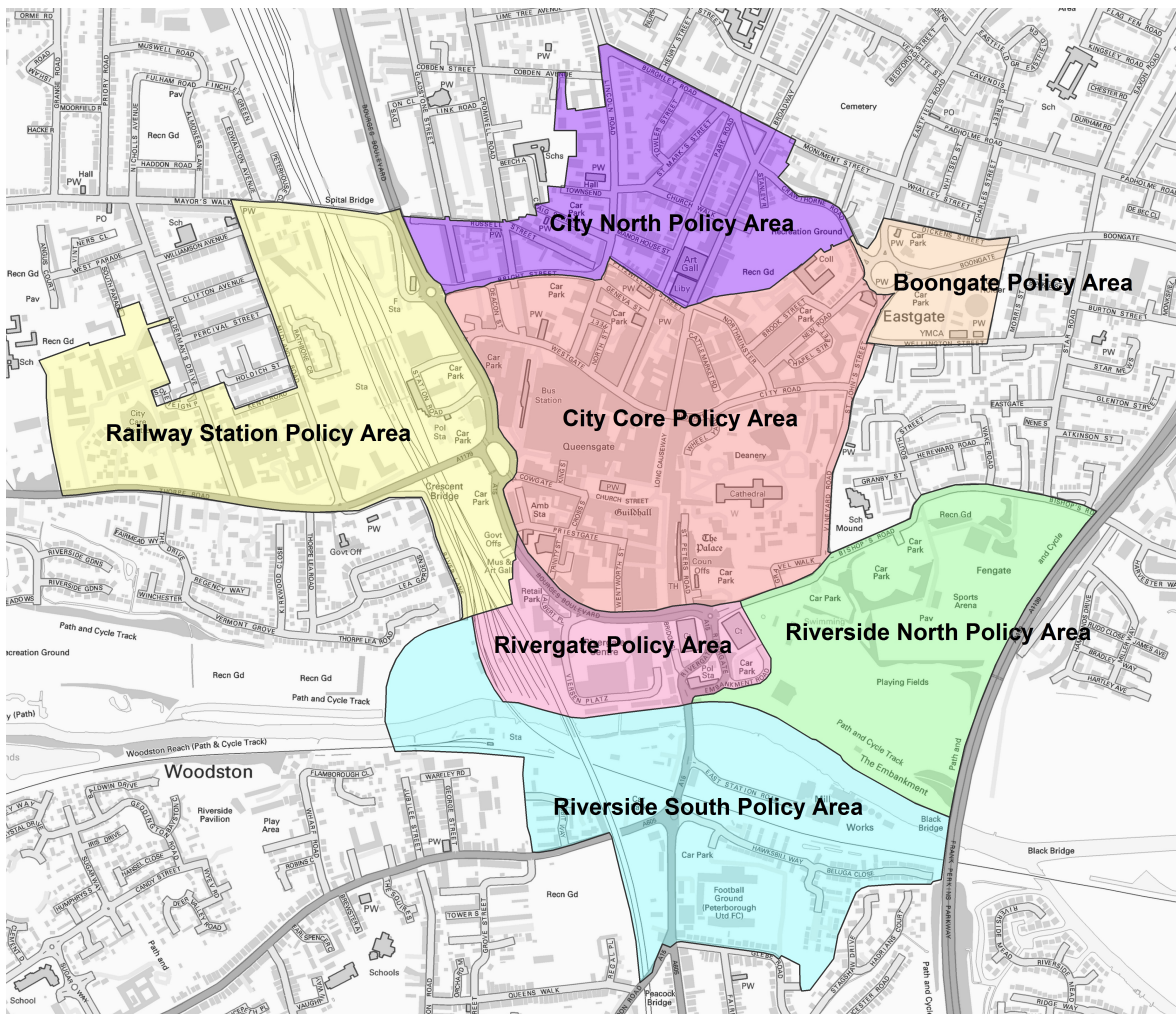
Site Reference	Location	Site Area (ha)	Site Specific Requirements
LP45.5 (WES001E)	land Adjacent to Thorpe Wood House	2.06	
LP45.6	Lynchwood North	1.29	
Total		3.35	

Policies LP46 to LP52 identifies suitable sites/areas within the city centre for B1 office development. Any non- B class uses will only be supported where requirements of policy LP4 can be met.

7.7 City Centre Allocations

- 7.7.1** Policy LP6 sets the overall strategy for the city centre, this section focuses specifically on individual parts of the city centre, with policies and proposals which set out what the council would expect to happen in each one. There are seven distinct Policy Areas; the location and name of each one is shown on the following map.
- 7.7.2** Each area has its own policy with specific planning requirements for that particular area. Where appropriate, the policies identify Opportunity Areas, which are large areas of underused or vacant land that have the potential for comprehensive redevelopment.
- 7.7.3** Although each area has its own policy, any development should not take place in isolation, but as an element which contributes towards the wider success of the city centre. It is also important to improve the links between areas so that pedestrians, in particular, can make their way between different destinations safely and conveniently.

Map C: City Centre Policy Areas



City Core Policy Area

- 7.7.4** This Policy Area is the heart of the city. It forms the established retail, commercial and civic focus, as well as the historic centre. It is the area most likely to attract visitors to the city.
- 7.7.5** The area forms the main shopping area. It includes the Queensgate shopping centre, and other shopping streets such as Bridge Street, Westgate, Long Causeway and Cowgate, as well as the Market. It will continue to be the primary focus for new retail development.
- 7.7.6** To the north of the Cathedral is an area known as Northminster. This area includes offices, retail, a hotel, nightclubs and bars as well as the Market, with some temporary surface car parks. There are opportunities for redevelopment of individual sites to achieve more efficient use of land, and improve the setting of the Cathedral.
- 7.7.7** To the north, the area between Queensgate and Bright Street is currently an underused part of the city and it has been identified as the North Westgate Opportunity Area. There have been proposals in the past for substantial new retail and leisure led developments, but changes in the nature of retailing and the wider economic context have meant that a more phased and mixed-use development solution is now more likely. It is identified for redevelopment for a mix of uses, including retail, leisure, residential, employment and community.

The Sites



Policy LP46: City Core Policy Area

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

New development must, where appropriate:

- improve the quality of the townscape, architecture and public realm;
- protect important views of the Cathedral;
- preserve or enhance the heritage assets of the area, and their setting, in a manner appropriate to their significance; and
- protect and enhance existing retail areas.

Due to the sensitivities in this area, particular scrutiny will be given to the sustainability of the area with regard to drainage and surface water flood risk (Policy LP32 for further details).

The provision of additional car parking spaces within the City Core Policy Area will only be supported in exceptional circumstances (as set out in Appendix C).

The following site, as identified on the Policies Map, is allocated primarily for residential use:

Site Reference	Address	Indicative number of dwellings	Site Specific Requirements
LP46.1 (CEN002H)	Wheel Yard	25	To be delivered in accordance with an agreed development brief that covers, amongst other matters, the height and scale of development and the setting of the cathedral and precincts
Sub total		25	

The following sites are identified on the Policies Map as Opportunity Areas for mixed use development:

Site Reference**	Site Name	Indicative number of dwellings	Site Specific Requirements
North Westgate Opportunity Area			
LP46.2	North Westgate Development Area	100	

Site Reference**	Site Name	Indicative number of dwellings	Site Specific Requirements
LP46.3 (CEN006O)	North Westgate	200	
Sub Total		300	
Northminster Opportunity Area			
LP46.4	NCP car park, Brook Street	39	
LP46.5 (CEN005O)	Northminster	150	To be delivered in accordance with a development brief or SPD for the area
Sub Total		189	
Total City Core Policy Area		514	

North Westgate Opportunity Area

Within the North Westgate Opportunity Area (LP46.3) planning permission will be granted for comprehensive mixed-use redevelopment including retail, employment, housing, office and leisure uses, which is well integrated with the existing retail area. The design, layout and access arrangements must enhance the transition between the residential area to the north and the city centre.

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

Northminster Opportunity Area

Development proposals within the Northminster Opportunity Area (LP46.5) should deliver a range of uses that provide high quality office development, approximately 150 dwellings and possibly student accommodation. Development in this area should protect and enhance any historic assets, including in particular the Cathedral Precincts and Peterscourt.

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

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

- a net increase in dwellings, including apartments above existing commercial or new commercial development and the provision of student accommodation;
- improved connectivity for pedestrians and cyclists within the Policy Area and with surrounding areas;
- mixed-use development with active street frontages;
- development which encourages trips into the city centre for shopping, leisure (including a cinema), social and cultural purposes;
- additional high quality office space;
- the conservation and restoration of historic shop fronts; and
- a reduction in the number of vehicles travelling within the City Core Policy Area

The Sites

Railway Station Policy Area

- 7.7.8** This Policy Area is located to the west of the city centre and primarily comprises the former hospital site (which relocated to a new site in 2011), the railway station and associated operational railway land.
- 7.7.9** The area comprises large areas of under-utilised railway land, together with low density and derelict industrial land. This offers a significant opportunity for major mixed-use development and regeneration of a prominent part of the city.
- 7.7.10** The Railway Station Policy Area is an excellent strategic location for new investment.



Policy LP47: Railway Station Policy Area

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

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

Site Reference	Site Name	Status*	Indicative number of dwellings**	Site Specific Requirements
Hospital Opportunity Area				
LP47.1	Zone D, former PDH	UC	43	
LP47.2	Zone E, Former PDH	NS	76	
LP47.3	Zone F	UC	49	
LP47.4	Site of former of Peterborough District Hospital (Zone B)	O	211	
Sub total			379	
Station West Opportunity Area				
LP47.5	Mega Car Centre Midland Road	NS	29	
LP47.6 (CEN0070)	Elsewhere in Opportunity Area	Proposed new allocation	200	
Sub total			229	
Station East Opportunity Area				

Site Reference	Site Name	Status*	Indicative number of dwellings**	Site Specific Requirements
LP47.7 (CEN0080)	Elsewhere in Opportunity Area	Proposed new allocation	400	
Sub total			400	

Total Railway Station Policy Area	1,008
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Due to the sensitivities in this area, particular scrutiny will be given to the sustainability of the area with regard to drainage and surface water flood risk (see section LP32 for further details).

Station West Opportunity Area

Development proposals for the Station West Opportunity Area (LP47.6) should:

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

Station East Opportunity Area

Development proposals for the Station East Opportunity Area (LP47.7) should deliver a mixed-use development, including:

- high-quality residential and office development;
- retail uses ancillary to, and associated with, the railway station;
- bars, restaurants and leisure uses; and
- safeguarding of land for a foot/cycle bridge over the railway line, connecting to the Station West Opportunity Area.
- incorporate and enhance the Carpenter's shop to the north of the site;

Rivergate Policy Area

7.7.11 The Rivergate Policy Area is an area of land between the City Core and the River Nene (Riverside South Policy Area). It is located south of Bourges Boulevard, with a supermarket, surface car park and the Rivergate shopping arcade at its centre. It also includes the Magistrates Courts and Crown Courts buildings and Bridge Street police station which appear as "islands" due to the Rivergate gyratory system. The mix of uses is completed with offices and shops in former railway warehouses to the west and flats overlooking the River Nene to the south.

7.7.12 This area provides an important link from the City Core to the River Nene and parts of the city centre further south, but Bourges Boulevard acts as a physical barrier to the ease of movement for pedestrians in both directions. Although Lower Bridge Street and the Rivergate Centre form part of the Primary Shopping Area they are seen as secondary retail areas by many visitors due to this physical separation.

The Sites



Policy LP48: Rivergate Policy Area

Within the area designated as the Rivergate Policy Area on the Policies Map, the principle of a retail-led, mixed-use development, incorporating approximately 60 dwellings, will be supported provided that it:

- assists the delivery of improved pedestrian and cycle connections through the area, and between the City Core, Riverside South and Riverside North Policy Areas;
- makes provision for active uses throughout the day and evening along Lower Bridge Street; and
- conserves the listed buildings located in the area, incorporating them sympathetically into the design solution, helping to enhance the conservation area.

Where a development site adjoins the River Nene, opportunities should be taken to improve the river and/or its banks for boaters, anglers, wildlife and those wishing to access and enjoy the river.

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

Riverside South Policy Area

7.7.13 This Policy Area is located to the south of the city centre and mainly south of the River Nene. The area includes former industrial land and contains a number of vacant and derelict sites in a prime central location.

7.7.14 The Fletton Quays Opportunity Area is located within this Policy Area, between the River Nene and the Peterborough to March railway line, and consists of approximately 6.8ha of derelict land which presents an excellent opportunity for high profile redevelopment of a major brownfield site.

7.7.15 This area also contains a variety of uses including the Peterborough United Football Ground, Pleasure Fair Meadow car park, an area registered as a community asset and Railworld land either side of the river.

7.7.16 This Policy Area is not well connected to the City Core and other surrounding residential areas, and the railway lines act as barriers to movement. Part of the area is located in flood zones 2 and 3, particularly the areas to the west.



Policy LP49: Riverside South Policy Area

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

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

Collectively, the development of sites within the Policy Area should provide approximately 630 dwellings, in accordance with the number of dwellings indicated for each site, or area, below:

Site Reference	Site Name	Indicative number of dwellings	Site Specific Requirements
LP49.1 (CEN004H)	Railworld	50	(prestige homes see policy LP9)
LP49.2 (FLS003M)	Pleasure Fair Meadow Car Park	0	Mixed use site, including leisure and commercial
	Elsewhere in Policy Area	200	
Sub total		250	

Opportunity Area			
Site Reference	Site Name	Indicative number of dwellings	Site Specific Requirements
Fletton Quays Opportunity Area			
LP49.3	Fletton Quays	280	
LP49.4 (FLS004O)	Elsewhere in Opportunity Area	100	
Sub total		380	

Total Riverside South Policy Area	630	
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Within the Fletton Quays Opportunity Area (LP49.4), planning permission will be granted for a mixed-use development which delivers new dwellings offices, culture and leisure uses, with restaurants and bars along the river frontage will also be acceptable. Development should:

- maximise the advantages of the riverside setting with a high-quality design solution;
- deliver an attractive public riverside walk and cycle path and reserve space for a future foot/cycle bridge across the River Nene to the Embankment;
- incorporate and enhance the listed buildings (railway engine sheds and goods sheds) and building of local importance (the Mill), with imaginative new uses;

The Sites

- incorporate appropriate flood risk mitigation measures, as identified through a site-specific flood risk assessment;
- deliver opportunities to naturalise the river corridor and enhance biodiversity in ways that complement existing river functions and in line with the objectives of the Nene Valley Nature Improvement Area.

Any retail use will be limited to that which is ancillary to serve the Opportunity Area itself.

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

Riverside North Policy Area

7.7.17 This area is located to the south and east of the Cathedral and to the west of the Frank Perkins Parkway. It includes the Embankment which will remain a protected area of open space, and the regional pool and athletics track to the north of the Policy Area.

7.7.18 The Policy Area also includes the Key Theatre and Lido, which is a Grade II listed building, and large areas of surface car parks along Bishops Road.

7.7.19 To some extent, the area is seen as a secondary part of the city centre due to the poor links and connectivity with the City Core and Riverside South Policy Areas. This means that this area of open space with a river setting in the city centre is relatively underused and not of the quality that it could be. The use of this space for large formal events is very positive and more needs to be done to encourage wider improvements to the use of this space.



Policy LP50: Riverside North Policy Area

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

Any built development will be confined to the northern part of the site and along the frontage to Bishops Road. This could include a University of Peterborough Campus (as identified on the Policies Map), comprising university faculty buildings, an administrative centre and general student amenities such as student accommodation and sports facilities. Any proposals for this site must:

- development must be of high design quality
- Retain and enhance the Regional Pool
- Protect views of cathedral
- Accord with the requirements of Policy LP30.

Should the University not be processed on the identified University site, then residential development will be supported. The following site, as identified on the Policies Map, is allocated for residential development.

Site Reference	Address	Proposed Indicative Number of Dwellings	Site Specific Requirements
LP50.1 (CEN003H)	Bishops Road Car Park	25	Any proposal for this site must be of a high standard of design and low density; ensure that the height of dwellings does not exceed the height of the trees that exist around the western, southern and eastern sides of the site; and include additional landscaping.
Total		25	

Further residential development in this area (other than on sites identified above) will not be supported by the council.

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

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

Views of the Cathedral from the south and south-east and the settings of the Lido and Customs House should be preserved, and, where opportunities arise, enhance.

Boongate Policy Area

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

7.7.21 Any development in this Policy Area must comply with guidance from the Health and Safety Executive in respect of proximity to the Wellington Street gasholder.



Policy LP51: Boongate Policy Area

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

The following site, as identified on the Policies Map, is allocated primarily for residential use:

Site Reference	Site Name	Indicative number of dwellings
LP51.1 (EAS006H)	Dickens Street Car Park	30
Total		30

The Sites

The following site, as identified on the Policies Map, is allocated as a mixed use site, including retail and leisure uses and car parking.

Site Reference	Site Name	Indicative number of dwellings
LP51.2 (EAS007M)	Wellington Street Car Park	0

No residential development in this Policy Area will be permitted within the Health and Safety Executives inner consultation zone around the Wellington Street gasholder station. Any development must be in accordance with the Health and Safety Executives Land Use Planning advice.

City North Policy Area

7.7.22 This area is towards the north of the city centre and is seen as a transitional area between the commercial City Core and the inner city residential areas. It includes many public buildings such as the Central Library and the Broadway Theatre building. A large part falls within the Park Conservation Area and it includes a number of listed buildings and buildings of local importance.

7.7.23 The area has a mix of commercial and residential properties, including substantial Victorian/Edwardian villas and terraced housing. It includes the Stanley Recreation Ground, which is a valued area of green space.



Policy LP52: City North Policy Area

Within the area designated as the City North Policy Area on the Policies Map development will be acceptable provided that it respects the character and built form of the surrounding area and, in the case of housing proposals, assists in improving the quality of the housing stock and the residential environment. The intensification of residential use through the subdivision of existing properties, including the creation of houses in multiple occupation, will not be supported.

Site Reference	Address	Proposed Indicative Number of Dwellings	Site Specific Requirements
LP52.1	Manor House, 57 Lincoln Road	11	
LP52.2	117 Park Road	24	
LP52.3	88 Lincoln Road	26	
Total City North		61	

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

- involve replacement dwellings (at a density no greater than the density of any dwellings demolished);
- improve the mix of uses, including, in particular, increases in open space and other community facilities;
- complement and support any community regeneration projects; and
- improve connectivity for pedestrians and cyclists to the City Core and, in particular, to North Westgate.

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

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.

Ancient tree - A tree in its third stage of life

Ancient Woodland - is any wooded area that has been wooded continuously since at least 1600 AD. It includes:

- 'ancient semi-natural woodland' - mainly made up of trees and shrubs native to the site, usually arising from natural regeneration
- 'plantations on ancient woodland sites' - areas of ancient woodland where the former native tree cover has been felled and replaced by planted trees, usually of species not native to the site

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)

Circular Economy - A circular city is one where we make the most of the resources we have locally and ensure they stay circulating in the economy for as long as possible. This can be achieved by rethinking, redesigning, repairing, reusing, remanufacturing, recycling and recovering products and services - the seven Rs. This will help to maximise the full potential of resources and reconnecting people, places, business, organisations and communities, support economic resilience, develop strong communities and increase environmental sustainability. It will contribute to achieving the city's vision of ensuring people live longer, healthier, more prosperous lives with better skills in a safe and sustainable environment that only uses the resources of one planet.

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 and community 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 (HIA) - a method of considering the positive and negative impacts of development upon human health

Glossary

Heritage Value - An aspect of the worth or importance attached by people to qualities of places, categorised as aesthetic, evidential, communal or historical value.

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.

Landscape Scale - A holistic approach to achieving ecosystem services across a defined area.

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 Area for Play (LAP) - A small area or landscaped open space specifically for young children located close to homes.

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.

Local Equipped Area for Play (LEAP) - an unsupervised play area for children of primary school age and equipped with a range of formal play equipment.

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

National Planning Practice Guidance (NPPG) - Provides guidance for local planning authorities and decision takers, both drawing up plans and making decisions about planning applications. The guidance is categorised into subject categories

Natural Capital - the stock of our physical natural assets (such as soil, forests, water and biodiversity)

Neighbourhood Equipped Area for Play (NEAP) - designed to serve a wider area, equipped with a range of play equipment for a wide age range, including teenage provision such as kickabout/basketball areas, opportunities for wheeled play (skateboarding, rollerskating, etc) and meeting areas.

Neighbourhood Planning - A plan prepared by a Parish Council or Neighbourhood Forum for a particular area (made under the Planning and Compulsory Purchase Act 2004)

Objectively Assessed Need - The identified housing need to meet the needs of the local authority area over the plan period.

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.

Primary Shopping Area - An area where retailing and the number of shops in a town centre is most concentrated. The extent of this area is defined on the Policies Map

Primary Shopping Frontages - A shopping frontage where a high proportion of retail uses (A1) is located. Defined on the Policies Map.

Proposed Submission Document - defined by the Town and Country Planning (local Planning) (England) Regulations 2012 as:

1. The local plan which the local planning authority proposes to submit to the Secretary of State,
2. If the adoption of the local plan would result in changes to the adopted policies map, a submission policies map,
3. The sustainability appraisal report of the Local plan,
4. A statement setting out -
 - (i) Which bodies and persons were invited to make representations under regulation 18,
 - (ii) How those bodies and persons were invited to make such representations,
 - (iii) A summary of the main issues raised by those representation
 - (iv) How those main issues have been addressed in the development plan document and
5. Such supporting documents as in the opinion of the local planning authority are relevant to the preparation of the local plan.

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.

Strategic Housing Market Assessment (SHMA)- An assessment of housing need in the housing market area, including the scale and mix of housing and the range of tenures that is likely to be needed over the plan period.

Supplementary Planning Document (SPD) - SPDs expand on policies or provide further details to policies contained in a Local Plan.

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.

Glossary

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

Appendix B - 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.

To assist Neighbourhood Plans, the strategic policies of this local plan are listed below:

Policy LP2: The Settlement Hierarchy and the Countryside

Policy LP3: Spatial Strategy for the Location of Residential Development

Policy LP4: Spatial Strategy for the Employment, Skills and University Development

Policy LP5: Urban Extensions

Policy LP6: The City Centre - Overarching Strategy

Policy LP7: Health and Wellbeing

Policy LP8: Meeting Housing Needs

Policy LP9: Custom build, self-build and Prestige Homes

Policy LP10: Gypsies and Travellers and Travelling Showpeople

Policy LP11: Development in the Countryside

Policy LP12: Retail and Other Town Centre Uses

Policy LP13: Transport

Policy LP14: Infrastructure to Support Growth

Neighbourhood Planning

Policy LP15: Safeguarded Land for Future Key Infrastructure

Policy LP19: The Historic Environment

Policy LP21: New Open Space, Sports and Recreation Facilities

Policy LP22: Green Infrastructure Network

Policy LP23: Local Green Space and Existing Open Space

Policy LP24: Nene Valley

Policy LP25: Country Park

Policy LP26: Green Wedges

Policy LP27: Landscape Character

Policy LP28: Biodiversity and Geodiversity

Policy LP29: Trees and Woodland

Policy LP30: Culture, Leisure, Tourism and Community Facilities

Policy LP32: Renewable and Low Carbon Energy

Policy LP33: Flood and Water Management

Policy LP34: Development on Land Affected by Contamination

Policy LP35: Urban Extensions Allocations

Policy LP37: Urban Area Allocations

Policy LP39: Large Village Allocations

Policy LP41: Medium Villages

Policy LP43: Strategic Employment Allocations

Policy LP45: Employment Allocations

Policy LP46: City Core Policy Area

Policy LP47: Railway Station Policy Area

Policy LP48: Rivergate Policy Area

Policy LP49: Riverside South Policy

Policy LP50: Riverside North Policy Area

Policy LP51: Boongate Policy Area

Policy LP52: City North Policy Area

Appendix C

The parking standards are set out by Use Class. They provide an overall approach for the local authority area. A lower provision may be appropriate in the city centre and in locations where there is good access to alternative forms of transport and existing public car parking facilities.

In all cases, adequate provision should be made for the parking and turning of service vehicles that serve the site, off the highway.

References in this Appendix to a cycle stand mean a 'Sheffield' or 'A-Frame' stand or similar (capable of accommodating two cycles). References to a cycle space mean a space for the parking/storage of one cycle.

Use	Car/van	Cycle
	Maximum	Minimum
A1 – excluding food stores	One space per 20 sqm gross floorspace	One stand per 150 sqm gross floorspace for staff and one stand per 400 sqm gross floorspace for customers
A1 – Food stores	One space per 14 sqm gross floorspace	

Informative notes: Parking standards for large, stand alone developments, such as large department stores and shopping centres will be considered on a case by case basis and should be agreed with the council.

Use	Car/van	Cycle
A2 - Financial and professional services	One space per 20 sqm gross floorspace	One stand per 150 sqm gross floorspace for staff plus one stand per 400 sqm gross floorspace for customers
A3 – Restaurants and cafes (excluding transport cafes)	One space per 15 sqm gross floorspace	One stand per 100 sqm for staff plus one stand per 100 sqm for customers
A3 (Transport cafes/truck stops)	One space per 15 sqm gross floorspace One lorry space per two sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 200 sqm gross floorspace for customers
A4 – Drinking establishments	One space per 15 sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 100 sqm gross floorspace for customers

Parking Standards

Use	Car/van	Cycle
A5 – Hot food takeaways	One space per 20 sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 100 sqm gross floorspace for customers

Informative notes: A higher provision of cycle parking may be required in locations situated in close proximity to key cycle routes and where a high volume of cyclists is expected to occur. This will be negotiated on a case-by-case basis.

Use	Car/van	Cycle
B uses	Maximum	Minimum
B1 – Business	One space per 30 sqm gross floorspace	One stand per 90 sqm gross floorspace for staff plus one stand per 200 sqm gross floorspace for visitors

Informative notes: Consideration should also be given to the requirement for any overnight parking and facilities.

Use	Car/van	Cycle
B2 – General industrial	One space per 50 sqm gross floorspace	One stand per 150 sqm gross floorspace for staff plus one stand per 500 sqm gross floorspace for visitors

Informative notes: If a site office is included in the development then a B1 parking standard should be applied for that area.

Use	Car/van	Cycle
B8 – Storage and distribution (including open air storage areas)	Three parking spaces per unit plus one space per 300 sqm gross floorspace	One stand per 500 sqm gross floorspace for staff plus one stand per 1000 sqm gross floorspace for visitors
B8 with retail element	Three parking spaces per unit plus one space per 300 sqm gross floorspace + one space per 20 sqm gross floorspace for customer parking	

Informative notes: Consideration should also be given to the requirement for any overnight parking and facilities.

It is acknowledged that there is an increasing trend for B8 developments with a retail element where there is the option for customers to visit a counter at the premises and make purchases. For developments such as this, additional customer parking should be allocated, equivalent to the A1 standard for the floorspace that has public access.

If a site office is included in the development then a B1 parking standard should be applied for that area.

Use	Car/van	Cycle
C uses	Maximum	Minimum
C1 - Hotels	One space per bedroom plus one space per ten sqm of dining area for hotels with restaurants open to the public	One stand per four staff plus one stand per ten bedrooms

Informative notes: The modern day hotel is seldom used solely as a hotel and often offers multifunctional amenities such as conference facilities, restaurants and gyms. These multifunctional uses must be considered per individual use class and adequate parking allocated to encompass all uses when considering the potential for cross-visitation.

Use	Car/Van	Cycle
C2 - Residential care home	One space per full time equivalent staff + One visitor space per three beds	One stand per five staff + resident parking on a case-by-case basis
Hospitals – Note: at hospitals there are a number of people who are temporarily disabled and do not have Blue Badges.	To be considered on a case by case basis	One stand per four staff Visitors - to be considered on a case by case basis
Treatment centres (e.g. ISTC* with over night facilities)	To be considered on a case by case basis	One stand per four staff Visitors - to be considered on a case by case basis
Residential education establishments – primary/secondary	One space per full time equivalent staff	One stand per eight staff + one stand per six students

Parking Standards

Use	Car/Van	Cycle
Residential education establishments – further/higher	One space per full time equivalent staff + one space per five students	One stand per eight staff + one stand per six students

Informative notes: Parking standards for retirement developments that are warden assisted yet provide independent living should fall under Class C3. Hospital parking: It should be acknowledged that particular needs of hospitals arising from their 24 hour service (which impacts on accessibility for patients and visitors and on staff working patterns) should be taken into account and parking provision provided accordingly. The impact of parking on the surrounding area should be considered and if necessary provision should be made for appropriate traffic management measures (e.g. resident parking scheme) to prevent illegitimate parking on neighbouring streets by people travelling to the hospital site. Travel plans for staff, patients and visitors play an important role in traffic reduction and especially encourage modal shift for staff.

* Independent Sector Treatment Centre

Use	Car/van	Cycle
C2A - Secure residential institution	One space per full time equivalent staff Visitor – on a case-by-case basis	One stand per eight full time equivalent staff Visitor – on a case-by-case basis

Informative notes: Class C2A includes a variety of uses which will demand a varying need for parking. Standards should be used as a guide but there must be flexibility and applications should be looked at on a case-by-case basis. Visitor parking requirements will vary between institutions and should be dealt with on an individual application basis.

Use	Car/Van	Cycle
C3 – Dwelling houses One bedroom	Minimum* One space per dwelling (plus spaces for visitors at the rate of one space for every four dwellings (unallocated))	Minimum* One secure covered space per dwelling. None if garage or secure area is provided within curtilage of dwelling

Use	Car/Van	Cycle
Two+ bedroom	Two spaces per dwelling (plus spaces for visitors at the rate of one space for every six dwellings (unallocated))	
Four+ bedroom	Two spaces per dwelling (plus spaces for visitors at the rate of one space for every four dwellings (unallocated))	
Flats in City Centre**	One space for every two dwellings (plus spaces for visitors at a rate of one space for every six dwellings (unallocated))	on a case- by-case basis
Retirement developments (e.g. warden assisted independent living accommodation)	One space per dwelling	
C4 – Houses in multiple occupation	One space per bedroom	

Informative notes:

*For C3 or C4 development, the standards are listed as 'minimum' and will be applied in most instances, especially for major development (10 or more dwellings). However, in some instances the standards will be inappropriate, for example where this would harm the established character of the area. In such instances applicants should discuss with the council what an appropriate provision of parking should be.

For C3 and C4 developments, car parking spaces for occupants should normally be provided on-plot, except in the case of flats or for specific urban design reasons where the most appropriate design solution would require a communal car park or garage court.

**For flatted development in the City Centre boundary applications must be supported by a parking management plan. This is because the standard for 0.5 spaces per dwellings and to prevent on street parking and the development becoming cluttered with cars.

Where the number of dwellings in each category are below the threshold, the total number of dwellings will be used to calculate the number of unallocated spaces required by taking an average requirement.

Where a garage is proposed to count as one of the required parking spaces, the garage would need to be of at least 20 sq m of internal floorspace. Alternatively, garage size can be reduced to 18 sq m of internal floorspace and still qualify as a parking space provided a shed or other covered area of 1m by 3m space is available for parking a cycle(s).

Parking Standards

Annexes which create extra bedrooms will require additional parking unless existing provision is demonstrated to be adequate.

Visitor/unallocated vehicle parking can, subject to appropriate design, be located on or near the road frontage.

Use	Car/van	Cycle
D uses	Maximum	Minimum
D1 - Medical centres	One space per full time equivalent staff + two per consulting room + drop off/pick up facilities	One stand per eight staff plus one stand per two consulting rooms for visitors
Crèche, child care	One space per full time equivalent staff + drop off/pick up facilities	One stand per eight staff plus One stand per 15 child places
Day care centre	One space per full time equivalent staff + drop off/pick up facilities	One stand per eight staff plus one stand per 20 clients
Education – primary/secondary	One space per full-time member of staff + drop off/pick up facilities	One stand per eight staff plus one stand per six pupils

Informative notes:

A lower provision may be appropriate for educational establishments in an urban location where there is good access to alternative forms of transport to allow sustainable travel.

Parking/drop off arrangements for special schools must be taken into consideration as generally extra staff are required and most pupils/students arrive by taxi or car.

Coach parking and facilities must be considered for all D1 uses.

Open Space, Sport and Recreation Standards

Part A: Open Space Standards

Open Space Type	Quantity Standard	Accessibility Standard	Quality Standard
<p>Neighbourhood Parks</p> <p>A Landscaped setting which may include a variety of natural features, or formal planted areas, typically over 2ha in size. Parks should provide for a range of recreational activities that may include outdoor sports facilities and playing fields, children's play for different age groups and informal recreational pursuits including sitting out and walking.</p>	1.36ha per 1,000 population	560m straight line distance	All spaces should meet Green Flag standard wherever possible
<p>Country Parks</p> <p>A large landscaped setting which may include a variety of natural features, or formal planted areas, typically over 50ha in size. Country Parks should provide a wide range of recreational activities including outdoor sports facilities and playing fields, children's play for different age groups and informal recreational pursuits including sitting out and walking. Nature trails, cycle routes, formal picnic areas, interpretation facilities refreshment and toilets are also likely to be found in Country Parks.</p>	No standard – provision should be opportunity led and requested on a case by case basis	5.25km straight line distance	All spaces should meet Green Flag standard wherever possible
<p>Children's Play</p> <p>Open space dedicated to children's play. Includes formal play provision which should conform to National Playing Field Association standards in terms of LAPSs, LEAPs and NEAPs, as well as informal play space.</p>	0.04ha per 1,000 population - equipped/ designated play areas (LAP, LEAP and NEAP)	<ul style="list-style-type: none"> LAP – 200m straight line distance (where possible) LEAP – 450m straight line distance NEAP – 800m straight line distance 	Children's play provision should provide a range of facilities associated with the type of facility

Open Space, Sport and Recreation Standards

Open Space Type	Quantity Standard	Accessibility Standard	Quality Standard
<p>Natural Greenspace</p> <p>Natural and semi natural open space, including woodland, scrub, grassland, heath or moor, wetlands (e.g. marsh or fen) open and running water wastelands, wetlands, where the public have legal or permissive access.</p>	0.42ha of Local Nature Reserve per 1,000 population	<ul style="list-style-type: none"> • 300m to natural greenspace of at least 2ha (although a minimum of 0.25ha will be appropriate within existing urban areas) • 2km to natural greenspace of at least 20ha • 5km to natural greenspace of at least 100ha • 10km to natural greenspace of at least 500ha 	Areas of natural and semi-natural greenspace should be of adequate quality and support local biodiversity
<p>Allotments</p> <p>Open Spaces where the primary use is allotment gardening or community farming.</p>	0.29ha per 1,000 population	560m straight line distance	Allotment sites should be of adequate quality and support the needs of the local community. Allotment sites which under perform in terms of their value to the local community should be improved

Part B: Playing Pitch Standards

As a guide, the expected quantity standard for playing pitches is 0.86 pitches per 1,000 population.

The type of pitch to be provided, such as football or hockey, will be negotiated on a case by case basis, taking account of current local provision and community aspirations. See the council's website for the 'Playing Pitch New Development Calculator', which can be used to help estimate the demand for pitches that may be generated from a new development.

Part C: Converting Standards per Person

In order to convert the standard per person into standards per dwelling (and subsequently, standard per development scheme), the following formulas apply:

1 bed dwellings = assumes 1.2 people average occupancy

2 bed dwellings = assumes 1.9 people average occupancy

3 bed dwellings = assumes 2.9 people average occupancy

Open Space, Sport and Recreation Standards

4+ bed dwellings = assumes 3.1 people average occupancy

Thus, a development scheme of 10 x 1bed dwellings, 100 x 2bed dwellings and 100 x 3 bed dwellings, would have a total assumed population of:

$$(10 \times 1.2) + (100 \times 1.9) + (100 \times 2.9) = 492 \text{ population}$$

This figure of 492 population can then be used to calculate the area required to meet the above standards.

Source: Cambridgeshire County Council's Research Group, based on census data and development monitoring data. These figures are also used in the 2017 Developer Contributions SPD.

Open Space, Sport and Recreation Standards

Waste Storage Capacity

The following table illustrates recommended external storage capacities for various types of residential development based on alternate weekly collections. Where reference is made to a '1 room unit', '2 room unit', etc all 'living' rooms (i.e. lounge, dining room, bedrooms) are counted. The kitchen and bathroom are excluded.

For flats/apartments, capacity is unlikely to be provided on an individual residence basis. Capacity calculated for each unit should be combined giving a total. This should then be converted to the required number of communal bins (where calculations result in a fraction, figures should be rounded up or down as appropriate).

For example: A developer has constructed a low-rise (4 floor) development without communal gardens of 16 flats – 8 are 2 room units and 8 are 3 room units. The developer has also sought guidance from the council with regards to the split into recycling, composting and residual waste. Based on consultation with the council the waste capacity was determined as: (8 x 340 litres) + (8 x 440 litres) = 6240 litres total capacity in terms of external storage containers this may equate to: 3 x 1100 litre bins for residual waste; 4 x 660 litre bins for dry recyclables; 1 x 360 litre bin for compostables.

Residential Development Type	Aggregated Capacity Provision Guidance Notes
Single House	775 litres
Low-rise (to 4 floors) with communal gardens	For each 1 room unit 320 litres For each 2 room unit 420 litres For each 3 room unit 520 litres For each 4 room unit 620 litres For each 5 room unit 720 litres
Low-rise (to 4 floors) without communal gardens	For each 2 room unit 340 litres For each 3 room unit 440 litres For each 4 room unit 540 litres For each 5 room unit 640 litres
High-rise (above 4 floors)	For each 1 room unit 240 litres For each 2 room unit 340 litres For each 3 room unit 440 litres For each 4 room unit 540 litres For each 5 room unit 640 litres

Guidance Notes:

Capacities detailed are maximum capacity 'footprints'. Developers should ensure that sufficient space is provided for the appropriate external storage containers.

Bin Storage and Collection

The Waste Collection Authority must be consulted on capacity split (e.g between recycling, residual and compostable waste) and the types of external storage containers that the developer will be required to provide.

Developers should agree the amount of space required and the type of containers with the Waste Collection Authority prior to the submission of the planning application.

It should be noted that capacity 'footprints' and splits are provided as guidance only.

Waste Storage Points

Waste is typically taken from its point of generation to a storage point outside the building. From here it is moved to a point of collection. In developments of flats and apartments waste is typically taken from the point of generation straight to the point of collection.

The design of proposed developments should consider the siting and layout of residential and commercial waste storage points at an early stage. It is important to emphasise that appropriate siting and landscaping should reduce the visual impact of the waste storage point, to help enhance the overall quality and experience of the streets/development.

In all cases, collection points should be convenient for the user to access and for service crews to access without presenting a risk to health and safety. For developments of flats and apartments the developer should make adequate arrangements for the management and maintenance of all communal waste transit and storage infrastructure. The developer should demonstrate these arrangements to the satisfaction of the council.

Residential Storage Points

For single houses waste containers should:

- Be housed within a designated area or structure as appropriate;
- Be easily accessible to the occupier;
- Not have to be moved through a building to the collection point;
- Be located in a shaded position and away from windows; and
- Be located in a well ventilated area

In terms of distances and gradients, the following should be observed:

- Resident should not have to move waste more than 30m to any designated storage area within the boundaries of the property. This applies to houses and flats;
- Any designated storage area within the boundaries of the property should not be more than 25m distance from the collection;
- Where properties do not share waste containers, residents should take their waste storage containers to the collection point for the purpose of emptying, which is either within the curtilage of the property or the kerbside.
- Where properties either sharing waste containers or where the containers are stored in a communal facility, the storage and collection point are to be the same the location.
- For containers with two wheels the distance between the collection point and the collection vehicle must not exceed 25m (see top illustration within Figure 5.2);
- The passage of a 2 wheeled container should avoid steps, but where it is not possible should avoid transfer over more than 3 steps;
- The passage of a 4 wheeled container must never be over steps, dropped kerbs must be provided where a collection lorry is on the highway. Paths must be 2 metres wide; and
- In all cases surfaces should be smooth and solid and gradients should not exceed 1:12

Bin Storage and Collection

For flats/apartments, temporary storage of waste is unlikely to occur immediately outside each flat/apartment. Waste is normally transferred straight to the collection point of collection which comprises a communal storage facility.

A number of transit options are typically available and are illustrated in the table below:

Option	Description
Resident Transit	In low-rise blocks (up to 4 floors) it is typical for residents to transfer their waste to communal compounds, within which are located a number of bins to receive their waste. Residents should not have to transfer waste more than 30m (excluding vertical distance). Best practice is to install bins allowing the segregation of material types from residual waste.
Chutes	In high-rise blocks (above 4 floors) waste chutes are a potential option for installation for the deposit of waste and to enable recycling. The chute system that conveys the waste (by gravity) to a point of storage. This may be a compactor, a skip or large bin.
Facilities Residents Management Complete Collection Service	Resident deposit their waste, in bags, outside their door from where it is collected by a waste collection team. Service lifts should be installed.

Where it is necessary for collection crews to move bins from the communal storage facility to tip into the collection vehicle, they should not have to move large containers (4 wheels) more than 10m. Option choice, and therefore the waste transit method open to residents should be addressed against:

1. User convenience and efficiency;
2. Health, safety and security; and
3. Risk of environmental harm.

The challenge posed by flats and apartments particularly those of a high-rise nature are further addressed under Waste Management Provision for flats and apartments.

Waste storage requirements to commercial premises need to reflect these stringent demands and should allow additional space and infrastructure for the separate storage of these waste types.

Bin Storage and Collection

Policies Map

Policies Map

If the Local Plan as to be consulted upon (January 2018) and as to be submitted for examination (May 2018) is adopted without amendment, then this Policies Map (and associated Inset Maps) will replace in its entirety the current adopted Policies Maps for Peterborough City Council. This notice meets our statutory requirements under regulations 19 and 22 of The Town and Country Planning (Local Planning) (England) Regulations 2012.

CABINET	AGENDA ITEM No. 7
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Marion Kelly, Interim Director of Resources	
Cabinet Member(s) responsible:	Councillor David Seaton, Cabinet Member for Resources	
Contact Officer(s):	Marion Kelly, Interim Corporate Director: Resources Peter Carpenter, Service Director Financial Services	Tel: 01733 452520 Tel: 01733 384564

MEDIUM TERM FINANCIAL STRATEGY 2018/19 TO 2020/21 CONSULTATION

R E C O M M E N D A T I O N S	
FROM: Cabinet Member for Resources	Deadline date: N/A
<p>It is recommended that Cabinet approves the phase one budget proposals, outlined in Appendix C and D, as the basis for public consultation. This includes a 4.99 per cent council tax increase, as built into the 2017/18 Medium Term Financial Strategy.</p>	

1. ORIGIN OF REPORT

- 1.1 This report comes to Cabinet as part of the council's formal budget process as set out within the constitution and as per legislative requirements to set a balanced and sustainable budget for the 2018/19 to 2020/21 period.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The report is presented to Cabinet as part of the council's Budget and Policy Framework, which requires Cabinet to initiate and propose budget proposals to set a balanced and sustainable budget for the financial years 2018/19 to 2020/21. There is a legal requirement to set a balanced budget for 2018/19. The purpose of this report is to:
- Recommend that Cabinet approve the first phase of budget proposals for consultation to contribute towards closing the budget gap, which reaches £40million by 2020/21.
 - Outline the approach for the remaining budget process
 - Outline the financial challenges facing the council in setting a sustainable and balanced budget for 2018/19
- 2.2 The council is facing a very serious budget challenge due to increasing demands for services and government grants including RSG reducing from £55million in 2013/14 to £10million in 2019/20.
- 2.3 In agreeing a balanced budget for 2017/18 one-off resources of £19.7million were used, £7.2million of reserves and £12.5million of one-off capital receipts. Over the medium term ongoing savings will need to be identified to cover this amount in addition to the grant reductions and service pressures.
- 2.4 Although the council has an adequate level of reserves for 2018/19 it will not in 12 months' time unless

significant savings are identified.

- 2.5 The council has £25.6million of useable reserves, £8.2million of which is committed, and the general fund balance of £6million. The remaining balance of £11.4million includes the Grant Equalisation Reserve. These are lower than the average percentage of net expenditure compared to other councils.
- 2.6 The council has a large amount of fixed costs in its budget, for example capital financing charges and the pension deficit contribution.
- 2.7 The council has an estimated budget gap of £24million before savings on its 2018/19 budget, £40million to 2020/21.
- 2.8 Efficiencies and one-off reductions of £8.3million have been identified for 2018/19 leaving £15.7million of additional savings to be identified.
- 2.9 The development and delivery of a fundamental review of the council's service offer and how the council operates is crucial to deliver a sustainable position from 2018/19 onwards. However, it will not be possible to deliver a fully balanced budget in 2018/19 without the use of reserves. Therefore the council is moving to a three-year Medium Term Financial Strategy (MTFS) which will need to show how the council will achieve an ongoing, sustainable, position.

3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	20 NOV 17 & 4 DEC 17
Date for relevant Council meeting	13 DEC 17	Date for submission to Government Dept.	N/A

4. **BACKGROUND**

- 4.1 This report sets out the process being followed for the delivery of the three year Revenue (2018/19-2020/21) and 10 Year Capital Programmes (2018/2019-2027/28) for the council. As with previous years the budget process is divided into two distinct phases. This report sets out the outcomes for the first phase of the process along with the following:

- An outline of the overall process to be followed and associated timescales;
- The overall context for the budget and previous performance in Peterborough;
- Revenue funding assumptions;
- The existing Medium Term Financial Strategy;
- New revenue pressures and savings proposals included within phase one;
- Capital programme assumptions;
- Possible initiatives coming to phase two of the process.

4.2 **2018/19-2020/21 MTFS Process**

The MTFS process is divided into two phases:

Phase one which is contained within this report, and, sets out the work that has been taking place in terms of reviewing all base assumptions and initial savings proposals. Subject to Scrutiny feedback and comments from residents, partner organisations, businesses and other interested parties, Cabinet will recommend budget proposals to council on 13 December 2017 to implement at the earliest opportunity.

Phase two which will be recommended to Cabinet on 15 January 2018 will set out:

- Any changes in funding/requirements from the Local Government Settlement;
- New savings proposals required to balance the budget for 2018/19 and to help close the budget gaps in following years.

Proposals will be agreed by Cabinet at its meeting on 26 February and then will be recommended to Council on 7 March for approval.

4.3 **Budget context**

Since the government's austerity programme began in 2010 the amount of funding that all councils receive has fallen at an alarming rate.

The main central government grant, the Revenue Support Grant (RSG), which supports a range of services delivered by the council has reduced by 80 per cent over a seven year period. To some extent the loss has been offset by a share of National Non-Domestic Rates (NNDR) since 2013.

This is the challenge which has faced the city council and all local authorities in recent years - a challenge that shows no sign of reducing. The council has cut back on the services that it has an option to provide and is now faced with the difficult task of having to provide the services that it legally has to, which residents rely upon, with an ever reducing budget.

In 2013/14 the council received £55million in RSG and this will reduce to £15million in 2018/19 and £10million in 2019/20. When you consider that it costs the council £46million every year to provide Adult Social Care Services for the city, it's easy to see the size of the challenge.

Other funding streams, such as the New Homes Bonus which financially rewards councils for housing growth in their area, have also been reduced.

In balancing the 2017/18 budget, £19.7million of one off funding was used that will need to be replaced by ongoing, sustainable savings in 2018/19 that add to the pressure of reducing grant.

At the same time demand on council services and the city's population has increased at an unprecedented rate with no additional funding forthcoming from government. Demands on services such as:

- A 200 per cent rise in the number of homeless families requiring temporary accommodation in just the last two years. As of the end of September 2017, the city council was supporting 328 households in temporary accommodation. The situation Peterborough faces is the same for councils across the country because of a national shortage of social housing, changes to the way benefits are paid and private landlords supporting fewer tenants on benefits. The impact on the council's budget is huge as the council has a legal duty to provide housing for all those who meet the criteria for support. So far this financial year the cost of this is £1.6million.
- At the end of August 2017 the council was supporting 414 adults in residential or nursing care homes and 2,012 adults were supported to live independently in their own home. In the past three years the council has seen an increase of 7.3 per cent and 2.1 per cent on these services. The Chancellor of the Exchequer announced within his budget speech in July 2015 that the National Living Wage would be phased in between April 2016 and April 2020. The introduction of this is having an enormous cost effect on council homecare services, generating a £1.6million budget pressure by 2020/21.
- Additional children coming into care. The council is currently supporting 373 children in care, and in 2011/12 was supporting 340, an increase of 9.7 per cent. The cost per week for a child in care ranges between £350 and £3,500, dependant on whether they are being cared for in-house by a foster carer or in a residential placement, the latter being significantly more expensive.

- The need to create extra school places for a school population that has increased by 13 per cent between 2013-2017, which is the equivalent to an additional 81 classes of 30 pupils each (2,424 students).

4.4 **Growing pressures on council finances**

In total since 2010 the council has made significant savings, however this is still not enough and government continues to cut funding to local government. Therefore the city council will be required to make further savings, which may well impact on a range of services, because by law the council has to set a balanced budget.

Savings currently totalling £35.2million over the next three years are still needed to be made - and this is likely to involve some difficult decisions about the services the council is able to provide to residents.

The council has worked incredibly hard to cope with the cuts made to council funding however the challenges we face continue to increase in terms of population growth, the alarming rate that central government funding (Revenue Support Grant) is falling, high levels of deprivation in parts of the city, the increasing demand on high-cost council services and our relatively low levels of reserves as explained below:

- **Demand on services** - Demand growing at unprecedented rate, due to population increase and complexity of care and support needed over long periods of time.
- **Population** – Peterborough is one of the fastest growing council areas in the country. Between 2001 and 2011 the population increased by 17.7 per cent to 183,600. In 2016 the city's population was estimated at 198,100.
- **Revenue Support Grant (RSG)** - As with the rest of local government the Council's RSG is falling at an alarming rate. The government's funding formula does not take into account today's level of demand on services and population data.
- **Deprivation** - Peterborough has some of the most deprived areas in the UK, ranking the 14th highest deprived unitary authority area. This brings increased demand for service provision, creating budget pressures. This is highlighted by the upward trend in the number of households becoming homeless and needing temporary accommodation.
- **Council tax income levels** - Although the council has protected residents from annual council tax rises it has increased our budget gap. By not raising council tax for a number of years this has reduced the amount of money the council has to spend on services. Peterborough has one of the lowest average council tax rates per dwelling. For example, if the council charged the average unitary authority council tax per dwelling then an additional £16million would be generated to support services.
- **The capital programme** is large and ambitious and if delivered the revenue costs of servicing the debt will increase on an annual basis.
- **Reserves** – The council's General Fund minimum balance is £6million, Grant Equalisation Reserve is £7.8million and other earmarked reserves are £3.6million. In addition there are earmarked reserves of £8.2million which are already committed. These are lower than the average percentage of net expenditure compared to other councils. Earmarked reserves are funds which are kept or built up to meet a known or predicted need.
- **Lack of clarity from government on future funding for councils** - There is great uncertainty

amongst councils about how they will be funded going forward. Legislation that aimed to answer this question, the Local Government Finance Bill, was dropped following the General Election earlier this year.

4.5 **Delivering services for our residents**

The council continues to see an unprecedented demand for services and it remains fully committed to supporting those most in need.

The council has minimised the need for cuts in services in recent years and continues to provide a wide range of services for residents:

- At the end of August 2017 the council was supporting 373 children in care - an increase of almost 10 per cent since 2011/12
- During 2016/17 there were 2,755 referrals to Children's Social Care and 3,193 social care assessments were completed
- The council maintains 578 miles of road, over 350 bridge structures, 24,000 street lighting columns, 719 miles of footpaths and 155 miles of off-road cycle ways. Since 2012/13 the council is now responsible for an additional 12 miles of cycle routes (9 per cent rise), 23 miles of road network (3 per cent rise)
- The city has over 200 playgrounds, four parks and open spaces, two BMX tracks and seven skate parks
- At the end of August 2017 the council was supporting 414 adults in residential or nursing care homes and 2,012 adults were supported to live independently in their own home. In just the past three years the council has seen an increase of 7.3 per cent and 2.1 per cent on these services.
- More than 7,000 households have received help from the council's Care and Repair service in the past 12 months - adapting older and disabled people's homes, for example installing grab rails and even building extensions
- At the end of September 2017 the council was supporting almost 330 homeless households in the city by providing temporary accommodation. Following national welfare benefit changes and private landlords supporting fewer tenants on benefits this figure has increased from 97 households being supported just two years ago
- The council's planning team processes more than 1,400 planning applications every year
- A Selective Licensing scheme launched in December 2016 to improve standards of accommodation in the private rented sector and tackle rogue landlords
- During 2016/17 the council's Public Health team commissioned:
 - health visitor checks for over 3,000 new babies
 - health checks for cardiovascular risk for over 5,000 adults aged 40-74
 - 23,000 appointments for contraception and sexual health services
 - drug and alcohol treatment services for over 1,500 people
 - and helped over 600 people to stop smoking
- The Healthy Peterborough campaign generated 127,252 page views on its dedicated website - providing evidence-based advice on how to stay healthy for longer, with links to local events and services

4.6 **Successes**

However even during the most challenging circumstances the city council has ever faced it has remained committed to its priorities and Peterborough has made huge strides in recent years. These successes include:

- Over the past five years the council has invested £127.7million into building, extending and improving schools; £48.6million of this was met from council resources.
- 88 per cent of city pupils attend a school rated good or outstanding by Ofsted
- Attracting significant external funding to support the growth of the city and the regeneration of the city centre
- The council, as part of a joint venture, has led the comprehensive £120million Fletton Quays redevelopment project. This includes investment in an arts hub on site.
- Opportunity Peterborough assisted 14 businesses moving into the city, creating 1,903 jobs.
- A total of 2,685 jobs were created in the city in 2016/17
- Unemployment levels fell to 1,775 (1.4 per cent), over the same period the national rate went up from 1.8 per cent to 1.9 per cent.
- Developed a successful partnership with CityFibre to develop the city's full fibre networks, offering internet speeds 100 times faster than the UK average.
- Set up Vivacity which has increased the leisure and cultural offer in the city
- All the council's libraries remain open with extended opening hours. The council has also funded improvements to the city's museum and sports facilities and a new swimming pool at Hampton.
- Partnered with a highly-respected energy company to offer residents competitive energy tariffs saving city households a combined £1.5million since 2015.
- Constructed an Energy Recovery Facility which diverts up to 99 per cent, 85,000 tonnes annually, of non-recyclable domestic waste from landfill
- Completed a number of major highway projects to support the city's growth including Junction 20 of the Paston Parkway, Fletton Parkway and the Bourges Boulevard Corridor
- A new innovative approach to keeping children and families safe, the Family Safeguarding Service, will be piloted in Peterborough thanks to a successful bid for £2.6million from the Department for Education
- Jointly commissioned a new Integrated Lifestyle service with the NHS, which helps people reduce their risk of serious illness by changing to healthier behaviours.
- Launched the SaferPeterborough Prevention and Enforcement Service and established two Public Space Protection Orders to combat anti-social behaviour in the city
- Supported a devolution deal for Cambridgeshire and Peterborough which has already resulted in a multi-million investment to help establish an independent university in the city and support to build 200 much-needed affordable homes.
- One of the best areas of the country for housing stock growth - with more than 4,600 new homes built between 2011-16. To support this further the council, working with Cross Keys Homes, has set up company to build more homes in the city.
- Invested in community facilities such as The Green Backyard and Dementia Resource Centre.

4.7 **Supporting the council's residents through lower council tax**

Council tax has risen over the past two years in Peterborough, primarily to keep up with the increasing demand on the council's adult social care services due to the city's growing elderly population. The population for the aged over 65 category increased by 16 per cent between 2010 and 2016. This directly relates to increased spending on providing care home placements and supporting people in their own home. In just the past three years the council has seen an increase of 7.3 per cent and 2.1 per cent on these services.

However the council has made a concerted effort to keep council tax low to support residents who may also be facing difficult financial circumstances. To that end, council tax was frozen in four out of the past

seven years and means that Peterborough residents are paying one of the lowest council tax rates for a unitary authority in the country.

Residents in Peterborough pay £123 a year less in council tax than the average across other unitary authority councils (based on Band D).

4.8 Revenue funding assumptions

Table 1 sets out the funding assumptions agreed during the 2017/18 MTFS process:

- General council tax is assumed to increase at 1.9 per cent per year throughout the life of the MTFS.
- The full Adult Social Care Precept of 3 per cent will be levied in 2018/19 only. This would make the total Council tax increase in 2018/19 4.99 per cent, within referendum limit;
- Council tax base is increased to reflect the growth of the city, this equates to an average of 1,000 new homes built each year. There are a number of variables also taken into consideration for the tax base such as council tax support, council tax benefit and the banding of properties, of which Peterborough is largely weighted towards band A and B properties.
- NNDR are assumed to increase at 2.8 per cent in 2018/19, 3.5 per cent in 2019/20 and 2.1 per cent in 2020/21;
- RSG is assumed to reduce by 25 per cent of 2017/18 levels in 2018/19, and 32 per cent over 2018/19 levels in 2019/20

Table 1 – 2017/18 MTFS Funding analysis as at March 2017

	2018/19 £000	2019/20 £000	2020/21 £000
Council Tax	72,553	74,966	77,361
National Non-Domestic Rates *	44,883	46,446	47,439
Revenue Support Grant	15,056	10,246	10,246
Total Funding	132,492	131,658	135,046

*If S31 grants were added to this, then this figure would agree to the figure in Table 2, these have not been included as they are know figures rather than assumptions.

4.9 Existing Medium Term Financial Strategy

A full review has been carried out by service departments on the makeup of the base budgets contained in the 2017/18 MTFS for the 2018/19 to 2020/21 financial years.

Table 2 sets out the council’s gross expenditure and income budgets over this period as well as the makeup of the growth and savings initiatives approved at council on 8 March 2017. This has formed the starting point for the work that is being carried out on the 2018/19 MTFS.

Table 2 - 2017/18 MTFS Budget

	2017/18	2018/19	2019/20	2020/21
	£000	£000	£000	£000
CORPORATE FUNDING				
National Non-Domestic Rates (inc section 31 Grants)	(42,911)	(45,275)	(46,854)	(47,834)
Revenue Support Grant	(19,821)	(15,056)	(10,246)	(10,246)
Council Tax	(68,361)	(72,553)	(74,966)	(77,361)
New Homes Bonus	(6,548)	(5,122)	(4,544)	(3,991)
Improved Better Care Fund	(354)	(2,986)	(5,345)	(5,345)
Additional funding for Adult Social Care	(3,523)	(2,260)	(1,121)	-
2017-18 Adult Social Care Support Grant	(797)	-	-	-
TOTAL CORPORATE FUNDING	(142,315)	(143,252)	(143,076)	(144,777)
PLANNED EXPENDITURE				
Net Service Expenditure	124,044	135,730	135,395	138,221
Pay Award	401	405	409	413
Inflation	1,331	1,313	1,363	1,859
Pressures	9,988	1,703	2,800	3,453
Departmental Budget Reductions	(6,386)	(1,601)	(522)	(792)
One Off Items	6,371	(2,154)	(1,224)	(1,120)
NET SERVICE EXPENDITURE	135,749	135,396	138,221	142,034
Treasury Management	12,434	25,567	24,775	30,270
Contribution to/from (-) Reserves	(7,194)	(4,250)	0	0
Parish Precepts	713	713	713	713
Drainage Board Levy	613	613	613	613
TOTAL CORPORATE EXPENDITURE	6,566	22,643	26,101	31,596
TOTAL PLANNED EXPENDITURE	142,315	158,039	164,322	173,630
DEFICIT/(SURPLUS)	0	14,787	21,246	28,853

4.10 **New revenue pressures and savings proposals included within phase one**

The council has been reviewing all budgets over the three year period of the MTFS to ensure that all known issues have been taken into account. As part of the process care has been taken to fully assess all one off savings and their applicability as the underlying concern has been to make sure budgets are sustainable over time.

Any reserves being used to support the 2018/19 budget have been added back into the position and over the three year period an additional £10million of pressures have been identified. Rebasings pressures include a number of budgets across the council where after careful analysis initiatives will not be delivered and as such it has been prudent to adjust the base budget accordingly.

Demographic and demand pressures includes £1.7million rising to £5.7million in relation to housing homeless families and £0.6million rising to £2.6million by 2020/21 for adult social care. Although there are no expected demand pressures for Children's Services this area should also be flagged as a potential risk.

Initial savings proposals have been tabled and these amount to £8.3million, £6.5million and £4.5million in the respective three year period, resulting in the overall deficit figure reducing to £35million at the end of the three year period.

Full detail of the proposals are set out in the following Appendices and summarised in **Table 3 and 4:**

Appendix A – Phase 1 Budget Pressures

Appendix B – Phase 1 Savings Proposals

Some of the key headline proposals included are:

- **Rising numbers of homeless households** - Over the past two years the fastest growing financial pressure on the council has been the dramatic and unprecedented rise in homeless households in the city. Similar increases are being seen across the UK. Peterborough has seen a 200 per cent rise in demand, this has meant that the council is supporting 328 families in temporary accommodation, creating a rising budget pressure of £1.7million in 2018/19.
- **Rising demand on adult social care services** - This service is facing unprecedented financial pressures resulting from reducing budgets, rising costs of care, increasingly complex needs and an ageing population. Growth in Peterborough's population between 2016 and 2036 will be 12.9 per cent, and is anticipated to be highest among older age groups, with predicted increases of 159 per cent in over 85s, 75.8 per cent in the 75-84 age group and 45.6 per cent in residents 65-74. Therefore an investment in 2018/19 and future years is proposed to manage increasing costs and demand on these services.
- **The Better Care Fund (BCF)** is, in part, used to offset the reduction in government grants to the local authority, ensuring the council can continue to provide vital services for those who need its care and support. Therefore as BCF is continuing the council can offset funding totalling £1.7million against the council's budget in each of the next two years. This is the same process that took place in 2017/18.
- **Peterborough Highway Services** - Peterborough Highway Services is a ten year partnership with Skanska to provide highway maintenance services. The council is currently in discussions with a number of councils to allow them access to the Peterborough Highway Services contract. This will allow these councils to contract Skanska using the city council's framework which will save them money on procurement costs. For allowing access to the framework there will be a fee due to the city council. Skanska will also pay the city council an annual fee. In addition, further efficiencies have been identified in the Peterborough Highway Services budget generating an annual saving of £0.340million from 2018/19.
- **Corporate Resources budget review** - A review of budgets held by the Resources directorate has identified a number of savings that do not result in changes to council services. This review has also identified previous savings, or income targets, that need to be updated. In total this review has identified a saving of £3.221million for 2018/19.
- **People and Communities budget review** - Ahead of the 2018/19 budget setting process there has been a comprehensive review of directorate budgets. This review has looked at changes in legislation, refreshing demographics and other changes required to services. The review has highlighted an ongoing annual funding pressure of £0.776million across the council's largest directorate - People and Communities - which includes services such as Children's Services, adult social care and education.
- **Agile working** - Previously, in the 2016/17 budget setting process, a £0.5million savings target was set against the roll-out of agile working across the council. However it is now clear that the benefits from agile working are more improvements to staff flexibility, work/life balance and an increased ability for officers to cope with growing workloads as demands on services increase. The council is now proposing to remove this saving which creates an ongoing pressure of £0.5million.
- **Estimated 2017/18 council tax surplus** - There will be growth in council tax income for the current financial year above predictions because of the city's rising population and construction of new homes. This has identified that the council can expect to receive a further £1.005million in 2017/18, which can be rolled forward to protect services during 2018/19.

Table 3- Budget Summary position

	2018/19 £000	2019/20 £000	2020/21 £000
2017/18 MTFS Gross Expenditure	443,728	450,948	461,447
2017/18 MTFS Income	(296,449)	(298,044)	(297,548)
2017/18 MTFS Net Budget	147,279	152,904	163,899
Total Funding	(132,492)	(131,658)	(135,046)
2017/18 MTFS Budget Gap	14,787	21,246	28,853
Add back use of Grant Equalisation Reserve	4,250		
Budget Gap without the Use of Reserves	19,037	21,246	28,853
Phase 1			
Rebasing the Budget and Pressures	2,390	2,333	2,218
Demographic and Demand Pressures	2,279	4,112	8,460
Legislative and Other Changes	188	197	205
Revised Budget Gap	23,894	27,888	39,736
Budget Reductions	(8,194)	(6,528)	(4,526)
Revised Deficit after Accounting for Phase One Budget Pressures and Reductions	15,700	21,360	35,210
Incremental Budget Gap	15,700	5,660	13,850

The following appendices outline further details on the budget position:

Appendix C- 2018/19 MTFS detailed position

Appendix D- 2018/19 MTFS by department and service

Table 4- Individual budget pressures and reductions

	2018/19 £000	2019/20 £000	2020/21 £000
CCTV upgrade project	(29)	(28)	(27)
Commercial Property Rental Income	(150)	(150)	(150)
SEND Funding update	144	144	144
Demand Management in Adults Social Care	604	1,442	2,616
Verge Parking	22	22	22
Rising Number of Homeless Households and Housing Needs	1,735	2,660	5,764
Estimated Council Tax surplus	(1,005)	-	-
METAL	50	50	-
Corporate Resources Budget Review	(3,221)	(2,666)	(2,342)
Coroner Service Budget	70	75	80
Agile Working Pressure	500	500	500
Legal Services Pressure	94	94	94
Pupil Referral Unit Budget Pressure	239	239	239
St George's Hydrotherapy Pool	14	2	2
People and Communities Senior Management Restructure	(180)	(180)	(180)
People and Communities Budget Review	776	776	776
Better Care Fund	(1,933)	(1,933)	(244)
Peterborough Highway Services - contract efficiencies	(340)	(340)	(340)
Peterborough Highway Services - commercial opportunities	(300)	(175)	(175)
Academisation	(149)	(125)	(105)
Mausoleum units sale	(64)	(64)	(64)
Public Health Budget	(208)	(223)	(247)
Environmental Health Food Safety	94	94	94
Planning Services	(100)	(100)	(100)
Grand Total	(3,337)	114	6,357

4.11 **Capital Programme assumptions 2018/19-2027/28**

The council's capital programme is viewed over a 10 year period to ensure correct stewardship of assets and efficient use of budgets. The council is proactive in attracting external funding for as many schemes as is possible. An officer-led Capital Review Group has been set up to oversee the council's capital requirements. In the past the council has had a very aspirational capital programme and in reality delivery has been in the magnitude of £80million per annum of schemes in recent years. This delivery level is reflected in the revised programme.

The present programme has been reviewed and **Table 5** below sets out the programme for the 10 year period split by Rolling Programme, One Off Schemes and Invest to Save Schemes.

Appendix E gives more detail on schemes detailed within the Asset Investment Programme Budget for 2018/19 - 2027/28

Table 5

Year	Rolling Programme £000	Core Programme £000	Invest to Save Programme £000	Total Spend £000
2018/19	28,820	99,495	23,485	151,800
2019/20	17,497	53,426	17,550	88,473
2020/21	17,262	13,197	-	30,459
2021/22	17,665	1,840	-	19,505
2022/23	16,946	700	-	17,646
2023/24	15,184	700	-	15,884
2024/25	15,473	700	-	16,173
2025/26	16,172	700	-	16,872
2026/27	16,172	700	-	16,872
2027/28	16,172	700	-	16,872

Any approved capital programme, depending on external resources, will require funding from council resources.

4.12 **Strategic approach to closing the budget gap**

The council will continue to review its budget pressures. The current budget gap contains a pressure of £5.8million for additional homelessness costs over three years. The gap does contain a direct pressure in excess of £4million of debt charges over five years to fund the additional circa £80million of borrowing over and above government grant to fund school places.

In order to close the remaining budget gap, the council will seek to:

- Become more commercial - identify more opportunities to generate revenue within the city even if it means borrowing capital to do so within the proposed restrictions included within the new prudential code, i.e. these must have a benefit to the council's purpose and cannot purely be for yield.
- Deliver services more efficiently and innovatively. For example, The Adolescent and Children's Trust (TACT) now manages all the council's fostering and adoption services. The partnership aims to reduce reliance on higher cost independent fostering and residential placements as well as provide improved training and 24/7 support for Peterborough foster carers. Sharing of services with neighbouring councils in the way already in place in areas such as trading standards, planning and children and adult services.
- Maximise external funding to deliver projects in the city. Examples of this already include the Family Safeguarding Service which is being piloted in Peterborough thanks to a successful bid for £2.6million from the Department for Education. The council can also maximise its use of s106 planning agreements.

Lastly the council will need to propose a series of budget reductions. Some of these will be in phase two of the budget, but it is anticipated that significant cuts will be proposed for 2019/20 in next year's budget process.

5 **CONSULTATION**

- 5.1 Cabinet has been working over a period of five months and several meetings with the Cross-Party Budget Working Group to seek views on all Cabinet budget proposals, including the opportunity to make alternative suggestions. As part of these meetings, the Budget Working Group explored options to commence consultation at the earliest opportunity.

The budget process will have two phases for Cabinet to put forward budget proposals, recommending

these proposals to two separate Council meetings. The first meeting held in December will be to consider the first phase of budget proposals. The second meeting will be the formal process to set out a lawful and balanced budget for the remaining budget proposals to be published on 5 January 2018 and recommended by Cabinet for approval by Council on 7 March 2018. This timeline is outlined in the following table:

	Phase 1	Phase 2
Consultation start date	10 November 2017	05 January 2018
Cabinet	20 November 2017	15 January 2018
Budget Joint Scrutiny Committee	29 November 2017	08 February 2018
Cabinet	04 December 2017	26 February 2018
Consultation close date	30 November 2017	22 February 2018
Council	13 December 2017	07 March 2018

5.2 **Stakeholder groups**

The following stakeholder groups will be contacted and offered a briefing on the budget position during the phase one consultation period, to enable residents, partner organisations, businesses and other interested parties to provide feedback on budget proposals and council priorities:

- Joint Budget Scrutiny Committee
- Discussion with the trade unions
- Discussion with the business community
- Borderline Peterborough Local Commissioning Group
- Peterborough Housing Partnership
- Disability Forum
- Connect Group
- Schools Forum
- Parish Councils
- Peterborough Community Assistance Scheme
- Youth Council
- Interfaith Council
- Muslim Council of Peterborough
- Older Peoples Partnership board
- Carers Board
- Churches Together
- Cambridgeshire Police and Crime Commissioner
- Cambridgeshire Fire and Rescue Service
- The Hospital and the CCG's

5.3 Hard copies of this report and all appendices including the phase one budget proposals and the Budget Consultation document will be available in all libraries and Town Hall and Bayard Place receptions. The council will also receive responses via an on-line survey on its website.

A copy of the phase one budget proposals will be published on the website, and will be available to all staff to enable them to provide responses.

The council will also promote the Budget Consultation through the local media and through the council's Facebook and Twitter accounts to encourage as many people as possible to have their say.

The council will look to repeat this approach with the phase two proposals to be released in early January 2018.

The Budget Consultation questions are outlined within the Budget Consultation document in **Appendix F**. This will form part of the hard copies available and the online survey.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 Following the release of the first phase of budget proposals to address the financial gap, and outlining Peterborough's challenges and successes, Cabinet is seeking the opinions of all residents, partner organisations, businesses and other interested parties to understand which council services matter most. The Council must set a balanced budget for 2018/19 within the financial resources it will have next year and the feedback received will help inform Cabinet in considering budget proposals within the second phase.

7. REASON FOR THE RECOMMENDATION

- 7.1 The Council must set a lawful and balanced budget. The approach outlined in this report work towards 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

Elected Members

- 9.1 Members must have regard to the advice of the Chief Finance (Section 151) Officer. The Council may take decisions which are at variance with this advice, providing there are reasonable grounds to do so.
- 9.2 Section 106 of the Local Government Finance Act 1992 applies whereby 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.

Legal Implications

- 9.3 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.
- 9.4 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 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 authorities 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 the Budget is required to have approval of the Council before the Leader and the Cabinet can make that decision.

- 9.5 When it comes to making its decision on 7 March 2018, 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.
- 9.6 The 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:
- Consultation must be at a time when proposals are still at a formative stage;
 - The proposer must give sufficient reasons for any proposal to permit intelligent consideration and response;
 - Adequate time must be given for consideration and response; and
 - The product of consultation must be conscientiously taken into account in finalising any statutory proposals.
- 9.7 Added to which are two further principles that allow for variation in the form of consultation which are:
- 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
 - 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 application for a future benefit.

Equalities Impact Assessments

- 9.8 All budget proposals published in the first phase of the budget process have been considered with regards to equalities issues and where appropriate equality impact assessments have been completed and available on the council's website.

10 BACKGROUND DOCUMENTS

- 10.1 None.

11 APPENDICES

- 11.1 Appendix A – Phase 1 Budget Pressures
Appendix B – Phase 1 Savings Proposals
Appendix C – 2018/19 MTFS detailed position
Appendix D – 2018/19 MTFS by department and service
Appendix E – Capital Programme Schemes
Appendix F – Budget Consultation Document

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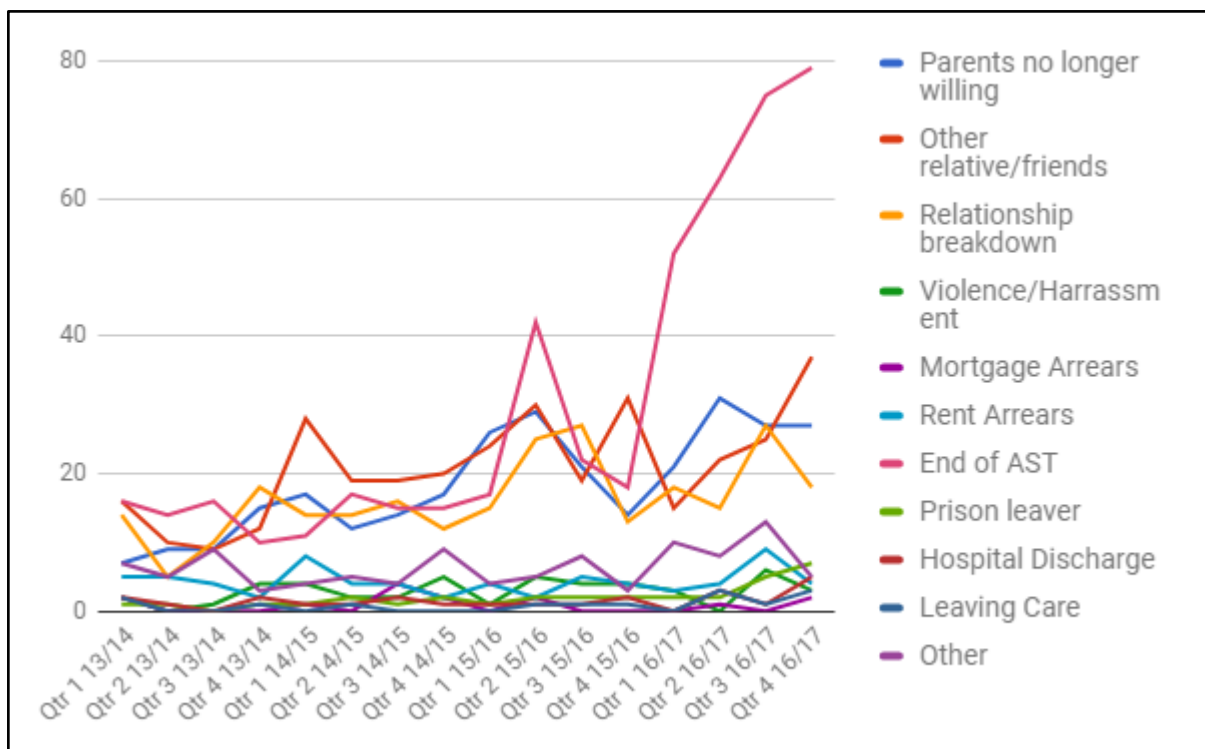
Appendix A - Phase One Budget Pressures

People and Communities

Rising numbers of homeless households

Over the past two years the fastest growing financial pressure on the council has been the dramatic and unprecedented rise in homeless households in the city. Similar increases are being seen across the UK.

Historically the main reason for becoming homeless had been the breakdown of a relationship or family/friends no longer willing to accommodate households while they secure suitable permanent accommodation. However currently the main reason for homelessness in Peterborough, and nationally, is private assured shorthold tenancies (AST) being ended by a landlord.



Vertical axis - The number of households accepted as homeless

As well as using social landlords to secure permanent properties for homeless households to whom the council accepts a full housing duty, since 2011 local authorities have been able to secure suitable accommodation in the private sector. Previously this combination of social and private landlords has met demand from homeless households, however this is no longer the case for a number of reasons:

- Recent increases in private rental costs while Local Housing Allowance rates have been frozen by the government has meant the majority of rental properties are no longer affordable for those households that claim benefits
- An increasing reluctance from landlords to accept households who are in receipt of support with housing benefits and Universal Credit. This is mainly because these benefits are paid in arrears
- Changes to taxation rules mean landlords with smaller portfolios no longer see it as profitable and are selling their properties

The use of private accommodation as suitable permanent accommodation for homeless families has therefore fallen to a very low level.

Other factors that have reduced permanent accommodation options include the government's right to buy policy and significant reductions in government funding to build new affordable homes. This means that at a time when the demand from households requiring assistance has been increasing, the availability of permanent accommodation options have been decreasing.

Therefore the use of temporary accommodation, in order to house homeless households until a permanent home can be secured, has increased and households are staying for longer. At the end of September 2017 the council was accommodating 328 households in temporary accommodation, compared to 97 just two years ago. This is currently exerting a significant financial pressure on the council.

Until recently the council used hostel accommodation to house homeless households until suitable permanent accommodation was secured. B&B-type accommodation was used as a short-term emergency placement, however as the number of homeless households presenting to the council has increased use of this type of accommodation has risen.

Responding to these pressures the council has increased the amount of temporary accommodation in the city and now has 216 units available. These increases include properties at St Michael's Gate (84) and Elizabeth Court (53).

Forecasts based on last year's demand indicate that, even with these increases to temporary accommodation in the city, there will still be a need for around 110 households to be accommodated in B&B type accommodation in 2017/18 at any one time. As well as being unsuitable accommodation for households, the use of B&Bs or equivalent is much more expensive for the council.

It is highly likely that the city will continue to see an increase in the number of households presenting to us for assistance. Reasons for this include:

- Universal Credit - being rolled out in Peterborough in November 2017 and pilot areas are reporting a 12 per cent increase in eviction action due to rent arrears. Therefore we are forecasting a similar increase from January 2018
- Homelessness Reduction Act 2017 - anyone accepted by the council as being threatened with homelessness within 56 days will be owed the new prevention duty which could include placing them into temporary accommodation at an earlier point in the process than is presently required. Government forecasts expect the Act, which becomes law on 1 April 2018, will increase demand by a further 26 per cent.

The government is providing a pot of funding (for the city council - £123,435 in 2017/18, £113,066 in 2018/19 and £129,943 in 2019/20) to councils to contribute towards the additional demands associated with the Homelessness Reduction Act.

The council is placing significant focus on increasing the supply of accommodation in the city to ease the current pressure. Through NPS Peterborough and Medesham Homes, both council joint venture property companies, the council is identifying a pipeline of units throughout the city which could be used for either temporary or permanent accommodation.

However even with potential new units, the growing number of factors set to further increase the number of households presenting as homeless to the council means it is necessary to significantly invest into this service to ensure the council is able to support those most in

need. This includes forecasting the continued use of B&B type accommodation over the next three years.

The council will continue to identify ways to reduce the predicted financial pressure and additional proposals may come forward in phase two of the 2018/19 budget setting process.

Pressure	2018/19 £k	2019/20	2020/21
Rising numbers of homeless households	1,605	2,595	5,764

Housing Needs

There is a need to increase staffing levels in the council's Housing Needs team given the unprecedented rise in the number of homeless households in the city.

Pressure	2018/19 £k	2019/20	2020/21
Housing Needs	130	65	-

Rising demand on adult social care services

Nationally adult social care is facing unprecedented financial pressures resulting from reducing budgets, rising costs of care, increasingly complex needs and an ageing population. The city council has not escaped these issues and itself is facing an enormous financial challenge in terms of providing care for those most vulnerable in our city.

Cambridgeshire Research Group's [population growth estimates](#) suggest overall growth in Peterborough between 2016 and 2036 will be 12.9 per cent, from 198,130 to 240,830 residents. Growth is anticipated to be highest among older age groups, with predicted increases of 159 per cent in over 85s, 75.8 per cent in the 75-84 age group and 45.6 per cent in residents aged 65-74.

In 2017/18 the council approved an increase to the adult social care budget by just over £2.3million to meet demands. However these demands have increased further and therefore adult social care will require more investment in order to cope with current and future pressures.

There continues to be a significant rise in in the number of self-funding residents (those that met the financial threshold) becoming fully funded by the council which contributes to the increased pressure on budgets in the city.

Other rising costs on the service relate to young people moving into adult social care services who often require high cost services to respond to complex needs.

One of the most significant financial pressures is the impact of the National Living Wage on homecare agencies which has increased rates the council is paying for services at a time when funding to councils has reduced dramatically.

Therefore an additional investment of £604,000 in 2018/19 is proposed to manage increasing costs and demand on adult social care services and to ensure residents receive the care that they need. This will then rise to £2.616million by 2020/21.

Pressure	2018/19 £k	2019/20	2020/21
Rising demand on adult social care services	604	1,442	2,616

St George's Community Hydrotherapy Pool

The St George's Community Hydrotherapy Pool has recently re-opened after investment by the city council and contributions from Inspire Peterborough and the Friends of St George's. The council remains committed to the pool and for 2018/19 a budget pressure of £14,000 has been identified after forecast fee income is taken into account. The city council has committed to build a brand new facility in the city to be open in 2019.

Pressure	2018/19 £k	2019/20	2020/21
St George's Community Hydrotherapy Pool	14	2	2

Pupil Referral Service

The city council has a statutory responsibility to provide education for pupils who are permanently excluded from school. In Peterborough there is a maintained Pupil Referral Service (PRS) that is responsible for this provision.

The PRS does not have planned admission numbers as it is not possible to specify how many pupils will attend at any one time. However to aid future planning purposes it is necessary to agree a notional number of pupils and to identify a new funding model for the service. This model has been benchmarked against costs from other councils.

The new arrangement includes all salary costs and will enable PRS to operate as a school and manage its own budget going forward. The process of creating this new funding model has identified an annual pressure of £239,000 for the service.

Pressure	2018/19 £k	2019/20	2020/21
Pupil Referral Service	239	239	239

SEND funding

The government introduced the SEND (Special Educational Needs and Disabilities) grant to provide additional support to local authorities following changes made by the 2014 SEND code of practice.

The notification of the grant is given at the end of the financial year and this creates a potential funding pressure on the council if it is discontinued by government. If this grant is discontinued then the council would support these activities and therefore potentially creates an additional annual revenue cost of £144,000.

Pressure	2018/19 £k	2019/20	2020/21
SEND funding	144	144	144

People and Communities budget review

Ahead of the 2018/19 budget setting process there has been a comprehensive review of directorate budgets. This review has looked at changes in legislation, refreshing demographics and other changes required to services.

The review has highlighted an ongoing annual funding pressure of £776,000 across the council's largest directorate - People and Communities - which includes services such as children's services, adult social care and education.

These pressures include:

- Education Support Grant (ESG) - ESG is funding that councils receive to fulfil statutory education duties. These services include school improvement and education welfare. Increasing numbers of schools converting to academies in the city has resulted in a reduction in ESG which needs to be reflected in the council's overall budget
- Care Act Funding - The Care Act placed a series of new duties and responsibilities on local authorities in relation to care and support for adults. These included providing information and advice and making sure the services people receive prevent their care needs from becoming more serious. The funding for Care Act responsibilities were only factored into the council's Medium Term Financial Strategy for one year which now need to be replicated in future years to ensure the council meets its obligations
- Changes in staff terms and conditions - This has meant that some residential staff are now entitled to shift premiums

Pressure	2018/19 £k	2019/20	2020/21
People and Communities budget review	776	776	776

Resources

Metal

The council intends to continue its support to arts organisation Metal by providing annual funding of £50,000 until 2019/20. At this point the group will be resident in the new arts hub, the former Whitworth Mill building on Fletton Quays, and will not require any future funding from the council.

To access the funding Metal must deliver a number of community arts projects in 2018/19 including at least one large scale public project in the city, bringing together a diverse range of local residents to participate.

Pressure	2018/19 £k	2019/20	2020/21
Metal	50	50	-

Environmental health - food safety

The council's Food and Health & Safety team carries out statutory food safety and health and safety regulatory compliance work. One of its roles is to inspect premises to check food hygiene standards and operating practices are safe.

Due to the city's growth there has been an increase in the number of businesses that require inspection. It is therefore proposed that the council recruits two additional environmental health officers to undertake food safety work at an ongoing annual cost of £94,000.

Pressure	2018/19 £k	2019/20	2020/21
Environmental health - food safety	94	94	94

Coroner Service

Coroner services for Peterborough and Cambridgeshire were merged in November 2015. Since then the service has seen an increase in caseload as the population and subsequently the number of registered deaths has increased.

From 2014 to 2016 the number of deaths registered across the area increased by 22.4 per cent. This mirrors an upward trend that has been seen nationally. Therefore to manage this rise it is proposed to increase funding to the service as set out.

Pressure	2018/19 £k	2019/20	2020/21
Coroner Service	70	75	80

Agile working

Since 2016, the city council has adopted an agile working programme to improve employee efficiency. The council will also be re-locating staff to Fletton Quays in 2018 and therefore there is a need to have embedded agile working ahead of this.

Previously, in the 2016/17 budget setting process, a £500,000 savings target was set against the roll-out of agile working across the council. However it is now clear that the benefits from agile working are more improvements to staff flexibility, work/life balance and an increased ability for officers to cope with growing workloads as demands on services increase. The council is now proposing to remove this saving which creates an ongoing pressure of £500,000.

Pressure	2018/19 £k	2019/20	2020/21
Agile working	500	500	500

Growth and Regeneration**Verge parking**

In March 2017 the Growth, Environment and Resources scrutiny committee endorsed the Verge and Pavement Parking Policy Document and agreed that any associated funding requirements be given priority.

In order to implement this scheme, additional funding of £22,000 per year is required from 2018/19. This will pay for the establishment of a city-wide Traffic Regulation Order (TRO), associated signage and additional Prevention and Enforcement Service officer capacity to enforce the TRO once individual areas of the city are activated.

Pressure	2018/19 £k	2019/20	2020/21
Verge parking	22	22	22

Governance**Legal services**

Legal services provides in-house advice and support across all departments at the city council. It also generates income by providing advice to other organisations in order to reduce the overall cost of the department. There has been an increase in costs to the department due to a 30 per cent increase in children's safeguarding work over the past year. These pressures, alongside a rise in the level of support required for special educational needs and disabilities (SEND) tribunals, are mirrored nationally.

Pressure	2018/19 £k	2019/20	2020/21
Legal services	94	94	94

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Appendix B - Phase One Savings Proposals

People and Communities

Academisation

In the 2017/18 budget process it was agreed to introduce a charge of £5,000 for every school converting into an academy to contribute towards the associated costs. This was based on benchmarking against a number of local authorities.

Since last year the academy agenda has accelerated nationally. The number of academy conversions has increased in Peterborough and will result in a financial pressure on the council if charges are kept at the current rate.

The council has a statutory duty to ensure that there is a TUPE consultation and that the land and/or buildings are leased to the incoming trust.

The Department for Education provides each school with a grant of £25,000 to cover the costs relating to conversion. Earlier this year however, the city council was turned down by the government for a grant to support academy conversion costs advising that funding had been allocated to councils with a larger number of converters.

It is now proposed to increase the charge to £10,000 per conversion from the start of 2018. Currently the council is forecasting that 16 schools will convert in 2018/19, 13 in 2019/20 and 11 in 2020/21. The figures below account for additional staff expenditure due to the volume of work and previously budgeted income from 2017/18.

Income generation	2018/19 £k	2019/20	2020/21
Academisation	(149)	(125)	(105)

People and Communities - senior management restructure

In June 2017 it was agreed, by a joint employment committee, that the Executive Director, Service Director and Assistant Director roles within the People and Communities directorate could be shared across the city council and Cambridgeshire County Council.

These new arrangements have resulted in increased capacity as well as a significant saving for the council of £180,000 annually.

Saving	2018/19 £k	2019/20	2020/21
People and Communities - senior management restructure	(180)	(180)	(180)

Better Care Fund

Peterborough's Better Care Fund (BCF) supports health and social care services to work closely together in the city. The BCF was announced in 2013 and introduced in April 2015.

The BCF budget is used predominately by Cambridgeshire and Peterborough Clinical Commissioning Group (CCG) and the city council to provide health and social care services in the city.

The BCF is, in part, used to offset the reduction in government grants to the local authority, ensuring the council can continue to provide vital services for those who need our care and support. Therefore as BCF is continuing the council can offset funding totalling £1,689,000 against the council's budget for each of the next two years. This is the same process that took place in 2017/18.

In addition the city council receives an Improved Better Care Fund (IBCF) - this funding is non-recurring, over three years and decreases over that period.

Therefore it's proposed to loan £2million of the 2017/18 IBCF funding to the council's joint venture housing development company, Medesham Homes. This would be used to purchase accommodation suitable for residents with a specified set of care needs. The use of this accommodation will reduce the cost of care packages to the council. In addition the council will receive commercial rate loan interest from the joint venture company.

Saving/income generation	2018/19 £k	2019/20	2020/21
Better Care Fund	(1,933)	(1,933)	(244)

CCTV upgrade project

In 2016 approval was given to upgrade the city council's existing CCTV system. The benefits of upgrading the system include improving the quality of images captured, reductions in maintenance charges and energy consumption as well as creating a more effective monitoring service. In order for CCTV to optimise the use of the CityFibre network there is a need to upgrade existing hardware.

The cost of the system upgrade is more than offset by the savings in maintenance. This will produce an annual saving to the council compared to current costs whilst improving the city's CCTV system.

Saving	2018/19 £k	2019/20	2020/21
CCTV upgrade project	(29)	(28)	(27)

Resources

Estimated council tax 2017/18 surplus

There will be growth in council tax income for the current financial year above predictions because of the city's rising population and construction of new homes. This has identified that the council can expect to receive a further £1.005million in 2017/18, which can be rolled forward to protect services during 2018/19.

The council is required to finalise the council tax collection fund position in January so any further updates will be included in phase two of the budget setting process.

Saving	2018/19 £k	2019/20	2020/21
Estimated council tax 2017/18 surplus	(1,005)	-	-

Mausoleum units sale

It is proposed to construct new mausoleum units for sale, to meet demand and generate income. The proposal follows a successful project at Fletton Cemetery with all units sold.

It is believed that future demand can be met on land identified at both Eastfield and Fletton cemeteries.

Income generation	2018/19 £k	2019/20	2020/21
Mausoleum units sale	(64)	(64)	(64)

Resources budget review

A review of budgets held by the Resources directorate has identified a number of savings that do not result in changes to council services. This review has also identified previous savings, or income targets, that need to be updated. In total this review has identified a saving of £3,221,000 for 2018/19 which includes the following proposals:

- Inclusion of income generated through a council loan to construct Fletton Quays hotel
- A local lottery for Peterborough will now not go ahead and previous savings need to be removed from the budget. This is because the council needs to focus its effort on strategic items, such as social care provision and homelessness, and therefore the timing is no longer right for this project to go ahead
- Following a review of the council's capital programme (borrowing to predominantly fund infrastructure costs), the amount set aside in the budget to meet financing costs has been reduced
- Part of the budget set aside for pension auto-enrolment is no longer anticipated to be required and therefore some of this is being released to ease the council's budget pressures. There has also been an underspend in the council's pension strain budget - which compensates for lost contributions when a member of staff (55+) takes redundancy - which again will be used to help tackle the council's financial challenges

- It is proposed to reduce the council's inflation contingency budget - with funds released to support financial pressures
- As the review into the Amey contract is ongoing the £100,000 saving highlighted in 2017/18 is being removed. Savings targets for bin sponsorship have also been removed

Saving/income generation	2018/19 £k	2019/20	2020/21
Resources budget review	(3,221)	(2,666)	(2,342)

Growth and Regeneration

Peterborough Highway Services - commercial opportunities

The council is currently in discussions with a number of councils to allow them access to the Peterborough Highway Services contract. This will allow these councils to contract Skanska using the city council's framework which will save them money on procurement costs. For allowing access to the framework there will be a fee due to the city council. Skanska will also pay the city council an annual fee.

Currently the council expects this to generate £300,000 in 2018/19 and £175,000 in subsequent years until 2022/23. Any changes to this proposal will be reflected in phase two.

Income generation	2018/19 £k	2019/20	2020/21
Peterborough Highway Services - commercial opportunities	(300)	(175)	(175)

Peterborough Highway Services - contract efficiencies

Peterborough Highway Services is a ten year partnership with Skanska to provide highway maintenance services. At the start of the partnership in October 2013, efficiency savings totalling £7.5million over ten years were agreed, totalling £750,000 per year.

Further efficiencies have been identified and the revenue budget can be reduced by a further £280,000 annually from 2018/19. A further £10,000 will be saved from the ongoing ancillary budget. These proposals would increase efficiency savings to more than £10million over the course of the Peterborough Highway Services contract.

The city council maintains over 350 bridge structures and a review has identified a recurring underspend of £50,000 on the annual maintenance budget which will now be removed to support other services.

Saving	2018/19 £k	2019/20	2020/21
Peterborough Highway Services - contract efficiencies	(340)	(340)	(340)

Planning services

In March 2017 the government set out proposals to increase council planning fees by 20 per cent. This was offered by the Department of Communities and Local Government as part of a housing white paper released a month earlier, and is expected to be implemented shortly.

As a condition is to re-invest additional income in the service there will be increased expenditure in the department, for example staff costs. However, there will be a saving for the council against departmental overhead costs of £100,000 annually whilst at the same time strengthening planning services offered.

Saving	2018/19 £k	2019/20	2020/21
Planning services	(100)	(100)	(100)

Commercial property rental income

The council owns a number of commercial properties in the city which it rents out to generate income to protect services.

A review of income levels shows that the council's commercial property has performed better than previously forecast and therefore it is proposed to increase the income target by £150,000. These increased income levels are already being achieved.

Income generation	2018/19 £k	2019/20	2020/21
Commercial property rental income	(150)	(150)	(150)

Public Health

Public health budget

Peterborough City Council receives a ring-fenced health grant to fund a range of public health commissioned services. The level of grant received in 2017/18 was £11,196,000 and the forecast reduction for 2018/19 is 2.6 per cent which equates to £291,000.

Peterborough also receives less grant per head compared to the national average. The grant must be spent on preventative activities of which the primary purpose is to improve health.

The city council has protected public health funding as this specific grant has been cut previously, however savings now need to be identified.

Some of the larger public health contracts have savings built in, such as the drug and alcohol misuse contract and the Solutions for Health contract. These total £94,000 in 2018/19 increasing to £150,000 in 2020/21.

Other ongoing savings totalling £136,000 have also been identified which include removing a recurring underspend, reducing public health marketing spend on print advertising, identifying new streams of funding for projects and ongoing efficiencies of the city council and county council running a joint public health team.

There is also a financial pressure against the public health grant due to expanding the provision of free of charge emergency contraception from pharmacies, which is factored into the savings below.

Saving	2018/19 £k	2019/20	2020/21
Public health budget	(208)	(223)	(247)

Appendix C - Detailed MTFs

	Dept	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
NNDR		(42,911)	(45,274)	(46,854)	(47,834)
Revenue Support Grant		(19,821)	(15,056)	(10,246)	(10,246)
Council Tax		(68,361)	(73,558)	(74,966)	(77,361)
New Homes Bonus		(6,548)	(5,122)	(4,544)	(3,991)
Improved Better Care Fund		(354)	(2,986)	(5,345)	(5,345)
Additional funding for Adult Social Care		(3,523)	(2,260)	(1,121)	-
2017-18 Adult Social Care Support Grant		(797)	-	-	-
TOTAL CORPORATE FUNDING		(142,315)	(144,256)	(143,076)	(144,777)
PLANNED EXPENDITURE					
Net Service Expenditure		124,044	135,749	134,497	139,177
Pay Award	ALL	401	405	409	413
Inflation	ALL	1,331	940	1,363	1,859
Budget Pressures identified:					
Arboriculture- Tree and woodland h&s	G&R	422	(272)	-	-
Adult Social Care Cost Drivers & Demog	P&C	2,972	1,515	1,856	2,036
Homelessness	P&C	-	1,735	925	3,104
National Fund'g Formula- removal of ESG	P&C	1,142	(149)	24	20
National Living Wage (NLW)	P&C	561	565	564	1,566
Dedicated Schools Grant	P&C	500	-	-	-
Home to School Transport	P&C	446	(89)	(19)	-
Pressure to Public Health Grant	PH	283	291	284	-
ICT	RES	796	(305)	(37)	67
Other Growth Bids	ALL	2,866	2,336	1,003	964
Budget Reductions:					
Concessionary Fares	G&R	(486)	48	60	60
Energy from Waste	G&R	(451)	(68)	(156)	(570)
Peterborough Highway Services	G&R	-	(640)	125	-
Managing Demand - Front Door Project	P&C	(2,700)	-	-	-
Perm Service / children's placement costs	P&C	(650)	(250)	-	-
Clare Lodge	P&C	(250)	-	-	-
Direct Revenue Funding (DRF) Review	P&C	(519)	22	24	23
Serco - Insight & Analytics / Front Door	P&C	(48)	(421)	189	-
Shared Mgmt Structure with CCC	P&C	(45)	(135)	-	-
Public Health Savings	PH	-	(208)	(15)	(24)
Pension Auto-enrolment	RES	-	(751)	-	-
Vivacity	RES	(70)	(170)	-	(50)
Peterborough Serco Strategic Partnership	RES	123	(5)	-	(11)
Terms & Conditions	ALL	(174)	-	8	6
Other Savings	ALL	(1,116)	(1,559)	(703)	(59)
One Off Items:					
Peterborough Highway Services	G&R	240	210	-	-
Better Care Fund	P&C	2,562	(1,599)	-	1,689
Adult Social Care Additional Funding	P&C	3,523	(1,263)	(1,139)	(1,121)
Unaccompanied Asylum Seeking Children	P&C	600	(600)	-	-
Customer Experience Prog- Resourcing	P&C	(507)	(967)	-	-
Housing stock survey	P&C	-	85	(85)	-
Private enforcement- Kingdom	P&C	(47)	47	-	-
NET SERVICE EXPENDITURE		135,749	134,497	139,177	149,149
CORPORATE EXPENDITURE *		6,566	25,459	25,259	30,838
TOTAL PLANNED EXPENDITURE		142,315	159,956	164,436	179,987
Revised Deficit/(Surplus) after accounting for Phase One Budget Pressures and reductions		0	15,700	21,360	35,210

*Corporate Expenditure includes treasury management, that will be further reviewed in Phase 2.

Nb the budget pressures and reductions are not incremental, they are year on year.

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Appendix D – MTFs detailed by Department

	2017/18 £000	2018/19 £000	2019/20 £000	2020/21 £000
NNDR	(42,911)	(45,274)	(46,854)	(47,834)
Revenue Support Grant	(19,821)	(15,056)	(10,246)	(10,246)
Council Tax	(68,361)	(73,558)	(74,966)	(77,361)
New Homes Bonus	(6,548)	(5,122)	(4,544)	(3,991)
Improved Better Care Fund	(354)	(2,986)	(5,345)	(5,345)
Additional funding for Adult Social Care	(3,523)	(2,260)	(1,121)	-
2017-18 Adult Social Care Support Grant	(797)	-	-	-
TOTAL CORPORATE FUNDING	(142,315)	(144,256)	(143,076)	(144,777)
PLANNED EXPENDITURE				
Chief Executives	1,591	1,607	1,607	1,607
Governance	4,359	4,523	4,528	4,533
Growth & Regeneration	24,916	23,546	24,104	24,280
People & Communities	82,416	82,040	84,366	91,685
Public Health	206	289	558	534
Resources	22,261	22,492	24,014	26,510
NET SERVICE EXPENDITURE	135,749	134,497	139,177	149,149
CORPORATE EXPENDITURE *	6,566	25,459	25,259	30,838
TOTAL PLANNED EXPENDITURE	142,315	159,956	164,436	179,987
Revised Deficit/(Surplus) after accounting for Phase One Budget Pressures and reductions	0	15,700	21,360	35,210

*Corporate Expenditure includes treasury management, that will be further reviewed in Phase 2.

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Appendix E- Asset Investment Programme Budget & Funding Summary 2018/19 to 2027/28

Project	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2018 to 2023 Total 5 Yrs		2018 to 2028 Total 10 Yrs	
	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Corp. Res. £000	3rd Party Inc. £000	Corp. Res. £000	3rd Party Inc. £000
Rolling Programme														
Disabled Facilities Grant	1,400	1,400	1,400	1,400	1,400	1,400	1,400	1,400	1,400	1,400	2,355	4,645	4,710	9,290
Supporting the Council's MTFP - Asset Disposals - Programme Delivery - QUARTERLY REPORTS	500	500	500	500	500	500	500	500	500	500	2,500	-	5,000	-
Local Transport Plan & Integrated Transport Programme	2,342	2,113	1,913	1,913	1,913	1,913	1,913	1,913	1,913	1,913	3,015	7,179	5,545	14,214
Strategic Property Portfolio Asset Management Plan	2,335	197	235	581	375	369	541	440	440	440	3,037	687	4,355	1,598
ICT Projects	4,371	2,598	2,500	2,500	2,500	2,500	2,500	2,500	2,500	2,500	14,469	-	26,969	-
Other Council Building Spend	3,593	1,165	1,190	1,247	1,283	1,278	1,395	1,325	1,325	1,325	8,655	177	15,303	177
Repair Assistance	1,240	1,020	1,020	1,020	1,020	1,020	1,020	1,020	1,020	1,020	5,320	-	10,420	-
Structural Bridge Works	3,930	330	330	330	330	330	330	330	330	330	5,167	83	6,817	83
Schools Capital Reserve	800	800	800	800	250	250	250	250	250	250	3,450	-	4,700	-
Schools Direct Spend	458	458	458	458	458	458	458	458	458	458	-	2,290	-	4,580
Leisure Trust - Property	1,225	350	350	350	350	350	350	350	350	350	2,625	-	4,375	-
Health & Safety Adaptations - Disabled Access	150	150	150	150	150	150	150	150	150	150	750	-	1,500	-
Play Areas Improvement Programme	185	185	185	185	185	185	185	185	185	185	925	-	1,850	-
Aids and Adaptations	216	216	216	216	216	216	216	216	216	216	1,080	-	2,160	-
Waste Management Strategy	80	80	80	80	80	80	80	80	80	80	400	-	800	-
Highways Capitalisation	250	250	250	250	250	-	-	-	-	-	1,250	-	1,250	-
PCC Footway Slab Replacement Programme 2015/2016 (Ring Fenced)	230	170	170	170	170	170	170	170	170	170	910	-	1,760	-
Peterborough Delivery partnership projects	500	500	500	500	500	500	500	500	500	500	2,500	-	5,000	-
Street Lighting column replacement programme	-	-	-	-	-	-	-	870	870	870	-	-	2,610	-

APPENDIX E

Project	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2018 to 2023 Total 5 Yrs		2018 to 2028 Total 10 Yrs	
	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Corp. Res. £000	3rd Party Inc. £000	Corp. Res. £000
PCC Capital Highway Maintenance Schedule	5,015	5,015	5,015	5,015	5,015	3,515	3,515	3,515	3,515	3,515	11,145	13,930	14,790	27,860
Rolling Programme Total	28,820	17,497	17,262	17,665	16,946	15,184	15,473	16,172	16,172	16,172	69,552	28,637	119,914	57,448
Core Programme														
Street Lighting LED Project	2,400	-	-	-	-	-	-	-	-	-	2,400	-	2,400	-
Jack Hunt Expansion	2,742	-	-	-	-	-	-	-	-	-	1,792	950	1,792	950
Nene Park Academy Expansion	2,750	-	-	-	-	-	-	-	-	-	-	2,750	-	2,750
Clare Lodge	59	-	-	-	-	-	-	-	-	-	-	59	-	59
Bourges Boulevard Phase 2	1,000	-	-	-	-	-	-	-	-	-	-	1,000	-	1,000
OBA Expansion	2,750	-	-	-	-	-	-	-	-	-	-	2,750	-	2,750
New School Places	1,824	550	500	500	-	-	-	-	-	-	2,774	600	2,774	600
New build of a Household Recycling Centre in Peterborough	700	-	-	-	-	-	-	-	-	-	700	-	700	-
Oakdale Primary 1 FE Expansion	2,500	-	-	-	-	-	-	-	-	-	463	2,037	463	2,037
Capital Maintenance on Schools	600	600	400	800	400	400	400	400	400	400	2,200	600	4,200	600
Fletton Quays Site Development and Preparation	1,010	-	-	-	-	-	-	-	-	-	1,010	-	1,010	-
Second extension to Heltwate Special School	9,880	2,000	-	-	-	-	-	-	-	-	7,880	4,000	7,880	4,000
Aquisition of Whitworth Mill	3,568	-	-	-	-	-	-	-	-	-	2,068	1,500	2,068	1,500
Paston Reserve School	1,000	5,000	967	-	-	-	-	-	-	-	339	6,627	339	6,627
Public Realm	10,357	4,000	-	-	-	-	-	-	-	-	14,357	-	14,357	-
Future Primary MTFs	9,000	4,000	-	-	-	-	-	-	-	-	11,052	1,948	11,052	1,948
Woodston Phase 2	3,500	500	-	-	-	-	-	-	-	-	4,000	-	4,000	-
North Westgate Development	4,000	10,000	-	-	-	-	-	-	-	-	14,000	-	14,000	-
ROADS & BRIDGES (including footpaths)	51	-	600	-	-	-	-	-	-	-	651	-	651	-

APPENDIX E

Project	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2018 to 2023 Total 5 Yrs		2018 to 2028 Total 10 Yrs		
	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Corp. Res. £000	3rd Party Inc. £000	Corp. Res. £000	3rd Party Inc. £000
Other Schools	167	167	214	167	-	-	-	-	-	-	-	715	-	715	-
Future Secondary MTFS	7,300	7,047	-	-	-	-	-	-	-	-	-	1,315	13,032	1,315	13,032
St Georges Refurb	1,200	-	-	-	-	-	-	-	-	-	-	700	500	700	500
Growth & Regeneration - Other Infrastructure	4,907	-	-	-	-	-	-	-	-	-	-	4,907	-	4,907	-
Marshfields School	2,500	-	-	-	-	-	-	-	-	-	-	900	1,600	900	1,600
Schools Private Finance Initiative (PFI)	200	200	200	200	200	200	200	200	200	200	200	1,000	-	2,000	-
Adults Social Care Transformation	151	-	-	-	-	-	-	-	-	-	-	151	-	151	-
Adults Social Care ICT	735	-	-	-	-	-	-	-	-	-	-	735	-	735	-
LTP CMDN Bridges Annex 3	350	-	-	-	-	-	-	-	-	-	-	278	72	278	72
Car Parks	100	100	100	100	100	100	100	100	100	100	100	500	-	1,000	-
PCC Capital Highway Maintenance 2016/2017	230	-	-	-	-	-	-	-	-	-	-	-	230	-	230
MTFS A1139 Frank Perkins Parkway	400	250	-	-	-	-	-	-	-	-	-	650	-	650	-
Werrington Brook	20	-	-	-	-	-	-	-	-	-	-	-	20	-	20
UTMC and Urban traffic Control route	160	-	-	-	-	-	-	-	-	-	-	140	20	140	20
Hampton Gardens Primary No 1 of 2	5,940	2,000	-	-	-	-	-	-	-	-	-	1,000	6,940	1,000	6,940
Academies	25	-	-	-	-	-	-	-	-	-	-	25	-	25	-
Great Haddon	-	100	4,342	-	-	-	-	-	-	-	-	2,494	1,948	2,494	1,948
Roxhill Primary	3,000	500	-	-	-	-	-	-	-	-	-	-	3,500	-	3,500
KS2 Pupil Referral Unit relocation	500	-	-	-	-	-	-	-	-	-	-	500	-	500	-
Paston Reserve Secondary	5,000	15,000	5,839	-	-	-	-	-	-	-	-	13,890	11,948	13,890	11,948
Crematoria/Cemeteries Development	-	1,412	35	73	-	-	-	-	-	-	-	1,520	-	1,520	-
Phase 2 London Road Community Stadium Project - Design/Technical Study London Road Terrace	982	-	-	-	-	-	-	-	-	-	-	982	-	982	-
Street Lightning	5,939	-	-	-	-	-	-	-	-	-	-	5,939	-	5,939	-

Project	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2018 to 2023 Total 5 Yrs		2018 to 2028 Total 10 Yrs	
	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Budget £000	Corp. Res. £000	3rd Party Inc. £000	Corp. Res. £000
Total Core Programme	99,495	53,426	13,197	1,840	700	700	700	700	700	700	104,026	64,631	107,526	64,631
<u>Invest to Save Programme</u>														
Customer Experience (Part I2S)	2,235	-	-	-	-	-	-	-	-	-	2,235	-	2,235	-
Invest to Save	14,000	-	-	-	-	-	-	-	-	-	14,000	-	14,000	-
8 x 8 Telephony Service	1,000	-	-	-	-	-	-	-	-	-	1,000	-	1,000	-
Invest to Save - AXIOM	5,250	17,550	-	-	-	-	-	-	-	-	22,800	-	22,800	-
IOT and Assistive Technologies - Invest to Save	1,000	-	-	-	-	-	-	-	-	-	1,000	-	1,000	-
Total Invest to Save	23,485	17,550	-	-	-	-	-	-	-	-	41,035	-	41,035	-
Total Existing Budget	151,800	88,473	30,459	19,505	17,646	15,884	16,173	16,872	16,872	16,872	214,613	93,268	268,475	122,079

*Some line items include rounding issues of £1k

Appendix F - Budget Consultation

The Cabinet wants to hear the opinions of all residents, partner organisations, businesses and other interested parties as part of the budget setting process.

People will be able to give their opinions by completing an online survey on the city council website - www.peterborough.gov.uk/budget. Hard copies of the consultation document will also be available from the receptions of the Town Hall, Bayard Place and all city libraries.

The consultation will close on Thursday 30 November 2017. Cabinet will consider comments on Monday 4 December and Full Council will debate the phase one proposals on Wednesday 13 December 2017.

The consultation will ask the following questions:

1. Do you have any comments to make about the phase one budget proposals?

.....
.....
.....
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.....

2. Having read the phase one proposals document, how much do you now feel you understand about why the council must make total savings of almost £24million in 2018/19 and almost £40million by 2020/21? Tick the answer you agree with.

- A great deal
- A fair amount
- Not very much
- Nothing at all

3. If you have any specific ideas about how the council can save money or generate additional income to protect services, please state these here:

.....
.....
.....
.....
.....
.....
.....

So that we can check this survey is representative of Peterborough overall, please complete the following questions.

Are you?

- Male

- Female

Please tick which of the following best describes who you are:

- Resident
- Business person
- Member of council staff
- City councillor
- Work, but don't live in Peterborough
- Member of community or voluntary organisation
- Regular visitor
- Other (please state).....

Which of these age groups do you fall into?

- Under 16
- 16 to 24 years
- 25 to 34 years
- 35 to 44 years
- 45 to 54 years
- 55 to 64 years
- 65 to 74 years
- 75 years or over
- Prefer not to say

What is your ethnic group?

- A White**
English/ Welsh/ Scottish/ Northern Irish/ British
Gypsy or Irish Traveller
Any other white background
- B Mixed/ multiple ethnic groups**
White and Black Caribbean
White and Black African
White and Asian
Any other mixed/ multiple ethnic background
- C Asian/ Asian British**
Indian
Pakistani
Bangladeshi
Chinese
Any other Asian background, write in
- D Black/ African/ Caribbean/ Black British**
African
Caribbean
Any other Black/ African/ Caribbean background
- E Other ethnic group**
Any other ethnic group

Do you consider yourself to have a disability?

Yes.....

No

Thank you for taking the time to complete this survey

Please hand this completed questionnaire into either the reception desks of the Town Hall or Bayard Place. Alternatively they can be returned by post to: Communications Team, Peterborough City Council, Town Hall, Bridge Street, Peterborough, PE1 1HG.

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CABINET	AGENDA ITEM No. 8
20 NOVEMBER 2017	PUBLIC REPORT

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

BUDGET CONTROL REPORT SEPTEMBER 2017

RECOMMENDATIONS	
FROM: Interim Corporate Director Resources	Deadline date: N/A
It is recommended that Cabinet notes the current financial year budgetary control position, as at September 2017 and the continuing work by CMT to deliver a balanced budget.	

1. ORIGIN OF THE REPORT

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

2. PURPOSE AND REASON FOR REPORT

- 2.1. This report comes to Cabinet as part of the Council's agreed process within the Budget and Policy framework that requires Cabinet to initiate and consider financial strategy and budget proposals in order to set a balanced budget for the forthcoming financial year.
- 2.2. This report provides Cabinet with the detailed September 2017 Budgetary Control position.
- 2.3. This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services'.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan	YES	If yes, date for Cabinet meeting	20 Nov 2017
--	------------	----------------------------------	------------------------

4. SEPTEMBER BUDGETARY CONTROL – REVENUE

- 4.1. The revenue budget for 2017/18, agreed at Full Council on 8th March, was approved at £146m. The revised budget is now £152m due to the additional Adult Social Care money of

£3.5m announced after the budget had been approved, and the one-off drawdown of reserves.

	£000
Approved Budget 2017/18	145,771
Additional ASC money	3,524
Drawdown of reserves	2,952
Revised Budget at Sep 17	152,245

4.2. The year-end outturn, based on reported departmental information as at end of September 2017, is currently forecast to be a £1.3m over spend. This reflects £3m of pressures on People and Communities over half of which relates to homelessness costs. This is offset by Growth and Regeneration and Resources savings and to be funded from reserves and balances.

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

	Budget 2017/18	Cont. from reserve	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserve	Forecast Variance 2017/18	Forecast Variance 2017/18
Directorate	£000	£000	£000	£000	£000	£000	%
Chief Executives	1,619	217	1,836	1,796	0	(40)	-2%
Governance	4,336	115	4,451	4,464	0	13	0%
Growth & Regeneration	24,886	281	25,167	24,226	180	(761)	-3%
People & Communities	82,009	107	82,116	85,092	0	2,976	3%
Public Health	207	0	207	206	0	(1)	-1%
Resources	36,236	2,232	38,468	37,596	0	(872)	-2 %
Total Expenditure	149,293	2,952	152,245	153,380	180	1,315	1%

* A figure in brackets represents a surplus position

4.4 It needs to be noted that the Resources Directorate is carrying a significant risk. The revenue budget assumes that £12.7m of capital receipts will be generated which Members agreed in the Budget to use to reduce the debt charges for capital (known as minimum revenue provision). The projected outturn assumes that the £12.7m of receipts is fully achieved, based on a risk assessment. However there remains the possibility that the receipts will fall short by £7.2m. If this were to happen, the difference would need to be funded from reserves and balances. However if the disposals were achieved later than 31 March 2018 and therefore received in 2018/19 the receipts could be used to replenish reserves.

4.5 Further information is provided in the following appendices.

5. REASON FOR RECOMMENDATION

- 5.1 The Council must set a lawful and balanced budget every year. This report sets out spending against budget for the first six months of the 2017/18 financial year to ensure it is within the financial remit agreed at budget setting time.

6. ALTERNATIVE OPTIONS CONSIDERED

- 7.1 The Council should review its financial position on a periodic basis throughout the financial year. The next monitoring report will be presented to Cabinet in January 2018. The alternative of not providing any report would result in stakeholders not fully understanding the Council's financial position.

7. IMPLICATIONS

- 7.1 The financial, legal and equalities implications are set out in the body of the report.

8. BACKGROUND DOCUMENTS

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

- 8.1 None.

9. APPENDICES

- 9.1 Appendix A - Detailed Revenue Budgetary Control position and explanation of key variances
- 9.2 Appendix B - Risks Identified
- 9.3 Appendix C - Reserves position
- 9.4 Appendix D - Asset Investment and Treasury Budget Report

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Appendix 5 - Detailed Revenue Budgetary Control position and explanation of Key Variances

Chief Executive's

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Chief Executive	240	0	240	201	0	(39)	-16%
HR	1,380	217	1,597	1,596	0	(1)	0%
Total Chief Executives	1,620	217	1,836	1,796	0	(40)	-2%

Chief Executive's is overall reporting a favourable variance of £0.04m against its budget

Chief Executive

An underspend of £0.04m is expected on the £0.24m budget for the Chief Executive due to one off savings in supplies and services budgets.

HR

An overspend of £0.02m arises because a budgeted recharge of £0.02m to Unions is not expected to be made, however this is offset by a £0.02m saving on the salary budget of £1.22m due to vacant posts. The budgets will be corrected for 18/19.

Governance

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Director of Governance	414	0	414	413	0	(1)	0%
Legal & Democratic	3,512	115	3,627	3,573	0	(54)	-1%
Coroner's Service	410	0	410	478	0	68	17%
Total Governance	4,336	115	4,451	4,464	0	13	0%

Governance is overall reporting an adverse variance of £0.013m against its budget.

Legal & Democratic

An overspend of £0.21m is expected on the £1.74m Legal salaries budget due to a combination of the use of locums being used to cover vacancies, payment of market supplement to retain current staff and also an overspend in children's safeguarding legal costs. Budget Working Group has agreed to fund an additional Lawyer and a Business Support Officer to cope with the increased workload.

An underspend of £0.05m is expected on the salary budgets of £0.43m in the Governance support and Elections service.

Additional income is expected of £0.05m on the £0.22m income budget for Land Charges.

An underspend of £0.12m is expected on the elections budget of £0.25m due to the low number of elections this year. The budget will be required in full in 18/19.

An underspend of £0.04m is forecast in relation to the Members' Allowances budget of £0.93m.

Coroner's service

An overspend of £0.07m is expected on the £0.48m Coroner's budget due to an increase in demand. This ongoing pressure is being incorporated within the budget requirement for future years.

Growth & Regeneration

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Development and Construction	291	0	291	336	0	45	15%
Director, OP & JV	534	185	719	(19)	150	(588)	--82%
Peterborough Highway Services	9,668	0	9,668	9,769	0	101	1%
Sustainable Growth Strategy	1,798	36	1,834	1,748	30	(56)	-3%
Corporate Property	639	60	699	536	0	(163)	-23%
Amey Peterborough & Waste Management	11,864	0	11,864	11,764	0	(100)	-1%
Westcombe Engineering	92	0	92	92	0	0	0%
Total Growth and Regeneration	24,886	281	25,167	24,226	180	(761)	-3%

Growth & Regeneration is overall reporting a favourable variance of £0.761m against its budget.

Development and Construction

There is a forecast £0.05m variance on the £1.26m income budget within Development and Construction due to reduced external recharge income.

Director, Opportunity Peterborough & Joint Venture

A saving of £0.438m has been delivered in respect of the Highways roadmap efficiency programme, covering £3.98m of maintenance and related budget. This includes removing budget from the Highways contract where the same level of service is delivered at a lower cost, to "bank" the saving, (such as programme co-ordination efficiencies to avoid separate traffic management costs). It also includes receiving rebates based on a percentage of

additional works put through the contract e.g. works for third parties. The ongoing elements of these savings will be factored into 18/19 budgets.

A saving of £0.10m has been achieved against a total budget for the directorate of £24.89m, through extracting budgets from across the directorate following outturn review for car allowances, administration expenses, telephones, salaries, professional services, and computer software.

Peterborough Highway Services

An overspend of £0.31m is expected against a budget of £0.87m due to a substantial inflationary increase in street lighting energy costs and a delayed start to the LED project. A budget adjustment is proposed for 18/19.

Highways Development is favourable by £0.09m on a £0.47m budget due to additional income. This is partly offset by other staff costs and Community Link Bus Service costs.

The department is also delivering a further £0.10m of savings on a £9.67m budget. This is being delivered via savings within the transport planning, street lighting maintenance and the drainage services. These will be kept under review for 18/19.

Corporate Property

Additional rental income of £0.12m on a £4.14m budget arises from investment property purchased in Fengate in March 2017. This will be built into the budget for 18/19.

A saving of £0.04m is reported on Utility costs against a budget of £0.5m. Expected increases in costs are likely to mean this saving will not continue for 18/19.

Amey Peterborough & Waste Management

An underspend of £0.18m arises on an £8.6m budget for the Amey contract, in respect of a lower pension contribution rate compared with that assumed in the contract. The impact of this in future years will be considered along with a number of other potential contract costs.

However proposed savings from Bin Sponsorship income £0.04m, and charging developers for bins £0.04m have not been achieved. This will be an ongoing pressure.

People & Communities

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Adults	46,167	0	46,167	46,404	0	237	1%
Commissioning and Commercial Operations	14,275	0	14,275	14,689	0	414	3%
Children's & Safeguarding	10,684	0	10,684	11,081	0	397	4%
Director	184	0	184	(578)	0	(762)	-414%
Education	5,765	0	5,765	6,347	0	582	10%

Communities	4,934	107	5,041	7,149	0	2,108	42%
Total People and Communities	82,009	107	82,116	85,092	0	2,976	4%

People & Communities are overall reporting an adverse variance of £3m against its budget. The key variances in each of the service areas are as follows:

Adults

- Agency staffing within the Therapy/Reablement/Community Equipment-0-25 Team is creating a £138k adverse position. There are investments in reablement to support the savings target.
- There is also a favourable variance of £103k being reported on home services delivery model.
- There is £219k pressure for Care Act 2014 commitments.

Commissioning and Commercial Operations

- MTFS income savings target in relation to Clare Lodge will not be achievable due to delay in construction works, this creates a £346k adverse position. £250k relates to delayed building works and £100k from non-achievable pay and conditions savings.
- £45k pressure of property costs from the delayed transfer of play centres to become community assets
- A shortfall of £25k on traded income from early years training

Children's & Safeguarding

- Within the Child Health service area there is a £180k pressure on overtime and lack of enhancement budget at Cherry Lodge/Mano. This service is under review.
- There is a £220k pressure within the Children's Social Care relating to staffing costs. These are predominantly agency costs, mobiles and the cost of travelling to visit clients.

Director

- Shared Management arrangements -£94k
- P&C Finance Team -£45k
- New ways of working saving not achieved +£500k
- Prior year element of Norfolk Ordinary Residence case -£409k
- Savings target -714k (note £600k saving has been identified to off-set this leaving a revised target of £114k). This £600k is from projects that are now being held and delayed.
- The front door programme was a two year programme starting in 16/17 with further savings to be made in 17/18. The programme was made up of two overarching programmes - digital solutions (DFD) and (NDFD) practice initiatives and changes. The DFD element was cross cutting across the council (although the savings were allocated against People and Communities). The digital savings have not yet materialised and are currently under a corporate review. The non-digital elements have been delivered with reductions in high cost placements, home services model delivery (including care and repair, reablement and increased use of Assistive Technology). The non-digital elements have been able to cover the savings related to the DFD and have therefore achieved the front door programme savings target for both years.

Education

- A £166k pressure in relation to Home to School Transport demographic pressures that will be updated after the start of the new academic year
- There is a pressure of £237k within the Pupil Referral unit due to a new funding model. This will be incorporated within the budget process for 2018/19.
- 65k redundancy costs from the restructure of the SEN team following the introduction of the SEND reform
- There is a £105k pressure in relation to children social care transport.

Communities

- There is a pressure of £269k reported on Selective Licensing. This is primarily as a result of the extensive take up of 'early bird' discount.
- There is a pressure of £144k relating to loss of EPC income which is slightly offset by various minor savings.
- There is also a £25k pressure within Performance Information due to an unrealistic ICT savings target, partly offset by a reduction in employee costs.
- Within this area there is a £1.6m adverse variance relating to Homelessness costs. This is being closely monitored by management.

Public Health

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont. to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Children 0-5 Health Visitors	2,967	0	2,967	2,967	0	0	0%
Children 5-19 Health Programmes	1,999	0	1,999	1,999	0	0	0%
Sexual Health	1,817	0	1,817	1,817	0	0	0%
Substance Misuse	2,370	0	2,370	2,370	0	0	0%
Smoking and Tobacco	375	0	375	321	0	(54)	-14%
Miscellaneous Public Health Services	1,875	0	1,875	1,928	0	53	3%
Public Health Grant	(11,196)	0	(11,196)	(11,196)	0	0	0%
Total Public Health	207	0	207	206	0	(1)	-0%

Public Health is overall reporting a balanced position against its budget (ring-fenced grant currently).

Resources

	Budget 2017/18	Cont. from reserves	Revised Budget 2017/18	Forecast Spend 2017/18	Cont.to reserves 2017/18	Forecast Variance 2017/18	Forecast Variance 2017/18
Budget Group	£000	£000	£000	£000	£000	£000	%
Director's Office	258	0	258	320	0	62	24.03%
Financial Services	3,604	88	3,692	3,638	0	(54)	-1.46%
Capital Financing	12,441	1,866	14,307	14,307	0	0	0.00%
Corporate Items	5,726	90	5,816	4,039	0	(1,777)	-30.55%
Peterborough Serco Strategic Partnership	7,224	0	7,224	6,674	0	(550)	-7.61%
ICT	5,995	110	6,105	6,476	0	371	6.08%
Commercial Group	336	0	336	339	0	3	0.89%
Energy	392	0	392	1,147	0	755	192.60%
Vivacity/Cultural Services	2,473	0	2,473	2,473	0	0	0.00%
Cemeteries, Cremation & Registrars	(1,348)	38	(1,310)	(1,323)	0	(13)	0.99%
City Services & Communications	(865)	40	(825)	(494)	0	331	-40.12%
Total Resources	36,236	2,232	38,469	37,596	0	(872)	-2.27%

Resources is overall reporting a £0.872m favourable variance against its budget.

Capital Financing

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

Corporate Items

There is a favourable variance of £1.78m within this area due to a recent review of corporate budgets, including re-profiling the expected income from Cross Keys VAT shelter (£0.43m variance on £0.38m budget) and the retention of £0.37m general and £0.1m specific inflation not allocated to services. There was a budget allocated for the introduction of the auto enrolment of the pension scheme which was to be introduced this year, but it is expected that this budget will no longer be required (£0.35m) and a further £0.35m saved on a budget of £2.23m in respect of lump sum pension fund contributions. Pension costs for premature retirement are forecast to be £0.1m lower than the £1.26m budgeted). External Audit fees are £0.02m lower than the £0.12m budgeted. Around £0.05m has been saved in respect of the Apprenticeship Levy. The 18/19 impact of all of these savings has been factored into budget proposals.

Peterborough Serco Strategic Partnership

There is an additional £0.25m of Court Cost income against a budget of £0.6m based on early performance. This is expected to continue in future years and has been factored into future budgets.

A favourable position of £0.3m on the Payments & Subsidy budget of £1.84m is forecast. This will be reviewed following the submission of the mid-year estimate to DWP, and has currently been factored into future year's budgets as an ongoing saving.

ICT

An overspend of £0.27m is expected on the £0.41m budget for the revenue impact of the IT Strategy of moving costs into the Cloud, as the cost was not fully identified at the time that the budget was set. There is also a pressure of £0.3m from additional ICT requirements, compared to the budgeted £1.7m. This may be an ongoing revenue pressure for 18/19 as currently, mitigating actions are being identified.

The SLA's with our partner organisations including NPS and Opportunity Peterborough are generating a surplus of £0.05m on a budget of £0.1m.

Energy

There is a one-off unbudgeted cost of £0.71m in relation to writing off abortive capital project costs.

There is currently a £0.04m shortfall in the Energy Projects saving target of £0.32m expected this year. This position is under review and the impact for 18/19 included in the budget proposals.

City Services & Communications

The off street parking income budget of £2.4m is £0.1m adverse, but this is being offset by staff parking income which is £0.03m higher than the budget of £0.31m

An adverse variance of £0.21m is expected within the Market, events and Tourism service area. This is due to £0.155m lower income than the budgeted £0.465m at the Market, and £0.05m variance on £0.13m budget at the Destination Centre. An adjustment to the 18/19 budget is proposed.

An overspend of £0.053m on £0.46m budget is reported in respect of increased costs in Food safety following pressures in the numbers of premises in need of inspection. The 18/19 budget will include proposals to address increased demand.

Health and Safety recharges are expected to be £0.05m lower than the £0.09m budgeted. A proposal to amend the baseline budget is included for 18/19.

The Design and Print Team is expected to break even, through recharging all costs based on jobs completed, costing around £0.25m. It is expected that £0.02m of this sum will not be recovered.

Following a review of spending across the City Services & Communications service area, in year savings of £0.10m have been identified for 17/18, over a gross expenditure budget of £5.74m.

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Appendix 6 - Risks Identified

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

Dep	Risk	Description
P&C	Clare Lodge	MTFS income savings target not achievable due to delay in construction works
P&C	Children's Health	Pressure on overtime and lack of enhancement budget at Cherry Lodge/Manor-this service is under review
P&C	Home to School Trans.	Assuming same outturn as 16/17 less agreed MTFS saving. Await new academic year for update
Res	Asset Disposals	Capital receipts included within the MTFS may not be achieved, creating a pressure. For more details see main report.
P&C	Homelessness Demand related pressure	Included within the September 2017 BCR pressures.
P&C/Res	Schools funding/Academisation	11 schools have indicated that they will become academies in 17/18 and 11 in 18/19
P&C	SEND funding	Ceases at the end of the financial year
P&C	Universal Credit	Administration cost and the risk of UC implementation increasing homelessness
Gov	Legal Income	To secure external income
Gov	Employee Costs	Regrades and restructures- including the costs for redundancy, and future incremental rises.
G&R	Street Lighting Energy	Delays to LED implementation could increase the adverse variance
P&C	ASC Placements	Continuing demand pressure
Res	Parking Income	Demand led in nature – the Summer period traditionally sees a spike in demand, mainly in off-street
Res	Court Costs Income	To be kept under review
Res	Payments & Subsidy	To be kept under review
Res	Wellington St Car Park	Lease with Pelican for Wellington St Car Park
P&C	Troubled Families	Troubled families is a performance related grant from Government that is due to finish in 2020. This grant funds a number of early intervention services that will be at risk without this funding. There is a lobbying campaign for the grant to be extended but this is an early risk alert
P&C	EPC income	Unachievable income target
Res	Performance Information	Unachievable savings target for ICT system support savings
P&C	New ways of working	Unachievable savings target
Res	PSSP	Continuing review of this saving

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Appendix 7 - Reserves

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

Out of the total reserves balance only £11m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

Summary of Reserves	2017/18					2018/19	2019/20	2020/21	
	Balance Carried Forward 1.4.17	Contrib from reserves (allocated)	Contrib from reserves (to be drawn down)	Movt between reserves	Cont. to reserves	Forecast Balance at 31.03.18 £000	Forecast Balance at 31.03.19 £000	Forecast Balance at 31.03.20 £000	Forecast Balance at 31.03.21 £000
General Fund Balance	6,000					6,000	6,000	6,000	6,000
Capacity Building Reserve	4,314	(732)	(767)	100	0	2,914	4,707	4,112	3,884
Risk Management Contingency	680	(23)				657	657	657	657
Grant Equalisation Reserve	15,639	(633)	(7,194)	0	0	7,812	7,812	7,812	7,812
Development Equalisation Reserve	1,233	(1,233)				0	0	0	0
Departmental Reserve	3,855	(331)	(2,074)	(100)	180	1,530	870	870	870
Insurance Reserve	4,425					4,425	4,425	4,425	4,425
Schools Capital Expenditure Reserve	1,287					1,287	1,287	1,287	1,287
Parish Council Burial Ground Reserve	53					53	53	53	53
Hackney Carriage Reserve	155					155	155	155	155
School Leases Reserve	336				3	339	324	274	274
Future Cities Reserve	569		(569)			0	0	0	0
Public Health Reserve	428					428	428	428	428
TOTAL	38,974	(2,952)	(10,604)	0	183	25,601	26,719	26,074	25,846

* £7.194m was drawn down as part of the budget setting process, the remaining £1.659m has been drawn down during the year as and when it has been required.

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Appendix 8 - Asset Investment and Treasury Budget Report as at September 2017

Introduction

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

Asset Investment Plan 2017/18

The revised Asset Investment Plan budget as at September 2017 is £117.3m, which includes £24.5m for Invest to Save (I2S) Schemes. The agreed investment as per the Medium Term Financial Plan (MTFS) was £219.3m. The movement between the MTFS position and the £324.7m as at Apr-17 was a result of slippages mainly due to delays completing projects from 2016/17.

The actual investment expenditure as at September 2017 is £31.2m (53.2% of the revised budget to September). The latest forecast provided by project managers predicts an overall spend of £117.3m, therefore the Council is expecting to spend a further £111.4m before March 2018. The Capital Review group on the 10th October revised the capital budget from the £197.7m to the revised budget shown in this report. It is unlikely that capital spending will reach the budgeted levels by the end of the financial year except in projects that are grant funded. The programme will be reviewed and updated in phase 2.

The I2S budget is for schemes that must cover the cost of borrowing and minimum revenue provision (MRP) from either income generation or from generated savings.

The Asset Investment Plan can be funded via three core elements, external third party income (including grants), and capital receipts generated from the sale of Council assets, and borrowing from the external market. For the 2016/17 MTFS onwards the approved strategy is to use Capital Receipts as part of a contribution to the Minimum Revenue Provision (MRP) therefore they are no longer factored into the funding of the Asset Investment.

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

Directorate	MTFS Budget	1st April Budget	Current Budget FY	Revised Budget YTD	Actual YTD	Forecast Investment & Financing
	£000	£000	£000	£000	£000	£000
Governance	-	49	49	24	-	-
Growth & Regeneration	38,564	44,704	39,787	19,894	7,860	39,787
People & Communities	64,416	77,783	49,543	24,771	13,166	49,543
Resources	23,378	32,575	3,416	1,708	1,730	3,416
Invest to Save	92,954	169,546	24,509	12,254	8,456	24,509
TOTAL	219,312	324,657	117,303	58,651	31,212	117,303
Grants & Contributions	44,259	50,297	42,716	21,358	15,546	42,715

Directorate	MTFS Budget	1st April Budget	Current Budget FY	Revised Budget YTD	Actual YTD	Forecast Investment & Financing
Capital Receipts	942	-	1,083	-	-	1,083
Borrowing	174,111	274,360	73,504	37,293	15,666	73,504
TOTAL	219,312	324,657	117,303	58,651	31,212	117,303

The movement of £207.4m between the budget as at April 17 (£324.7m) and the current budget of £117.3m follows a comprehensive review of the Asset Investment Plan. A number of large projects across all directorates have been reprofiled to more accurately reflect the spending over future years. The reprofiling of the programme has not included changes to core programmes such as school places, just a review of delivery dates.

There are three school projects where additional corporate resources are required. This will enable preliminary works for the projects to move forward and ensure that EFA grant can be applied as it becomes available. The additional resources required are set out in the table. Capital financing costs will be added to the MTFS as appropriate. These cost will be added to the next update of the capital programme.

All £k	2017/18	2018/19	2019/20
Hampton Lakes Primary		2,000	1,500
Paston Primary			552
Marshfields	400	1,500	
Totals	400	3,500	2,052

Borrowing and Funding the Asset Investment Plan

It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent and sustainable limits) are outlined in the approved Treasury Management Strategy. The Council borrows only to fund the Asset Investment Plan. The current plan assumes that 81.5% of the budgeted expenditure will be funded by borrowing.

The Council's borrowing as at the end of September 2017 was £389.4m (see table below). The debt is measured against the Council's Authorised Limit for borrowing of £914.1m which must not be exceeded and the Operational Boundary (maximum working capital borrowing indicator) of £811.0m

Borrowings	Less than 1yr £000	1-2yrs £000	2-5yrs £000	5-10yrs £000	10+yrs £000	Total £000	Ave. Interest Rate %
PWLB	-	-	4,500	16,143	308,944	329,587	3.7
Local Authority	12,000	6,000	20,500	-	-	38,500	1.6
Market Loans	-	-	-	-	17,500	17,500	4.5

LEP Loan	784	3,000	-	-	-	3,784	0.0
Total Borrowing	12,784	9,000	25,000	16,143	326,444	389,371	3.5
% of total Borrowing	3%	2%	6%	4%	84%		
Borrowing Limit (PI)	40%	40%	80%	80%	100%		

The treasury management budget is being further reviewed with the Council's treasury advisors, Capita.

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

Loans Portfolio £000		
April 17 brought forward		395,371
Repayment of loans	(9,000)	
New loans	3,000	
Net increase/(decrease)		(6,000)
Loans portfolio as at September 17		389,371

Total interest payable on existing loans for the year (£389.4m) is expected to be £13.5m.

As at September 2017 the Council held £23.2m of S106 and Planning Obligation Implementation Scheme (POIS) funding available for funding Asset Investment projects. To date £5.3m has been earmarked for specific projects. The process for allocation requires project managers to successfully submit project plans meeting the criteria for which the contributions were intended.

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

Investments

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

As at September 2017 the Council's external investments totalled £19.6m. Investments have yielded £42.5k for the year to date.

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CABINET	AGENDA ITEM No. 9
20 NOVEMBER 2017	PUBLIC REPORT

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

COUNCIL TAX SUPPORT SCHEME CONSULTATION

R E C O M M E N D A T I O N S	
FROM: Interim Corporate Director Resources	Deadline date: 10 November 2017
<p>That Cabinet approve consultation on Peterborough’s Council Tax Support Scheme 1 April 2018 – 31 March 2019 that contains the following local components:</p> <p>a) No change to the existing scheme reduction of 30% for all eligible working age claimants.</p>	

1. ORIGIN OF REPORT

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

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to commence consultation for a localised council tax support scheme for the financial year 2018/19. There is a statutory requirement for the council to set a localised council tax support scheme by 31 January 2018 and forms part of the formal budget process under the Budget and Policy framework.
- 2.2 This report is for Cabinet to consider under its Terms of Reference Number 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?	YES	If Yes, date for relevant Cabinet Meeting	15 JANUARY 2018
Date for relevant Council meeting	24 JANUARY 2018	Date for submission to Government Dept – Communities and Local Government	31 JANUARY 2018

4. BACKGROUND

- 4.1 Peterborough City Council’s council tax support scheme (CTSS) is based on the Council Tax Reduction Default Scheme Regulations amended each year through changes to the

government regulations. The council is obliged to consult on the local scheme for the forthcoming financial year (2018/2019). This report outlines the local components of the scheme that the council could consult upon.

- 4.2 Since April 2013 council tax benefit was abolished by Government and replaced with a localised council tax support scheme. This meant councils had to develop a local scheme, and had less funding to do so. This change meant that:
- Some people who did not have to pay any council tax will now have to pay something
 - Some people who have some help may have to pay more
- 4.3 From 1 April 2013, the council introduced a scheme whereby council tax benefit would be reduced by 30% for working age claimants at an estimated overall cost of £2.4m. The 30% reduction has remained the same since its introduction. As at the 1 April 2017, the estimated cost of the 30% reduction was £2.2m.
- 4.4 Following further grant reductions in 2015/16, the council consulted on whether to change the scheme to 35% or 40%. Ultimately the scheme remained at 30%. The further grant reductions planned for 2018/19 will affect the grant provided for council tax support (which is now subsumed within the councils main grant – which is due to phased out by 2019/20). As such the council could consider consulting on further changes to benefit levels to mitigate this, although pensioners remain protected under current government policy.
- 4.5 A one per cent increase or decrease in the scheme is approximately £75k per annum. At 1 April 17, council tax support payers paid an average of £229.27 more and a one percent increase or decrease amended this amount by £7.64. Currently council tax support payers now pay an average of £236.55 more and a one percent increase or decrease would amend this amount by £7.88. Since the introduction of the scheme there has been a sharp increase in the number of households being issued with court summons which adds an additional cost of £68.00. If referred on for enforcement action, further costs of £75.00 and £235.00 are charged and the possibility of a further £110.00 if goods are removed.
- 4.6 The estimated settlement funding assessment reduction in 2018/19 is a further £6.4m or 9.8%. Scaling proportionately the original roll in of the council tax support scheme into the settlement funding assessment, it is estimated that the council tax support component has decreased by £3.3m since 2013/14 (36%). The scheme has remained at 30% during this time with savings having to be made elsewhere. If the scheme were to reduce from 30% to 25% the council would require to find an additional £375k of savings from the budget.
- 4.7 Claimants have been reducing year on year. The caseload in June 2013 was 11,435, in April 2015 it was 10,497, April 2016 was 10,198 and by April 2017 was 9,584 cases. This is positive for the council as either these claimants now pay more council tax or have left the area.
- 4.8 The council is proposing no change to the existing scheme reduction of 30% for all eligible working age claimants in the context of the content within this report.
- 4.9 The council introduced a discretionary council tax hardship policy under current legislation that operates alongside the operation of council tax. Claimants need to meet policy eligibility criteria to qualify for a reduction in council tax. This report provides an update on this policy and utilisation of the policy since its introduction.

5. COUNCIL TAX SUPPORT SCHEME (CTSS) 1 APRIL 2018 TO 31 MARCH 2019

- 5.1 The council is proposing to maintain an overall reduction in entitlement of 30% for all eligible working age claimants.

Council tax discretionary hardship policy

- 5.2 The council implemented a discretionary council tax hardship policy on 1 April 2016 for those in genuine financial difficulty, setting aside a budget to administer the scheme via Peterborough Citizen Advice Bureau and providing financial relief if certain criteria were met, namely:
- Exist for those experiencing significant financial hardship
 - For those in receipt of council tax support
 - Is discretionary and would be subject to demonstrating that effort has been made to control finances and sought advice
 - Would apply from the point of introduction, and not for arrears
- 5.3 To date there have been very few referrals from Peterborough Citizen Advice Bureau (CAB) and have not had any other clients requesting support to apply for hardship relief. The council tax and recovery teams regularly signpost clients to the CAB to seek debt management advice and refer to their role administering the council's hardship policy where appropriate.
- 5.4 However, CAB would like to review and comment on the scheme operation. Given the policy has only been in place since April, the feedback requested from CAB and any other interested parties on its operation and the introduction of Universal Credit, it is recommended that the policy is maintained for 2018/19 at existing levels.
- 5.5 The council acts responsibly in collecting council tax and recognises that in some instances people may struggle to pay their council tax. In March 2014, the council signed up to the Citizen's Advice Bureau (CAB) Collection of Council Tax Arrears Good Practice Protocol. The protocol confirms the commitment by the council to do all it can to support people struggling with debt to help them avoid becoming in arrears.

6. IMPACT OF THESE CHANGES

- 6.1 An initial assessment of revenue implications does not identify any direct financial implications.

7. CONSULTATION

- 7.1 The 2017/18 council tax support scheme will remain the same subject to annual benefits uprating and feedback received during the consultation. This will then become Peterborough's council tax support scheme for 1 April 2018 – 31 March 2019. Cabinet will launch the consultation after the 20 November 2017 and it will remain open until 11 January 2018 although Cabinet will receive an update of responses to date for their January Cabinet meeting.
- 7.2 An online consultation document is available to respond to the consultation and some hard copies will be made available on request in the Town Hall and Bayard Receptions and Central Library. Members' scrutiny will be undertaken as part of the scrutiny meeting set aside for phase one budget discussion including stakeholder consultation meetings.
- 7.3 In addition to this, there will also be specific consultation with key interested partners including the Peterborough Community Assistance Scheme (PCAS) Board. PCAS is a valuable consultation body as it consists of Peterborough Citizen's Advice Bureau, Kingsgate Community Church, Credit Union, MIND, Disability Peterborough and Age UK Peterborough, all of whom have regular, direct contact with vulnerable individuals.
- 7.4 Feedback from the consultation will be incorporated into recommendation by Cabinet to Council in January 2018.

8. ANTICIPATED OUTCOMES

- 8.1 This report launches the consultation for the operational council tax support scheme from 1 April 2018 as part of the formal budget process outlined in the council's Major Policy and Budget Framework. The consultation responses will inform the design of the operational

scheme and any financial implications arising from the final design will be factored into the medium term financial strategy.

9. REASONS FOR RECOMMENDATIONS

- 9.1 The council is statutorily required to approve a council tax support scheme by the 31 January 2018 having had regard for the council's financial position and feedback from responses to the consultation. As part of this consultation, the council is consulting on a council tax discretionary hardship policy.

10. ALTERNATIVE OPTIONS CONSIDERED

- 10.1 The council is statutorily required to approve a local scheme by 31 January. It has not chosen an alternative option which would be to propose changes to the current 2017/18 local scheme.

11. IMPLICATIONS

- 11.1 Financial and legal implications have been considered elsewhere in this report. An equality impact assessment has been completed to assess the implications that may arise from the proposed technical changes.

12. BACKGROUND DOCUMENTS

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

- 12.1 The Council Tax Reduction Schemes (Prescribed Requirements) (England) (Amendment) Regulations 2015.

CABINET	AGENDA ITEM No. 10
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Simon Machen - Corporate Director of Growth and Regeneration	
Cabinet Member(s) responsible:	Cllr Peter Hiller - Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Phil Hylton - Senior Strategic Planning Officer	Tel. 863879

ADOPTION OF THE CASTOR NEIGHBOURHOOD PLAN

R E C O M M E N D A T I O N S	
FROM: Corporate Director of Growth and Regeneration	Deadline date: 13/12/2017
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1) Recommends to Full Council that, following the successful referendum on 2 November 2017, the Castor Neighbourhood Plan, as set out at Appendix A, be 'made' (which means to all intents and purposes 'adopted') and thereby form part of the Development Plan for Peterborough for the purpose of making decisions on relevant planning applications within Castor Parish; <i>and</i> 2) Recommends to Full Council that the decision statement included at Appendix B be published 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the submission and successful examination of the Castor Neighbourhood Plan. The Castor Neighbourhood Plan was subject to a referendum of voters in Castor Parish who were asked to vote on the following question: 'Do you want Peterborough City Council to use the Neighbourhood Plan for the Castor Neighbourhood Area to help it decide planning applications in the neighbourhood area?' This referendum was held on Thursday 2 November 2017 with 92.7% of those voting in support of the plan.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek Cabinet approval to recommend that Council adopts the Castor Neighbourhood Plan making it part of the Development Plan for Peterborough.

Following the successful referendum on 2 November 2017 legislation set out in the Localism Act 2011 and the Neighbourhood Planning (General) Regulations (as amended) stipulate that the Council must make the the neighbourhood plan part of the statutory development plan.

- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, '*To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.*'

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	20 November 2017
Date for relevant Council meeting	13 December 2017	Date for submission to Government Dept. <i>(Please specify which Government Dept.)</i>	N/A

4. BACKGROUND AND KEY ISSUES

4.1 Neighbourhood Planning was formally introduced to the planning system in the Localism Act in 2011. It provides communities with the opportunity to shape how their area will grow and enables them to develop a suite of policies against which planning applications in their area will be considered, alongside the policies in the Development Plan (often referred to as the Local Plan).

4.2 The Castor Neighbourhood Area was formally designated by Peterborough City Council on 2 September 2014 and since this date members of Castor Parish Council (and other community volunteers) have developed their plan through extensive consultation with the community and through other evidence gathering work. This work included a statutorily required consultation in early 2017 undertaken by the parish council as a Qualifying Body, prior to the plan and associated evidence being formally submitted to Peterborough City Council in April 2017.

4.3 Following its submission, the neighbourhood plan was again the subject of a formal six week consultation, this time organised by Peterborough City Council, which ran from 15 May to 26 June 2017 and this consultation was followed by an independent examination by a suitably qualified individual. The independent examiner considered the plan against the necessary requirements of the relevant legislation and concluded that the plan, subject to some minor modifications, met what is called the 'basic conditions' and, therefore, should proceed to a local referendum in the Castor Neighbourhood Plan Area. The Corporate Director of Growth and Regeneration, under authority delegated by the Council, issued a decision on 20 September 2017 that the Council agreed with these findings and that the plan should proceed to referendum.

4.4 The Counting Officer (Gillian Beasley) published the necessary information and publicised notice of the referendum in accordance with the requirements of legislation, with the referendum taking place on Thursday 2 November 2017. The result of the referendum is as follows:

'Yes' votes	355	92.7%
'No' votes	28	7.3%
Total ballot papers issued	383	100.0%

As more than 50% of those voting supported the plan the Council must now adopt the plan and make it part of the Development Plan for Peterborough.

4.5 The Castor Neighbourhood Plan has been produced alongside the Ailsworth Neighbourhood Plan with consultation stages, examination and referendum taking place concurrently. The Ailsworth and Castor Neighbourhood Plans are the second and third neighbourhood plans to reach this stage following the Peakirk Neighbourhood Plan's adoption in July 2017. The Parish Councillors and members of the community responsible for its production have invested a

substantial amount of time and energy into this process over the past four years and it is a substantial success for the neighbourhood planning group, the Council and the residents of the Castor Area.

5. CONSULTATION

5.1 The Castor Neighbourhood Plan has been the subject of substantial consultation during its preparation. The draft plan was subjected to a formal six week consultation in early 2017 and the submitted plan was also subjected to an additional six week consultation in May and June 2017 before it was independently examined.

5.2 No further consultation is necessary on this plan.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 Cabinet and Council have very little option at this stage and the decision is fully dependent on the outcome of the referendum. As the outcome of the referendum was positive, then the Plan must be 'made' (adopted) by Council. When 'made' the neighbourhood plan will be used in making decisions on relevant planning applications within the Castor Neighbourhood Area, alongside the policies in the wider Development Plan for Peterborough. As the Plan has been approved by Referendum, the Council is required to treat it as part of the statutory development plan, although this status will cease if the Council does not make the Plan

7. REASON FOR THE RECOMMENDATION

7.1 This recommendation is made to be in accordance with the Localism Act 2011 and the Neighbourhood Planning (General) Regulations (as amended). The plan has been assessed by an independent examiner and officers agree that the plan meets the basic conditions and other requirements of legislation. As such, the Plan should be 'made' part of the Development Plan.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The Council does not have alternative options given the content of the legislation and the content of the Castor Neighbourhood Plan and the process followed in its production..

9. IMPLICATIONS

Financial Implications

9.1 There are no foreseen financial implications of this recommendation.

Legal Implications

9.2 The Council is required by legislation to follow through on this recommendation.

Equalities Implications

9.3 There are no anticipated equalities implications of this recommendation.

10. BACKGROUND DOCUMENTS

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

10.1 None

11. APPENDICES

11.1 Appendix A - Castor Neighbourhood Plan

11.2 Appendix B - Castor Neighbourhood Plan Final Decision Statement

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CASTOR

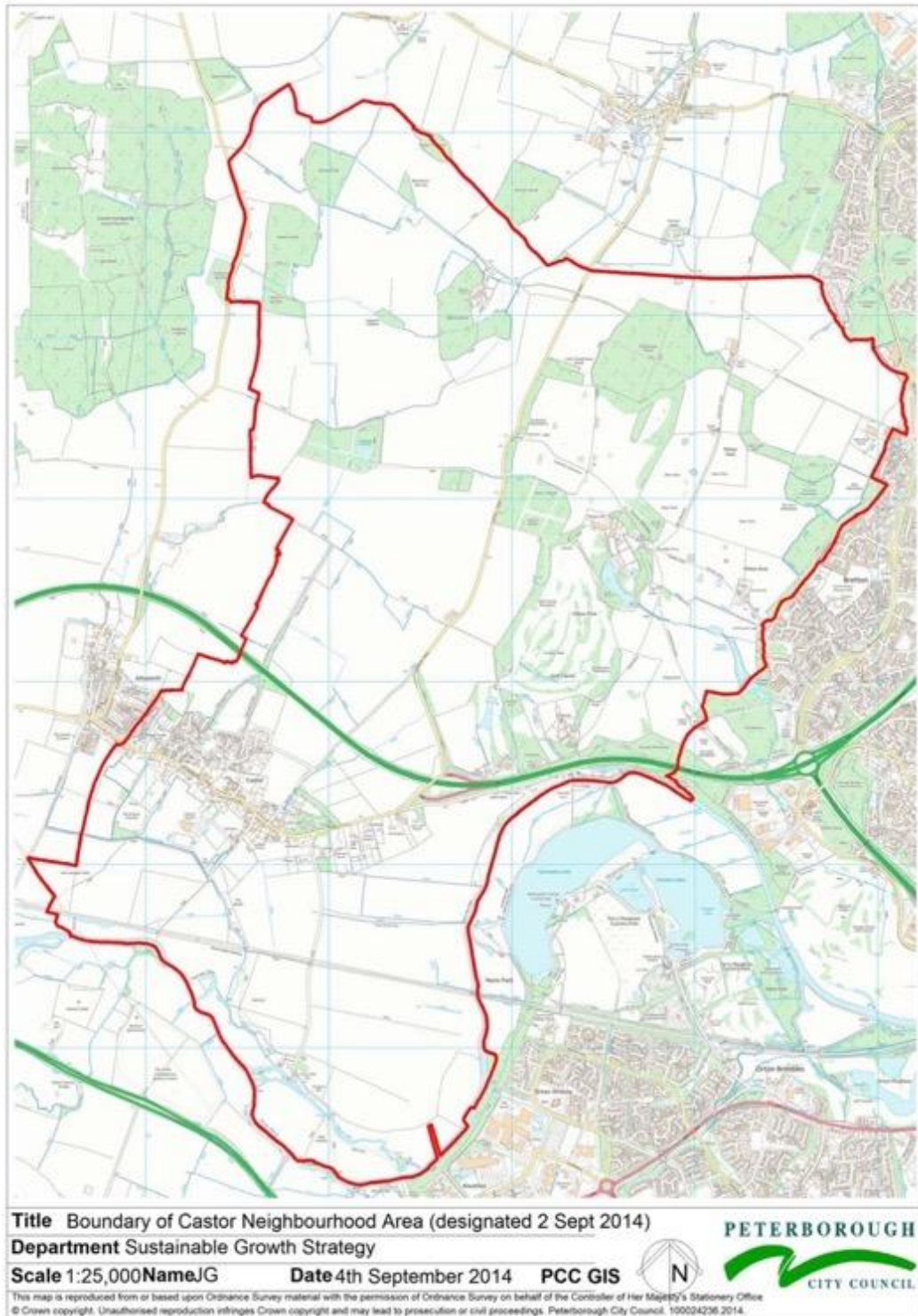
NEIGHBOURHOOD PLAN

2017 - 2036



Plan for Referendum

Castor Parish Council – September 2017



MAP 1: THE AREA COVERED BY THIS PLAN

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1. INTRODUCTION



1.1 This Neighbourhood Plan has been prepared by the Castor and Ailsworth Neighbourhood Plan Working Group over the course of 2015 to 2017, informed by on-going consultation and dialogue with local residents and stakeholders. The Neighbourhood Plan Working Group came together early in 2015, following a very well-attended public meeting, to carry out this work on behalf of the accountable bodies, Ailsworth and Castor Parish Councils. Although each Parish Council is responsible for its own Neighbourhood Plan, each council agreed to share a common approach so that the two Plans are complementary to and supportive of each other.

1.2 The working group is made up of:

Steering Committee: Dai Rowlands (Chair), Neil Boyce (CPC), Steve Davies, Chas Foster, Mandy Foster, John Hodder, Joan Pickett (APC), Fiona Rowlands (CPC) and David Shaw (CPC).

Content Group: Antonia Pounsett (Chair), Brian Chillcott, Martin Chillcott, Helen Daly, Malcolm Groves, Mike Horne, Ed Humphries, John Judge (APC), Andrew Nash, Angela Scott, Elaine Wakerley and Claire Winfrey.

Extended Content Group: Tom Chillcott, Stewart Clark, Linda Cooke, Megan Ellershaw (APC), Michael Hinton, Peter Huckle, Sue Magill, Jon Phillips, Gareth Rowswell, Caroline Sharpin, Bill Sansom, Mike Thomas and Duncan Vessey.

1.3. The Working Group has progressed through a number of stages of work to get the draft Neighbourhood Plan to this point:

- Background research on the social, economic and environmental conditions in the parish.
- Public consultation with the community through two professionally analysed questionnaires to understand its aims, aspirations and concerns.
- Individual consultation with key stakeholders.

1.4 The Castor Neighbourhood Plan provides a vision for the future of the parish, up to 2036, continuing to work in close partnership with the adjoining parish of Ailsworth. Fundamentally, the Plan also provides a number of policies that future development must take into account, and which, together, will help to ensure that the vision is achieved.

1.5 This Neighbourhood Plan provides guidance that complements existing local, national and strategic planning policy. The policies in this Plan are intended to provide additional detail and subtlety that reflect the special characteristics of the parish that cannot reasonably be addressed by higher-level guidance.

1.6 The Plan has been made possible by new powers contained within the Localism Act (2011) which seek to decentralise policy making and increase the extent to which local neighbourhoods and communities can determine their own future. The Castor Neighbourhood Plan has been strongly influenced by the views of the community expressed at a series of consultation events and detailed research undertaken by the Neighbourhood Plan Working Group.

1.7 However, all Plans must be in line with higher level planning policy, the National Planning Policy Framework and the Peterborough Local Plan. The overall requirement is that a Neighbourhood Plan has a presumption in favour of sustainable development.

- 1.8 A new Peterborough Local Plan is being prepared by Peterborough City Council with the Further Draft Consultation on the Local Plan overlapping with the detailed preceding consultation, taking place over some eighteen months, and the subsequent Regulation 14 'Pre-Submission' Consultation on this neighbourhood plan. At the point of submission, the emerging Local Plan was only at an early draft stage, but it included a large housing allocation of 2500 dwellings on the north side of the A47, a large part of which was in Castor Parish. The Parish Council is aware that a large number of objections have been made by a wide range of individuals and organisations, including the council itself, against this allocation in Peterborough's Draft Plan. The Parish Council will continue to communicate with the City Council to ensure the best outcomes possible for the parish in the Local Plan. Whilst this Neighbourhood Plan cannot control what development may be included in the Local Plan, it proposes positive policies to protect wildlife, protect heritage assets, and support development which both sustains and enhances the character of the existing village. The proposed policies in this Neighbourhood Plan are still based on the strategic objectives of the existing adopted Core Strategy and are also consistent with the emerging Local Plan.
- 1.9 Finally, the reference documents and the evidence bank to support this plan can be found on the Neighbourhood Plan website: <http://www.castorailsworthnps.com/>.

2. BACKGROUND



2.1 LOCATION AND HISTORY OF THE PARISH

2.1.1 This account draws heavily of the conservation area appraisal report produced by Peterborough City Council in 2009.

2.1.2 Castor is a village and civil parish in the City of Peterborough unitary authority, about 4 miles (6.4 km) west of the city centre. The village envelope lies to the South of the A47 trunk road and adjoins the neighbouring parish of Ailsworth. Situated side by side, the parishes of Ailsworth and Castor merge into one. The parishes function as a single community, with many integrated activities and shared facilities. The village benefits from the Church of St Kyneburgha, a primary school, two pubs, a pub-restaurant (currently closed) and a village hall, all of which also serve Ailsworth.

- 2.1.3 Castor is also a nationally significant Roman archaeological site. The parish of Castor sits just above the River Nene valley on the south-facing slope of a limestone plateau eroded by the river. This plateau rises some 40m above the level of the valley floor.
- 2.1.4 The soils are a combination of Jurassic clays and limestone and cornbrash, overlain in the valley floor by alluvial gravels and silt. Just beyond the parish to the north and west are the ancient woodlands of Castor Hanglands, Moore Wood and other copses. As the plateau slopes to the south, the woods give way to arable fields. The influence of Milton estates on the general character of the countryside is marked by the existence of well-built dry stone walls, hedgerows retained from the enclosures, many containing significant mature trees, some over 400 years old. The landscape has a parkland feel, even though most fields are arable. The paths and tracks and areas of common land from before enclosure, still can be traced.
- 2.1.5 Castor has a long history of settlement due to its important strategic geographic position. It lies at a crossing point of the River Nene navigation; the river valley has always formed an east-west land route. Castor Flood Meadows are a Site of Special Scientific Interest.
- 2.1.6 Aerial photographs reveal evidence of ring ditches, track ways, boundaries, enclosures, that are consistent with Bronze Age and Iron Age burial sites, agricultural activity and settlements. Finds from these periods and earlier hunter-gatherer periods are scattered throughout the parish. However, Castor is nationally and internationally known for its Roman archaeology.
- 2.1.7 The present village has continually occupied the same site, just at the foot of the scarp slope, since at least Roman times and buildings have used and re-used locally quarried stone. Extensive tree planting was carried out in the grounds of major houses, especially Castor House in the 18th and 19th centuries. In addition to native type species such as elm and lime, exotics including cedar trees and holm oaks were planted. Today, these trees are a considerable influence on the character of the village.

- 2.1.8 Within the parish, there are six scheduled ancient monuments, as well as 43 listed buildings, comprising one Grade I building, the Church of St Kyneburgha, two II* buildings, Durobrivae House and Castor House and forty grade II buildings. Most of these buildings are detached, though they greatly vary in size. Many listed buildings have outhouses, stone walls and other structures within their plots and these are also counted as listed buildings due to their proximity to the main building.
- 2.1.9 Some curtilage structures are individually listed including the shaft of the village cross in Clay Lane, the dovecot west of Village Farm, a pump, a mounting block and individual stone walls. Thus on the statutory list for Castor there are actually 52 separate entries. The fact that 12.5% of all buildings are listed represents a measure of the village's historic character.
- 2.1.10 However, this analysis does not include the historic buildings and parkland of Milton Park, a 350 hectare Registered Park and Garden, listed Grade II*, and one of just four in the area. The park provides the setting for fifteen Listed Buildings two Grade I, four Grade II* and nine Grade II. Some of these were designed by nationally important architects.
- 2.1.11 The village's population was 639, but by 1911 had fallen to 586 as the effects of the enclosures hit small tenant farmers. By 1921 it had fallen again to 576 but this can mainly be attributed to the mortalities of the First World War. There was a further reduction between the wars and after the Second World War and by 1951 the village had reached its lowest recorded population at 546. However, by 2011 this had risen again to 834 residents in 361 dwellings.
- 2.1.12 By the 1930's Peterborough Road was rapidly becoming a major trunk route and the volumes of traffic steadily grew. In the 1960's the local railway station closed but the numbers of vehicles continued to increase. In the interwar period, the new local government instigated highway engineering works to straighten out the road carriageways and introduce drains, kerbs, tarmac footpaths and street lighting.

2.1.13 As the size and volumes of vehicles increased, so the road increasingly dominated the character and appearance of the village to a point where action to reduce the effects of traffic were required. In the early 1990s the A47 Castor bypass was constructed to the north of the village allowing the installation of traffic calming works in the village.

2.1.14 The O.S. map of 1958-9 shows that Castor had altered little in shape and form since Victorian times, although significant numbers of buildings within the village had been demolished. However, by the 1960's the structure of the village began to change radically. In the period 1950-1975 over 123 new buildings were constructed, more than all the buildings surviving from all periods prior to the 20th century. This rate of growth continued with a further 93 buildings being constructed between 1975-2000. By 1991 the population had risen to 807, the highest figure since census records began in 1871.

2.1.14 Since 2004 one major housing development of 25 dwellings has occurred in Berrystead, off Clay Lane, in 2011, and 12 single dwellings have been built on various sites throughout the village. This represents an increase of 12% of the original 320 dwellings recorded in 2004. Today, almost 75% of all buildings in the village were built in the 20th century. Most of these are in housing estates, quite unlike the historic form of development. The older parts of the village have not escaped 20th century works as the medieval and pre-medieval pattern of roads, paths, tracks and drains has progressively been re-engineered; the pre-1900 buildings and their plots have also been heavily influenced by the second part of the 20th century by incorporation of drives and garages for cars and demolition of outbuildings and sheds.

2.2 HOW THIS NEIGHBOURHOOD PLAN WAS PREPARED

2.2.1 A joint parish meeting arranged by Ailsworth and Castor Parish Councils was held at the village school on 16 July 2014 and attended by nearly 300 residents. Those attending from each of the two parishes agreed by a show of hands that the Parish Councils should work jointly and that each would prepare separate but connected Neighbourhood Plans. Over 70 volunteers willing to help with the process put

their names forward at the meeting, and it was agreed that the Parish Councils would commence the process by applying for designation of each parish as a Neighbourhood Area.

2.2.2 Following application the whole of Castor Parish was designated as a Neighbourhood Area on 2 September 2014. A brief was drawn up on behalf of the Parish Councils in September 2014 for the establishment of a joint Neighbourhood Plan group drawn from volunteers, with the intention that they should focus on the following areas:

- Natural Environment
- History and Culture
- Transport, including walking, cycling, horse riding, public transport and cars
- Community and social Issues, including education and caring for the elderly, housing and employment
- Built Environment
- Coordination and all other matters including consultation arrangements and information base.

2.2.3 Parish Council representatives met with the Senior Strategic Planning Officer (Sustainable Growth) of Peterborough City Council (PCC NP adviser) on 15 January 2015, following which the joint parish Neighbourhood Plan Steering Committee formed on 24 March 2015, with representatives from both Ailsworth and Castor Parish Councils. Further volunteers were recruited to form the Neighbourhood Plan 'Content Group' - together with the Steering Committee referred to as the Neighbourhood Plan Group (NPG) - which would take forward work on the areas identified above.

2.2.4 Consultations were conducted in three phases:

- Phase 1: Developing the Vision, Objectives and Strategy – establishing the issues; considering the options; obtaining residents' views and drafting proposals for vision and objectives.

- Phase 2: Vision, Objectives and Strategy – consulting residents and others on these draft proposals.
- Phase 3: Pre-submission Draft Plan – consulting residents and statutory consultees on the detailed draft policies for the Neighbourhood Plan.

2.2.5 Further details of all the above are contained in the Consultation Statement associated with this Plan. This sets out in detail the views received, the consideration given to these, and the response chosen.

2.3 STRUCTURE OF THE PLAN

This Neighbourhood Plan sets out:

- ❖ *The Vision and Objectives for the future of Castor*, developed in parallel with and complementing the vision for Ailsworth.
- ❖ *The Neighbourhood Plan Strategy – Sustainable Development for the Whole Community* – setting out the broader aims of the Plan’s approach.
- ❖ *The Neighbourhood Plan Policies* – Providing the local policy framework for managing new development so that it contributes to the vision, aims and strategy for the parish.

3. VISION



THE NEIGHBOURHOOD PLAN VISION FOR CASTOR

- 3.1 Building on the work of the 2004 village design statement (including some additional work undertaken for the NPG in 2015), the Conservation Area Appraisal of 2009, and on wide-ranging consultation with the community and stakeholders over the last year, **there is a clear wish for the two parishes to thrive as a vibrant and distinctive pair of villages, to continue to respect the views of their shared community, to evolve and expand whilst retaining their distinctive rural character, and to provide an outstanding quality of life for current and future generations of residents.**
- 3.2 The vision for the Neighbourhood Plan is thus **to ensure that the two parishes both continue as flourishing villages and a gateway to the natural environment provided by the Hanglands and by the lands of Nene Park Trust.** In this it supports the vision of The Langdyke Countryside Trust (www.langdyke.org.uk) and the Nene Park Trust Masterplan 2017-2050 (<http://www.neneparktrust.org.uk/>). By maintaining a strong sense of community whilst embracing a sustainable and prosperous future as a place where people choose to live, work, and visit, it aims to be a real asset for the whole of Peterborough.

In 2036 we aspire to be:

- *A pair of parishes whose rural character and sense of 'community' has been maintained and developed.*
- *A rural village whose appearance has been preserved by the managed integration of new housing built to high standards of design, including energy conservation features.*
- *A rural community, set in an unusually rich environmental and heritage area, which actively responds to environmental issues and seeks to protect and enhance its countryside landscape, wildlife habitats, biodiversity and public greenspace.*
- *A rural community containing a vibrant and integrated social mix of people.*
- *A rural community whose housing needs have been met mainly through the development of a mixture of house types built on a restricted number of sites integral to the village.*
- *A rural community whose varied educational, medical, recreational, leisure and retail needs are met by a range of sustainable services and facilities.*
- *A rural community supported by a strong local economy.*
- *A rural community set in an area that continues to be an asset for the people of Greater Peterborough, attracting wide interest for its sites of national significance.*

A pair of parishes whose rural character and sense of 'community' has been maintained and developed.

3.3 The overwhelming view of local people is that the strengths of Castor and Ailsworth lie in their strong sense of community and identity as rural villages. The overall ambition for the Neighbourhood Plan is to conserve this character.

A rural village whose appearance has been preserved by the managed integration of new housing built to high standards of design, including energy conservation features.

3.4 At the core of the village lies a conservation area with a range of listed buildings (heritage assets) that together create distinctive village settings. The village still retains a 'compact' appearance and, at present, the majority of people living in the village are within a 10 minute walk of its focal points. As the village grows, this compact and rural character will be conserved, for the benefit of residents and visitors alike.

A rural community, set in an unusually rich environmental and heritage area, which actively responds to environmental issues and seeks to protect and enhance its countryside landscape, wildlife habitats, biodiversity and public greenspace.

3.5 In consultation events, the community has expressed its strong commitment to landscape, nature conservation and the protection of local green open spaces. Residents have a close relationship with the open countryside: most live within a 10 minute walk of the surrounding open farmland. Maintaining the compactness of the village, ensuring we protect and enhance our natural environment, together with developing enhanced footpath and cycle access, will serve to underpin this close relationship with the open countryside and ensure its survival into the next century and beyond.

A rural community containing a vibrant and integrated social mix of people.

- 3.6 The strong sense of community rests on the successful integration of people with a wide range of personal characteristics. There is a low crime rate, a high participation rate in community events, and a range of volunteer groups that provide care within the community, as well as social and recreational support. The community is committed to sustaining and developing these features.

A rural community whose housing needs have been met mainly through the development of a mixture of house types built on a restricted number of sites integral to the village.

- 3.7 The community recognises that some growth in its stock of housing is needed to underpin population growth for sustainable development. A mixture of housing types would maintain the broad age range and social mix of the community. A phased expansion of any new housing will be important to maintain the strong sense of community. A restriction of new housing to identified sites integral to the village would enable this character to be retained.

A rural community whose varied educational, medical, recreational, leisure and retail needs are met by a range of sustainable services and facilities.

- 3.8 The two villages will together continue to act as a focal point offering jointly a range of services and facilities for the surrounding area, not just local residents. This includes Upton, Sutton, and to some extent Marholm. The intake of the school extends significantly beyond the parishes. There is therefore a need to ensure the sustainability of a range of different services, including employment, shopping, recreation, leisure and tourism, health and education, through adaptation and development.

A rural community supported by a strong local economy.

- 3.9 The two parishes together support a range of small businesses, although a significant number of residents commute for employment, or are retired. The development of local employment opportunities, supported by improved broadband services and other infrastructure, would help build a strong local economy, reduce the reliance on commuting, and help retain young people within the community.

A rural community set in an area that continues to be an asset for the people of Greater Peterborough, attracting wide interest for its sites of national significance.

- 3.10 People from Greater Peterborough and beyond will continue to use the parish of Castor for active leisure, such as cycling, walking, using the Nene Valley Railway, and visiting sites of significant environmental and heritage interest. As the city of Peterborough continues to grow and mature as a great and thriving city, the area to its West, encompassing Nene Park, Castor and Ailsworth, with our river, meadows, woodland, and the Hanglands will offer 'space to breathe' as an asset for the whole city.

4. OBJECTIVES



4.1 In support of this vision, Castor Parish Council will pursue the following eight objectives, working jointly in close collaboration with Ailsworth Parish Council. These are developed in detail in this Neighbourhood Plan, and, for non-land use issues, in the associated Joint Community Action Plan being separately developed, through four key policy areas:

Housing - A vital place to live

- *Deliver a housing growth strategy tailored to the needs and context of the village, incorporating sensitive development which fosters a vibrant social mix, protects and enriches the landscape, built setting and green spaces, as well as bringing back into use derelict/unused/underused buildings and land.*
- *Play our full part in reducing and mitigating environmental degradation and the impact of climate change, endorsing policies that have a positive effect on the environment, including those that remove or minimise flood risk, mitigate climate change effects, reduce our carbon footprint, and encourage wildlife.*

Land use – An ancient and fragile landscape

- *Respect and where possible enhance the natural, built and historic environment, prioritising local distinctiveness in every element of change and growth.*
- *Protect and enhance heritage and environmental resources for the benefit of present and future generations.*

Social and Economic Development - A thriving village community

- *Maintain and develop the strong and established sense of place with a network of social and leisure opportunity.*
- *Strengthen and support local economic activity, wherever possible.*

Recreation and visitors – A space for Peterborough to breathe

- *Develop the two parishes together as recreational destinations for Greater Peterborough along with wider special interest tourism for our significant sites.*
- *In support of all the above, seek on-going improvements to transport, accessed through a network of safe and convenient pedestrian, cycle links, bridleways and public transport, supported by utility infrastructure and digital connectivity.*

5. STRATEGY AND PLANNING POLICY CONTEXT



- 5.1 In order to pursue these eight broad objectives, the Parish Council is developing, alongside this 20-year Castor Neighbourhood Plan, a Joint Community Action Plan covering the period 2017-2022, in partnership with Ailsworth Parish Council, in order to address issues which are not directly related to land use and so outside the remit of a Neighbourhood Plan.
- 5.2 This Neighbourhood Plan aims to take account not only of the intrinsic character and beauty of the countryside and the need to support a thriving rural community, but also of national, regional and local policies, in the context of a presumption in favour of sustainable development.

The overarching framework of planning policy

National

5.3 The national expectation for sustainable development is about positive growth – making economic, environmental and social progress for this and future generations. These three dimensions constitute what is sustainable in planning terms:

Economic – contributing to building a strong, responsive and competitive economy.

Social – supporting strong, vibrant and healthy communities.

Environmental – contributing to protecting and enhancing our natural, built and historic environment.

5.4 *Building for Life* is the industry-standard quality assessment for well-designed homes and neighbourhoods that we would wish to strongly encourage. It is endorsed by Government (Building for Life Partnership, 2012) and provides a twelve point criteria to measure the quality of new development. Schemes are scored on a traffic light system of Red (unacceptable and not of planning approval quality), Amber (partial success with room for improvement or mitigating circumstances) and Green (excellent/exemplary).

Local

5.5 The Neighbourhood Plan aims to maintain and develop the distinctive identity of the parish within the context of the Local Plan for Peterborough but also seeks to develop a distinctive contribution to the leisure, recreation and tourist amenities available to residents of Greater Peterborough and beyond. We strongly support the aspirations of Peterborough to be an Environment City and this is reflected in our policies for housing, land use and transport.

5.6 The Neighbourhood Plan builds on the intentions laid out in the Village Design Statement and Built Environment Audit of 2004, the Conservation Area Appraisal Report of 2009, and the Peterborough Design and Development in Selected Villages Supplementary Planning Document (2011). It also seeks to align with the visions of The Langdyke Countryside Trust and the Nene Park Trust Masterplan 2017-2050 in terms of the natural environment. Finally, it aims to take account of the role and interests of the major landowners around the parish.

*Strategy**A 21st century rural village community*

- 5.7 The intention of this Plan is to encourage development which builds on and grows the village identity and way of life that has evolved over time. It recognises that this evolution will continue as we move through the 21st century, but also that it will be crucial not to lose the very things that gives the village this distinctive ethos. It is what has drawn people to choose to live here, often staying for life.

A thoughtful and innovative approach to development

- 5.8 To achieve this, a thoughtful and innovative approach is required, which works positively with residents, landowners and developers taking a continuing interest in the future of the parishes. That is the approach adopted for this Plan, and on this basis the Parish Councils will look to engage positively with the statutory planning process to guide future development.

6. POLICIES



- 6.01 The following suite of policies has been developed to manage the future development of Castor in order to achieve the vision, objectives and strategy of this Neighbourhood Plan. Applicants and decision makers should consider all relevant policies in this plan as well as those in the latest adopted Local Plan when developing and deciding upon proposals.
- 6.02 To reflect the results of the consultation events undertaken during the Plan's preparation, and their evidence of local issues and characteristics, the policies are separated into four themes: Housing, Land Use, Social and Economic, and Recreation and Visitors.
- 6.03 To aid interpretation, for decision makers and applicants each policy is accompanied by supporting text setting out the context and rationale for the theme, the local community's views on that subject and the evidence, plans and strategies that offer support and evidence for its approach. All policies have

been framed in the context of both the National Planning Policy Framework and the emerging Local Plan for Peterborough.

- 6.04 The Neighbourhood Plan is first and foremost a land-use document. However, a number of related issues falling outside of the planning system's remit were identified by the local community during consultation events. Alongside this core Plan, therefore, a separate document, the Castor and Ailsworth Joint Community Action Plan, will be produced which sets out these related aspirations so as to encourage interventions by wider stakeholders.

POLICY AREA 1 – HOUSING AND THE BUILT ENVIRONMENT

A VITAL PLACE TO LIVE



6.1.1 RATIONALE

6.1.1.1 People living in the parish appreciate the special qualities it possesses. Many chose to live here specifically for those. For the reasons outlined earlier, it is a great place to live and, in accommodating future housing growth, it will be vital that the qualities which make the village so successful are protected. Current residents accept that more people will want to come and live in the village and that this is important to any thriving and evolving community. But although the community understands the need to accommodate some housing growth, at the same time there is a real concern that new development in or around the parish could erode those very qualities that make the parish special, if it is not carefully managed in terms of its scale and design.

6.1.1.2 It is important that future growth creates high quality development which contributes to the character of the village and provides local benefit. The

strategy, therefore, is to enable the provision of a choice of new homes to meet the needs of all sections of the community in a manner which respects the character of the village and wider parish.

- 6.1.1.3 Housing growth is thus to be accommodated in a sensitive way. This will primarily be based on small, modest-scale developments integral to the village. Future growth based on large-scale, inappropriate development along existing village boundaries will not be supported by the community.
- 6.1.1.4 A number of small-scale, dispersed developments can be accommodated within the village envelope, and could provide fresh affordable housing opportunities to new and existing residents, and make a valid contribution to the housing numbers and deadlines defined by the draft Peterborough Local Plan.
- 6.1.1.5 All development around the parish needs to also take into account the sight lines to Castor Church, which can be seen from Castor Hanglands, from the site of the Roman town of Durobrivae to the south, from the old A47 approach from Peterborough, and the old A47 approach from the A1. People have been able to see a building on this site from a distance for 1800 years – St Kyneburgha’s church tower is 900 years old and prior to this the Roman Praetorium is assessed by experts to have stood at the same height judging from the foundations. Sight lines to the core areas of both Ailsworth and Castor are significant aspects of the visual and historical landscape and can be equated to views seen by many past generations.
- 6.1.1.6 This is a village community and it is clear from the range of consultation and engagement that it wishes to remain so. However, there is a general, though not complete, acceptance that steady growth is good for the vitality of our community
- 6.1.1.7 This Plan therefore envisages planning for a total of around 30 houses to be built within the parish in the course of the next 20 years. This represents some 10% growth, which is in line with hierarchy strategy set out in the draft Local Plan, and phased so that the community benefits from the development, and welcomes and integrates new villagers. To achieve this, development will be kept tight to the current village envelope, with the possibility of small closely adjoining extensions in key sites. We will use brown field sites and small land pockets being sure to retain and add green open spaces.

6.1.1.8 We will continue to refresh our Village Design Statement and use the experience and lessons from recent development in the village. We want to encourage innovative home design mindful of the way people want to live, changes to government policy, the way people's needs change through their lives, environmentally friendly innovations and living side by side with nature. We are looking for controlled, steady growth, tight to the village envelope, built to standards which are future-focused and ambitious but entirely in keeping with a village environment.

6.1.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Remain a village community mainly within the existing village envelope – 95% agreed (Phase 2)*
- *Limited future growth of up to 50-70 houses across Castor and Ailsworth over 20 years, with clear preference expressed for lower end of scale – 88% agreed (Phase 2)*
- *No large-scale housing development between the village and the A47 bypass – 79% agreed (Phase 1)*
- *Ensure design of any new housing in keeping with village character - 96% agreed (Phase 2)*
- *Maintain existing conservation area - with its mix of stone, brick and modern housing - 95% agreed (Phase 1)*
- *Encourage different types of housing to maintain social mix – 74% agreed (Phase 2)*
- *Ensure any new build has clear access without adding to core village traffic – 67% agreed (Phase 2)*
- *Improve village parking – 93% agreed (Phase 2)*

6.1.3 SUPPORTING PLANS AND POLICIES

- *National Planning Policy Framework*
- *Castor Village Design Statement 2004*
- *Design and Development in Selected Villages – Supplementary Planning Document – PCC 2011*
- *Peterborough Local Plan 2012*

Information about these documents and links to them can be found at

<http://www.castorailsworthnps.com/evidence>.

A detailed checklist for development site assessment linked to the Village Design Statement is provided in Appendix 1.

6.1.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

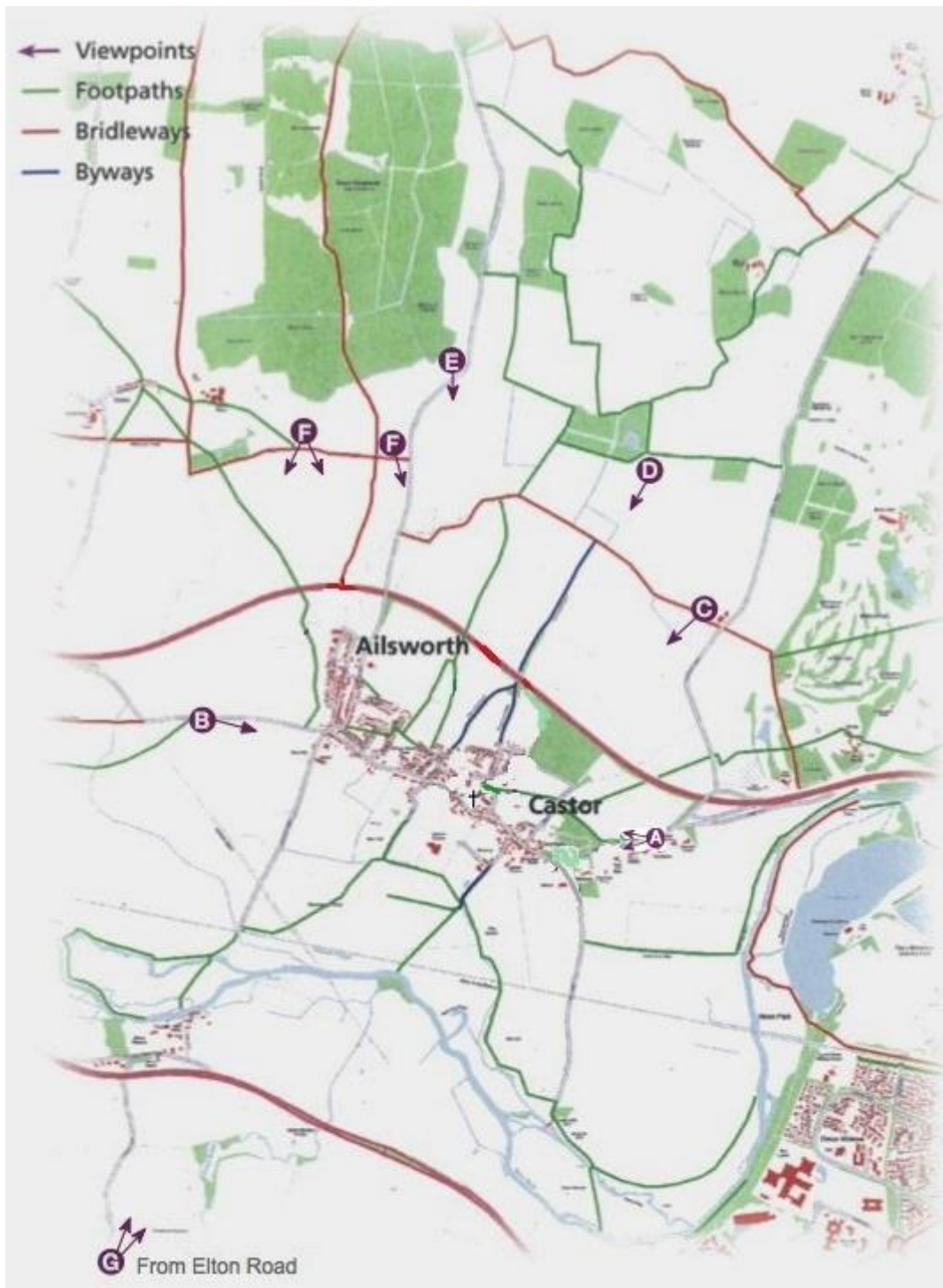
Policy CH1 Criteria for all building development within the parish

All development proposals should, wherever applicable, demonstrate clearly how they:

- a. *Take every opportunity, through design and materials, to reinforce local distinctiveness and a strong sense of place, while not preventing or discouraging appropriate innovation; and*
- b. *Incorporate relevant criteria in the Checklist for Site Assessment in Appendix 1 to this plan, which is drawn from the requirements of the Village Design Statement (2004) and guidance in the Design and Development in Selected Villages (PCC 2011); and*
- c. *Do not obscure or negatively impact views of St Kyneburgha's Church. Reference should be made to Map 2 which indicates those locations from which views of the church are particularly important; and*
- d. *Encourage improved environmental performance, such as through inclusion of rain water harvesting, grey water recycling, high standards of insulation or renewable energy systems, subject to no significant visual or other harm which arises from such installation; and*
- e. *Demonstrate that drainage of the development would not harm water quality or increase risk of flooding in any of the open surface water courses within the parish; and*
- f. *Identify, in a manner commensurate with the scale of proposed development, the realistic level of traffic it is likely to generate and assess the potential impact of this traffic on pedestrians, cyclists, road safety, parking and congestion within the parish and include measures to mitigate any impacts; and*
- g. *Maximise opportunities to walk and cycle, as well as supporting public transport where possible; and*

- h. Given the rural location and limited public transport, ensure for any new dwelling adequate car parking provision, providing in the majority of cases at least two off-road parking spaces; and*
- i. Include suitable ducting from the public highway to allow the delivery of high-speed broadband to all properties within the proposal.*

Planning applications should be accompanied by clear information demonstrating how these criteria have been considered and met, and adequate justification for any departure from the criteria. Proposals that fail to meet the requirements, without such justification, or where the impacts cannot be suitably mitigated, will not be supported.



MAP 2: SIGHT LINES FOR ST KYNEBURGHA CHURCH - Map is reproduced from Village Design Statement (2004) with additional sight line points identified A-G. Further detail of each of these points can be found in the evidence section of the website at

<https://www.castorailsworthnps.com/ailsworthpolicyarea>

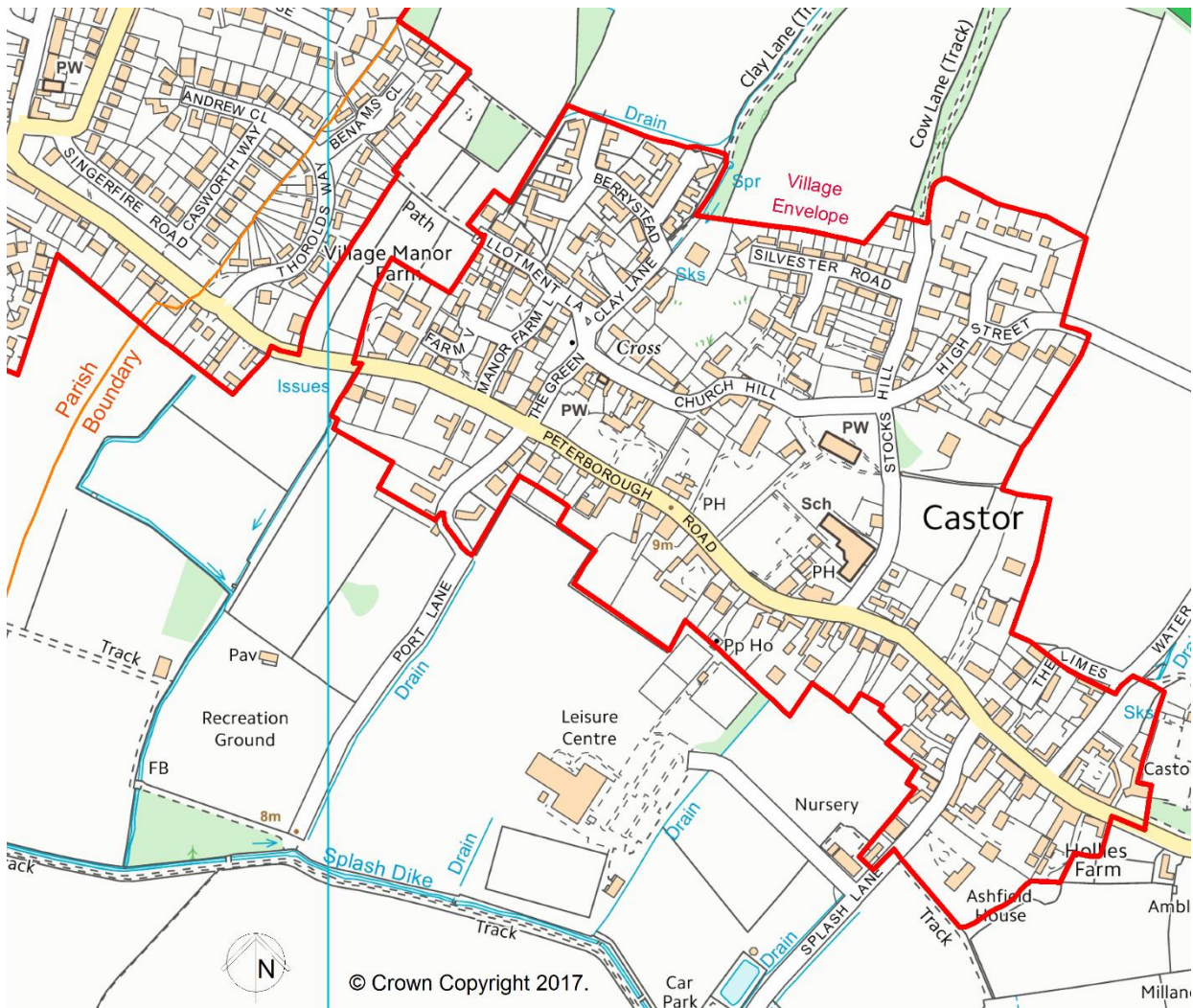
Policy CH2 Housing Growth

The housing growth of the village will be managed across the plan period to ensure steady growth of around 10% in dwelling numbers through the plan period, as calculated from 1 April 2017, allowing for a total of some 30 new dwellings by 2036. If a proposal, in conjunction with other dwellings built or with a live permission, would result in the total number of dwellings exceeding this 30-dwelling growth level, it must be accompanied by evidence of clear local community support for the proposed scheme (demonstrated through a thorough and proportionate pre-application community consultation exercise).

Proposals involving the creation of new dwellings will be supported, providing that these will:

- a. *be located within the village or immediately abut the village envelope (see map 3); and*
- b. *enable suitable and safe access for vehicles and pedestrians and will not result in an unacceptable impact on the village road network; and*
- c. *not result in an unacceptable impact on protected features and local open spaces as identified in policy CLU 3; and*
- d. *respect the village built character and the surrounding landscape character; and*
- e. *be of an appropriate scale for the village context, typically for 10 dwellings or fewer, unless there are exceptional circumstances where the site is appropriate for a development of more dwellings given the site context and the clear benefits it will deliver for the community.*

Proposals that do not satisfy these requirements will not be supported.



MAP 3 - CASTOR VILLAGE ENVELOPE – shown by red line. (Note: a small part of the Ailsworth village envelope falls within Castor Parish and is covered by this Neighbourhood Plan)

POLICY AREA 2 – LAND USE

AN ANCIENT AND FRAGILE LANDSCAPE



6.2.1 RATIONALE

- 6.2.1.1 Castor is a rural parish. There have been significant developments within the parish in the last sixty years, whilst still maintaining the important green spaces which contribute to this rural character. In keeping with the Government's review of England's wildlife sites *Making Space for Nature*, places for wildlife across the parish will be made 'better, bigger and more joined up'.
- 6.2.1.2 The areas around the parish contain significant wildlife value. These range from the nationally acclaimed Barbel fishing in the River Nene to the South, where perfect conditions create huge specimens of this fish that appear in national fishing magazines and attract fishermen and nature lovers from all over the country, to Castor Hanglands National Nature Reserve to the north-west in the neighbouring parish of Ailsworth. Both Castor Hanglands and Castor Flood meadows are designated as Sites of Special Scientific Interest, whilst Castor Hanglands is also a national nature reserve. The unspoilt countryside thus has great value in terms of its wildlife contribution, as well as both historical and cultural importance to the community.

- 6.2.1.3 The open agricultural fields surrounding the village provide sanctuary for brown hares in which to raise their leverets, and for sky larks and lapwings to nest in the Spring. The hedgerows and small coppices which border the fields provide safe corridors for foxes, badgers, fallow and muntjac deer, hedgehogs and shrews, and provide nesting havens for many small birds such as dunnocks, starlings, blue tits, yellow hammers, and many other finches. Buzzards, Red Kites and small falcon species are regularly seen around the village. The scarce habitats attract migrants, in particular nightingales and turtle doves, two species which are declining nationally. The water courses and ditches that surround many of the fields which help drain the land provide habitats where water plants, dragonfly and damsel fly larvae, frogs, greater crested and smooth newts, aquatic invertebrates and other aquatic life can live. This includes spring-fed ponds which would have served the two villages.
- 6.2.1.4 The Neighbourhood Plan therefore seeks to protect and enhance these assets and also to connect them more fully to Nene Park Trust land to the south. We are also mindful of the failures to adequately protect biodiversity, which have accompanied other large-scale city development, and seek to ensure that past mistakes are not repeated.
- 6.2.1.5 The parish has, in addition, a rich historical and archaeological heritage. This dates back to Mesolithic and Neolithic times. In particular, the parish was a major Roman settlement of national significance, and the site of a Saxon monastery. Work carried out over many years by national authority Dr Stephen Upex, and completed in 2016, has mapped all the known evidence of these features across the parish in order to identify their significance for conservation and to inform any future development. A copy of his report is available on the Neighbourhood Plan website. Castor parish has six scheduled ancient monuments.
- 6.2.1.6 The Plan notes that there are areas of land within the Parish which are subject to Commons Rights following the Enclosure of the land within the parishes in 1898. These are shown on a map in the evidence base www.castorailsworthnps.com/castor. As part of the Joint Community Action Plan, the Parish Council will look at the re-registration of land with common rights under the act *The Commons Registration (England) 2014*.

6.2.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Important in terms of quality of life to maintain the natural countryside setting of the village – 98% agreed (Phase 1)*
- *Protect historic buildings and archaeological sites within the parishes - 94% agreed (Phase 2)*
- *Important to retain green spaces within the village – 98% agreed (Phase 2)*
- *Important to protect and improve wildlife habitats within the parish but outside the village – 93% agreed (Phase 2)*
- *Support the development of wildlife highways linking woodland, wetland and meadow from countryside north of the parishes down to the River Nene - 92% agreed (Phase 2)*
- *Protect access and the surrounds of Castor Hanglands – 90% agreed (Phase 1)*

6.2.3 SUPPORTING PLANS AND POLICIES

- *National Planning Policy framework*
- *Castor Village Design Statement*
- *Castor Conservation Area Appraisal 2009*
- *Langdyke Countryside Trust Strategy*
- *Nene Park Trust Master Plan 2017-2050*
- *Green Infrastructure Strategy - Peterborough City Council/James Fisher 2016*
- *The Distribution and Significance of Archaeological Sites – Stephen Upex 2016*
- *Scheduled Ancient Monument Record*
- *Making Space for Nature: A review of England’s Wildlife Sites and Ecological Network (DEFRA 2010)*

Information about these documents and links to them can be found at

<http://www.castorailsworthnps.com/evidence>.

6.2.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy CLU1 Environmental impact

New development should not harm the network of local ecological features and habitats. New development will be expected to maintain and enhance existing ecological corridors and landscape features (such as watercourses, ponds, hedgerows and tree-lines) for biodiversity, wherever appropriate, and show how any adverse impact will be managed or mitigated to make the development acceptable.

Castor Hanglands SSSI and other nationally, regionally and locally designated wildlife sites will be protected. Any proposals that would result in an unacceptable impact on a protected site will not be permitted unless it can be adequately mitigated or any benefits would clearly outweigh the harm, taking into account the status of the site being affected.

Additionally, any development proposals which are in the vicinity of the non-designated pond known as Oldfield Pond in the plantation south of Belsize Farm (indicatively identified on Map 4) should appraise the pond's current biodiversity and historic value, and, if appropriate to do so, incorporate the pond within the design proposal and preserve or enhance the pond's value. Development proposals that would have an adverse effect on this feature will not be permitted unless it can be adequately mitigated, or any benefits would clearly outweigh the harm.

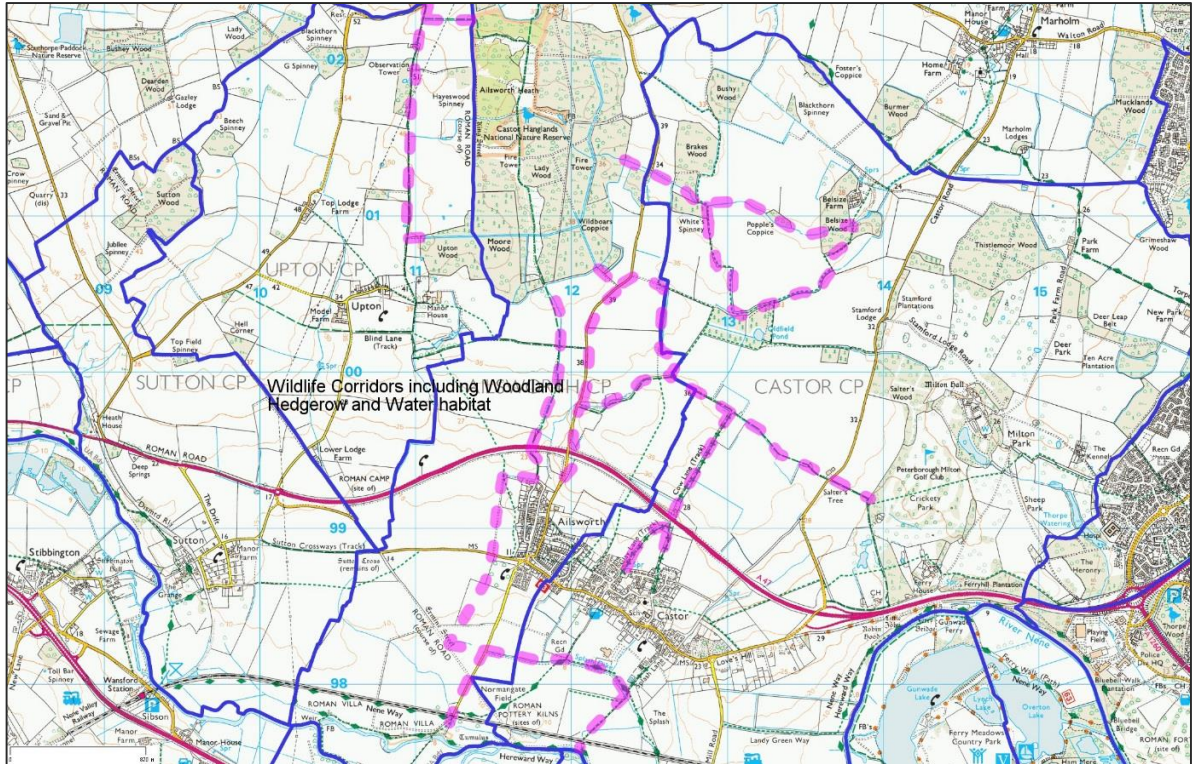


MAP 4 – LOCATION OF OLDFIELD POND

Policy CLU2 Wildlife corridors

In order to protect significant wildlife and promote biodiversity, any development proposals should take account of the need to strengthen and where possible enhance wildlife corridors linking the Nene Valley to Castor Hanglands, Helpston and beyond, illustrated in pink on Map 5 (more detail of these is referenced in Appendix 2). Any proposal that would sever an identified wildlife corridor will be resisted, unless a suitable alternative route for the corridor can be delivered.

The wildlife corridors shown on Map 5 should be conserved and where possible enhanced. Proposals should, wherever possible and relevant, deliver strong green links between Castor Hanglands and other protected sites. Proposals which help to connect the nationally important wildlife sites linked to Castor Hanglands with other regionally and locally important wildlife sites within the parish and beyond its boundaries, including to Castor Flood Meadows, will be strongly encouraged, as would those to develop landscape features such as trees, hedgerows and ponds restoration, along with appropriate buffer zones and stepping stones.



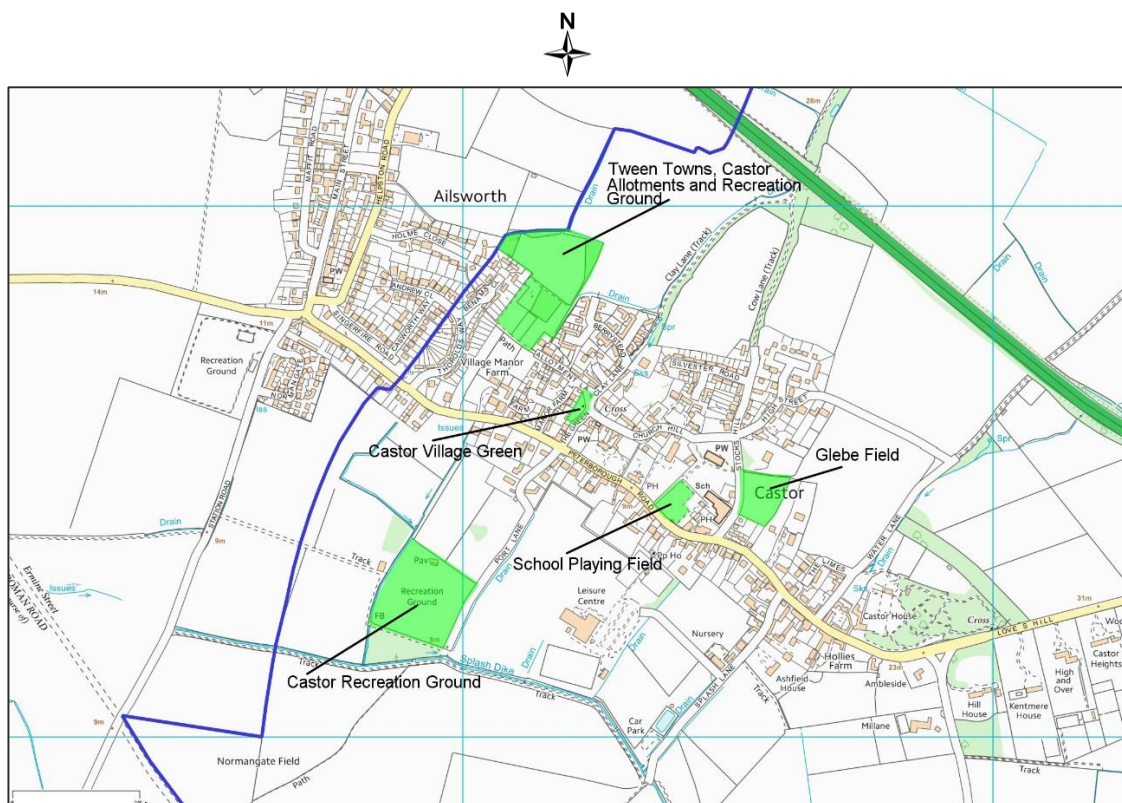
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MAP 5 – CASTOR HANGLANDS SSSI SHOWING WILDLIFE CORRIDORS

Policy CLU3 Open spaces

Development which would result in the loss of the following existing important open spaces, shown on the associated map 6, will not receive planning permission, 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.

- *Land off Stocks Hill, Castor (Glebe Field)*
- *Land north of Peterborough Road, Castor (School Playing Field)*
- *The Green Castor*
- *Allotments off Allotment Lane*
- *Recreation Ground off Port Lane*

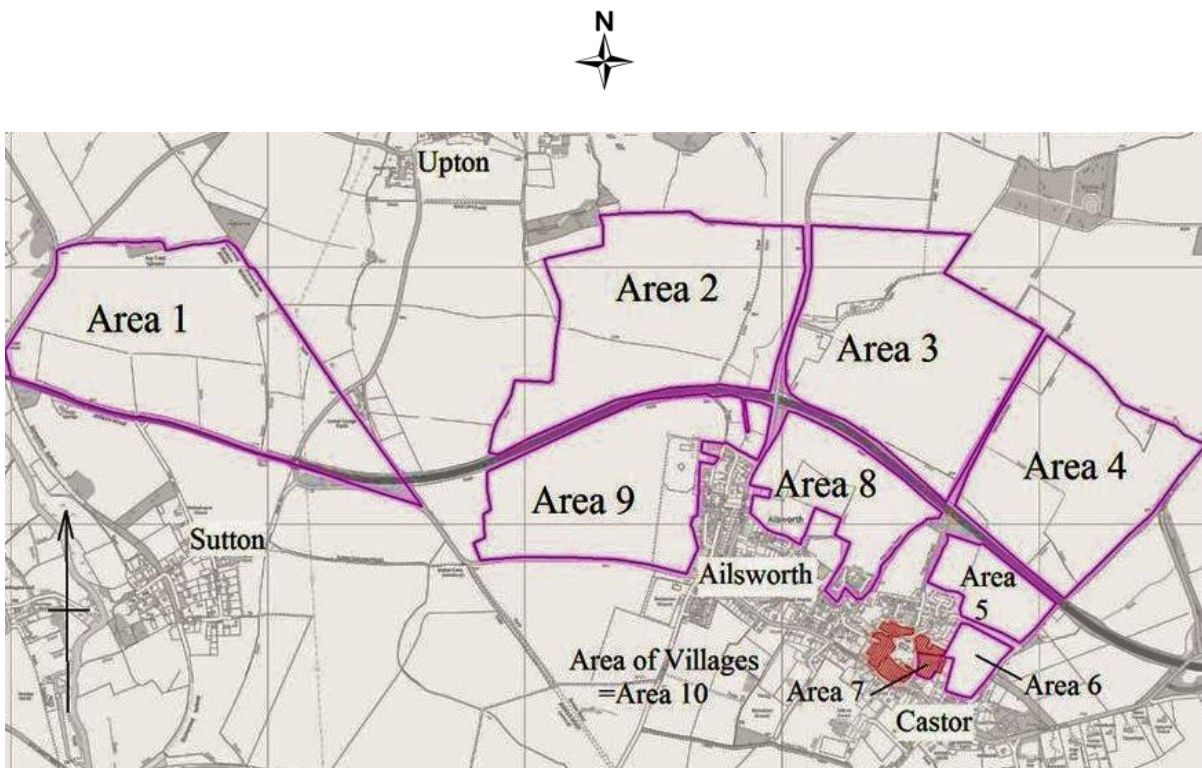


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MAP 6 – LOCATION OF IMPORTANT OPEN SPACES

Policy CLU4 Protection of the historic environment

Where relevant, development proposals should demonstrate how the archaeological and historic features within the parish, identified in the report “The Distribution and Significance of Archaeological Sites” (Upex 2016), will be evaluated and documented, have been taken into account in the design of the scheme, and how no unacceptable impact on these features will result. The key areas analysed in the report are shown in Map 7, with the detail contained in the report.



MAP 7 – GENERAL MAP SHOWING AREAS CONTAINING ARCHAEOLOGICAL SIGNIFICANCE TAKEN FROM THE PETERBOROUGH HISTORIC ENVIRONMENT RECORD (Upex 2016)

Note: Reference map for Areas 1- 10 covered in detail in report (The Distribution and Significance of Archaeological Sites; Upex 2016) located in Evidence at www.castorailsworthnps.com. Each area has maps detailing information taken from HER (Historic Environment Record) and Dr Upex's collection of aerial photographs from the last 40 years. In addition, please note the summary of Scheduled Ancient Monuments for Castor and Ailsworth, also located in the Evidence section of the website.

POLICY AREA 3 – SOCIAL AND ECONOMIC

A THRIVING VILLAGE COMMUNITY



6.3.1 RATIONALE

Sustaining local businesses and improving local facilities remain key Plan priorities. The Plan is positive about new employment development, of an appropriate scale, within the parish, including support for home-based and land-based working, whilst recognising the importance of high-speed communications and the necessary supportive infrastructure. It also seeks to ensure that off-road parking provision in new developments reflects the needs of a rural parish, and that sufficient parking spaces are provided in a form that is designed well and does not obstruct residential streets.

6.3.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Support continued development of a thriving village school and pre-school – 95% agreed (Phase 2)*
- *Support initiatives which help ensure viability of small village businesses, especially pubs, eateries, shop – 90% agreed (Phase 1 and 2)*
- *Maintain and support the development of a GP surgery within one or other village - 94% agreed (Phase1)*
- *Retain a village hall – 98% agreed (Phase 2)*

6.3.3 SUPPORTING PLANS AND POLICIES

- *CPRE – The rural economy – Policy Guidance Note 2014*
- *Rural Vision and Parish Charter – PCC 2015*

Information about these documents and links to them can be found at <http://www.castorailsworthnps.com/evidence>.

6.3.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy CSE1 Retail and business development

Proposals that improve retail facilities, food and drink uses within Use Classes A3 (restaurants and cafes) and A4 (public houses, wine bars or other drinking establishments) classes of use, or other facilities that serve the parish, whether through new facilities or expansion of existing facilities, will be encouraged, subject to meeting the requirements of policy AH1, and providing they do not have an adverse impact on residential amenity and include adequate provision for car parking.

Unless exceptional circumstances can be demonstrated, only business development which falls within Use Class B1 will be supported, subject to the same conditions.

Note: Class B1 use is defined as an office other than with class A2 (financial services), for research and development purposes and light industrial use (that which can be carried out in a residential area without detriment to the amenity of that area by way of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit)

Policy CSE2 Working from home

Planning permission for development that enables home working will be supported if the development:

- a. is in keeping with the scale, form and character of its surroundings; and*
- b. has good access to and from the A47 and does not generate significant additional traffic through the villages of Castor or Ailsworth; and*
- c. offers safe and suitable access for workers and customers, provides adequate off-street parking for any anticipated vehicle or cycle movements (such as will arise from deliveries or customers), and would not result in any unacceptable impact on highway safety; and*
- d. is not likely to result in any unacceptable impact on neighbouring properties or their occupants.*

Policy CSE3 Education

Development proposals that help to ensure the retention and development of outstanding educational provision within or immediately abutting the village envelope will be supported, including the provision of a permanent location for the Pre-school.

Policy CSE4 Health care

The development of land adjacent to or within the village envelope to provide a doctors' surgery or other primary health care facility will be supported provided that:

- a) *the development would provide a safe and convenient access by foot, cycle and public transport; and*
- b) *adequate car parking is provided within the development to serve staff and patients; and*
- c) *the design of the development is in accordance with other policies of this Plan; and*
- d) *the noise and disturbance likely to be caused by the use of the premises would not be unacceptably detrimental to the amenities of occupiers of nearby properties.*

POLICY AREA 4 – RECREATION AND VISITORS

A SPACE FOR PETERBOROUGH TO BREATHE



6.4.1 RATIONALE

The development of local community facilities will be supported, particularly with regard to sport and leisure. The significance of the future of Woodlands in this context is recognised and regarded seriously both in terms of its potential for the villages but equally for wider Peterborough. Improved public transport, walking, cycling and bridleway connections have a crucial role in supporting this.

The Plan also seeks to build on the long-standing traditions of the parish as a place for Peterborough people to visit and to enjoy the distinctive landscape, environment and wildlife, and the heritage assets, as well as for leisure and recreation.

6.4.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Encourage access by visitors to historic and archaeological sites and buildings – 88% agreed (Phase 2)*
- *Improve and develop village footpaths (86% agreed), cycleways (82%), and bridleways (68%), to encourage alternatives to car travel – (Phase 2)*
- *Support and improve local sports facilities, recreation grounds and playgrounds – 91% agreed (Phase2)*
- *Bring Woodlands Sports Centre into full use – 87% agreed (Phase 1)*

6.4.3 SUPPORTING PLANS AND POLICIES

- *Langdyke Countryside Trust Strategy*
- *Nene Park Trust Master Plan 2017-2050*

Information about these documents and links to them can be found at <http://www.castorailsworthnps.com/evidence>.

6.4.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy CRV1 Rural recreation and sport

Any proposals for the provision of new dwellings within the parish should demonstrate how suitable provision will be made for residents to have access to recreational space.

Development of facilities for rural recreation and sporting activities, such as cricket, football and other ball games, tennis and lawn bowls, along with an appropriate competition standard of facilities, which both serve the local community but may also make a distinctive contribution to the facilities available for nearby urban and suburban areas, will be supported, provided the criteria of CH1 are also met.

Proposals which involve some development of parts of the Woodlands site will be supported provided that the recreational facilities identified above are enhanced and the development does not create significant additional traffic, or harm the amenities of the village or landscape setting of the village. Any development should accord with policy CH1.

Policy CRV2 Footpaths, cycleways, and bridleways

New housing development should include adequate footpath and cycle access. Any new developments must respect and preserve existing rights of way, such as footpaths and bridleways, across the parish.

Support will be given to proposals which would increase or improve the network of cycleways, including the Green Wheel extension, footways and footpaths, and bridleways, especially those designed to link Nene Park Trust's rural estate up to parish land to the north of

the bypass, as well as connecting the village to other surrounding villages and improving access for leisure to the River Nene and the Nene Valley railway.

Policy CRV 3 Visitor access

Development proposals that promote visitor access and any necessary support services to Nene Park rural estate will be supported providing they do not result in unacceptable impact from increased vehicle movements within the villages of Castor or Ailsworth.

7. IMPLEMENTATION



- 7.1 This Neighbourhood Plan will be delivered and implemented over a long period and by different stakeholders and partners. It should be seen in context with the Joint Community Action Plan for Castor and Ailsworth, currently being prepared, which seeks to address related issues not directly concerned with land use.
- 7.2 The Neighbourhood Plan is not a rigid “blue-print”. It provides instead a “direction for change” through its vision, objectives, strategy and policy. Flexibility will also be needed as new challenges and opportunities arise over the plan period. In this respect periodic review will be crucial.
- 7.3 There will be three strands of activity which will direct delivery and each is important in shaping Castor in the coming years. These comprise:
- Securing the right private sector investment in the Parish through new development will be crucial. The statutory planning process will direct and control private developer and investor interest in the Parish in the context of the Neighbourhood Plan and the wider Local Authority and National Planning Policy Framework.

- Investment in, and management of, public services, assets and other measures to support the vitality and viability local services for the village. In the context of the prevailing economic climate and public funding there is a recognition that public investment in the village will be challenging to secure.
- The voluntary and community (third) sector will continue to have a strong role to play particularly in terms of local community infrastructure, events and village life. This sector may play a stronger role in the future.

7.4 In terms of the key areas of action, the following summarises the Parish Council's approach to delivery and implementation.

Housing Growth:

The Parish Council will work with developers and the Local Authority to deliver incremental growth in line with the policy over the Plan period.

Local Character:

The Parish Council will work with residents, owners of land and buildings, and other stakeholders to bring back into economic use brown field sites and vacant properties, especially those which make a positive contribution to the character of the area.

Landscape and Environment:

The Parish Council will work with Nene Park Trust, The Langdyke Countryside Trust and The Friends of Castor Hanglands and Ailsworth Heath (FOCHA) to ensure that the wildlife and countryside of the parish are protected.

Local Economy:

The Parish Council will encourage businesses to improve local employment opportunities. The creation of more individual retail units within the Parish will be encouraged.

Local Facilities:

The Parish Council will work with local organisations and Peterborough City Council to improve facilities and services for local people.

Transport and Communication:

The Parish Council will work to find ways to improve road safety, and address speed and parking issues as part of any development.

This Castor Neighbourhood Plan is a “living” document and as such will be reviewed every five years, alongside the Joint Community Action Plan.

APPENDIX 1

Checklist for development site assessment

Reference: Village Design Statement (2004) and Design and Development in Selected Villages (PCC 2011)

	Characteristics of development
VDS 12.2.2	New buildings should respect the surrounding development, in terms of height, size, shape and roof pitch. No buildings should exceed three storeys in any circumstances and in general two storeys should be the maximum. The built Environment Audit shows materials in each zone.
	Developments of more than 2 homes are different in size and design and consider, where possible, including small flexible homes for downsizing / less mobile people.
	Wheelie bins can be made available for collection on home site at collection times without obstructing traffic / pathways.
VDS 12.2.10	Existing footpaths and bridleways are retained. Any future developments should try to retain the line of existing footpaths. If diversions are necessary, they should provide a pleasant walking environment. Any opportunities for new footpaths should be encouraged.
VDS 12.2.11	Existing open spaces should be retained and the inclusion of green areas within new developments is very much encouraged.
VDS 12.2.12	Any new development should be designed to minimise the visual and road safety impact of parked cars.
VDS 12.2.15	Roads should reflect the rural nature of the village and if kerbs are necessary, these should be as discrete as possible.
VDS 12.2.16	Native trees and hedges should be planted in new developments wherever practicable.

	Building design
VDS 12.2.3	The design of any new building, extension or alteration to an existing building must always be sympathetic to its neighbours and in keeping with the village character. The design should take into consideration not only the obvious view from the road, but also views afforded by surrounding footpaths. This guideline also applies to conservatories, which although not always requiring planning permission, may have a strong visual impact on their surroundings.
VDS 12.2.4	In order to maintain the village character, stone (or artificial stone) should be encouraged, particularly in the conservation areas. In other areas building materials should be chosen to blend with surrounding properties. Wall materials should be within the range found in a particular zone.
VDS 12.2.5	Architectural features should be in keeping with the scale and style of the property and reflect good building practice. A variety of local vernacular details would be welcome and should be encouraged where appropriate (see section 8 VDS).
VDS 12.2.6	Roof materials should be within the type and colour range of those existing in the village. In the conservation areas, particular care should be taken to ensure consistency both in materials and details such as size and grading of tiles and the treatment of ridges and rainwater goods. Where there is consistency in a given zone this must be respected.
VDS 12.2.7	Windows and external doors in new buildings should be consistent with the style of the property and should respect the style of original windows and be set back to the same degree as the originals. Modern materials, finishes and mechanisms may be used providing the design is appropriate to the building in question.
VDS 12.2.8	Dormer windows are a feature of the village and are acceptable provided the design is suitable to the property. Flat dormers should be avoided.
VDS 12.2.9	Existing stone boundary walls should be retained. Extension of existing walls and building of new boundary walls should be encouraged. These should be of stone or brick with local capping details and a drip course. The materials chosen should be sympathetic to the local environment and should reflect the materials of the building or adjacent walls, as appropriate. The type of pointing used for the stone walls is also important and should follow local styles. Heights and styles of boundary walls should reflect existing walls. High, close-boarded fencing is generally inappropriate as a frontage for domestic boundaries.
VDS 12.2.14	Modern architecture that complements existing buildings is welcome.

APPENDIX 2

List of supporting evidence sources available on website

The following additional evidence sources used to develop the policies of this Neighbourhood Plan, over and above the supporting plans and policies listed in Section 6, can be found on the neighbourhood plan website: <http://www.castorailsworthnps.com/evidence/appendix2>

POLICY AREA 1 – HOUSING AND THE BUILT ENVIRONMENT

PCC guidance on NEIGHBOURHOOD PLANNING Position Statement on ‘Strategic’ Policies: Castor Neighbourhood Area Date statement prepared: 28/01/2015

Peterborough Planning Policies DPD Development Plan Document - Adopted 5.12.12

Peterborough Local Development Framework, Peterborough Core Strategy Development Plan Document Adopted 23.2.11

Planning Policies Map – Castor provides a fuller picture of the village envelope/parish boundary

Neighbourhood Plan Built Environment Audit (Updated 2016)

Evidence on sight lines of Castor Church and views into villages

Building for Life 12 - Third edition

Design and Development in Selected Villages (2011)

Castor Conservation Area Appraisal Report and Management Plan - February 2008_

Castor & Ailsworth Village Design Statement (2004)

POLICY AREA 2 – LAND USE

Planning Policies Map - District	details
the planning policies and protection for Castor and Ailsworth Parish land	
Planning Policies Map - Urban	
details the planning policies and protection for Castor (not covered above)	
Making Space for Nature: a review of England's Wildlife Sites and Ecological Network (DEFRA 2010)	
The Distribution and Significance of Archaeological Sites (Ailsworth and Castor) (Upex, S. <u>2016</u>)	
Langdyke Countryside Trust vision and objectives (2015)	
Nene Park Trust Master Plan 2017 - 2050 (agreed in 2016 and to be published in 2017)	
Cambridge and Peterborough Environmental Records Centre (CPERC) designated sites and habitats	
Explanation for policy CLU1 – Environmental Impact	
Land with Common Rights in Castor and Ailsworth	
PCC Green Grid Strategy 2007 and emerging PCC Green Infrastructure Strategy (2016 draft)	
Scheduled Ancient monuments and areas (2 maps) and list of monuments for Castor	
Oldfield Pond (2017) - justification for protection	
Map: detail of wildlife corridors based on existing landscape features and wildlife patterns	

POLICY AREA 3 – SOCIAL AND ECONOMIC

CPRE The Rural Economy

Rural Vision and Parish Charter (2015)

POLICY AREA 4 – RECREATION AND VISITORS

Langdyke Countryside Trust Strategy

Nene Park Trust Master Plan 2017 – 2050 (agreed in 2016 and to be published in 2017)

Survey of visitors to Castor and Ailsworth (2016)



www.castorailsworthnps.com

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PETERBOROUGH CITY COUNCIL
CASTOR NEIGHBOURHOOD PLAN
FINAL DECISION STATEMENT

13 December 2017

1. Summary

- 1.1. Following a positive referendum result on 2 November 2017, Peterborough City Council has made the Castor Neighbourhood Plan part of the Development Plan at a full Council meeting on Wednesday 13 December 2017.

2. Background

- 2.1. Peterborough City Council resolved to designate all of the Parish of Castor as 'Castor Neighbourhood Area' on 2 September 2014 in accordance with section 61G of the Town and Country Planning Act (1990) (as inserted by the Localism Act (2011) and in accordance with the Neighbourhood Planning (General) Regulations (as amended).
- 2.2. Following the submission of the Castor Neighbourhood Plan to Peterborough City Council, the plan was publicised and representations were invited from the public and stakeholders. This six week consultation period ended on 26 June 2017.
- 2.3. Peterborough City Council appointed an independent examiner, David Kaiserman BA DipTP MRTPI, to review whether the plan meets the basic conditions as set out in Schedule 4B of the Town and Country Planning Act (1990) and should proceed to referendum.
- 2.4. The examiner's report concludes that, subject to a number of minor modifications, the Castor Neighbourhood Plan meets the 'basic conditions' and other relevant statutory requirements and therefore should proceed to referendum. Peterborough City Council concurred with this conclusion and decided on 20 September 2017 that the modified plan should go to referendum.
- 2.5. This referendum was held on Thursday 2 November 2017 and 92.7% of those voting were in favour of the plan. Paragraph 38A (4)(a) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that the Council must make the neighbourhood plan if more than half of those voting have voted in favour of the plan. The Council is not subject to this duty if the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any Convention rights (within the meaning of the Human Rights Act 1998).

3. Decision and Reasons

3.1. The Castor Neighbourhood Plan, incorporating the examiner's recommended modifications meets the basic conditions set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990, is compatible with EU obligations and the Convention rights and complies with relevant provision made by or under Section 38A and 38B of the Planning and Compulsory Purchase Act (as amended).

3.2. The referendum held on 2 November 2017 met the requirements of the Localism Act 2011, it was held in the Parish of Castor and posed the question:

'Do you want Peterborough City Council to use the Neighbourhood Plan for the Castor Neighbourhood Area to help it decide planning applications in the neighbourhood area?'

3.3. The count took place on 2 November 2017 and more than 50% of those who voted were in favour of the plan being used to help decide planning applications in the Castor Neighbourhood Area. The results of the referendum were:

Response	Votes	Percent of total
Yes	355	92.7%
No	28	7.3%
Rejected ballot papers		
Turnout	383	100.0%

3.4. The Council has assessed that the plan including its preparation does not breach, and would not otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).

3.5. The Council decided at its meeting on 13 December 2017 to make the Castor Neighbourhood Plan part of the Development Plan for Peterborough.

CABINET	AGENDA ITEM No. 11
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Simon Machen - Corporate Director of Growth and Regeneration	
Cabinet Member(s) responsible:	Cllr Peter Hiller - Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Phil Hylton - Senior Strategic Planning Officer	Tel. 863879

ADOPTION OF THE AILSWORTH NEIGHBOURHOOD PLAN

R E C O M M E N D A T I O N S	
FROM: Corporate Director of Growth and Regeneration	Deadline date: 13/12/2017
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1) Recommends to Full Council that, following the successful referendum on 2 November 2017, the Ailsworth Neighbourhood Plan, as set out at Appendix A, be 'made' (which means to all intents and purposes 'adopted') and thereby form part of the Development Plan for Peterborough for the purpose of making decisions on relevant planning applications within Ailsworth Parish; <i>and</i> 2) Recommends to Full Council that the decision statement included at Appendix B be published 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the submission and successful examination of the Ailsworth Neighbourhood Plan. The Ailsworth Neighbourhood Plan was subject to a referendum of voters in Ailsworth Parish who were asked to vote on the following question: 'Do you want Peterborough City Council to use the Neighbourhood Plan for the Ailsworth Neighbourhood Area to help it decide planning applications in the neighbourhood area?' This referendum was held on Thursday 2 November 2017 with 97.7% of those voting in support of the plan.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek Cabinet approval to recommend that Council adopts the Ailsworth Neighbourhood Plan making it part of the statutory Development Plan for Peterborough.

Following the successful referendum on 2 November 2017 legislation set out in the Localism Act 2011 and the Neighbourhood Planning (General) Regulations (as amended) stipulate that the Council must make the the neighbourhood plan part of the development plan.

- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, *'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to*

deliver excellent services.’

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	20 November 2017
Date for relevant Council meeting	13 December 2017	Date for submission to Government Dept. (Please specify which Government Dept.)	N/A

4. BACKGROUND AND KEY ISSUES

4.1 Neighbourhood Planning was formally introduced to the planning system in the Localism Act in 2011. It provides communities with the opportunity to shape how their area will grow and enables them to develop a suite of policies against which planning applications in their area will be considered, alongside the policies in the Development Plan (often referred to as the Local Plan).

4.2 The Ailsworth Neighbourhood Area was formally designated by Peterborough City Council on 7 October 2014 and since this date members of Ailsworth Parish Council (and other community volunteers) have developed their plan through extensive consultation with the community and through other evidence gathering work. This work included a statutorily required consultation in early 2017 undertaken by the parish council as a Qualifying Body, prior to the plan and associated evidence being formally submitted to Peterborough City Council in April 2017.

4.3 Following its submission, the neighbourhood plan was again the subject of a formal six week consultation, this time organised by Peterborough City Council, which ran from 15 May to 26 June 2017 and this consultation was followed by an independent examination by a suitably qualified individual. The independent examiner considered the plan against the necessary requirements of the relevant legislation and concluded that the plan, subject to some minor modifications, met what is called the ‘basic conditions’ and, therefore, should proceed to a local referendum in the Ailsworth Neighbourhood Plan Area. The Corporate Director of Growth and Regeneration, under authority delegated by the Council, issued a decision on 20 September 2017 that the Council agreed with these findings and that the plan should proceed to referendum.

4.4 The Counting Officer (Gillian Beasley) published the necessary information and publicised notice of the referendum in accordance with the requirements of legislation, with the referendum taking place on Thursday 2 November 2017. The result of the referendum is as follows:

‘Yes’ votes	301	97.7%
‘No’ votes	6	1.9%
Total ballot papers issued	308	100.0%

As more than 50% of those voting supported the plan the Council must now adopt the plan and make it part of the Development Plan for Peterborough.

4.5 The Ailsworth Neighbourhood Plan has been produced alongside the Castor Neighbourhood Plan with consultation stages, examination and referendum taking place concurrently. The Ailsworth and Castor Neighbourhood Plans are the second and third neighbourhood plans to reach this stage following the Peakirk Neighbourhood Plan’s adoption in July 2017. The Parish

Councillors and members of the community responsible for its production have invested a substantial amount of time and energy into this process over the past four years and it is a substantial success for the neighbourhood planning group, the Council and the residents of the Ailsworth Area.

5. CONSULTATION

5.1 The Ailsworth Neighbourhood Plan has been the subject of substantial consultation during its preparation. The draft plan was subjected to a formal six week consultation in early 2017 and the submitted plan was also subjected to an additional six week consultation in May and June 2017 before it was independently examined.

5.2 No further consultation is necessary on this plan.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 Cabinet and Council have very little option at this stage and the decision is fully dependent on the outcome of the referendum. As the outcome of the referendum was positive, then the Plan must be 'made' (adopted) by Council. When 'made' the neighbourhood plan will be used in making decisions on relevant planning applications within the Ailsworth Neighbourhood Area, alongside the policies in the wider Development Plan for Peterborough. As the Plan has been approved by Referendum, the Council is required henceforth to treat it as part of the statutory development plan, although this status will cease if the Plan is not "made" by the Council

7. REASON FOR THE RECOMMENDATION

7.1 This recommendation is made to be in accordance with the Localism Act 2011 and the Neighbourhood Planning (General) Regulations (as amended). The plan has been assessed by an independent examiner and officers agree that the plan meets the basic conditions and other requirements of legislation. As such, the Plan should be 'made' part of the Development Plan.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The Council does not have alternative options given the content of the legislation and the content of the Ailsworth Neighbourhood Plan and the process followed in its production..

9. IMPLICATIONS

Financial Implications

9.1 There are no foreseen financial implications of this recommendation.

Legal Implications

9.2 The Council is required by legislation to follow through on this recommendation.

Equalities Implications

9.3 There are no anticipated equalities implications of this recommendation.

10. BACKGROUND DOCUMENTS

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

10.1 None

11. APPENDICES

11.1 Appendix A - Ailsworth Neighbourhood Plan

11.2 Appendix B - Ailsworth Neighbourhood Plan Final Decision Statement

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AILSWORTH

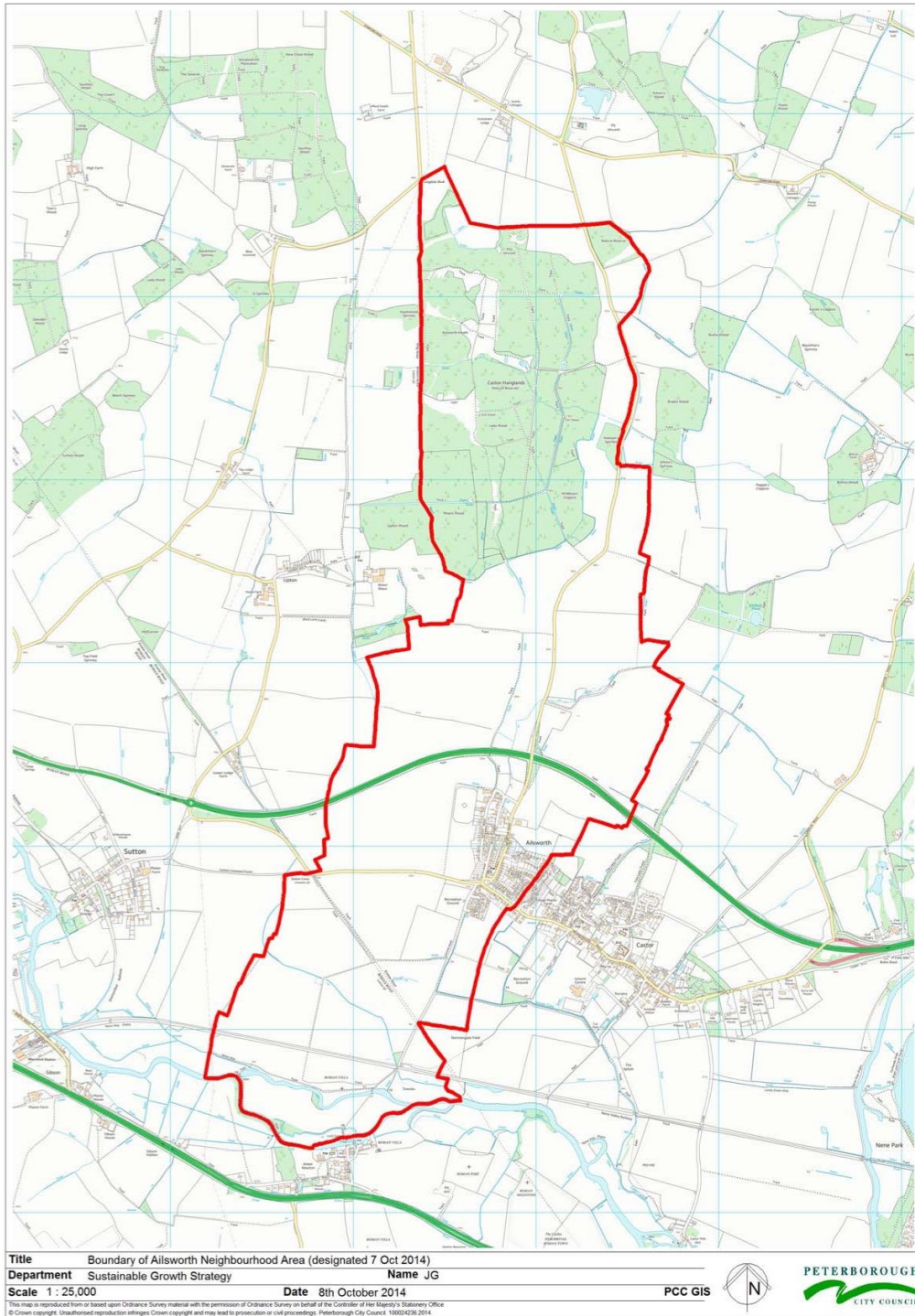
NEIGHBOURHOOD PLAN

2017 – 2036



Plan for Referendum

Ailsworth Parish Council – September 2017



MAP 1: THE AREA COVERED BY THIS PLAN

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Additional photographs unless otherwise indicated: Miles Shepardson, Peterborough photo archive, Tracey Blackmore, Richard Moon, Malcolm Groves, Antonia Pounsett, Helen Wakerley,

1. INTRODUCTION



1.1 This Neighbourhood Plan has been prepared by the Castor and Ailsworth Neighbourhood Plan Working Group over the course of 2015 to 2017, informed by on-going consultation and dialogue with local residents and stakeholders. The Neighbourhood Plan Working Group came together early in 2015, following a very well-attended public meeting in July 2014, to carry out this work on behalf of the accountable bodies, Ailsworth and Castor Parish Councils. Although each Parish Council is responsible for its own Neighbourhood Plan, each council agreed to share a common approach so that the two plans are complementary to and supportive of each other.

1.2 The working group is made up of:

Steering Committee: Dai Rowlands (Chair), Neil Boyce (CPC), Steve Davies, Chas Foster, Mandy Foster, John Hodder, Joan Pickett (APC), Fiona Rowlands (CPC) and David Shaw (CPC).

Content Group: Antonia Pounsett (Chair), Brian Chillcott, Martin Chillcott, Helen Daly, Malcolm Groves, Mike Horne, Ed Humphries, John Judge (APC), Andrew Nash, Angela Scott, Elaine Wakerley and Claire Winfrey.

Extended Content Group: Tom Chillcott, Stewart Clark, Linda Cooke, Megan Ellershaw (APC), Michael Hinton, Peter Huckle, Sue Magill, Jon Phillips, Gareth Rowswell, Caroline Sharpin, Bill Sansom, Mike Thomas and Duncan Vessey.

1.3. The Working Group has progressed through several stages of work to get the draft Neighbourhood Plan to this point:

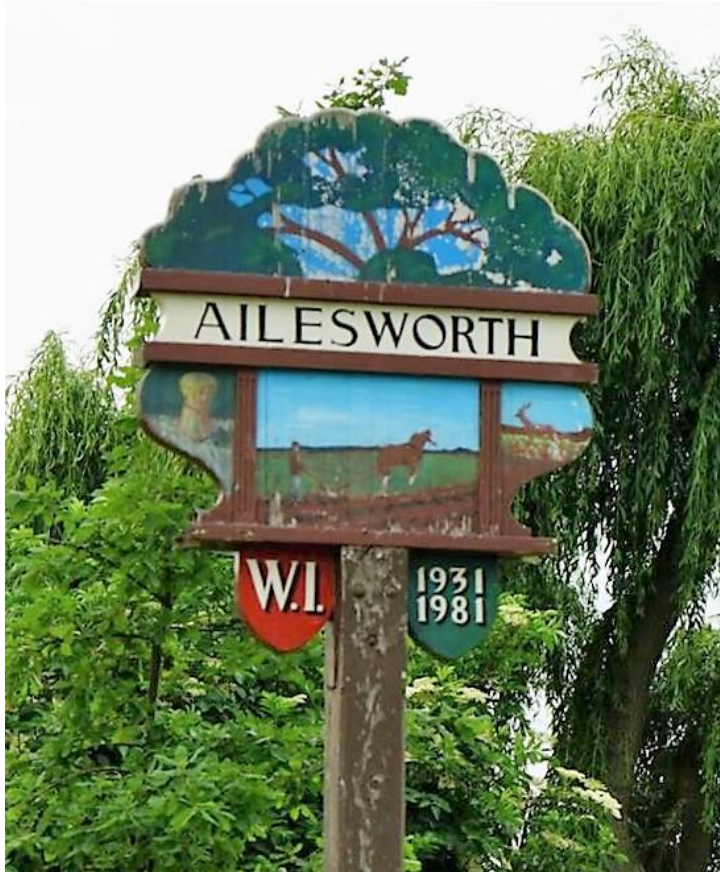
- ❖ *Background research on the social, economic and environmental conditions in the parish.*
- ❖ *Public consultation with the community through two professionally analysed questionnaires to understand its aims, aspirations and concerns.*
- ❖ *Individual consultation with key stakeholders.*

1.4 The Ailsworth Neighbourhood Plan provides a vision for the future of the parish, up to 2036, continuing to work in close partnership with the adjoining parish of Castor. Fundamentally, the Plan also provides a number of policies that future development must take into account and which, together, will help to ensure that the vision is achieved.

1.5 This Neighbourhood Plan provides guidance that complements existing local, national and strategic planning policy. The policies in this Plan are intended to provide additional detail and subtlety that reflect the special characteristics of the parish that cannot reasonably be addressed by higher-level guidance.

- 1.6 The Plan has been made possible by new powers contained within the Localism Act (2011) which seek to decentralise policy making and increase the extent to which local neighbourhoods and communities can determine their own future. The Ailsworth Neighbourhood Plan has been strongly influenced by the views of the community expressed at a series of consultation events and detailed research undertaken by the Neighbourhood Plan Working Group.
- 1.7 However, all Plans must be in line with higher level planning policy, namely the National Planning Policy Framework and the Peterborough Local Plan. The overall requirement is that a Neighbourhood Plan has a presumption in favour of sustainable development.
- 1.8 A new Peterborough Local Plan is being prepared by Peterborough City Council with the Further Draft Consultation on the Local Plan overlapping with the detailed preceding consultation, taking place over some eighteen months, and the subsequent Regulation 14 'Pre-Submission' Consultation on this neighbourhood plan. At the point of submission, the emerging Local Plan was only at an early draft stage, but it included a large housing allocation of 2500 dwellings on the north side of the A47, a large part of which was in Ailsworth Parish. The Parish Council is aware that a large number of objections have been made by a wide range of individuals and organisations, including the council itself, against this allocation in Peterborough's Draft Plan. The Parish Council will continue to communicate with the City Council to ensure the best outcomes possible for the parish in the Local Plan. Whilst this Neighbourhood Plan cannot control what development may be included in the Local Plan, it proposes positive policies to protect wildlife, protect heritage assets, and support development which both sustains and enhances the character of the existing village. The proposed policies in this Neighbourhood Plan are still based on the strategic objectives of the existing adopted Core Strategy and are also consistent with the emerging Local Plan.
- 1.9 Finally, the reference documents and the evidence bank to support this plan can be found on the Neighbourhood Plan website:
<http://www.castorailsworthnps.com/>.

2. BACKGROUND TO THE NEIGHBOURHOOD PLAN



2.1 LOCATION AND HISTORY OF THE PARISH

2.1.1 This account draws heavily on the conservation area appraisal report produced by Peterborough City Council in 2009.

2.1.2 Ailsworth is a village and civil parish in the City of Peterborough unitary authority, about 4.5 miles (7.2 km) west of the city centre. The village envelope lies to the South of the A47 trunk road and adjoins the neighbouring parish of Castor.

- 2.1.3 Situated side by side, the villages of Ailsworth and Castor merge into one. The parishes function as a single community, with many integrated activities and shared facilities. The village benefits from a Methodist Chapel, shop, coffee house, medical practice and dentist, all of which also serve Castor.
- 2.1.4 The area has a long history of settlement due to its important geographic position. It lies at a crossing point of the River Nene navigation; the river valley has always formed an east west land route. It is thought an ancient route ran from the Nene ford crossing just to the west of the current village, northward.
- 2.1.5 Aerial photographs reveal ring ditches, settlements, track-ways and enclosures consistent with Bronze and Iron Age settlements. The main area of ancient settlement is on the higher ground to the north in the area locally known as Langdyke. The wider area is nationally and internationally known for its Roman archaeology.
- 2.1.6 The parish of Ailsworth sits northwards of the River Nene valley on the south-facing slope of a limestone plateau eroded by the river. This plateau rises some 40m above the level of the valley floor. The soils are a combination of Jurassic clays, limestone and cornbrash, overlain in the valley floor by alluvial gravels and silt. In the north of the parish are the ancient landscape of Castor Hanglands, a national Site of Special Scientific Interest, Moore Wood and Ailsworth Heath. These woods and grazed heathland clearings give a glimpse of the appearance and rich biodiversity of local landscape as it was 300-500 years ago. As the plateau slopes to the south, woods give way to arable fields.
- 2.1.7 The influence of Milton Estates on the general character of the countryside in the north of the parish is marked by the existence of well-built dry stone walls and hedgerows retained from the enclosures, many containing significant mature trees. However, to the west, the

landscape has a modern arable prairie character. Some of the paths and tracks and areas of common land from before enclosure can still be traced as footpaths and farm tracks.

- 2.1.8 The present village has continually occupied the same site, just at the foot of the scarp slope, since at least Saxon times. It is mentioned in the Domesday Book. There are four scheduled ancient monuments within the parish.
- 2.1.9 The 1886 OS map and photographs from the turn of the 20th century show there were extensive orchards, tree planting in the grounds of Manor Farm and considerable numbers of mature trees on the boundaries between the ancient closes in and immediately around the village. Historically, Ailsworth is typical of the "model" East Midlands medieval parish described in the English Heritage publication *"England's Landscape - The East Midlands (2006)"*.
- 2.1.10 In the South of the parish, beside the Nene, regular flooding meant that significant areas remained unploughed. The riverside is still reminiscent of the working landscape (for fish, fowl, reeds, wood and transport) that existed until just 100 years ago.
- 2.1.11 As the population grew and better engineered farm implements became available, the enclosure system swept away the feudal system of rights and dues, some woods were cleared, and large areas of the Heath, the woodlands and commons were brought into cultivation. During the Second World War further land was brought into cultivation to assist national self-sufficiency in food production.
- 2.1.12 The move from mixed to arable farming since the Second World War has meant that the many ditches and ponds in the river valley, in upland fields and within the village, and which can be seen on old maps, have become filled by neglect or over-ploughing.

- 2.1.13 The Built Environment Audit states that only 20% of buildings in the parish date from before 1900 with almost 60% being constructed during the period 1950 - 1975.
- 2.1.14 In the village core, the majority of buildings date from the 17th and 18th centuries though many have been greatly altered and extended, particularly since the 1950's. The historic OS maps show that at least 15 buildings that existed in 1886 were demolished in the 20th century, many dating from before 1700. The 19th century buildings are almost all on the Peterborough Road frontage and associated with commercial uses from increasing road traffic. The Methodist Chapel also dates from this period. By the mid 19th century Station Road (Castor station opened 1845) and all other streets were in place, approximately on today's alignments. In the latter part of the century, the first street works included more formal roads which divided up the village green and the draining of the village pond.
- 2.1.15 In the period to 1921, the population continued to decline, probably due to agricultural mechanisation and as a result of the Great War, but by the 1930's, it began to increase, reaching 245 people in 1931, and, in 2011, 559 people in 251 dwellings, located in 10 streets. Of these buildings, 25 are listed.
- 2.1.16 The interwar period saw the building of the first publicly owned houses at the southern end of Main Street. With the advent of motorcars, Peterborough Road was fast becoming a major trunk route and the volumes of traffic steadily grew. In the 1960's the railway station closed but the numbers of vehicles continued to increase. Shops, a petrol filling station and public houses on Peterborough Road took advantage of passing trade.
- 2.1.17 During the 1960's the character of the village radically changed with the wholesale demolition of cottages between Main Street and Helpston Road and their replacement with estate type houses, and

development of the west frontage to Maffit Road and the Singerfire Road, Casworth Way, Andrew Close, and Holme Close estates.

2.1.18 In just a couple of decades, the village had trebled the number of houses. In this period, local government re-engineered the roads, straightening them out, reducing the verges and introducing concrete kerbs, drainage and new electric street lights. Mains water and sewers were also installed. As the size and volumes of vehicles grew, so the road increasingly dominated the village. In the 1990's, the A47 Castor/Ailsworth bypass was constructed to the north of the village allowing the installation of traffic calming works. These have attempted to re-create the more tranquil former appearance of the village.

2.1.19 Today, more than 75% of all buildings were built since 1950. This new development has comprised of housing estates and infill between surviving old buildings. Since 2004 one major housing development of 48 dwellings has occurred in "Normangate", off Station Road, and 8 single dwellings have been built on various sites throughout the village. The total of these 56 new dwellings represents an increase of 27% of the original 207 dwellings recorded in 2004. The form and nature of the historic settlement and its immediate surroundings have probably changed in character and appearance more in the last 75 years than the previous 750.

2.2 HOW THIS NEIGHBOURHOOD PLAN WAS PREPARED

2.2.1 A joint parish meeting arranged by Ailsworth and Castor Parish Councils was held at the village school on 16 July 2014 and attended by nearly 300 residents. Those attending from each of the two parishes agreed by a show of hands that the Parish Councils should work jointly and that each would prepare Neighbourhood Plans. Over 70 volunteers willing to help with the process put their names forward at the meeting and it

was agreed that the Parish Councils would commence the process by applying for designation of each parish as a Neighbourhood Area.

2.2.2 The whole of Ailsworth Parish was designated as a Neighbourhood Area on 7 October 2014. A brief was drawn up on behalf of the Parish Councils in September 2014 for the establishment of a joint Neighbourhood Plan group drawn from volunteers to prepare the two plans in concert, with the intention that they should focus on the following areas:

- Natural Environment
- History and Culture
- Transport including walking, cycling, horse riding, public transport and cars
- Community and social Issues, including education and caring for the elderly, housing and employment
- Built Environment
- Coordination and all other matters including consultation arrangements and information base.

2.2.3 Parish Council representatives met with the Senior Strategic Planning Officer (Sustainable Growth) from Peterborough City Council (the PCC NP adviser) on 15 January 2015, following which the joint parish Neighbourhood Plan Steering Committee formed on 24 March 2015, with representatives from both Ailsworth and Castor Parish Councils. Further volunteers were recruited to form the Neighbourhood Plan 'Content Group', together with the Steering Committee referred to as the Neighbourhood Plan Group (NPG), together to take forward work on the areas identified above.

2.2.4 Consultations were conducted in three phases:

- Phase 1: Developing the Vision, Objectives and Strategy – establishing the issues; considering the options; obtaining residents' views and drafting proposals for vision and objectives.
- Phase 2: Vision, Objectives and Strategy – consulting residents and others on those draft proposals.
- Phase 3: Pre-submission Draft Plan – consulting residents and statutory consultees on the detail of the draft Neighbourhood Plan.

2.2.5 Further details of all the above are contained in the Consultation Statement associated with this Plan. This sets out in detail the views received, the consideration given to these, and the response chosen.

2.3 STRUCTURE OF THE PLAN

This Neighbourhood Plan document sets out:

- *The Vision and Objectives for the future of Ailsworth*, developed in parallel and complementing the vision for Castor
- *The Neighbourhood Plan Strategy – Sustainable Development for the Whole Community* – setting out the broader aims of the Plan's approach.
- *The Neighbourhood Plan Policies* – Providing the local policy framework for managing new development so that it contributes to the vision, aims and strategy for the parish.

3. VISION



THE NEIGHBOURHOOD PLAN VISION FOR AILSWORTH

- 3.1 Building on the work of the 2004 village design statement (including some additional work undertaken on behalf of the NPG during 2015), the Conservation Area Appraisal of 2009, and on wide-ranging consultation with the community and stakeholders over the last year, **there is a clear wish for the two parishes of Ailsworth and Castor to thrive as a vibrant, distinctive and connected pair of villages, to continue to respect the views of their shared community, to evolve and expand whilst retaining their distinctive rural character, and to provide an outstanding quality of life for current and future generations of residents.**
- 3.2 The vision for the Neighbourhood Plan is thus **to ensure that the two parishes continue, each as a flourishing village and a gateway to the natural environment provided by Castor Hanglands and by the lands of Nene Park Trust.** In this it supports the vision of both The Langdyke Countryside Trust (www.langdyke.org.uk) and the Nene Park Trust Masterplan (2017-2050) (<http://www.neneparktrust.org.uk/>). By maintaining a strong sense of community whilst embracing a sustainable and prosperous future as a place where people choose to live, work, and visit, it aims to be a real asset for the whole of Peterborough.

In 2036 we aspire to be:

- *A pair of parishes whose rural character and sense of 'community' has been maintained and developed.*
- *A rural village whose appearance has been preserved by the managed integration of new housing built to high standards of design, including energy conservation features.*
- *A rural community, set in an unusually rich environmental and heritage area, which actively responds to environmental issues and seeks to protect and enhance its countryside landscape, wildlife habitats, biodiversity and public greenspace.*
- *A rural community containing a vibrant and integrated social mix of people.*
- *A rural community whose housing needs have been met mainly through the development of a mixture of house types built on a restricted number of sites integral to the village.*
- *A rural community whose varied educational, medical, recreational, leisure and retail needs are met by a range of sustainable services and facilities.*
- *A rural community supported by a strong local economy.*
- *A rural community set in an area that continues to be an asset for the people of Greater Peterborough, attracting wide interest for its sites of national significance.*

A pair of parishes whose rural character and sense of 'community' has been maintained and developed.

- 3.3 The overwhelming view of local people is that the strengths of Ailsworth and Castor lie in their strong sense of community and identity as rural villages. The overall ambition for the Neighbourhood Plan is to conserve this rural village character.

A rural village whose appearance has been preserved by the managed integration of new housing built to high standards of design, including energy conservation features.

- 3.4 At the core of the village lies a conservation area with a range of listed buildings (heritage assets) that together create distinctive village settings. The village still retains a 'compact' appearance and, at present, the majority of people living in the village are within 10 minutes' walk of its focal points. As the village grows, the compact and rural character will be conserved, for the benefit of residents and visitors alike.

A rural community, set in an unusually rich environmental and heritage area, which actively responds to environmental issues and seeks to protect and enhance its countryside landscape, wildlife habitat, biodiversity and public greenspace.

- 3.5 In consultation events, the community has expressed its strong commitment to landscape, nature conservation and the protection of local green open spaces. Residents have a close relationship with the open countryside: most live within a 10-minute walk of the surrounding open farmland. Maintaining the compactness of the village, ensuring we protect and enhance our natural environment, together with developing enhanced footpath and cycle access, will serve to underpin this close relationship with the open countryside and ensure its survival into the next century and beyond.

A rural community containing a vibrant and integrated social mix of people.

- 3.6 The strong sense of community rests on the successful integration of people with a wide range of personal characteristics. There is a low crime rate, a high participation rate in community events, and a range of volunteer groups that provide care within the community, as well as social and recreational support. The community is committed to sustaining and developing these features.

A rural community whose housing needs have been met mainly through the development of a mixture of house types built on a restricted number of sites integral to the village.

- 3.7 The community recognises that some growth in its stock of housing is needed to underpin population growth for sustainable development. A mixture of housing types would maintain the broad age range and social mix of the community. A phased expansion of any new housing will be important to maintain the strong sense of community. A restriction of new housing to sites integral to the village would enable this character to be retained.

A rural community whose varied educational, medical, recreational, leisure and retail needs are met by a range of sustainable services and facilities.

- 3.8 The two villages together will continue to act as a focal point offering a range of complementary services and facilities for the surrounding area, not just local residents. This includes Upton, Sutton, and to some extent Marholm. The intake of the school, situated in Castor, extends significantly beyond the two parishes. There is therefore a need to ensure the sustainability of a range of different services, including employment, shopping, recreation, leisure and tourism, health and education, through adaptation and development.

A rural community supported by a strong local economy.

- 3.9 The two parishes together support a range of small businesses, although a significant number of residents commute for employment, or are retired. The development of local employment opportunities, supported by improved broadband services and other infrastructure, would help build a strong local economy, reduce the reliance on commuting, and help retain young people within the community.

A rural community set in an area that continues to be an asset for the people of Greater Peterborough, attracting wide interest for its sites of national significance.

- 3.10 People from Greater Peterborough and beyond will continue to use the opportunities of this parish for active leisure, such as cycling, walking, using the Nene Park Valley railway, and visiting sites of significant environmental and heritage interest. As the city of Peterborough continues to grow and mature as a great and thriving city, the area to its West, encompassing Nene Park, and Ailsworth with Castor, with our river, meadows, woodland and the Hanglands, will offer 'space to breathe' as an asset for the whole city.

4. OBJECTIVES



- 4.1 In support of this vision, the Parish Council will pursue, working in close collaboration with Castor Parish Council, the following eight objectives, which are developed in detail in this Neighbourhood Plan, and the associated Joint Community Action Plan, through four key policy areas:

Housing - A vital place to live

- *Deliver a housing growth strategy tailored to the needs and context of the village, incorporating sensitive development which fosters a vibrant social mix, protects and enriches the landscape, built setting and green spaces, as well as bringing back into use derelict/ unused/ underused buildings and land.*
- *Play our full part in reducing and mitigating environmental degradation and the impact of climate change, endorsing policies that have a positive effect on the environment, including those that remove or*

minimise flood risk, mitigate climate change effects, reduce our carbon footprint, and encourage wildlife.

Land use – An ancient and fragile landscape

- *Respect and where possible enhance the natural, built and historic environment, prioritising local distinctiveness in every element of change and growth.*
- *Protect and enhance heritage and environmental resources for the benefit of present and future generations.*

Social and Economic Development - A thriving village community

- *Maintain and develop the strong and established sense of place with a network of social and leisure opportunity.*
- *Strengthen and support local economic activity, wherever possible.*

Recreation and visitors – A space for Peterborough to breathe

- *Develop the parish as recreational destinations for Greater Peterborough along with wider special interest tourism for our significant sites.*
- *In support of all the above, seek on-going improvements to transport, accessed through a network of safe and convenient pedestrian, cycle links, bridleways, and public transport, supported by utility infrastructure and digital connectivity.*

5. STRATEGY AND PLANNING POLICY CONTEXT



- 5.1 In order to pursue these eight broad objectives, the Parish Council will also develop, apart from this 20-year Ailsworth Neighbourhood Plan, a Joint Community Action Plan in partnership with Castor Parish Council, covering the period 2017-2022, in order to address issues which are not directly related to land use and so outside the remit of a Neighbourhood Plan.
- 5.2 This Neighbourhood Plan aims to take account not only of the intrinsic character and beauty of the countryside and the need to support a thriving rural community, but also of national, regional and local policies, in the context of a presumption in favour of sustainable development.

The overarching framework of planning policy

National

- 5.3 The national expectation for sustainable development is about positive growth – making economic, environmental and social progress for this

and future generations. These three dimensions constitute what is sustainable in planning terms:

Economic – contributing to building a strong, responsive and competitive economy.

Social – supporting strong, vibrant and healthy communities.

Environmental – contributing to protecting and enhancing our natural, built and historic environment.

- 5.4 *Building for Life* is the industry-standard quality assessment for well-designed homes and neighbourhoods that we would wish to strongly encourage. It is endorsed by Government (Building for Life Partnership, 2012) and provides a twelve point criteria to measure the quality of new development. Schemes are scored on a traffic light system of Red (unacceptable and not of planning approval quality), Amber (partial success with room for improvement or mitigating circumstances) and Green (excellent/exemplary).

Local

- 5.5 This Neighbourhood Plan aims to maintain and develop the distinctive identity of the parish within the context of the Local Plan for Peterborough but also seek to develop a distinctive contribution to the leisure, recreation and tourist amenities available to residents of Greater Peterborough and beyond. We strongly support the aspirations of Peterborough to be an Environment City and this is reflected in our policies for housing, land use, and transport.
- 5.6 The Neighbourhood Plan builds on the intentions laid out in the Village Design Statement and Built Environment Audit of 2004 and the Conservation Area Appraisal Report of 2009. It also seeks to align with the visions of The Langdyke Countryside Trust and of the Nene Park Trust Masterplan 2017-2050 in terms of the natural environment. Finally, it aims to take into account the role and interests of the major landowners around the parish.

Strategy*A 21st century rural village community*

- 5.7 The intention of this Plan is to encourage development which builds on and grows the village identity and way of life that has evolved over time. It recognises that this evolution will continue as we move through the 21st century, but also that it will be crucial not to lose the very things that gives the village this distinctive ethos. It is what has drawn people to choose to live here, often staying for life.

A thoughtful and innovative approach to development

- 5.8 To achieve this, a thoughtful and innovative approach is required, which works positively with residents, landowners and developers taking a continuing interest in the future of the parish. That is the approach adopted for this Neighbourhood Plan, and on this basis the Parish Councils will look to engage positively with the statutory planning process to guide future development.

6. POLICIES



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- 6.01 The following suite of policies has been developed to manage the future development of Ailsworth in order to achieve the vision, objectives and strategy of this Neighbourhood Plan. Applicants and decision makers should consider all relevant policies in this plan as well as those in the latest adopted Local Plan when developing and deciding upon proposals.
- 6.02 To reflect the results of the wide range of consultation undertaken during the Neighbourhood Plan's preparation, and evidence of local issues and characteristics, the policies are separated into four themes – Housing, Land Use, Social and Economic and Recreation and Visitors.

- 6.03 To aid interpretation, for decision makers and applicants each policy is accompanied by supporting text setting out the context for the theme, the local community's views on that subject and the evidence, plans and strategies that offer support and evidence for its approach. All policies have been framed in the context of the National Planning Policy Framework and the Local Plan for Peterborough.
- 6.04 The Neighbourhood Plan is first and foremost a land-use document. However, a number of related issues, falling outside the planning system's remit, were identified by the local community during consultation events. Alongside this core Plan therefore a separate document, the Castor and Ailsworth Joint Community Action Plan, is being developed. This will set out these related aspirations so as to encourage interventions by wider stakeholders.

POLICY AREA 1 – HOUSING AND THE BUILT ENVIRONMENT

A VITAL PLACE TO LIVE



6.1.1 RATIONALE

6.1.1.1 Ailsworth is identified both as a Limited Growth Rural Village (*Peterborough Local Plan 2005*) and as a Limestone Village which also includes a conservation area (*Design and Development in Selected Villages – Supplementary Planning Document – Peterborough City Council 2011*).

- 6.1.1.2 People living in the parish appreciate the special qualities it possesses. Many chose the parish specifically for that reason. It is a great place to live and, in accommodating future housing growth, it will be vital that the qualities which make the village so successful are protected. Current residents accept that more people will want to come and live in the villages and that this is important to any thriving and evolving community. But although the community understands the need to accommodate some housing growth, at the same time there is a real concern that new development in or around Ailsworth could erode those very qualities that make the parish special, if it is not carefully managed in terms of its scale and design.
- 6.1.1.3 It is important that future growth creates high quality development which contributes to the character of the village and provides local benefit. The strategy, therefore, is to enable the provision of a choice of new homes to meet the needs of all sections of the community in a manner which respects the character of the village and wider parish.
- 6.1.1.4 Housing growth is thus to be accommodated in a sensitive way. This will primarily be based on small, modest-scale developments integral to the village. Future growth based on large-scale, inappropriate development along existing village boundaries will not be supported by the community. Some small-scale, dispersed development can be accommodated within the village envelope, and could provide fresh affordable housing opportunities to new and existing residents, and make a valid contribution to the housing numbers and deadlines defined by the emerging Peterborough Local Plan.

- 6.1.1.5 All development around the parish needs to also take into account the sight lines to Castor Church, which can be seen from Castor Hanglands, from the site of the Roman town of Durobrivae to the south, from the old A47 approach from Peterborough, and the old A47 approach from the A1. People have been able to see a building on this site from a distance for 1800 years – St Kyneburgha’s church tower is 900 years old and prior to this the Roman Praetorium is assessed by experts to have stood at the same height judging from the foundations. Sightlines to the core areas of both Ailsworth and Castor are significant aspects of the visual and historical landscape and can be equated to views seen by many past generations.
- 6.1.1.6 This is a village community, and it is clear from the range of consultation and engagement that it wishes to remain so. However, it is also recognised that the community wants to retain and develop facilities and that there is a general, but not complete, acceptance that steady growth is good for the vitality of our community.
- 6.1.1.7 This Plan therefore envisages planning for a total of around 20 houses to be built within the parish over the course of the next 20 years. This represents some 10% growth, which is in line with hierarchy strategy set out in the draft Local Plan, and phased so that the community benefits from the development, and welcomes and integrates new villagers. To achieve this, development will be kept tight to the current village envelope, with the possibility of small closely adjoining extensions in key sites.

6.1.1.8 We will use brown field sites and small land pockets, being sure to retain and add green spaces. We will refresh our Village Design Statement and use the experience and lessons from recent development in the village. We will encourage innovative home design mindful of the way people want to live, changes to government policy, the way people's needs change through their lives, environmentally friendly innovations and living side by side with nature. We are looking for controlled, steady growth, tight to the village envelope, and built to standards which are future-focused and ambitious but entirely in keeping with a village environment.

6.1.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Remain a village community mainly within the existing village envelope – 95% agreed (Phase 2)*
- *Limited future growth of up to 50-70 houses across Ailsworth and Castor over 20 years, with clear preference expressed for lower end of scale – 88% agreed (Phase 2)*
- *No large-scale housing development between the village and the A47 bypass – 79% agreed (Phase 1)*
- *Ensure design of any new housing in keeping with village character - 96% agreed (Phase 2)*
- *Maintain existing conservation area - with its mix of stone, brick and modern housing - 95% agreed (Phase 1)*
- *Encourage different types of housing to maintain social mix – 74% agreed (Phase 2)*
- *Ensure any new build has clear access without adding to core village traffic – 67% agreed (Phase 2)*
- *Improve village parking – 93% agreed (Phase 2)*

6.1.3 SUPPORTING PLANS AND POLICIES

Additional supporting policies and plans:

- *National Planning Policy Framework*
- *Ailsworth Village Design Statement 2004*
- *Design and Development in Selected Villages – Supplementary Planning Document – PCC 2011*
- *Peterborough Local Plan 2012*

Information about these documents and links to them can be found at:

<http://www.castorailsworthnps.com/evidence>.

A detailed checklist for development site assessment linked to the Village Design Statement is provided in Appendix 1 to this Plan.

6.1.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

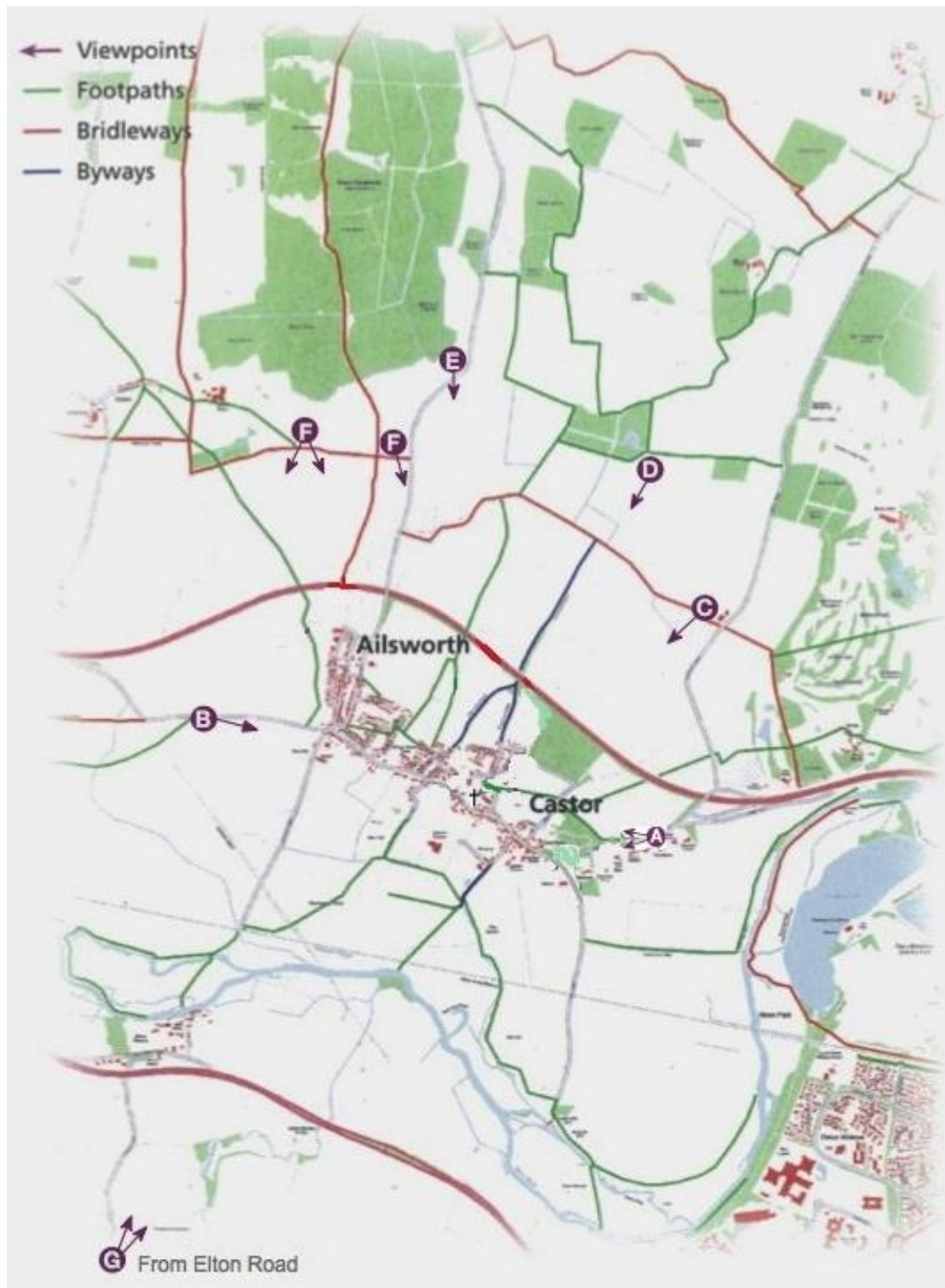
Policy AH1 Criteria for all building development within the parish

All development proposals should, wherever applicable, demonstrate clearly how they:

- a. *Take every opportunity, through design and materials, to reinforce local distinctiveness and a strong sense of place, while not preventing or discouraging appropriate innovation; and*
- b. *Incorporate relevant criteria in the Checklist for Site Assessment in Appendix 1 to this plan, which is drawn from the requirements of the Village Design Statement (2004) and guidance in the Design and Development in Selected Villages (PCC 2011) report; and*
- c. *Do not obscure or negatively impact views of St Kyneburgha's Church. Reference should be made to Map 2 which indicates those locations from which views of the church are particularly important; and*
- d. *Encourage improved environmental performance, such as through inclusion of rain water harvesting, grey water recycling, high standards of insulation or renewable energy systems, subject to no significant visual or other harm which arises from such installation; and*
- e. *Demonstrate that drainage of the development would not harm water quality or increase risk of flooding in any of the open surface water courses within the parish; and*
- f. *Identify, in a manner commensurate with the scale of proposed development, the realistic level of traffic it is likely to generate and assess the potential impact of this traffic on pedestrians, cyclists, road safety, parking and congestion within the parish and include measures to mitigate any impacts; and*

- g. Maximise opportunities to walk and cycle, as well as supporting public transport where possible; and*
- h. Given the rural location and limited public transport, ensure for any new dwelling adequate car parking provision, providing in the majority of cases at least two off-road parking spaces; and*
- i. Include suitable ducting from the public highway to allow the delivery of high-speed broadband to all properties within the proposal.*

Planning applications should be accompanied by clear information demonstrating how these criteria have been considered and met, and adequate justification for any departure from the criteria. Proposals that fail to meet the requirements, without such justification, or where the impacts cannot be suitably mitigated, will not be supported.



MAP 2: SIGHT LINES FOR ST KYNEBURGHA CHURCH - Map is reproduced from Village Design Statement (2004) with additional sight line points identified A-G. Further detail of each of these points can be found in the evidence section of the website at

<https://www.castorailsworthnps.com/ailsworthpolicyarea>

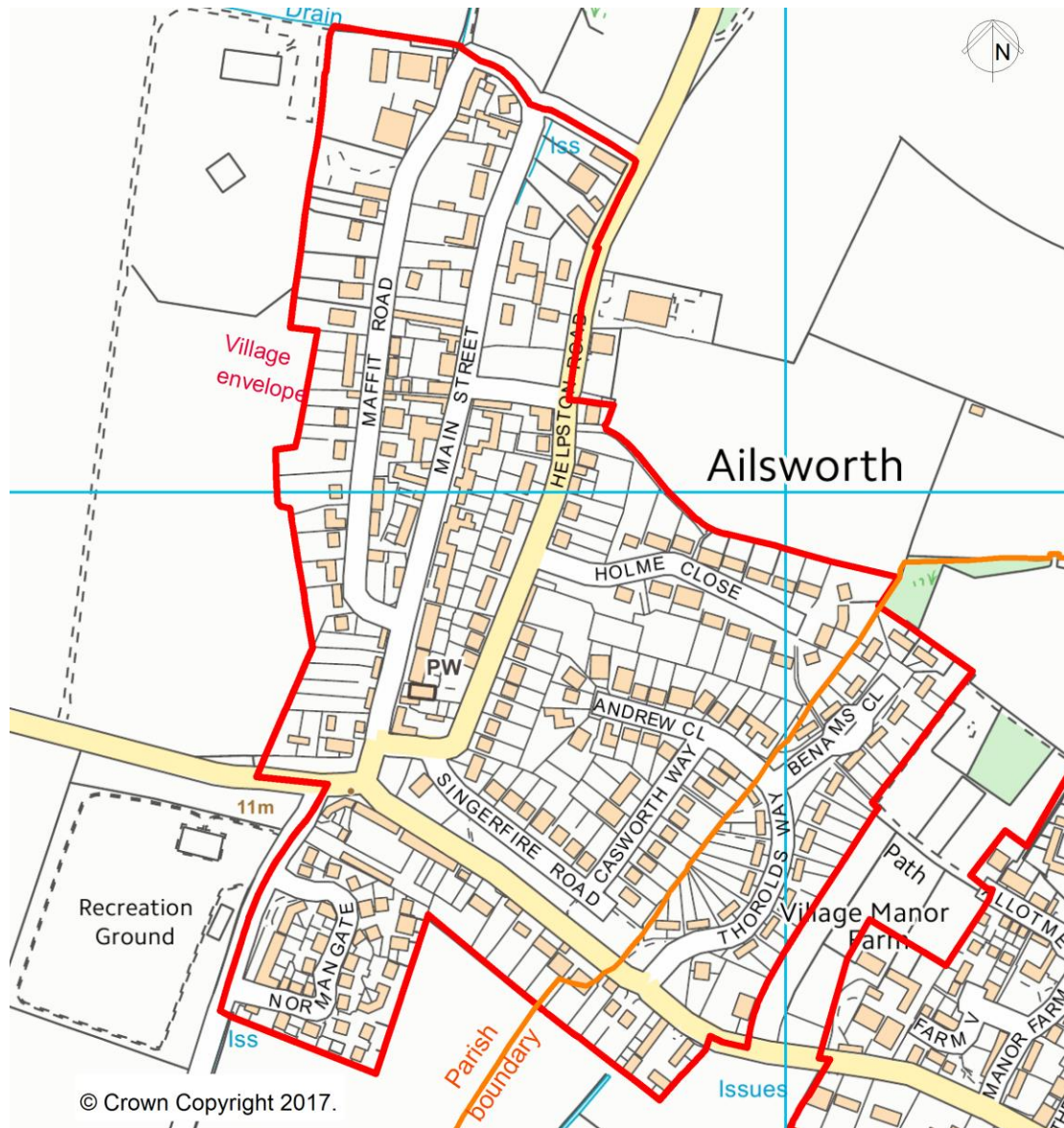
Policy AH2 Housing Growth

The housing growth of the village will be managed across the plan period to ensure steady growth of around 10% in dwelling numbers through the plan period, as calculated from 1 April 2017, allowing for a total of some 20 new dwellings by 2037. If a proposal, in conjunction with other dwellings built or with a live permission, would result in the total number of dwellings exceeding this 20-dwelling growth level, it must be accompanied by evidence of clear local community support for the proposed scheme (demonstrated through a thorough and proportionate pre-application community consultation exercise).

Proposals involving the creation of new dwellings will be supported, providing that these will:

- a. be located within the village or immediately about the village envelope (see map 3); and*
- b. enable suitable and safe access for vehicles and pedestrians and will not result in an unacceptable impact on the village road network; and*
- c. not result in an unacceptable impact on protected and local open spaces identified in Policy ALU3; and*
- d. respect the village built character and the surrounding landscape character; and*
- e. be of an appropriate scale for the village context, typically for 10 dwellings or fewer, unless there are exceptional circumstances where the site is appropriate for a development of more dwellings given the site context and the clear benefits it will deliver for the community.*

Proposals that do not satisfy these requirements will not be supported.



MAP 3 - AILSWORTH VILLAGE ENVELOPE – shown by redline.

(Please note a small part of Castor Parish boundary falls within Ailsworth village envelope and is covered by the Castor Neighbourhood Plan – see more detailed map referred to in Appendix 2)

POLICY AREA 2 – LAND USE

AN ANCIENT AND FRAGILE LANDSCAPE



6.2.1 RATIONALE

6.2.1.1 Ailsworth is a rural parish. There have been significant developments within the parish in the last sixty years, whilst still maintaining the important green spaces which contribute to this rural character. In keeping with the Government's review of England's wildlife sites *Making Space for Nature*, places for wildlife across the parish will be made 'better, bigger and more joined up'.

6.2.1.2 The areas around the parish contain significant wildlife value. These range from the nationally acclaimed Barbel fishing in the River Nene to the South, where perfect conditions create huge specimens of this fish that appear in national fishing magazines and attract fishermen and nature lovers from all over the country, to Castor Hanglands National Nature Reserve to the North of the parish.

Both Castor Hanglands in Ailsworth parish and Castor Flood Meadows in the neighbouring parish of Castor are designated as Sites of Special Scientific Interest, whilst Castor Hanglands is also a national nature reserve. The unspoilt countryside thus has great value in terms of its wildlife contribution, as well as both historical and cultural importance to the community.

- 6.2.1.3 The open agricultural fields surrounding the village provide sanctuary for brown hares in which to raise their leverets, and for sky larks and lapwings to nest in the Spring. The hedgerows and small coppices which border the fields provide safe corridors for foxes, badgers, fallow and muntjac deer, hedgehogs and shrews, and provide nesting havens for many small birds such as dunnocks, nightingales, starlings, blue tits, yellow hammers and many other finches. Buzzards, Red Kites and small falcon species are regularly seen around the village. The water courses and ditches that surround many of the fields, which help drain the land, provide habitats where water plants, dragonfly and damsel fly larvae, frogs, greater crested and smooth newts, aquatic invertebrates and other aquatic life can live. This includes spring-fed ponds which would have served the two villages.
- 6.2.1.4 Castor Hanglands National Nature Reserve is a nationally important site, containing a remarkable variety of plant and animal life, and is unusual because four distinct habitats – woodland, grassland, scrub and wetland - are all within an area of some 220 acres. The main pond has the highest number of plant species of any pond known in the UK and is of national significance in its own right. The rare black hairstreak butterfly, the endangered greater crested newt and the protected common toad are all to be found within the Reserve. The scarce habitats attract migrants, in particular nightingales and turtle doves, two species which are declining nationally. The reserve is home to all three British woodpeckers, woodcock and the elusive

hawfinch. Rare plants include crested cow-wheat, lesser water-plantain, man orchid and narrow leaved water dropwort. Grass snakes hunt in the ponds and nest in the rough grassland, which also provides a home to harvest mice. The reserve contains a remnant of Ailsworth Heath, a tract of common land that features in a number of writings by the poet John Clare, who was born in the neighbouring Helpston parish.

6.2.1.5 The Neighbourhood Plan therefore seeks to protect and enhance all these assets, and also to connect them more fully to Nene Park Trust land to the south. We are also mindful of the failures to adequately protect biodiversity, which have accompanied other large-scale city development, and seek to ensure that past mistakes are not repeated.

6.2.1.6 The parish also has a rich historical and archaeological heritage. This dates back to Mesolithic and Neolithic times. In particular, the parish has signs of major Roman occupation, as well as Saxon activity. Work completed over many years by national authority Dr Stephen Upex, and completed in 2016, has mapped all the known evidence of these features across the parish in order to identify their significance for conservation and to inform any future development. A copy of his report is available on the Neighbourhood Plan website. Ailsworth also has four scheduled ancient monuments.

6.2.1.7 The Plan notes that there are areas of land within the Parish which are subject to Commons Rights following the Enclosure of the land within the parishes in 1898. These are shown on a map in the evidence base www.castorailsworthnps.com/castor. As part of the Joint Community Action Plan, the Parish Council will look at the re-registration of land with common rights under the act *The Commons Registration (England) 2014*.

6.2.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Important in terms of quality of life to maintain the natural countryside setting of the village – 98% agreed (Phase 1)*
- *Important to retain green spaces within the village – 98% agreed (Phase 2)*
- *Important to protect and improve wildlife habitats with the parish but outside the village – 93% agreed (Phase 2)*
- *Support the development of wildlife highways linking woodland, wetland and meadow from countryside north of the parishes down to the River Nene - 92% agreed (Phase 2)*
- *Protect access and the surrounds of Castor Hanglands - 90% agreed (Phase 1)*

6.2.3 SUPPORTING PLANS AND POLICIES

- *National Planning Policy Framework*
- *Ailsworth Village Design Statement 2004*
- *Ailsworth Conservation Area Appraisal 2009*
- *Langdyke Countryside Trust Strategy*
- *Nene Park Trust Master Plan 2017-2050*
- *Green Infrastructure Strategy - Peterborough City Council/James Fisher 2016*
- *The Distribution and Significance of Archaeological Sites (Upex 2016)*
- *Schedule of Ancient Monuments*
- *Making Space for Nature: A review of England's Wildlife Sites and Ecological Network (DEFRA 2010)*

Information about these documents and links to them can be found at:

<http://www.castorailsworthnps.com/evidence>.

6.2.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy ALU1 Environmental impact

New development should not harm the network of local ecological features and habitats. New development will be expected to maintain and enhance existing ecological corridors and landscape features (such as watercourses, ponds, hedgerows and tree-lines) for biodiversity, wherever appropriate, and show how any adverse impact will be managed or mitigated to make the development acceptable.

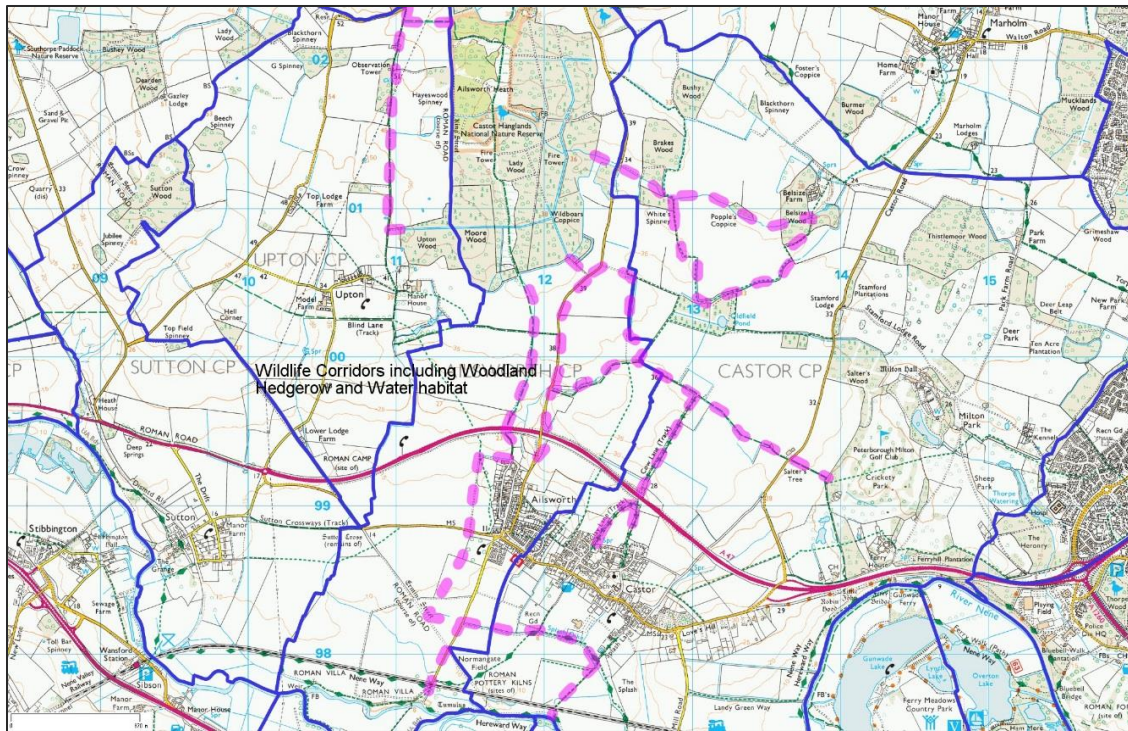
Developments that incorporate measures to sustain wildlife will be encouraged.

Castor Hanglands SSSI and other nationally, regionally and locally designated wildlife sites will be protected. Any proposals that would result in an unacceptable impact on a protected site will not be permitted unless it can be adequately mitigated or any benefits would clearly outweigh the harm, taking into account the status of the site being affected.

Policy ALU2 Wildlife corridors

In order to protect significant wildlife and promote biodiversity, any development proposals should take account of the need to strengthen and where possible enhance wildlife corridors linking the Nene Valley to Castor Hanglands, Helpston and beyond, illustrated in pink on Map 4 (more detail of these is referenced in Appendix 2). Any proposal that would sever an identified wildlife corridor will be resisted, unless a suitable alternative route for the corridor can be delivered.

The wildlife corridors shown on Map 4 should be conserved and, where possible, enhanced. Proposals should, wherever possible and relevant, deliver strong green links between Castor Hanglands and other protected sites. Proposals which help to connect the nationally important wildlife sites linked to Castor Hanglands with other regionally and locally important wildlife sites within the parish and beyond its boundaries, including to Castor Flood Meadows, will be strongly encouraged, as would those to develop landscape features such as trees, hedgerows and ponds restoration, along with appropriate buffer zones and stepping stones.



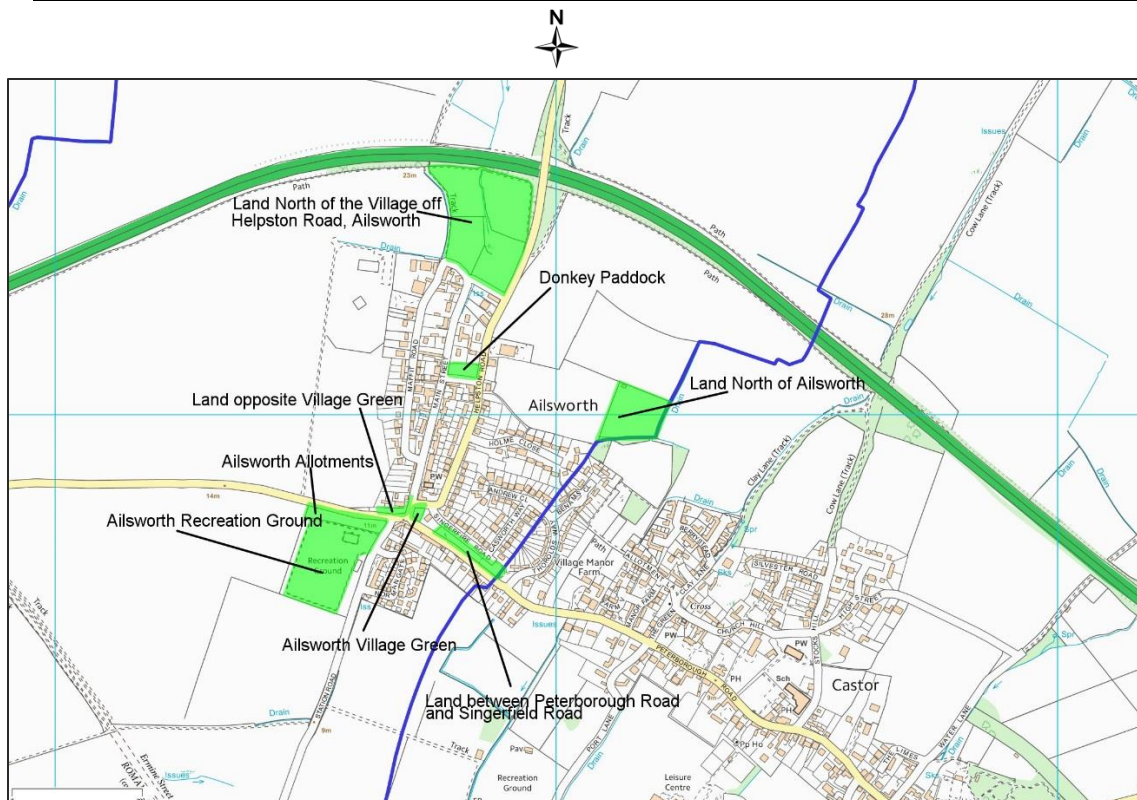
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MAP 4 – CASTOR HANGLANDS SHOWING WILDLIFE CORRIDORS

Policy ALU3 Open spaces

Development which would result in the loss of the following existing important open spaces, shown on the associated map 5, will not receive planning permission, 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.

- *Recreation Ground, Ailsworth*
- *Allotments, Ailsworth*
- *Opposite Village Green, Ailsworth*
- *Village Green Ailsworth*
- *Between Peterborough Road and Singerfire Road*
- *Land north of Ailsworth*
- *Donkey Paddock, Ailsworth*
- *Area to north of village, off Helpston Road, Ailsworth*

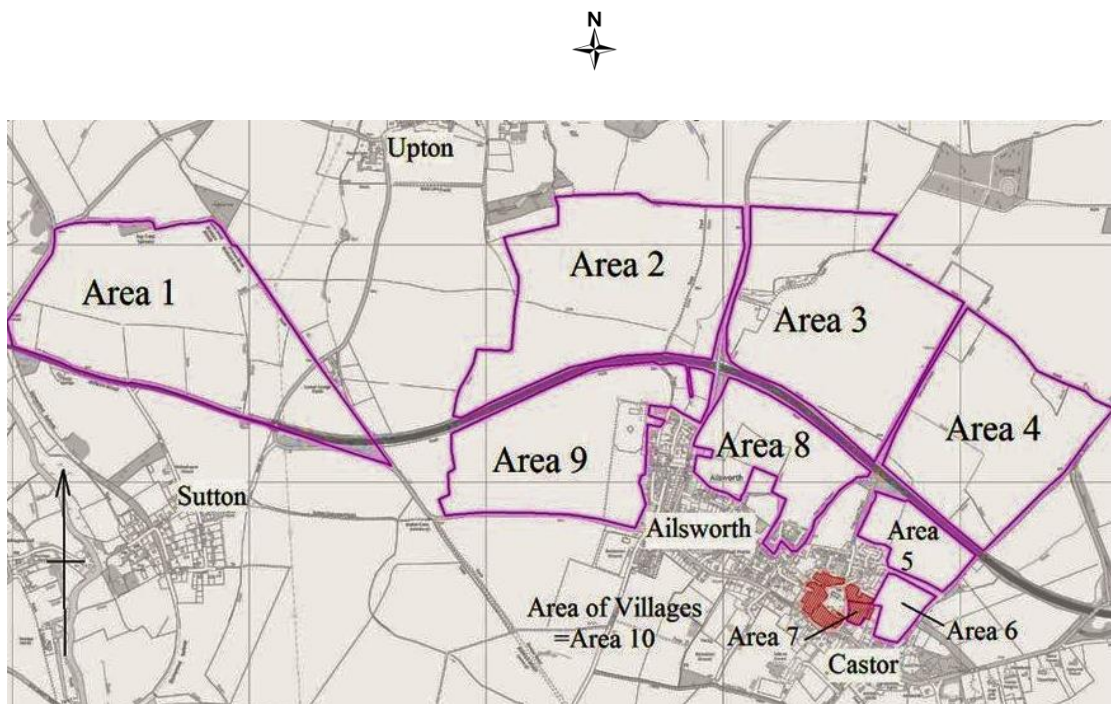


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MAP 5 – LOCATION OF IMPORTANT OPEN SPACES

Policy ALU4 Protection of the historic environment

Where relevant, development proposals should demonstrate how the archaeological and historic features within the parish, identified in the report “The Distribution and Significance of Archaeological Sites” (Upex 2016), will be evaluated and documented, have been taken into account in the design of the scheme, and how no unacceptable impact on these features will result. The key areas analysed in the report are shown in Map 6, with the detail contained in the report.



MAP 6 – GENERAL MAP SHOWING AREAS CONTAINING ARCHAEOLOGICAL SIGNIFICANCE TAKEN FROM THE PETERBOROUGH HISTORIC ENVIRONMENT RECORD (Upex 2016)

Note: Reference map for Areas 1- 10 is covered in detail in the report (The Distribution and Significance of Archaeological Sites; Upex 2016) located in Evidence at www.castorailsworthnps.com. Each area has maps detailing information taken from HER (Historic Environment Record) and Dr Upex's collection of aerial photographs from the last 40 years. In addition, please note the summary of Scheduled Ancient Monuments for Castor and Ailsworth also located in the Evidence section of the website.

POLICY AREA 3 – SOCIAL AND ECONOMIC A THRIVING VILLAGE



6.3.1 RATIONALE

Sustaining local businesses and improving local facilities remain key Plan priorities. The Plan is positive about new employment development, of an appropriate scale, within the parish, including support for home-based and land-based working. It recognises the importance of high-speed communications and the necessary supportive infrastructure. It also seeks to ensure that off-road parking provision in new developments reflects the needs of a rural parish and that sufficient parking spaces are provided in a form that is designed well and does not obstruct residential streets.

6.3.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Support thriving village school and pre-school – 95% agreed (Phase 2)*
- *Support initiatives which help ensure viability of small village businesses, especially pubs, eateries, shop – 90% agreed (Phase 1 and 2)*
- *Maintain and support the development of a GP surgery within one or other village - 94% agreed (Phase1)*
- *Retain a village hall – 98% agreed (Phase 2)*

6.3.3 SUPPORTING PLANS AND POLICIES

- *CPRE – The rural economy – Policy Guidance Note 2014*
- *Rural Vision and Parish Charter – PCC 2015*

Information about these documents and links to them can be found at <http://www.castorailsworthnps.com/evidence>.

6.3.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy ASE1 Retail and business development

Proposals that improve retail facilities, food and drink uses within Use Classes A3 (restaurants and cafes) and A4 (public houses, wine bars or other drinking establishments) classes of use, or other facilities that serve the parish, whether through new facilities or expansion of existing facilities, will be encouraged, subject to meeting the requirements of policy AH1, and providing they do not have an adverse impact on residential amenity and include adequate provision for car parking.

Unless exceptional circumstances can be demonstrated, only business development which falls within Use Class B1 will be supported, subject to the same conditions.

Note: Class B1 use is defined as an office other than with class A2 (financial services), for research and development purposes and light industrial use (that which can be carried out in a residential area without detriment to the amenity of that area by way of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit).

Policy ASE2 Working from home

Planning permission for development that enables home working will be supported if the development:

- a. is in keeping with the scale, form and character of its surroundings; and*
- b. has good access to and from the A47 and does not generate significant additional traffic through the villages of Ailsworth or Castor; and*
- c. offers safe and suitable access for workers and customers, provides adequate off-street parking for any anticipated vehicle or cycle movements (such as will arise from deliveries or customers), and would not result in any unacceptable impact on highway safety; and*
- d. is not likely to result in any unacceptable impact on neighbouring properties or their occupants.*

Policy ASE3 Health care

The development of land adjacent to or within the village envelope to provide a doctors' surgery or other primary health care facility will be supported provided that:

- a) *the development would provide a safe and convenient access by foot, cycle and public transport; and*
- b) *adequate car parking is provided within the development to serve staff and patients; and*
- c) *the design of the development is in accordance with other policies of this Plan; and*
- d) *the noise and disturbance likely to be caused by the use of the premises would not be unacceptably detrimental to the amenities of occupiers of nearby properties.*

POLICY AREA 4 – RECREATION AND VISITORS

A SPACE FOR PETERBOROUGH TO BREATHE



6.4.1 RATIONALE

The Neighbourhood Plan seeks to build on the long-standing traditions of the parish as a place for Peterborough people to visit and to enjoy the distinctive landscape, environment and wildlife, and the heritage assets, as well as for leisure and recreation.

The development of local community facilities will be supported, particularly with regard to sport and leisure. Improved public transport, walking, cycling and bridleway connections will be promoted. The maintenance and improvement of existing footpaths and bridleways, and the creation of new ones, throughout the Parish, are vital parts of maintaining the rural atmosphere of the locality. We will want to ensure that new housing development has adequate footpath provision and cycle way access to the village and to the countryside.

6.4.2 COMMUNITY FEEDBACK

The processes set out in the associated Consultation Statement revealed the following key issues in relation to this topic that the policy seeks to address.

- *Protect historic buildings and archaeological sites within the parishes - 94% agreed (Phase 2)*
- *Encourage access by visitors to such sites and buildings – 88% agreed (Phase 2)*
- *Improve and develop village footpaths (86% agreed), cycleways (82%) and bridleways (68%) to encourage alternatives to car travel – (Phase 2)*
- *Support and improve local sports facilities, recreation grounds and playgrounds – 91% agreed (Phase2)*

6.4.3 SUPPORTING PLANS AND POLICIES

- *Langdyke Countryside Trust Strategy*
- *Nene Park Trust Master Plan 2017-2050*

Information about these documents and links to them can be found at <http://www.castorailsworthnps.com/evidence>.

6.4.4 POLICIES OF THIS NEIGHBOURHOOD PLAN

Policy ARV1 Rural recreation and sport

Development of facilities for rural recreation and sporting activities which both serve the local community but may also make a distinctive contribution to the facilities available for nearby urban and suburban areas will be encouraged.

Any proposals for the provision of new dwellings within the parish should demonstrate how suitable provision will be made for residents to have access to recreational space.

Policy ARV2 Footpaths, cycleways, and bridleways

New housing development should include adequate footpath and cycle access. Any new developments must respect and preserve existing rights of way, such as footpaths and bridleways, across the parish.

Support will be given to proposals which would increase or improve the network of cycleways, including the Green Wheel extension, footways and footpaths, and bridleways, especially those designed to link Nene Park Trust's rural estate up to parish land to the north of the bypass, as well as connecting the village to other surrounding villages and improving access for leisure to the River Nene and the Nene Valley railway.

Policy ARV 3 Visitor access

Development proposals that promote visitor access and any necessary support services to Nene Park rural estate will be supported providing they do not result in unacceptable impact from increased vehicle movements within the villages of Ailsworth or Castor.

7. NEXT STEPS



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- 7.1 This Neighbourhood Plan will be delivered and implemented over a long period and by different stakeholders and partners. It should be seen in context with the Joint Community Action Plan for Castor and Ailsworth, currently being prepared, which seeks to address related issues not directly concerned with land use.
- 7.2 The Neighbourhood Plan is not a rigid “blue-print” but provides instead a “direction for change” through its vision, objectives, strategy and policy. Flexibility will also be needed as new challenges and opportunities arise over the Plan period. In this respect periodic review will be crucial.

7.3 There will be three strands of activity which will direct delivery and each is important in shaping Ailsworth in the coming years. These are:

- Securing the right private sector investment in the Parish through new development will be crucial. The statutory planning process, will direct and control private developer and investor interest in the Parish in the context of the Neighbourhood Plan and the wider Local Authority and National Planning Policy Framework.
- Investment in, and management of, public services, assets along with other measures to support local services and their vitality and viability for the village. In the context of the prevailing economic climate and public funding, there is a recognition that public investment in the village will be challenging to secure.
- The voluntary and community sector will continue to have a strong role to play particularly in terms of local community infrastructure, events and village life. This sector may play an even stronger role in the future.

7.4 In terms of the key areas of action, the following summarises the Parish Council's approach to delivery and implementation.

Housing Growth:

Local Character:

The Parish Council will work with residents, owners of land and buildings, and other stakeholders to bring back into economic use brown field sites and vacant properties, especially those which make a positive contribution to the character of the area.

Landscape and Environment:

The Parish Council will work with Nene Park Trust, The Langdyke Countryside Trust and The Friends of Castor Hanglands and Ailsworth Heath to ensure that the wildlife and countryside of the parish are protected.

Local Facilities:

The Parish Council will work with local organisations and the City Council to improve facilities and services for local people.

Local Economy:

The Parish Council will encourage businesses to improve local employment opportunities. The creation of more individual retail units within the Parish will be encouraged.

Transport and Communication:

The Parish Council will work to find ways to improve road safety as part of any development, and address parking issues, as part of any development.

This Ailsworth Neighbourhood Plan is a “living” document and as such will be reviewed every five years, alongside the Joint Community Action Plan.

APPENDIX 1

The Parish Council will work with developers and the Local Authority to deliver the envisaged incremental growth over the Plan period.

Checklist for development site assessment

Reference: Village Design Statement and Design and Development in Selected Villages (PCC 2011) - downloadable from the parish website.

	Characteristics of development
VDS 12.2.2	New buildings should respect the surrounding development, in terms of height, size, shape and roof pitch. No buildings should exceed three storeys in any circumstances and in general two storeys should be the maximum. The built Environment Audit shows materials in each zone.
	Developments of more than 2 homes are different in size and design and consider, where possible, including small flexible homes for downsizing / less mobile people.
	Wheelie bins can be made available for collection on home site at collection times without obstructing traffic / pathways.
VDS 12.2.10	Existing footpaths and bridleways are retained. Any future developments should try to retain the line of existing footpaths. If diversions are necessary, they should provide a pleasant walking environment. Any opportunities for new footpaths should be encouraged.
VDS 12.2.11	Existing open spaces should be retained and the inclusion of green areas within new developments is very much encouraged.
VDS 12.2.12	Any new development should be designed to minimise the visual and road safety impact of parked cars.
VDS 12.2.15	Roads should reflect the rural nature of the village and if kerbs are necessary, these should be as discrete as possible.
VDS 12.2.16	Native trees and hedges should be planted in new developments wherever practicable.

	Building design
VDS 12.2.3	The design of any new building, extension or alteration to an existing building must always be sympathetic to its neighbours and in keeping with the village character. The design should take into consideration not only the obvious view from the road, but also views afforded by surrounding footpaths. This guideline also applies to conservatories, which although not always requiring planning permission, may have a strong visual impact on their surroundings.
VDS 12.2.4	In order to maintain the village character, stone (or artificial stone) should be encouraged, particularly in the conservation areas. In other areas building materials should be chosen to blend with surrounding properties. Wall materials should be within the range found in a particular zone.
VDS 12.2.5	Architectural features should be in keeping with the scale and style of the property and reflect good building practice. A variety of local vernacular details would be welcome and should be encouraged where appropriate (see section 8 VDS).
VDS 12.2.6	Roof materials should be within the type and colour range of those existing in the village. In the conservation areas, particular care should be taken to ensure consistency both in materials and details such as size and grading of tiles and the treatment of ridges and rainwater goods. Where there is consistency in a given zone this must be respected.
VDS 12.2.7	Windows and external doors in new buildings should be consistent with the style of the property and should respect the style of original windows and be set back to the same degree as the originals. Modern materials, finishes and mechanisms may be used providing the design is appropriate to the building in question.
VDS 12.2.8	Dormer windows are a feature of the village and are acceptable provided the design is suitable to the property. Flat dormers should be avoided.
VDS 12.2.9	Existing stone boundary walls should be retained. Extension of existing walls and building of new boundary walls should be encouraged. These should be of stone or brick with local capping details and a drip course. The materials chosen should be sympathetic to the local environment and should reflect the materials of the building or adjacent walls, as appropriate. The type of pointing used for the stone walls is also important and should follow local styles. Heights and styles of boundary walls should reflect existing walls. High, close-boarded fencing is generally inappropriate as a frontage for domestic boundaries.
VDS 12.2.14	Modern architecture that complements existing buildings is welcome.

APPENDIX 2

List of supporting evidence sources available on website

The following additional evidence sources used to develop the policies of this Neighbourhood Plan, over and above the supporting plans and policies listed in Section 6, can be found on the neighbourhood plan website:

<http://www.castorailsworthnps.com/evidence/appendix2>

POLICY AREA 1 – HOUSING AND THE BUILT ENVIRONMENT

PCC guidance on NEIGHBOURHOOD PLANNING Position Statement on ‘Strategic’ Policies: Ailsworth Neighbourhood Area Date statement prepared: 30/01/2015

Peterborough Planning Policies DPD Development Plan Document: Adopted 5.12.12

Peterborough Local Development Framework, Peterborough Core Strategy Development Plan Document Adopted 23.2.11

Planning Policies Map - Ailsworth provides a fuller picture of the village envelope/parish boundary

Neighbourhood Plan Built Environment Audit (Updated 2016)

Evidence on sight lines of Castor Church and views into villages

Building for Life 12 - Third edition

Design and Development in Selected Villages (2011)

Ailsworth Conservation Area Appraisal Report and Management Plan - February 2008_

Castor & Ailsworth Village Design Statement (2004)

POLICY AREA 2 – LAND USE

Planning Policies Map - District

details the planning policies and protection for Castor and Ailsworth Parish land

Making Space for Nature: a review of England's Wildlife Sites and Ecological Network (DEFRA 2010)

The Distribution and Significance of Archaeological Sites (Ailsworth and Castor) (Upex, S. 2016)

Langdyke Countryside Trust vision and objectives (2015)

Nene Park Trust Master Plan 2017 - 2050 (agreed in 2016 and to be published in 2017)

Cambridge and Peterborough Environmental Records Centre (CPERC) designated sites and habitats

Explanation for policy ALU1 – Environmental Impact

Land with Common Rights in Castor and Ailsworth

PCC Green Grid Strategy 2007 and emerging PCC Green Infrastructure Strategy (2016 draft)

Scheduled Ancient monuments and areas (2 maps) and list of monuments for Ailsworth

Map: detail of wildlife corridors based on existing landscape features and wildlife patterns

POLICY AREA 3 – SOCIAL AND ECONOMIC

CPRE The Rural Economy

Rural Vision and Parish Charter (2015)

POLICY AREA 4 – RECREATION AND VISITORS

Langdyke Countryside Trust Strategy

Nene Park Trust Master Plan 2017 – 2050 (agreed 2016, to be published 2017)

Survey of visitors to Castor and Ailsworth (2016)



www.castorailsworthnps.com

PETERBOROUGH CITY COUNCIL
AILSWORTH NEIGHBOURHOOD PLAN
FINAL DECISION STATEMENT

13 December 2017

1. Summary

- 1.1. Following a positive referendum result on 2 November 2017, Peterborough City Council has made the Ailsworth Neighbourhood Plan part of the Development Plan at a full Council meeting on Wednesday 13 December 2017.

2. Background

- 2.1. Peterborough City Council resolved to designate all of the Parish of Ailsworth as 'Ailsworth Neighbourhood Area' on 7 October 2014 in accordance with section 61G of the Town and Country Planning Act (1990) (as inserted by the Localism Act (2011) and in accordance with the Neighbourhood Planning (General) Regulations (as amended).
- 2.2. Following the submission of the Ailsworth Neighbourhood Plan to Peterborough City Council, the plan was publicised and representations were invited from the public and stakeholders. This six week consultation period ended on 26 June 2017.
- 2.3. Peterborough City Council appointed an independent examiner, David Kaiserman BA DipTP MRTPI, to review whether the plan meets the basic conditions as set out in Schedule 4B of the Town and Country Planning Act (1990) and should proceed to referendum.
- 2.4. The examiner's report concludes that, subject to a number of minor modifications, the Ailsworth Neighbourhood Plan meets the 'basic conditions' and other relevant statutory requirements and therefore should proceed to referendum. Peterborough City Council concurred with this conclusion and decided on 20 September 2017 that the modified plan should go to referendum.
- 2.5. This referendum was held on Thursday 2 November 2017 and 97.7% of those voting were in favour of the plan. Paragraph 38A (4)(a) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that the Council must make the neighbourhood plan if more than half of those voting have voted in favour of the plan. The Council is not subject to this duty if the making of the plan would breach, or would otherwise be incompatible with, any EU obligation or any Convention rights (within the meaning of the Human Rights Act 1998).

3. Decision and Reasons

3.1. The Ailsworth Neighbourhood Plan, incorporating the examiner's recommended modifications meets the basic conditions set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990, is compatible with EU obligations and the Convention rights and complies with relevant provision made by or under Section 38A and 38B of the Planning and Compulsory Purchase Act (as amended).

3.2. The referendum held on 2 November 2017 met the requirements of the Localism Act 2011, it was held in the Parish of Ailsworth and posed the question:

'Do you want Peterborough City Council to use the Neighbourhood Plan for the Ailsworth Neighbourhood Area to help it decide planning applications in the neighbourhood area?'

3.3. The count took place on 2 November 2017 and more than 50% of those who voted were in favour of the plan being used to help decide planning applications in the Ailsworth Neighbourhood Area. The results of the referendum were:

Response	Votes	Percent of total
Yes	301	97.7%
No	6	1.9%
Rejected ballot papers	1	0.4%
Turnout	308	100.0%

3.4. The Council has assessed that the plan including its preparation does not breach, and would not otherwise be incompatible with, any EU obligation or any of the Convention rights (within the meaning of the Human Rights Act 1998).

3.5. The Council decided at its meeting on 13 December 2017 to make the Ailsworth Neighbourhood Plan part of the Development Plan for Peterborough.

CABINET	AGENDA ITEM No. 12
20 NOVEMBER 2017	PUBLIC REPORT

Report of:	Simon Machen - Corporate Director Growth and Regeneration	
Cabinet Member(s) responsible:	Councillor Hiller - Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Charlotte Palmer, Group Manager - Transport and Environment	Tel. 453538

JUNCTION 18 (RHUBARB BRIDGE) CROSS PARTY WORKING GROUP PROPOSAL

R E C O M M E N D A T I O N S	
FROM: Corporate Director of Growth and Regeneration	Deadline date: N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Agree to form a Cross Party Working Group to consider: <ol style="list-style-type: none"> a. Whether it is technically and financially feasible to reassign the proportion of the overall budget allocated to demolish the footbridges to instead make significant repairs to the bridge at Junction 18 (Rhubarb Bridge) b. Examine the long term solutions for a replacement bridge at Junction 18 (Rhubarb Bridge) and determine the preferred option to recommend to Cabinet. 2. Approve the proposed Terms of Reference for the Cross Party Working Group for Junction 18 (Rhubarb Bridge). 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the Council meeting held on 11 October 2017. At that meeting Council resolved that it noted the petition (debate 'Lack of Public Engagement and Consultation on LTP4') and referred it for further consideration to the Cabinet with a recommendation that they set up a Cross Party Working Group to examine fully costed options for the improvement of Junction 18 (Rhubarb Bridge) and consider the comments made by the petitioner and Members of this Council, the purpose of which would be to ensure that priority was given to pedestrians and cyclists in line with the transport user hierarchy in the fourth Local Transport Plan.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to ask Cabinet to agree to form a Cross Party Working Group to consider whether it is technically and financially feasible to reassign the proportion of the overall budget allocated to demolish the footbridges to instead make significant repairs to the footbridge at Junction 18 (Rhubarb Bridge); to examine long term solutions for a replacement footbridge and determine the preferred option to recommend to Cabinet; and to approve the terms of reference for the group.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3, *'To take a leading role in promoting the economic, environmental and social well-being of the area.'*

3. **TIMESCALES**

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

4.1 Junction 18 is a fully signalised key interchange within the parkway network which provides access to the city centre via the A15 Bourges Boulevard, the north of Peterborough via the A15 Lincoln Road and the A47. Approximately 60,000 vehicles use the junction daily, 1,260 pedestrians and 540 cyclists. The junction includes six bridges which provide elevated access over the circulatory carriageway of Junction 18 and access beneath the A47 Soke Parkway via an underpass. The bridges were constructed in the 1970s as part of the New Town infrastructure.

4.2 The Local Transport Plan 4 (LTP4), which was considered by Scrutiny Committee and subsequently adopted by Council in January 2016, identifies Junction 18 as a scheme to be delivered within the period of the plan (2016-21). The proposed package of work that has been developed as a result of this and as part of Executive Decision AUG17/CMDN/30 would:

- Increase capacity and reduce congestion. The capacity improvements would include widening on the north and east segments of the circulatory carriageway of the roundabout and on the westbound off-slip from the A47 and northbound A15 approaches. In addition, the exits onto the westbound A47 on-slip and A15 north would also be widened.
- The signals would be upgraded to run on a sophisticated system that would allow them to react on a real-time basis to varying levels of traffic from vehicles, pedestrians and cyclists including provision to cater for extreme traffic events.

4.3 This scheme which is included in the fourth Local Transport Plan and the Council's capital programme originally involved removal of the pedestrian and cycle bridges at this junction and their replacement with at-grade crossings. However, as a result of public concern the Council committed in its 'Response report to call-in on an Executive Decision - Approval for Junction 18 (Rhubarb Bridge) Highway Works - AUG17/CMDN/30' to explore a temporary option, which is to assess the technical and financial feasibility of re-assigning the proportion of the overall budget allocated to demolish the footbridges to instead make significant repairs to the bridges as capital investment. The scheme has been put on hold whilst this assessment is undertaken and we expect to have the outcome of the assessment in the new year.

4.4 Following a petition (Debate 'Lack of Public Engagement and Consultation on LTP4') presented to Council on 11 October 2017 it was resolved that Council noted the petition and referred it for further consideration to the Cabinet with a recommendation that they set up a Cross Party Working Group to examine fully costed options and that would consider the comments made by the petitioner and Members of this Council, the purpose of which would be to ensure that priority is given to pedestrians and cyclists in line with the transport user hierarchy in the fourth Local Transport Plan.

4.5 In addition, the Combined Authority were notified in October that their bid to the Department for Transport as part of the National Productivity Investment Fund (NPIF) for capacity improvement works at Junction 18 was successful. This bid was for an investment of £3.85m in 2018/19 with a match fund requirement from the Council of £1.65m. It is yet to be determined how the Combined Authority will pass this funding on to the Council. It will be a decision for the Council, as part of the budget setting process, to determine if this contribution can increase the overall level of funding available for the scheme or enables the Council to reduce its overall capital borrowing liability.

4.6 This paper sets out the proposed Terms of Reference (Appendix A) for the Cross Party Working Group which will determine the different options available and make a recommendation to

Cabinet.

5. CONSULTATION

- 5.1 If Cabinet agree to establish a Cross Party Working Group; Group Leaders will be consulted on who their Group Representative will be. The nominated Group Representatives will be responsible for informing their respective groups in relation to the options for Junction 18 (Rhubarb Bridge) and the subsequent recommendation to Cabinet.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that that cross party consideration will be given to all options prior to the working group recommending back to Cabinet. This will ensure the most appropriate action is taken with wider Member contribution.

7. REASON FOR THE RECOMMENDATION

- 7.1 This recommendation is made in line with the resolution taken by Council on 11 October 2017.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative options is to do nothing and progress with the Junction 18 (Rhubarb Bridge) Highways Improvement scheme that has already been designed or not deliver any highway improvement works at this location. Both of these options have been rejected as they will directly contradict commitments made by Council. Not carrying out an improvement scheme would lead to a significant increase in congestion at this junction associated with the growth of the city and increasing revenue repair costs for the existing network of bridges given their physical condition. One option being explored is to use capital funding to make significant repairs to the bridge.

9. IMPLICATIONS

Financial Implications

- 9.1 There are no direct financial implications arising as a direct result of this report.

Legal Implications

- 9.2 There are no direct legal implications arising as a direct result of this report.

Equalities Implications

- 9.3 There are no direct equalities implications arising as a direct result of this report.

10. BACKGROUND DOCUMENTS

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

- 10.1 The resolution made at Full Council on 11 October 2017 can be viewed here:
<http://democracy.peterborough.gov.uk/documents/g3971/Decisions%2011th-Oct-2017%2019.00%20Council.pdf?T=2>

The National Productivity Investment Fund bid can be viewed here:

<https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/residents/transport-and-streets/J18Application.pdf?inline=true>

11. APPENDICES

- 11.1 Appendix A - Draft Terms of Reference, Cross Party Working Group: Junction 18 (Rhubarb Bridge)

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Appendix A: Junction 18 (Rhubarb Bridge) Cross Party Working Group
DRAFT - Terms of Reference
November 2017

Purpose: The purpose of the Cross Party Working Group is to examine fully costed options for improvements to Junction 18 (Rhubarb Bridge), the purpose of which would be to ensure that priority is given to pedestrians and cyclists in line with the transport user hierarchy in the fourth Local Transport Plan.

Role: The role of the Cross Party Working Group is to:

- a. Examine whether it is technically and financially feasible to reassign the proportion of the overall budget allocated to demolish the footbridges to instead make significant repairs to the bridge structures.
- b. Examine the long term solutions for a replacement bridge and determine the preferred option to recommend to Cabinet.

Responsibilities of the Task and Finish Group: Members of the Cross Party Working Group will be responsible for reviewing the structural reports to ascertain whether repairs to the existing bridges at Junction 18 are technically and financially feasible. The Group will also be responsible for determining which long term solution for a replacement bridge should be fully designed and costed. The Cross Party Working Group will make a recommendation to Cabinet for both tasks, ensuring that priority is given to pedestrians and cyclists.

Frequency: A minimum of three meetings of the Cross Party Working Group are required to: explore options; evaluate the options; and agree recommendations. The first meeting will occur in 2017 with the frequency of subsequent meetings determined by the group.

Membership of the Cross Party Working Group: Membership of the group will consist of one elected Member from each of the political groups to ensure cross party representation. One member should be nominated to act as chair. Substitution arrangements will apply and Group Leaders will nominate through Group Secretaries.

Officer representation will include Charlotte Palmer, Group Manager - Transport and Environment as Lead Officer; Amy Petrie, Principal Project and Programme Officer and Lewis Banks, Principal Transport Planning Officer as the officers with day-to-day responsibility for the coordination of the scheme; and Simon Machen as a key internal stakeholder. Other specialists will attend as and when required by the group.

Meetings of the group will be supported and administered by a senior officer within the Governance team.

The Cross Party Working Group will be disbanded once a recommendation has been made to Cabinet.

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CABINET	AGENDA ITEM No. 13
20 NOVEMBER 2017	PUBLIC REPORT

Cabinet Member(s) responsible:	Cllr Irene Walsh, Cabinet Member for Communities	
Contact Officer(s):	Sean Evans, Housing Needs Manager	Tel. 864083

PROPOSED CHANGES TO HOUSING ALLOCATIONS POLICY

RECOMMENDATIONS	
FROM: <i>Adults and Communities Scrutiny Committee</i>	Deadline date: N/A
It is recommended that Cabinet recommend to Council approval of proposed changes to the Housing Allocations policy as set out in the report below.	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following the Adults and Communities Scrutiny Committee held on 12 September 2017.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for Cabinet to consider the proposed changes to the Housing Allocations Policy in order to alleviate pressures to council services caused by higher levels of homelessness in the city.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, '*To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.*'

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Cabinet Meeting	20 NOV 2017
Date for relevant Council meeting	13 DEC 2017	Date for submission to Government Dept.	N/A

4. KEY ISSUES

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

- 4.2 Where a homelessness presentation is made to the Council and we are satisfied that the household may be homeless and eligible to make an application for assistance this triggers a duty upon the Council to investigate whether the household is owed a full housing duty and is "Accepted as Homeless". This further investigation confirms the household is homeless or threatened with homelessness, takes into account any vulnerabilities of members of the household, the reasons for them becoming homeless and determines whether they have a connection with the City.
- 4.3 Homelessness both locally and nationally is predicted to increase over the next few years due to a number of factors, including the impact of Universal Credit, continuing Welfare Reform impacts and wider economic uncertainty as the UK negotiates its exit from the European Union. In addition, housing is in short supply across the country with the Government pledging to build 1 million new homes by 2020.
- 4.4 A number of areas of work are being developed in order to meet the challenge of homelessness for both the council and residents who will be affected. One of these areas is the proposed changes to the housing allocations policy
- 4.5 The Peterborough Homes allocations policy was last updated in 2014 and was amended significantly to reflect changes in demand, legislation and new powers following the Localism Act.
- 4.6 Since the changes were implemented, Peterborough along with many local authorities has seen an increase in demand from households who are homeless or threatened with homelessness. At the same time changes to the bedroom standards policy driven by the removal of spare room subsidy has pushed additional demand on smaller 1 & 2 bedroom dwellings.
- 4.7 The impact of both of these pressures has meant that households who have presented to the Council as homeless have been provided with temporary accommodation and have been staying in the accommodation for longer.
- 4.8 With this in mind discussions between the Council and the partner Housing Associations have taken place and have made a number of recommendations, which if agreed and implemented should go some way to alleviate some of the pressures we are facing. The recommendations are as follows:

a) Under occupation - To allow households with a 2 bedroom need, with 2 children, who are working and will not be affected by the removal of the spare room subsidy to express interest in and be housed in 3 bedroom accommodation.

b) Additional Preference - Where the Council owes a full housing duty to a household, the household can sometimes miss out due to a lack of a strong local connection. It is proposed that a category for accepted homeless households who have been accepted for at least 3 months is added as an additional preference category.

c) Refusals and non-attendance at viewings - The demand for accommodation is now so great that we now no longer have the ability to give applicants extensive choice when it comes to allocations. Applicants are currently permitted to refuse up to 3 offers of accommodation before they are penalised. It is proposed that this be reduced to 2 offers for general applicants. No change is proposed for applicants who are accepted as homeless, they must still accept the 1st offer of suitable permanent accommodation.

d) Number of bids - Currently, applicants are able to bid on up to 3 properties per week. They could also shortlist for up to 3 properties per week. This has often resulted in delays in lettings and some applicants bidding for properties without any knowledge of the area the property is located in as they face no penalty. It is proposed that the number of bids applicants can place be reduced from 3 to 1. This

should encourage applicants to review all properties in more detail and to place their bids on properties they are really interested in securing.

5. CONSULTATION

- 5.1 Consultation has been undertaken with housing associations across Peterborough in developing these proposals.

6. ANTICIPATED OUTCOMES

- 6.1 The proposed changes to the housing allocations policy, if approved will help to increase the availability of housing to families where the council owes a housing duty to. This should reduce the time families spend in temporary accommodation.

7. REASONS FOR RECOMMENDATIONS

- 7.1 To reduce time that families have to wait for accommodation and improve opportunities for housing for those families who are currently missing out on properties.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The housing allocations policy could remain unchanged, however this will not help to address the housing issues that the council is facing.

9. IMPLICATIONS

- 9.1 There are no major implications to note.

10. BACKGROUND DOCUMENTS

- 10.1 The Housing Allocations Policy
10.2 The Localism Act 2011

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CABINET	AGENDA ITEM No. 14
20 NOVEMBER 2017	PUBLIC REPORT

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

OUTCOME OF PETITIONS

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

1. ORIGIN OF REPORT

- 1.1 This report is submitted following the submission of E-Petitions and presentation of petitions at the Council meeting on 11 October 2017.

2. PURPOSE AND REASON FOR REPORT

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

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
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4. OUTCOME OF PETITIONS

E-Petitions

4.1 Lack of Public Engagement and Consultation on LTP4

This E-petition was submitted on 20 September 2017 by Ms Nyree Ambarcian. The petition contained 596 valid signatures and called on the Council to:

- 1) Halt plans for pedestrian crossings at Junction 18 / Rhubarb Bridge. Relook at, and be open about, the negative impact of current proposals. Put plans on hold while you seek funding for a replacement pedestrian and cycle bridge.
- 2) Re-run public engagement and consultation around the Local Transport Plan 4. We don't feel adequate public consultation took place prior to the adoption of this plan. As part of

this, provide detailed, costed options for Junction 18 / Rhubarb Bridge and consult people on the alternatives.

- 3) Debate both these things at a Full Council meeting as soon as possible. Hold a public meeting in 2017 on these issues for the public to share their thoughts with officers and councillors.

The petition was debated at Full Council on 11 October 2017 and it was resolved that Council noted the petition and referred it for further consideration to the Cabinet with a recommendation that they set up a cross party working group to examine fully costed options and that would consider the comments made this evening by the petitioner and Members of this Council, the purpose of that would be to ensure that priority was given to pedestrians and cyclists in line with the transport user hierarchy in the Local Transport Plan.

Petitions Presented at the Council Meeting 11 October 2017

4.2 Petition for a Pedestrian Crossing on Goodwin Walk near Rowland Court

This petition was presented to the Full Council meeting on 11 October 2017 by Councillor Lane. The petition contained 17 valid signatures from the majority of individuals affected and called on the Council to install a pedestrian crossing on Goodwin Walk near Rowland Court.

The Transport Planning Officer advised that as there was a limited budget available to implement these requests the Council used a standard assessment procedure to score potential sites and determine priority. Requests that scored sufficiently in the assessment were progressed to the Peterborough Highway Services Project Board, where a decision was made on including it as a scheme in the Capital Works Programme. Requests that do not score sufficiently did not progress any further.

With regards to this request the Council would carry out an assessment of the site and would write to the petitioner to confirm the outcome.

5. REASON FOR THE RECOMMENDATION

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

6. ALTERNATIVE OPTIONS CONSIDERED

- 6.1 There have been no alternative options considered.

7. IMPLICATIONS

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

8. BACKGROUND DOCUMENTS

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

- 8.1 Petitions presented to the Council and responses from officers.