

## GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE

WEDNESDAY 9 JANUARY 2019  
7.00 PM

Bourges/Viersen Room - Town Hall

### AGENDA

Page No

1. **Apologies for Absence**

2. **Declarations of Interest and Whipping Declarations**

At this point Members must declare whether they have a disclosable pecuniary interest, or other interest, in any of the items on the agenda, unless it is already entered in the register of members' interests or is a "pending notification" that has been disclosed to the Solicitor to the Council.

Members must also declare if they are subject to their party group whip in relation to any items under consideration.

3. **Minutes of Meeting Held on**

- |     |   |                |
|-----|---|----------------|
| 3.1 | <b>7 November 2018 - Growth, Environment and Resources Scrutiny Committee</b> | <b>3 - 20</b>  |
| 3.2 | <b>28 November 2018 - Joint Scrutiny of the Budget</b>                        | <b>21 - 42</b> |

4. **Call In of any Cabinet, Cabinet Member or Key Officer Decisions**

The decision notice for each decision will bear the date on which it is published and will specify that the decision may then be implemented on the expiry of 3 working days after the publication of the decision (not including the date of publication), unless a request for call-in of the decision is received from any two Members of the relevant Scrutiny Committee. If a request for call-in of a decision is received, implementation of the decision remains suspended for consideration by the relevant Scrutiny Committee.



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5.	<b>Report of the Task and Finish Group to Review Fly Tipping and Waste Policy</b>	<b>43 - 144</b>
6.	<b>Minerals and Waste Local Plan - Further Draft for Consultation</b>	<b>145 - 310</b>
7.	<b>Shared Services Update</b>	<b>311 - 318</b>
8.	<b>Council Asset Strategy</b>	<b>319 - 366</b>
9.	<b>Monitoring Scrutiny Recommendations</b>	<b>367 - 370</b>
10.	<b>Forward Plan of Executive Decisions</b>	<b>371 – 426</b>
11.	<b>Work Programme 2018/2019</b>	<b>427 - 436</b>
12.	<b>Date of Next Meeting</b>	

12 February 2019 – Joint Scrutiny of the Budget

13 March 2019 – Growth, Environment and Resources Scrutiny Committee

#### **Emergency Evacuation Procedure – Outside Normal Office Hours**

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#### Committee Members:

Councillors: C Harper (Chair), K Aitken, R Brown, G Casey (Vice Chairman), M Farooq, D Fower, J A Fox, A Joseph, D King, S Martin and N Sandford

#### Co-opted Members:

Parish Councillor Keith Lievesley  
Parish Councillor Richard Clarke

Substitutes: Councillors: A Ellis, J Goodwin, S Lane, J Lillis and E Murphy

Further information about this meeting can be obtained from David Beauchamp on telephone 01733 384628 or by email – david.beauchamp@peterborough.gov.uk



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**MINUTES OF THE GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY  
COMMITTEE MEETING  
HELD AT 7PM, ON  
WEDNESDAY 7 NOVEMBER 2018  
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

**Committee Members Present:** Councillors: C Harper (Chairman), K Aitken, R Brown, G Casey (Vice-Chair), E Murphy, M Farooq, Judy Fox, A Joseph, D King, S Martin, N Sandford,  
Parish Councillors: K Lievesley

**Also Present:** Councillor David Seaton - Cabinet Member for Resources  
Mark Bennett - Strategic Partnerships Director, Serco  
Alex Gee - Operations Director, NPS Property Consultants  
Mark Sandhu - Head of Customer & Transactional Services

**Officers Present:** Annette Joyce - Service Director, Environment and Economy  
Peter Carpenter - Acting Corporate Director of Resources  
Belinda Evans - Complaint Manager  
Jeff Austin - Peterborough Direct Manager  
Suzanne Jones - Head of Commercial Finance  
Anne Keogh - Housing and Strategic Planning Manager  
Paulina Ford - Senior Democratic Services Officer  
David Beauchamp - Democratic Services Officer

**26. APOLOGIES FOR ABSENCE**

Apologies for absence were received from Parish Councillor Richard Clarke.

**27. DECLARATIONS OF INTEREST AND WHIPPING DECLARATIONS**

There were no declarations of Interest or whipping declarations

**28. MINUTES OF THE GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY  
COMMITTEE MEETING HELD ON 5 SEPTEMBER 2018**

The minutes of the Growth, Environment and Resources Scrutiny Committee meeting held on 5 September 2018 were agreed as a true and accurate record.

**29. REQUEST FOR CALL IN OF AN EXECUTIVE DECISION: AMENDMENT OF LOAN  
FACILITY FOR FLETTON QUAYS HOTEL - OCT18/CMDN/47**

The purpose of this agenda item was to consider the call-In request that had been made in relation to the decision made by the Cabinet Member for Resources on 24 October 2018 relating to the Amendment of Loan Facility For Fletton Quays Hotel.

The request to call-In the decision was made on 29 October 2018 by Councillor Joseph and Councillor Sandford. The decision for call-In was based on the following grounds:

Criteria 3. Decision does not follow principles of good decision-making set out in Part 2, Article 11 (Decision Making) of the Council's Constitution, specifically that the decision maker did not:

(a) Realistically consider all alternatives and, where reasonably possible, consider the views of the public.

(d) Act for a proper purpose and in the interests of the public.

(e) Keep to the rules relating to local government finance.

After considering the request to call-in and all relevant advice, the Committee were required to decide either to:

- a) refer it back to the decision making person or body for reconsideration, normally in time for its next scheduled meeting, setting out in writing the nature of its concerns and any alternative recommendations;
- b) if it considered that the decision was outside the Council's Budget and Policy Framework, refer the matter to the Council after seeking the advice of the Monitoring Officer and/or Chief Financial Officer; or
- c) decide to take no further action, in which case the original executive decision will be effective immediately.

In support of the request to call-in the decision, Councillor Joseph made the following points:

- The Decision did not follow principles of good decision-making set out in Part 2, Article 11 (Decision Making) of the Council's Constitution because:
  - All realistic alternatives had not been properly investigated by the officers concerned.
  - It might not be in the public interest to go ahead with the decision as the company was only incorporated in April 2018. The company had yet to file any accounts for inspection
  - More due diligence was needed before providing Propiteer with £15m of public money.

## **29.1 RESPONSE TO CALL-IN OF EXECUTIVE DECISION - AMENDMENT OF LOAN FACILITY FOR FLETON QUAYS HOTEL - OCT18/CMDN/47**

There being no further questions from the Committee, Councillor Seaton, Cabinet Member for Resources accompanied by the Acting Corporate Director of Resources and the Head of Commercial Finance was invited to respond in answer to the call-In request.

In response to the request to call-in the decision, Councillor Seaton, the Cabinet Member for Resources invited the Acting Corporate Director of Resources to respond. The following points were made:

- The decision to grant the loan was made in September 2017. This paper updated Members of a change of ownership of the company to which the loan was going to be made.
- Deloitte had been engaged to undertake due diligence work. Grant Thornton UK LLP had been used previously. Deloitte had highlighted that there was more strength in the

new directors as Propiteer were regulated by the Financial Conduct Authority (FCA). Norlin Hotels were not originally regulated by the FCA. This gave the Council more comfort with who they were dealing with.

- Hilton Hotels would have also performed due diligence for the new franchisee.
- The purpose of the decision had not changed. The Council were still doing exactly what was set out in the September 2017 Cabinet report.
- This was just a name change and council now had a strengthened partner in terms of due diligence due to the FCA backing.

The Cabinet Member for Resources made the following points;

- The Cabinet Member responded to Cllr Joseph's query about due diligence being conducted on the new company. He stated that all that had been set up was the delivery vehicle. This was a Limited Company that sat under the Propiteer Group; an organisation that had wide-ranging operations and was subject to the Council's due diligence process.

The Cabinet Member for Resources responded to comments and questions raised by members of the Committee. A summary of responses included:

- Mike Aspinall was the director of both the previous company and the new company. He was also an ex-employee of Deloitte. He was the main connection the Council had with Hilton Hotels so he was an important figure.
- The Cabinet Member was not aware of any instructions from the Public Works Loan Board to Councils about this type of lending but would be open to receiving examples of this from the member who raised the issue.
- The Acting Corporate Director of Resources responded that concerns raised by the government were about councils who were investing in schemes far outside of their area. Schemes must be within 60 miles of an authority and this applied to the proposed loan as the scheme was in Peterborough.
- The Treasury Management Strategy was changed just over a year ago so that the Council would have the ability to invest in the infrastructure of Peterborough through various schemes. The Treasury Management Strategy had been through the Audit Committee.
- The Limited Company was just a vehicle used by the Propiteer group for this particular hotel. People involved in the Propiteer group included:
  - David Marshall: Founder and owner of a company ranked as one of the best 100 companies in Essex.
  - Colin Sandy: Former Finance director of Tottenham Hotspur and still Finance Director for Lord Sugar.
  - Tom Dalton: Former Chairman of Laing O'Rourke and Explore Investments.
- The Cabinet Member therefore emphasised again that the Council had even more confidence in Propiteer Group than in Nolin.
- Propiteer and Nolin had previously collaborated on investments and had decided that Propiteer Group would focus solely on property transactions, with Nolin focussing on the retail side of the business, hence the proposed name change.
- The Acting Corporate Director added that Propiteer had a strong relationship with Hilton in their own right and had worked with them in the past to deliver hotels.
- A member asked why the company needed £15m from Peterborough City Council if they were so successful. Members were reminded that this had already been discussed in 2017 and was not relevant to this call-in.
- A Member stated that the person of significant control for Propiteer Hotels was Propiteer Ltd. and this organisation had three charges against it and a balance sheet of £44,000. Clarification was therefore sought as to what guarantees were in place for Peterborough City Council to claim the money back in the event of something going wrong and what security was being offered.

- The Acting Corporate Director responded that this decision was only about the change of name and the paper to issue the loan would be written by him separately in collaboration with the Director of Law and Governance under delegated powers from the 2017 decision
- A Member asked how much was being loaned out and what Propiteer were offering their investors and stated that as the decision in 2017 had not been called in, this represented a good opportunity to do so, especially in relation to why the company needed £15m from Peterborough City Council. Members also stated that they were unsure of the links between the Peterborough Investment Partnership, the south bank developments and this proposed loan. The Chairman stated that these issues were not relevant to this call-in.
- A Member stated that the public interest test was a key part of the call-in process, hence the question about Peterborough Investment Partnership and asked how much money they would make, what investors were being paid and the interest rate charged by the City Council and by Central Government.
- The Cabinet Member stated that although the issues raised were not relevant to this particular call-in, there had been extensive discussions at Cabinet and Full Council about the original decision. It was therefore not accurate to say that this decision had not been scrutinised before and the fact that the decision had not been called in was not something he could comment on.
- The Acting Corporate Director of Resources added that due process had been followed for the initial Cabinet paper in November 2017. There would be a second paper containing the detail. This decision was simply about changing the name of the company from one to the other in terms of ownership.

*Councillor Sandford joined the meeting at 7.22pm*

- Members commented that the loan for the hotel was an excellent idea that created regeneration, growth and gave an excellent return on money invested.
- Members queried what assets Peterborough City Council would be left with if the project was not completed or the company dissolved or folded up. The Acting Corporate Director responded that this was to be decided at the next stage and this decision was just to change the name.
- A Member asked if the original decision had gone to scrutiny and been on the forward plan or gone straight to Cabinet. The Cabinet Member responded that the decision would have appeared on the forward plan and that anything on the forward plan could be scrutinised. The Chairman concurred with this.
- Members challenged the statement that the decision was simply a change of name and asked if this was the case and if so, why had a new company been set up. The Acting Corporate Director responded that this decision represented a change of ownership and not just a change of name.

There being no further questions of the Cabinet Member and having heard all the evidence the Committee debated the request to call-in the decision and whether the Committee should:

- a) refer it back to the decision making person or body for reconsideration, normally in time for its next scheduled meeting, setting out in writing the nature of its concerns and any alternative recommendations;
- b) consider if the decision was outside the Council's Budget and Policy Framework, and therefore refer the matter to the Council after seeking the advice of the Monitoring Officer and/or Chief Financial Officer; or
- c) decide to take no further action, in which case the original executive decision will be effective immediately.

The committee debated the call-in request and in summary, key points raised and responses to questions included:

- Members stated that they were not asking for the project to be abandoned but were simply asking if due diligence had been undertaken on a company that was only six months old and expressed concerns about the level of financial security for the Council should the project go wrong. Some Members felt that this was a valid point but the risks were minimal in comparison with the expected return, especially considering that the same people were involved in the new company. The minimal risk was worth taking.
- Members stated although the new company included someone from the construction industry this was in a financial capacity.
- Members mentioned that the discontinuation of Carillion's work on a school in Ravensthorpe had cost the council approximately £400,000. Similar risks might exist in the proposed hotel project. It was also stated that Peterborough City Council should not be lending a new organisation £15m and should instead be focused on services. The decision should therefore be referred back to Cabinet.
- A member stated that £500,000 would not be raised if the company failed. The member asked if a company that had only been in operation for six months and whose person of significant control had three charges against it should be lent £15m. The risk factors should be looked at to see if the money could be recovered if something went wrong.
- A member stated that the financial competence of the Council was relevant to the call in and expressed concern that there was a limited amount of information around the new company and this should be gathered before the project went ahead.
- There was no objection to the council operating commercially but this needed to be done in a careful and prudent way. This call in was about referring to the decision back to Cabinet in order to get more information about the company to be sure that taxpayers money was being spent in a prudent way.
- Members stated that it was frustrating that it appeared that the questions raised by Councillor Joseph could not be answered until the next stage of the project which would define the elements of the risk and how this would be counted. It was therefore difficult to have this discussion without being in possession of the relevant information.
- The Cabinet Member clarified that the 'charges' against Propiteer were loans secured against it, not criminal charges. This was an investment company and one would expect them to have assets and other loans charged against it.
- In response to a members' concern that the company had only been running for six months, the Cabinet Member responded that this was a limited company set up specifically to build this hotel. It was part of the overarching Propiteer Group who would be responsible for that development.
- A member stated they understood the structure but reiterated that the person of significant control of the company, which had only been in existence for six months, had three charges against it and a balance sheet of £44,000. It was queried if a bank would lend them the money under these circumstances and therefore if the Council should be taking on the risk with more information requested before the project went ahead.
- A member suggested that a financial expert could have been invited to this meeting. The Senior Democratic Services Officer stated that expert witnesses could indeed be invited. A member therefore suggested that the decision should be delayed until an expert could be appointed. Another member disagreed stating that prolonging the process would complicate matters.
- The Acting Corporate Director stated that the next stage, as set out in the 2017 CMDN, was to produce and go through the loan agreement. This was when the absolute assurance sought by members would come regarding how much the council were contributing, who was providing finance regarding Propiteer Hotels, terms and rate of the loan and the detail.
- The Chairman stated that he hoped this loan agreement would come to the Scrutiny committee in the future.

- A member asked if there would be complete transparency regarding the company (e.g. who invests in them and who their shareholders were) at the stage of producing the loan agreement. Similar information had been asked for in the past and had been told it was commercially sensitive. The Acting Corporate Director stated that this information was commercially sensitive and they would have to come to a view on what could be put in the public domain.
- The Chairman suggested that this information could be brought to the committee in an Exempt Session but suggested that legal advice would need to be taken. The Acting Corporate Director agreed, stating that the decision makers would have access to this information but advice would need to be sought regarding commercial confidentiality.

Following debate the Chairman, reminded committee members that:

Call-in should only be used in exceptional circumstances where Members of a Scrutiny Committee have evidence which suggests that the Executive did not take the decision in accordance with the principles set out in Part 2, Article 11 (Decision Making) of the Council's Constitution.

The Committee would need to base their decision on the facts and evidence that had been presented to them during the meeting.

After considering the request to call-in and all relevant advice, the Committee have the following options:

- (a) refer it back to the decision maker for reconsideration, setting out in writing the nature of our concerns and any alternative recommendations;
- (b) if we consider that the decision is outside the Council's Budget and Policy Framework, refer the matter to the Council after seeking the advice of the Monitoring Officer and/or Chief Financial Officer;  
or
- (c) decide to take no further action, in which case the original executive decision will be effective immediately

The Chairman asked for any proposals based on one these three options:

It was clarified that option b) would require seeking the advice of the Monitoring Officer.

Councillor Murphy seconded by Councillor Joseph proposed that the committee refer it back to the decision maker for reconsideration, setting out in writing the nature of concerns and any alternative.

The Chairman asked the Committee to vote on the proposal.

The Committee voted **AGAINST** the proposal to agree the request to call-in the decision (4 in favour, 6 against, 1 abstention).

Councillor Casey seconded by Councillor Aitken proposed that the Committee decide to take no further action in which case the original Executive Decision could take effect immediately.

The Committee voted **IN FAVOUR** of this proposal **NOT** to uphold the call-in (6 in favour, 4 against, 1 abstention)

#### **AGREED ACTIONS:**

The request for call-in of the decision made by the Cabinet Member for Resources on 24 October 2018 relating to the Amendment of Loan Facility for Fletton Quays Hotel was

considered by the Growth, Environment and Resources Scrutiny Committee. Following discussion and questions raised on each of the reasons stated on the request for call-in the Committee did **not** agree to the call-in of this decision on any of the reasons stated.

It was therefore recommended that under the Overview and Scrutiny Procedure Rules in the Council's Constitution (Part 4, Section 8 and paragraph 10), implementation of the decision would take immediate effect.

### **30. SERCO ANNUAL REPORT 2017/18**

The report was introduced by the Acting Corporate Director of Resources accompanied by the Strategic Partnerships Director - Serco, the Head of Customer and Transactional services and the Cabinet Member for Resources which gave the committee an opportunity to hear from and question officers of the Council and the Serco Partnerships Director on the performance of Serco during 2017/18.

The Growth, Environment and Resources Scrutiny Committee debated the report and in summary, key points raised and responses to questions included:

- Members commented that the new offices at Sand Martin House provided a much better working environment for council employees.
- Members had asked for the energy specifications of Sand Martin House while being given a tour of the building and these had not yet been received. There was particular concern over the Engine Shed because of its high ceilings and glass roof panels. The Acting Corporate Director believed that the building had the second highest rating for energy efficiency. It was agreed that the Acting Corporate Director of Resources would provide energy efficiency information for Sand Martin House to members of the committee via email.
- Members congratulated officers on their awards received and praised the move to Sand Martin House which was proving valuable.
- Universal Credit was live in Peterborough. The Council's focus was on moving new Housing benefit claims to Universal Credit. Improvements to housing benefit were referenced in the report. Some years ago, the Council had been struggling with the speed at which they processed housing benefits but were now in the top quarter of all local authorities nationally in terms of processing speed. All applications for Housing Benefit were submitted online in order to improve efficiency and prepare people for Universal Credit which were all submitted online.
- It was difficult for officers to comment on the success of Universal Credit due to working for the Council and Serco. It was a central government scheme and was the responsibility of the Department of Work and Pensions. Officers worked closely with Citizens Advice and other agencies to try to help customers who might be struggling as much as possible.
- Members asked if there was anything that could be done to improve the percentage of calls answered. Officers stated that they could always answer more calls and this had been debated in the past. Officers were happy with the statistics provided as they were mindful that, although they wanted calls to be answered quickly, they also wanted to encourage people to use online services which were more cost effective. There was room for improvement and progress was being made in this area. The report from the previous month, not seen by the committee, had the best performance of the year.
- Members stated that they were glad to see that benefits were being processed faster than in the past and praised the achievements in the report.
- Members referred to the I.C.T. overspend listed on page 29 and asked for an explanation and sought reassurance that this would not be the case every year as there was insufficient funding to maintain this. Officers responded that the overspend was related to the Council's 2017/18 transition from server-based to cloud storage. The Council and

Serco had been working hard over the last six months to bring the ICT spend back to budget.

- Members congratulated officers on their good work but challenged the assertion that the closure of cash offices had led to greater efficiencies, stating that the figures for the number of permits issues had dropped, suggesting that evasion was a problem which could limit the claimed efficiency savings.
- Officers did not have figures in front them relating to parking permits but they were familiar with the number of customers paying for council tax and other debts to the council. All of these have moved in a positive direction with regard to people moving online. Customers still had the ability to pay in post offices or Payzone outlines.
- The Acting Corporate Director stated that while he did not have the figures available, the review process involved looking at how things had moved from the cash office to new modes of payment. If there were issues in these areas, officers could see if there were other ways of helping customers.
- It was agreed that the Acting Corporate Director of Resources and Head of Customer and Transactional Services would provide the committee with information on the number of parking permits issued before and after the closure of the cash office. This to include information on whether the move to online permits has encouraged people to avoid paying for them and if adequate enforcement resources were in place to prevent this and chase-up cases of non-payment? Considering the possibility of evasion, did the move to online permits actually represent an efficiency saving?
- Members restated concerns previously made at the Budget Working Group and Full Council about the cost of transitioning from Microsoft I.C.T. systems to Google and now back to Microsoft. Members asked officers for the true cost.
- The Cabinet Member stated that the Council had transitioned from Microsoft Licences to cheaper licenses and back again and this was the only change. Hardware could still be used on either system.
- The Cabinet Member Resources stated that the current Google licences cost £200,000 per year and Microsoft licenses cost £350,000.
- When the decision was made to transition to Google systems, the officers had thought that other organisations would follow suit and provide efficiency savings. The collaboration facilities provided by Google were excellent and Microsoft had responded with Office 365 as they were worried that people would switch to Google. An issue faced by the Council after using Google for several years was that very few other Councils nor central Government used it, necessitating the continued use of Microsoft applications when communicating with them. If enough Councils had moved to Google with Peterborough, as Hounslow and Warwickshire had done, there might have been a critical mass to avoid the need to respond to central government in the Microsoft format.
- As a supplementary question, Members emphasised that they were interested in the overall cost of the I.C.T. transitions, not just licenses, including training and hardware. Members acknowledge that the transition back to Microsoft would probably not cost as much as there was less need to retrain people due to them having previously used this system.
- It was agreed that the Acting Corporate Director of Resources would provide the committee with information on the cost of moving from Microsoft to Google and what would be the cost of moving back.
- Members stated that they regularly dealt with residents experiencing difficulties with council tax enforcement agencies and asked if this could be reviewed. Officers responded that the Council continually reviewed the enforcement agents used. Officers acknowledged Members' point and gave the reassurance sought.
- A new scheme had been introduced this year to invite customers to work with the Council to avoid taking them to court and the associated £68 cost in doing so. Citizens Advice Officers had sat alongside Recovery Officers and Enforcement Agents when speaking to those individuals. Officers encouraged Members to publicise this service.



- Members suggested that some of the I.C.T. budgetary pressures faced this year were caused by expected savings from new systems and agile working not being realised. Members requested information on the cost of contracts for systems such as Salesforce, what things had been bought that were not needed and whether less money would have been spent and a better service provided if I.C.T. had been kept in-house.
- The Acting Corporate Director stated that there had been a devolved I.C.T. structure so Serco had not taken everything on initially such as the social care systems which were not delivered by Serco until later.
- It was agreed that the Acting Corporate Director of Resources would provide the Committee with a year-by-year breakdown of I.C.T. costs as far back as possible.
- The Chairman thanked officers for attending and providing a comprehensive report and for responding to questions and asked them to thank their teams for their hard work.
- As part of the review of actions at the end of the agenda item, Cllr Seaton stated that the transition back to Microsoft had recently been signed off in a CMDN so the action point relating to the cost of this had already been covered. The Cabinet Member was however happy to provide this in written form via a link.

#### **AGREED ACTIONS:**

The Growth, Environment and Resources Scrutiny Committee considered the report and **RESOLVED** to review and comment on the report and the following information was requested:

1. The Acting Corporate Director of Resources to provide energy efficiency information for Sand Martin House to the Committee via email.
2. The Acting Corporate Director of Resources and Head of Customer and Transactional Services to provide the Committee with information on the number of parking permits issued before and after the closure of the cash office. This to include information on whether the move to online permits has encouraged people to avoid paying for them and if adequate enforcement resources are in place to prevent this and chase-up cases of non-payment? Considering the possibility of evasion, does the move to online permits actually represent an efficiency saving?
3. The Acting Corporate Director of Resources would provide the Committee with information on the cost of moving from Microsoft to Google and what would be the cost of moving back.
4. The Acting Corporate Director of Resources would provide the committee with a year-by-year breakdown of I.C.T. costs as far back as possible.

#### **31. NPS PETERBOROUGH LIMITED 2017/18**

The report was introduced by the Acting Corporate Director of Resources accompanied by the Operations Director, NPS Property Consultants and the Cabinet Member for Resources> The report provided the committee with the opportunity to hear from and question both officers of the Council and the NPS Peterborough Joint Venture Director on the performance of NPS Peterborough during 2017/18.

The Growth, Environment and Resources Scrutiny Committee debated the report and in summary, key points raised and responses to questions included:

- The Acting Corporate Director of Resources clarified that the disposals were done in order to hit the targets in the MTFs.
- There was a gross profit figure which was split 50/50 with the local authority. NPS payed tax on their component to produce a net profit figure. This was classed as a volume discount rather than a profit share or dividend for legal reasons and contained within NPS's Articles and Associations. This was scrutinised on a quarterly basis by a Board of which the Cabinet Member for Resources was a member. The Acting Corporate Director of Resources had also participated at this meeting.
- NPS's I.T. systems were part of the Peterborough City Council ICT system. The NPS Network was also used meaning that a different email ending was used; nps.co.uk not peterborough.gov.uk. Citrix provided access to NPS's Outlook and Microsoft Office services.
- There was a joint Board between PCC and Norse. PCC representatives received no specific remuneration for being on that Board.
- NPS actively worked with other organisations, mostly other local authorities within the public sector.
- NPS had worked with Cambridgeshire County Council, South Kesteven, North-West Leicestershire and South Holland District Councils. This work was undertaken by the NPS Peterborough Estates and Asset management team which directly benefited the profitability of the joint venture.
- The Cabinet Member added that NPS had recently taken over the management of the Eco Innovation Centre which had been transferred from the management of Opportunity Peterborough.
- When the joint venture began, property within Peterborough was split into three component parts:
  - Growth and Regeneration team within the City Council
  - Estates and Asset Management team within Serco
  - Property Maintenance Division within Amey

The first two formed part of the joint venture and staff were transferred under TUPE arrangements. The Property Maintenance division remained with Amey.

- Members referred to section 4.1 on page 40 which stated that rental return was £2.3m from a net book value of properties worth £401m, a yield of 0.5% compared with typical private sector returns of 5-10%. Members asked if this was being continuously reviewed to ensure this became comparable with the private sector. The Acting Corporate Director responded that the £401m figure was the netbook value for all buildings and he would provide the netbook value of just the commercial portfolio which would result in a higher yield.
- It was agreed that the Acting Corporate Director of Resources would provide the member with information on the yield of the commercial portfolio.
- Members asked if NPS dealt with Town Hall and if the empty space in the Town Hall could be rented out efficiently to get maximum return. Officers responded that the South Side of the building had been refurbished and this was now occupied by the Department for Work and Pensions (DWP). The North Side of the building would be refurbished and conversations were underway with a potential long term client.
- Members asked for the total cost of refurbishing of the Town Hall, mentioning that the last figure that had been received was £2.7m, but were not sure of this because of officers' statement that the refurbishment was an ongoing process and was not yet complete.
- Members expressed concern that the Town Hall was being retained for sentimental, rather than commercial, reasons. Members asked if officers were still convinced that there was still a strong commercial case for the council to retain the Town Hall and asked if a review had been carried out into this, as was done periodically with all council-owned assets.

- Officers responded that a large amount of money had been needed to bring the Town Hall up to standard. Figures for the costs of refurbishment would be provided as the refurbishment of the North side took place.
- It was agreed that the Acting Corporate Director of Resources would provide the committee with information on what the present capital costs and associated income flows were and any savings associated with leasing the North and South Wings of the Town Hall.
- The 2016 Cabinet Report set out the rationalisation for what was being retained. The Council wanted to keep a presence in the Town. The Civic functions still resided in the Town Hall and there was no Council Chamber in Sand Martin House. These were still owned by the Council so it made sense to try to get long term leases for the North and South parts of the Town Hall to have the benefits from long term tenants in the building. The overall office accommodation budget was currently cost-neutral and was constantly being reviewed. However additional benefits such as job creation, the Hotel, the Gin and Whisky Distillery would bring visitors into Peterborough.
- The Cabinet Member stated that when the business case was originally signed off, there was a figure of £7.6m over 27 years. The Acting Corporate Director had to be cautious with his calculations as Section 151 Officer but he felt that the scheme would be better than cost neutral. This was because there was £18m of NNDR in the original calculation which had now been taken out of the calculation.
- Clarification was sought on whether the decision to retain the Town Hall was being continually reviewed. The Cabinet Member responded that it was although certain key elements were debated at the time. Examples included whether the Mayor's Parlour and Council Chamber were still needed. It had been agreed that these historic elements of the building would be kept.
- Members referred to NPS's assistance to the council with school sites on page 41 and asked what their criteria were for school sites and sought reassurance that these sites had sufficient parking for parents taking into account the safety of children. Officers responded that the work done by NPS in this area was to provide project management support to develop the sites and schemes to go to planning and highways for transport assessments. Their role was not to select the sites.
- Members stated that the primary focus of NPS had been disposals and the year on year figure had gone up by 200%. Much of this income was from the disposal of underperforming assets, Members asked what scope there was to maintain levels of income from disposals. Officers responded that there was only so much to sell and it would not be advisable to sell everything the council owned as their assets were an investment.
- NPS provided the Acting Corporate Director and Cabinet Member with the disposals list and where progress had been made on a weekly basis. It was not NPS's decision to decide what was on the list and NPS would take forward the Council's decision on what buildings were surplus to requirements. NPS would make a recommendation as to whether they agreed with this decision but ultimately if the council stated that an asset should be disposed of this would be done. NPS worked with the Acting Corporate Director and his team to make the best use of assets held.
- The only significant disposal taking place next year would be the football club.
- The Acting Corporate Director stated that the Council had had a number of 'one-off' income sources in the MFTS and he was trying to reduce the Council's budgetary dependence on these over a number of years to ensure a more deliverable budget over time, hence why these 'one-offs' were reducing over the next few years.
- Assurance was sought that the portfolio of acquisitions was not underperforming. Members were informed that the Council held about 120 commercial properties. The Council were also required to hold other things due to the fact they were a Local Authority and these had a 'cost of carry'. Local authorities were required to have some assets unlike a normal company.

## **AGREED ACTIONS:**

The Growth, Environment and Resources Scrutiny Committee considered the report and **RESOLVED** to review and comment on the report and:

1. That the Acting Corporate Director of Resources would provide the Committee with information on what was the actual return that had been made on the commercial property portfolio.
2. That the Acting Corporate Director of Resources would provide the Committee with information on what the present capital costs and associated income flows were and any savings made.

## **32. PORTFOLIO PROGRESS REPORT FOR THE CABINET MEMBER FOR RESOURCES**

The report was introduced by the Cabinet Member for Resources accompanied by the Acting Corporate Director of Resources. The report provided the Committee with an update on the progress of items under the responsibility of the Cabinet Member for Resources.

- Members commented that they were in favour of shared services and it was right to highlight the benefits of them.
- The saving of £9m from shared services was split into £4.5m being delivered next year and £4.5m to be delivered the following year. This was built into the base budgets for 2019/20 and 2020/21. Officers were always looking at different ways of doing things. Some of the bigger initiatives to come included joining up the People and Communities Directorate with regard to Children's and Adults service to move towards a delivery model in which Peterborough and Cambridgeshire were doing 'the same thing at the same time with the same processes' to improve efficiencies. This had an 18 month lead time to deliver.
- The Cabinet Member added that in delivering these efficiencies, the costs were being shared between two councils.
- Members asked if many duplications had been identified and if there would be any job losses as a result. Officers responded that Peterborough City Council and Cambridgeshire County Council were currently moving towards having a true shared service. The two councils currently have different processes; e.g. PCC used Google and CCC used Microsoft. There would be synergy in this area in the future. Shared services were very I.T. driven. The plan was to move both councils on to the same system and make sure the same processes were being used. The experience of customers must always be taken into account.
- Members praised the creation of the Constitution and Ethics Committee of which the Cabinet Member was a part. There had been good debates on constitutional points. The advantage of this committee was that they could refer matters directly to Full Council whereas the previous Constitutional Working Group had to refer matters through Audit Committee.
- Members stated that when Peterborough was part of Cambridgeshire it was unfairly treated with regard to Education and Social Services with much of the spending taking place in Cambridgeshire even though the priorities were in Peterborough. While recognising that all Councils needed to explore shared services and make savings, Members asked how far the sharing of services with Cambridgeshire would continue. Concerns were expressed that if this continued beyond a certain point, Peterborough would lose its autonomy. The Cabinet Member responded that PCC had a written agreement with CCC that set out the exact terms made it clear that the respective autonomies of each Council would not be lost. It was agreed that the Cabinet Member would circulate this agreement to members of the committee.
- The Acting Corporate Director added that he had previously worked under a tri-borough arrangement which had been a much larger scale example of shared services. There

was no delegated legislation to allow sharing to take place. Sovereignty of transactions for each council must therefore be demonstrated. The September Cabinet Report outlined rules and protocols around how finance, costs, benefits and investments would be shared and how HR policies would work etc.

- Members expressed concern about the fact that the average level of sickness was 7.33 days per employee and asked how much of this was stress related. The Cabinet member stated that he did not have this information immediately available but provide this after the meeting. The figure 4.28% was considered a good figure for a council but the Cabinet Member would be happy to provide a further breakdown. Members were concerned that although the figure may be good for a council, this was still poor when compared with the private sector and asked what the cause was and what was being done to address it.
- It was agreed that the Acting Corporate Director would provide information on the percentage of sickness absences that were related to stress and if the overall and stress related figures were good compared with the private sector and what was being done to address this.
- Members asked why the sharing of services had to be with Cambridgeshire and not other Councils. The Cabinet Member responded that he saw no reason why this should not take place in the future.
- Members expressed general concern about the finances of the Combined Authority.
- Members asked for an update on the progress of Asset Transfer work and requested that this process was not pushed too far because many of the buildings were not in a good state and would not be advisable to transfer them to people and organisations that might fail. Care should be taken to ensure that organisations and people taking these buildings on were capable of doing so to avoid losing more communities centres and village hall. The Cabinet Member understood and noted the concern. Members were advised that around 33 community centres were being transferred by the end of this year and a target of 66% by the end of the financial year although it was likely there would be some slippage.
- The 1329 employees mentioned on page 76 were those who were directly employed by the City Council, not contractors or consultants.

#### **AGREED ACTIONS:**

The Growth, Environment and Resources Scrutiny Committee considered the report and **RESOLVED** to note the report and

1. Requested that the Acting Corporate Director would provide information on the percentage of sickness absences that were related to stress and if the overall and stress related figures were good compared with the private sector and what was being done to address this.
2. It was agreed that the Cabinet Member for Resources would circulate copies of the shared services agreement with Cambridgeshire County Council to members of the committee.

#### **33. ANNUAL CORPORATE COMPLAINT REPORT 2017-18**

The report was introduced by the Complaint Manager accompanied by the Peterborough Direct Manager, the Acting Corporate Director and the Cabinet Member for Resources which analysed the performance of the council's formal Corporate Complaints Procedure and other corporate complaints between 1st April 2017 and 31st March 2018.

- Members stated it was more important to focus on how to handle complaints rather than on the number of overall complaints.

- Members asked if the council examined best practice in other organisations, such as First Direct Bank, as there was always room for improvement no matter how good the complaints handling process was. Officers stated that the previous report had highlighted the Excellence Award that customer services had achieved over the last 10 years. They examined parts of council's complaints process, how the council learn from feedback and how aware staff were of how to utilise this process. There were several parts of this assessment that relied upon complaints data and what the Council's process was.
- The Peterborough Direct Manager added that the complaints process was reviewed every three years to make sure customers had the opportunity to make a complaint that the council learned from complaints and how the complaint process was managed. In instances where a complaint was resolved, customers want to be contacted again to make sure they were still satisfied with how the complaint process worked and doing this helped the council make sure they were doing the job. It was important to make sure Members of the public were happy with the process as well as the resolution.
- Regarding Best Practice, the Customer Service Manager added that she belonged to an Eastern Region Complaints Managers Group and the National Complaint Managers group. Best practice in complaint process and complaint handling was shared. Representatives from the Local Government Ombudsman (LGO) and Information Commissioner's Office (ICO) also visited this meeting as there was crossover between data protection matters, freedom of information matters and complaints. The Council were looking to benchmark with similarly sized councils in the Eastern Region to look at their complaint handling and volumes to try and provide comparative information in the future.
- The Chairman asked how officers assess that the complaints process was well-communicated and understood by members of the public. Officers responded that the number of complaints received online suggested that the process was straightforward and easy to find. The complaints team maintained regular contact with the service areas. Service areas would sometimes receive complaints directly and sometimes they were passed on to them via the complaints team. Customers also came into the Customer Service Centre to make complaints directly. In this instance, a complaints officer could capture the complaint in person. There was a published telephone line and the call centre were able to connect people through to the complaints team if the issue was not resolvable within the service. Complaints were also still received by post. All services knew the complaints process and they were reminded of their obligations every time they were sent a complaint regarding the timescales, how to deal with direct complaints etc. There had been no recent feedback from customers suggesting that they had been 'passed around' or unable to locate the complaints team.
- The Cabinet Member added that making a complaint online was extremely straightforward.
- Members asked if the complaints discussed so far included partner organisations such as Skanska or Serco and if so, why Vivacity and Amey did not use this process. How did the Council scrutinise the complaints procedure of partner organisations?
- In response, officers referred to the chart on page 81 of the reports pack, which showed the growth of complaints for the Council, Amey and Vivacity. The paragraph detailed the differences across the three areas. When Enterprise took over the management of waste, they already had their own complaints process and they wanted to use this. They had a monitoring officer within the Resources Directorate who meet with them monthly to discuss all aspects of the contract including complaints. This process was effective. There were few unsatisfied complaints referred back to the council by customers; around 5-10 a year. If a complaint from a customer for Amey was received, this was passed through to Amey for their own process to be followed. If a customer had been through this process and were not satisfied the Monitoring Officer would be engaged to assess whether they were satisfied with the outcome and that Amey's own complaints process had been correctly followed. The Local Government still considered the council to have

responsibility for the waste service regardless of how the service or complaints procedures were outsourced.

- Amey received many complaints on how bins were not being collected, frequency of grass cutting or bush cutting which were easy for them to resolve quickly; either through fixing the problem or explaining the policy. Some complaints were received expressing dissatisfaction that Amey had not been contracted to perform a particular service. These would become a Council complaint about policy. There was joined up working in terms of how complaints went through to Amey and how escalated complaints were referred back to the Council. Customers would sometimes complain to the Local Government Ombudsman in which case the Council would become aware of something that Amey had dealt with not seen by the Council. This was however rare.
- Vivacity had decided to set up their own complaints process when they were established. They also had a Monitoring Officer and the same process applied as with Amey. Their complaint volumes were very low. Serco and Skanska decided to adopt the Council's complaints process when the service transferred over to them. The Council complaint telephone number therefore including complaints about Skanska and Serco.
- Members asked if the council would require companies undertaking partnerships with them in the future to use the council's complaints process. Members suggested that this would be preferable. Officers responded that the Local Government Ombudsman (LGO) were satisfied with complaints being outsourced if this suited the service as long as the council monitored the complaints process and took ownership of the end result. This would be a commercial decision between the council and the outsourced service.
- The Acting Corporate Director added that the Members' question was very valid. It was important to ensure that complaints went through the councils systems and processes, interfaces with I.T. systems, how customers were dealt with through the website. Officers would ensure that these factors were included in future procurement documents. This was sometimes decided through commercial consideration as some companies might have a better complaints system than the council.
- Members queried if any officer could deal with a complaint as in some other organisations complaints were referred to the central complaints team instead. Officers responded that staff, especially in customer services, were made aware of the complaints process in their inductions. They could capture the complaints and pass it through to the complaints team or deal with it themselves. The complaints policy stated that the service area that received a complaint relevant to them should deal with it there and then. The policy stated that the complaint should be passed to a team leader or a manager. Customers could choose to go the complaints team. Because they manage the website's complaints form more complaints were being received centrally. 65% were received via the web. The complaints team then log and monitor complaints being responded to. Customers still had the option of going directly to a service area and the service area would respond. This would generally be a manager rather than a front line officer.
- Members asked how people make complaints about the behaviour of an officer. Officers stated that this was why it was important for a manager or team leader to deal with the complaint. If the complaint was about the conduct of the officer they were engaging with, they would not want to complain to that person. Customers did sometimes contact the complaints team saying that they had complained about both their officer and their manager and wished to complain to someone more senior. It was then the responsibility of the complaints team to find that senior person most suitable to have the complaint referred to them.

#### **AGREED ACTIONS:**

The Growth, Environment and Resources Scrutiny committee considered the report and **RESOLVED** to consider the report and make recommendations for further scrutiny if deemed appropriate.

### 34. AFFORDABLE HOUSING NEED AND DELIVERY IN PETERBOROUGH

The Housing and Strategic Planning Manager accompanied by the Acting Corporate Director of Resources introduced the report which provided a current picture of affordable housing need and delivery in Peterborough against the backdrop of any significant policy, legislative or funding developments that had occurred since the adoption of the Housing Strategy in April 2017.

The Growth, Environment and Resources Scrutiny Committee debated the report and in summary, key points raised and responses to questions included:

- Members referred to the SHMA 2017 update which indicated that an additional 559 affordable homes were required each year to meet current and arising need in Peterborough. Therefore even the updated delivery figure of 152 homes was around 400 homes short of requirements and it was difficult to see how this would help tackle the housing crisis. Officers responded that SMHA figures were a globalised picture of housing need within Peterborough. Housing Register Need information was included as well as this was representative of the immediate housing need. The SMHA figures reflected everyone who found it difficult to meet their housing need in the open market. There would be some people who could afford to rent someone with benefit support who would come into this category of housing need. The housing register and the number of families in temporary accommodation would be a better indicator of the position faced in Peterborough.
- The SMHA figure was valuable because it reflected affordability in Peterborough. Although house prices in Peterborough were not very high, the city also had a low wage economy which limited the ability of people to meet their housing need in the market.
- It would never be possible to meet all the identified housing need in the city and no local authority could do this. The Council tried to focus on delivering the right products for those with the highest need. These were people in band 1 of the housing register and people in temporary accommodation. This was why the Council wanted to deliver more rented units rather than home-ownership units as this would alleviate the housing register need.
- Members stated that it appeared that Peterborough had only received £2.75m of funding from the Combined Authority which seemed to be a small proportion of the total combined authority housing funding figure of £100m.
- Members thanked officers for an excellent report and commented on their work on affordable housing and gaining as much funding as possible from the Combined Authority.
- Members asked if the council had the teams in place to take advantage of new legislation allowing local authorities to borrow an unrestricted amount of money to provide affordable housing. Officers responded that they did not have a Housing Revenue Account (HRA) or housing stock, so the City Council did not have these teams in-house at present.
- The Acting Corporate Director added that there had been two tranches of money over the summer of £2.2bn and £2.7bn going to councils with HRAs.
- Councils that had HRAs had not been able to borrow money as artificial caps had been introduced by the government some years ago. Everything had to be delivered from revenue or rents and councils could not borrow to improve or increase the housing stock which had caused problems for some authorities.
- The Acting Corporate Director stated that they were looking at whether an HRA should be set up again due to the funding being provided in this area. There was only one council that had gone back and set up an HRA which was Hartlepool. The Council needed to evaluate whether it was worth doing.
- Members felt that it would be worth looking at the possibility of introducing social tenure to get this funding. Members estimated that Peterborough should be receiving £26m-



£28m from the Mayor's budget. The Mayor's enthusiasm for local land trusts was not necessarily suited to Peterborough. Members requested that the committee recommend that the Council examine the possibility of setting up a Housing Revenue Account (HRA).

- Members stated that full council had passed a unanimous motion to look at a wide range of options for housing, such as cooperatives, HRAs etc.
- Members asked if there were still plans to use Midland Road for homeless person's accommodation as social housing. Officers responded that the 29 Medesham Homes Units would be used as permanent homes for families in temporary accommodation. This would enable other people to move into the temporary accommodation. The issue was that the Council had a shortage of temporary accommodation. This was expensive and had a high social cost. It was important to have a 'churn' of people moving from lower quality temporary accommodation such as Travelodge's into higher quality temporary accommodation into a permanent stable home. Although temporary accommodation was needed, more permanent homes to move into from temporary accommodation were also needed. The Midland Road project would consist of permanent homes which were desperately needed.
- Some Members felt that this subject had not received the scrutiny it deserved at this meeting and should have been placed earlier on the agenda or an agenda with less items. The Chairman stated that call-ins could not be accounted for in agenda setting.
- Members responded that the Council were spending £200,000 per month on temporary accommodation, there was a housing emergency, 11% of houses were empty and not enough was being done.
- Members suggested the Council should buy houses off the open market rather than waiting for them to be built. Officers referred to a paragraph page 110 in the report, which stated that the Council were looking to purchase housing stock as a quicker way of accommodating people so this process was in place.
- Members stated that there were many people in Peterborough who could not get onto the housing register because they were 'adequately housed' in private accommodation which cost twice as much as social housing. This gave these people a burden. They did not have security of tenure, the ability to decorate or have pets for example. The need for these comforts should not be dismissed and people in this position should not be ostracised. The Council should consider providing housing to these people,
- Officers acknowledged the point above but stated that there were 3,000 people on the housing register and this level of need required prioritisation. This meant that the Council could not open its criteria so wide that anyone in a rented property could be considered to be a priority for re-housing. In the past there had been 9,000 people on the housing register before the criteria were revised. Otherwise, people would have been on the register continuously and never been rehoused. This was not good for these people as the Council would never have sufficient resources to house this number of people and people's hopes would be given false hope. The Council made the criteria more realistic to limit who was considered eligible for rehousing. It was still difficult to rehouse 3,000 people.
- Members responded that they would not consider it a luxury to live in a house that one could afford without having two jobs or going without essentials.
- Councillor Murphy, Seconded by Councillor Martin proposed that Cabinet examines the viability of setting up a Housing Revenue Account (HRA). The Committee unanimously agreed to the recommendation.

#### **RECOMMENDATION:**

The Growth, Environment and Resources Scrutiny Committee **RESOLVED** to recommend that Cabinet examines the viability of setting up a Housing Revenue Account (HRA).

#### **AGREED ACTIONS:**

The Growth, Environment and Resources Scrutiny committee considered the report and **RESOLVED** to review and comment on the report.

### **35. MONITORING SCRUTINY RECOMMENDATIONS**

The Democratic Services Officer introduced the report which enabled the committee to monitor and track progress of recommendations made to the Executive or Officers at previous meetings.

It was noted that the committee's recommendations made at the July 4 meeting regarding the role of rural areas Active Lifestyles had been incorporated into the Strategy.

#### **ACTIONS AGREED:**

The Growth, Environment and Resources Scrutiny Committee considered the report and **RESOLVED** to consider the responses from Cabinet Members and Officers to recommendations made at previous meetings as attached in Appendix 1 to the report and provides feedback including whether further monitoring of each recommendation is required.

### **36. FORWARD PLAN OF EXECUTIVE DECISIONS**

The Democratic Services Officer introduced the report which invited Members to consider the most recent version of the Forward Plan of Executive Decisions and identify any relevant items for inclusion within the Committee's work programme or to request further information.

#### **ACTIONS AGREED:**

The Committee considered the report and **RESOLVED** to consider the current Forward Plan of Executive Decisions:

### **37. WORK PROGRAMME 2018/2018**

The Democratic Services Officer introduced the report which gave the committee to review the work programme and highlight any additional items that needed to be considered.

The Chairman noted that the agenda for the 9 January meeting was already very full and that no more items would be advisable. The January agenda would be set at group reps.

#### **ACTIONS AGREED;**

The Growth, Environment and Resources Scrutiny **RESOLVED** to note the latest version of the work programme.

### **38. DATE OF NEXT MEETING**

28 November 2018 - Joint Scrutiny of the Budget

9 January 2019 - Growth, Environment and Resources Scrutiny Committee

7pm - 9.35pm  
CHAIRMAN

**MINUTES OF THE JOINT SCRUTINY COMMITTEES MEETING  
HELD AT 6.00PM ON  
28 NOVEMBER 2018  
IN THE COUNCIL CHAMBER, TOWN HALL PETERBOROUGH**

**Committee Members Present:** Councillors N Simons (Chairman), K Aitken, A Ali, S Bashir, R Brown, G Casey, A Ellis, M Farooq, J A Fox, J R Fox, C Harper, S Hemraj, C Hogg, A Iqbal, M Jamil, D Jones, S Lane, S Martin, E Murphy, D Over, B Rush, B Saltmarsh, N Sandford, L Serluca, J Stokes, S Warren  
Co-opted Members: Parish Councillors Keith Lievesley, Neil Boyce, Susie Lucas, Junaid Bhatti, James Hayes, Richard Clarke

**Also Present:** Councillor Holdich, Leader of the Council and Member of the Cambridgeshire and Peterborough Combined Authority  
Councillor Fitzgerald, Deputy Leader and Cabinet Member for Integrated Adult Social Care and Health  
Councillor Ayres, Cabinet Member for Education Skills and University  
Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development  
Councillor Lamb, Cabinet Member for Public Health  
Councillor Seaton, Cabinet Member for Resources  
Councillor Smith, Cabinet Member for Children's Services  
Councillor Walsh, Cabinet Member for Communities  
Councillor Allen, Cabinet Advisor to the Leader  
Councillor Fuller, Cabinet Advisor for Commercial Strategy and Investments

**Officers Present:** Gillian Beasley, Chief Executive  
Peter Carpenter, Acting Corporate Director, Resources  
Adrian Chapman, Service Director, Communities and Safety  
Fiona McMillan, Interim Director of Law and Governance  
Annette Joyce, Interim Corporate Director, Growth and Regeneration  
Wendi Ogle-Welbourn, Executive Director, People and Communities, Cambridgeshire and Peterborough Councils  
Will Patten, Service Director Commissioning  
Dr Liz Robin, Director of Public Health  
Lou Williams, Service Director, Children & Safeguarding  
Jonathan Lewis, Service Director, Education  
Paulina Ford, Senior Democratic Services Officer

## **5. APPOINTMENT OF CHAIRMAN**

The Senior Democratic Services Officer opened the meeting and advised the Committee that in accordance with *Part 4, Section 8 – Scrutiny Committee Procedure Rules, section 13, Joint Meetings of Scrutiny Committees* a Chairman would be required to be appointed from among the Chairmen of the Committees who were holding the meeting. Nominations were sought from those Chairmen present at the meeting which were Councillor Simons, Chairman of Adults and Communities Scrutiny Committee, Councillor Stokes, Chairman of the Health Scrutiny Committee and Councillor Harper, Chairman of the Growth, Environment and Resources Scrutiny Committee. Councillor Simons was nominated by Councillor Harper and seconded by Councillor Stokes. There being no further nominations Councillor Simons was therefore appointed Chairman.

The Chairman welcomed everyone present and explained that the purpose of the meeting was to provide an opportunity for all members of each Scrutiny Committee to scrutinise the Medium Term Financial Strategy, Budget 2019/20 to 2021/22 Tranche Two proposals document as part of the formal consultation process before being presented to Cabinet on 3 December 2018 for approval and recommendation to Full Council on 12 December 2018.

## **6. APOLOGIES FOR ABSENCE**

Apologies were received from Councillor Bisby, Councillor Barkham, Councillor Shaheed, Councillor Goodwin, Councillor Dowson and Councillor Joseph. Councillor Murphy was in attendance as substitute for Councillor Dowson. Councillor A Iqbal was in attendance as substitute for Councillor Joseph and Councillor Hogg was in attendance as substitute for Councillor Shaheed.

Councillor M Cereste, Cabinet Member for Waste and Street Scene also submitted his apologies.

The following co-opted members also sent apologies: Education Co-opted members Peter Cantley and Flavio Vettese. Independent Co-opted Members Dr Watson, Alistair Kingsley, Rizwan Rahemtulla and Parish Councillor Co-opted Member Henry Clark and Barry Warne substitute for Henry Clark.

## **7. DECLARATIONS OF INTEREST AND WHIPPING DECLARATIONS**

There were no declarations of interest or whipping declarations.

## **8. MEDIUM TERM FINANCIAL STRATEGY (MTFS) 2019/20 - 2021/22 – TRANCHE TWO PROPOSALS**

The Cabinet Member for Resources gave a short introduction to the Budget 2019/20 – 2021/22 Tranche Two proposals document accompanied by the Acting Corporate Director of Resources and went through a short PowerPoint presentation a copy of which can be found attached at Appendix 1 of the minutes.

Each section of the budget proposals document was then taken in order according to how it was presented in the Budget Book. The relevant Cabinet Member or Corporate Director were given the opportunity to introduce their section of the budget before taking questions from the Committee.

Questions and observations were made around the following areas:

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
<p>5. Presentation and Introduction of the Medium Term Financial Strategy Tranche Two Proposals Document</p> <p><b>Cabinet report dated 15 October 2018 (pages 1 to 37) of the MTFS 2019/20 to 2021/22 Tranche Two Proposals Document</b></p>	<p>Members sought clarification as to how much budget had been allocated to the ICT change in strategic direction.</p>	<p>The paper that went through Cabinet in July stated a total investment of £1.2m but this would vary year on year.</p>
	<p>Councillor Sandford commented that he had requested information on the cost of the transition between the Microsoft platform and google and the reverse from google to Microsoft on 1 October at the Budget Working Group and on several occasions since but had yet to receive the information.</p>	<p>The Cabinet Member for Resources apologised for the late response to Councillor Sandford's request for detailed information regarding the ICT transition between the Microsoft and google platforms. An email providing a response had been sent out to members of the Growth, Environment and Resources Scrutiny Committee of which Councillor Sandford was a member earlier in the day on 28 November.</p>
	<p>Councillor Sandford queried why the detail of the proposed public transport cuts had not been published in full as he had requested. The supplementary report on the Bus Subsidy Review and Savings published on 27 November had not contained full details. Concern was also raised that the proposed Cross Party Working Group had only been asked to meet on 27 November and not sooner.</p> <p>Concern was raised that the proposed savings would be pushed through at the next Council meeting on 12 December without proper consultation.</p>	<p>The Cabinet Member for Resources advised that there was still a lot of consultation work to be undertaken which included engaging with groups such as the Youth Council, Pensioners Association and the Cross Party Working Group. It was an ongoing process including negotiating with Stagecoach to achieve the £150K savings. Stagecoach had already indicated that they could identify where those savings might come from.</p>
	<p>Members sought clarification as to how the budget control and if there had been an improvement or if the situation was worsening.</p>	<p>A budget control report was presented to every Cabinet meeting to provide a continuous update throughout the year and the</p>

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>Had there been any unexpected budget pressures which had previously not been taken into account.</p> <p>Had the Chancellor given any further detail on how the council may benefit from the increase in funding to public services?</p>	<p>report indicated that the budget position was improving.</p> <p>The budget position at a high had shown an overspend of £6.4m in August, £5m of which was due to increases in Children's Services. Approximately £3.9m had been built into the budget to go towards Children's Services.</p> <p>The budget overspend as of last month had come down to £4.9m and further processes were being put in place to reduce this further.</p> <p>The major areas for funding to come out of the Chancellors speech was the additional funding for Winter Pressures and Adult Social Care. There was also additional funding of £1.5m for Highways pothole repairs which would need to be spent before the end of the financial year.</p>
<p>The Committee <b>RESOLVED</b> to note this section of the budget.</p>		
<p><b>6.</b> <b>Appendix A</b> <b>Page 39 to 42</b> 2019/2020 – 2021/22 MTFS Detailed Budget Position <b>and Appendix B Page 43</b> Local Government Finance Event Timeline</p>	<p>What is the MRP Re – Provision listed under Table 2 Non repeatable One off Savings on page 3 of the report?</p>	<p>MRP is Minimum Revenue Provision and is the amount each year that the Council must fund from revenue for debt repayment. This item comes under Capital Financing Costs and the re-provision is monies that can be offset against these debt repayment costs (generally from Capital Receipts).</p>
<p>The Committee <b>RESOLVED</b> to note this section of the budget.</p>		
<p><b>7.</b> <b>Appendix C</b> <b>Page 45 to 48</b>  Performance Data</p>	<p>There were no questions or comments for this section of the budget.</p>	

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
The Committee <b>RESOLVED</b> to note this section of the budget.		
<p><b>8. Appendix – D</b> <b>Page 49 to 51</b></p> <p>Capital Programme 2018/19-2021/22</p>	<p>It was noted that the Community Leadership Fund listed at £860K was underspent last year and the question was posed as to whether it should be reduced, remain the same or be disposed of.</p> <p>Some Members advised that it was used fully in their wards and they would not want it to be taken away.</p> <p>After a short discussion Councillor Over seconded by Councillor John Fox recommended that the Community Leadership Fund remain at £1000 per councillor and that any Community Leadership funding not spent by February of the current financial year should be pooled and redistributed to Councillors who had already spent their allocation and could use it for further projects within their area.</p> <p>Councillor Murphy recommended that the Community Leadership Fund be reviewed.</p> <p>Some Members felt that the rules on how the money could</p>	<p>The Cabinet Member for Resources advised that there was a Capital Programme Board in place which challenged the Capital Programme thoroughly to reduce the overall amount.</p> <p>The Leader of the Council commented that it was sometimes difficult to spend the total amount allocated within one year and it would be more helpful if the funding could be rolled over to the next financial year. This might then provide funding for more meaningful projects.</p>

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>be spent were quite restrictive.</p> <p>Members sought clarification on whether the figure of £860K was accurate and if it had been listed in the correct area of the budget.</p> <p>Councillor Jamil, seconded by Councillor Hogg provided an alternative recommendation to Councillor Over's recommendation recommending that if the Community Leadership Fund was not used within the financial year then it is rolled over to the next year so that it remained within the same ward rather than being redistributed, providing this was allowed within the rules of the Community Leadership Fund.</p> <p>Councillor Over agreed to Councillor Jamil's recommendation and it was therefore put to the vote.</p> <p>(17 in favour, 7 against, 2 abstentions) The recommendation was therefore agreed.</p>	<p>The Acting Corporate Director, Resources advised that he would have to confirm the figure after the meeting and would look at the figure as a matter of urgency.</p> <p>The Cabinet Member for Communities requested that when considering the rules of the Community Leadership Fund consideration could also be given to how the fund is allocated within the ward if a Councillor should resign. Currently if a councillor resigned their portion of the Community Leadership Fund was lost.</p>
	<p>Members were concerned that putting £18m this year and £10m next year into the Housing Joint Venture was putting 'all our eggs in one basket'. Members requested that Cabinet look at other funding streams and review the current housing situation.</p>	<p>The Leader responded that the government rules currently stipulate that the Combined Authority could not fund the housing associations however this was currently being looked at. Current funding was coming from the Department of Homes and Communities. The council were open to and bidding via every</p>



Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>Councillor Murphy seconded by Councillor Jamil recommended that Cabinet review the current housing financial situation and consider other funders and not put the £28m in to one vehicle for provision of homes.</p> <p>The recommendation was put to the vote. (17 in favour, 0 against, 3 abstentions)</p> <p>The recommendation was therefore agreed.</p>	<p>avenue possible to build and obtain housing.</p>
<p>The Committee <b>RESOLVED</b> to note this section of the budget and made the following recommendation.</p> <p><b>RECOMMENDATIONS</b></p> <ol style="list-style-type: none"> <li>1. The Joint Scrutiny Committee <b>RESOLVED</b> to recommend that Cabinet review the current housing financial situation and consider other funders and not put the £28m into one vehicle for provision of homes.</li> <li>2. The Joint Scrutiny Committee <b>RESOLVED</b> to recommend to Cabinet that if the Community Leadership Fund was not used within the financial year then it is rolled over to the next year so that it remains within the same ward rather than being redistributed, providing this was allowed within the rules of the Community Leadership Fund.</li> </ol> <p><b>AGREED ACTIONS</b></p> <p>The Joint Scrutiny Committee requested that:</p> <ol style="list-style-type: none"> <li>1. The Acting Corporate Director, Resources confirm if the figure of £860K listed against the Community Leadership Fund in Appendix D of the budget book is correct.</li> <li>2. The Director of Law and Governance to review the rules around the Community Leadership Fund following the recommendation made.</li> </ol>		
<p><b>9. Appendix E Medium Term Financial Strategy 2019/20 Tranche Two Budget Proposals Document starting on page 53</b></p>	<p>There were no questions or comments for this section of the budget.</p>	

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
Introduction, Budget Process, Priorities, Funding and Council Service Expenditure, Overall Budget Position, and Budget Consultation <b>Pages 55 to 63</b>		
The Committee <b>RESOLVED</b> to note this section of the budget.		
<b>10. Governance Budget Proposals</b> <b>Page 64</b>	Members noted the proposals regarding HR – supplies and services and salary cost savings through reduction of hours and sought clarification as to which staff would be affected. Members also asked if the provision of service would be affected.	It was only HR staff who would be affected and they did not provide any HR services to other authorities.
The Committee <b>RESOLVED</b> to note this section of the budget.		
<b>11. Growth and Regeneration Budget Proposals</b> <b>Pages 65 to 67</b>  <b>Including the supplementary report published yesterday on Bus Subsidy Review and Savings separately numbered pages 1 to 6</b>	Members commented on the proposals to reduce the council's subsidisation of local bus routes and felt that the proposals targeted the evening and Sunday services on the core routes 1 to 6. The supplementary report mentioned that the detailed revised timetables were attached in appendix B and C however the appendices was not included with the report. Members therefore sought clarification as to what the savings entailed.  <i>7.04pm Councillor Ali left the meeting.</i>  Members were concerned that approval of the £150K savings might go through	Stagecoach had provided the council with details of savings of approximately £164K relating to the 60's service. The Cross Party Working Group had therefore been formed to consult on all of the subsidised journeys. The recommendation in the report was to approve the methodology for reviewing the Bus Subsidy in order to achieve the savings put forward in the Tranche Two savings proposal.  Stagecoach had responded to say that they had managed to find some savings across the 60's service however more detailed analysis would be required from Stagecoach.  Members were informed that Stagecoach had provided initial proposals and timetables. The

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>without any detailed analysis or public consultation.</p> <p>Some Members suggested that the savings be found elsewhere as there was concern that a cut in services would affect lifelines to rural communities.</p> <p>Confirmation was sought from the Cabinet Member for Growth, Planning, Housing and Economic Development that full details of the cost saving proposals would be revealed before the next council meeting in December.</p> <p>It was noted that the Combined Authority was now responsible for transport and that they might decide in the future to reinstate the bus services and charge the council for the services. It was suggested that the council and the Combined Authority should work together on the Bus Subsidy review.</p> <p>Members suggested that the council should look at providing its own bus transport.</p> <p>It was suggested that the Cross Party Working Group should meet in public.</p> <p>Councillor Hogg seconded by Councillor Sandford recommended that the decision on the Bus Subsidy review and savings be deferred to Tranche Three to</p>	<p>Cross Party Group would look at the full detail of the proposals before a decision was made.</p> <p>The council were working with partners to rationalise the subsidised routes to make the savings.</p> <p>A consultant had already been engaged and a route and branch review was already being undertaken to look at the bus routes around the city which were being under used.</p> <p>Members were reminded that the council had lost over £55m of revenue support grant. The council had to make decisions on what services could be provided. Bus subsidy was one area of scrutiny. The details of the passenger numbers were known and the detail that had already been provided supported the proposed savings of £150k.</p> <p>The Cabinet Member for Growth, Planning, Housing and Economic Development advised that some of the information provided by the bus companies may be commercially sensitive.</p>

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>allow the Cross Party Working Group to come back with detailed proposals.</p> <p>The recommendation was put to the vote (9 in favour, 13 against, 0 abstentions) The recommendation was defeated.</p> <p>Councillor Sandford seconded by Councillor Hogg recommended that in order to ensure transparency going forward that the Cross Party Working Group hold their meetings in public so that all details were made publically available subject to them not being commercially sensitive.</p> <p>The recommendation was put to the vote (9 in favour, 14 against, 0 abstentions) The recommendation was defeated.</p>	
<p>The Committee <b>RESOLVED</b> to note this section of the budget.</p>		
<p><b>12. People and Communities Budget Proposals Pages 68 to 75</b></p>	<p>Clarification was sought with regard to self-funders and elderly residents in nursing homes who may have dementia being moved from one home to another that would potentially be cheaper. Members were concerned that this could potentially put elderly residents at risk.</p>	<p>The Cabinet Member for Integrated Adult Social Care and Health gave a short introduction to areas within the budget which was covered by his portfolio.</p> <p>Self-funders. There was enormous pressure in the nursing market. Sometimes self-funders were misinformed with regard to the care home fees. When people ran out of funds it was the responsibility of the council to step in and provide suitable care. The Cabinet member advised that when this happened and the council had to provide assistance</p>

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	<p>Members were pleased to note the development of Care Suites across the city and wanted to know where they would be located.</p>	<p>in funding care arrangements. This did not necessarily mean that the resident would have to move to alternative accommodation but if this was the case the council would ensure that the accommodation provided was equal to what was already being provided. The same type of accommodation would be provided at an affordable price. The council would not want to see people moved unnecessarily. Cheaper accommodation did not mean worse accommodation, often it would be the same accommodation that they were already in but at a cheaper rate.</p> <p>The location of the Care Suites were known but because of commercial sensitivity they could not be named. However they would be located in Peterborough.</p>
	<p>Home to School Transport – Catchment Areas. Members sought clarification regarding the proposed reduction in home to school transport costs by reviewing the catchment areas of primary and secondary schools.</p> <p>Will the children who are currently using the home school transport still be able to continue using it?</p> <p>Members commented that anything that could be done to encourage cycling and walking would assist the reduction in home to school transport costs. Adequate</p>	<p>The Director for Education responded that the catchment areas within Peterborough were very old and over the years the schools had changed. Some schools no longer existed and there were many new schools the catchment areas therefore needed to be rebalanced to reduce home school transport costs.</p> <p>This proposal was about planning for the future and therefore those currently using home school transport would not be affected.</p> <p>Cycles were already in the scheme and the LEA already promoted cycling to school and where appropriate promoted parents providing transport to</p>

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	school places within the catchment areas would also assist this.	school as this could often be cheaper and more cost effective.
	National Living Wage. It was noted that next year there was nothing in the budget and a -£300 saving for the following two years which was based on intelligence from reviewing the latest information and legislation coming from central government. Why was nothing entered for next year?	At the time the decision was taken the legislation was not quite clear and therefore there was an over provision in the budget as it was uncertain as to the exact costs associated with the National Living Wage. Due to the over provision it is correct that there would be no savings next year and savings of -£300 over the next two years. The money saved would go back into reinvestment into the service.
	Housing Needs. It was noted that the report stated that the council had made significant gains by increasing the number of temporary accommodation units to meet homelessness demands. How many properties had been acquired and tenancies created or dwellings for homeless people so far? Members suggested that the figure of £223K savings needed to be revised as it was believed that the figures would not be achieved.	The budget figures were accurate and reviewed on a weekly basis. Offers had been accepted on 23 houses and by Christmas 35 will have been secured and were on target to have achieved 55 by March 2019. 8 properties had been acquired on Cromwell Road which had been empty for some considerable length of time and were being converted in to general needs accommodation. Medesham Homes, Midland Road properties will be listed in the coming weeks. 22 properties had also been secured at Tysedale in Bretton and were currently being converted into general needs stock. Additionally the council had secured and signed up 32 lease properties from the private sector.
	Term time only working. Have staff been consulted with regarding staff moving to term time only contracts resulting in a lower salary.	This related to Education Staff only and individuals affected were being consulted with. The number of people affected related to one or two people only.
	Virtual School. Members were concerned about the	The Virtual School provision for looked after children's education

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
	savings identified with regard to the Virtual School as this affected children in care.	was very important. The process and systems in place for the Virtual School has improved over the years and therefore some efficiency savings could now be made. There was also an additional grant from government which would cover the shortfall.
	Delivery improved performance by the Adult Social Care Team. Would there be any staff redundancies incurred through the £200k savings?	This was about improving productivity and working smarter and more efficiently. There would not be any staff redundancies.
	Community Capacity - Community Asset Transfer (CAT) Programme. If any group did not have the capacity to take on the asset could the council assist the group?	Officers have taken extreme care and sensitivity in the handling and transfer of assets and in particular cases which have been particularly difficult to resolve. The time, care and effort that had been put into the process had been excellent and would continue.
	PES / Community Safety Operating Model. Will the remodelling of the PES service have an effect on other service areas?	The PES continued to grow and extend delivery to all communities across the city and was made up of a range of different interventions. Some of these interventions were about raising revenue through an increase in enforcement activity. There was also the new HMO licensing regulations. Revenue raised would be used to offset the staffing costs. A large amount of the £350K savings was linked to the fact that the CCTV service was now shared with Fenland District Council which would mean sharing the staff and costs.
The Committee <b>RESOLVED</b> to note this section of the budget.		

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
<p><b>13. Public Health Budget Proposals</b> <b>Pages 76 to 77</b></p>	<p>Members were concerned with some of the proposed savings and in particular Public Health Staffing savings in respect of three vacant posts (Mental Health Promotion Officer, Senior Public Health Analyst and Drug and Alcohol Misuse Health Improvement Specialist. How long had the posts been vacant and how would the services provided by these posts be fulfilled.</p> <p>It was also noted that there would be a cut in sexual health and contraceptive services but recent public health indicators were concerning with regard to teenage pregnancies and sexual health. How can the cuts therefore be justified.</p>	<p>The savings for Public Health staff all related to posts in Cambridgeshire County Council. The Mental Health Promotion Officer post had been vacant for less than a year, the Public Health Analyst post had been vacant since December 2017 and the Health Improvement Specialist post went out to advert twice but it was not possible to appoint.</p> <p>In terms of cover for the posts the Mental Health Promotion Officer spent a lot of time working on the Keep Your Head mental health web site which consisted of an adult and children's section. The site has now passed to voluntary sector organisations.</p> <p>An agreement has been made with the NHS to appoint a full time person to the Analyst role which was a post that was originally only being funded for a part time role.</p> <p>The Health Improvement Specialist role was being covered by other areas of the team.</p> <p>It was acknowledged that there were some challenges in Peterborough with regard to teenage pregnancies and late diagnosis of HIV. In Tranche One of the budget the council invested heavily in the iCash service because the demand was so high. The council had now negotiated with the provider to mitigate some of that initial cost. Overall there was an investment in year. Consultation was underway with regard to making the savings and making a minimum impact to the service user.</p>



Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
The Committee <b>RESOLVED</b> to note this section of the budget.		
<p><b>14. Resources Budget Proposals Pages 78 to 79</b></p>		The Cabinet Advisor for Commercial Strategy and Investments gave a brief introduction with regard to the councils Commercial Strategy.
	<p>ICT (Change of Strategy Direction). A request was made for a detailed breakdown of the budget pressure of £1,024m including costs relating to the transition to google from Microsoft and the reverse of this decision. Did the £1,024m include licences, training, equipment etc?</p> <p>Members requested information on what had been spent on contracts with Serco and Arcus over the past few years.</p>	<p>In 2013 / 2014 the direction of travel was to develop ICT solutions working with other partners. This had not quite developed as expected. The direction of travel had now changed to using solutions that were already on the market rather than developing our own. Part of the costs were for changing the strategy to deliver the new direction of travel and removing some of the targets that had been put in the original ICT strategy.</p> <p>The Acting Director of Resources advised that he would provide the information after the meeting.</p>
	Increased Council Tax Collection. How did the council propose to raise the additional amount of money?	Peterborough had been moving up the league tables in terms of council tax collection and had been cited as the most improved Unitary authority. Peterborough were now in the top end of the league table with regard to the collection of council tax. More money was collected more efficiently at an increased rate of half a percent.
The Committee <b>RESOLVED</b> to note this section of the budget.		
<p><b>ACTIONS</b></p> <p>The Joint Scrutiny Committee requested that the Acting Corporate Director of Resources provide information on how much money had been spent on contracts with Serco and Arcus over the past few years.</p>		

Item / Section of the Budget	Questions / Comment	Response from relevant Cabinet Member / Corporate Director
<b>15. Staffing Implications</b>  <b>Page 80</b>	There were no questions or comments for this section of the budget.	.
The Committee <b>RESOLVED</b> to note this section of the budget		
<b>16. Appendix F</b> <b>Pages 81 - 154</b>  Equality Impact Assessments	Subsidised Transport Equality Impact Assessment (EIA). Members noted that the EIA stated that “It is not possible to identify which, if any individuals or groups will be affected until a review of the various supported services has taken place. A full assessment will be taken at that stage”. It also states that any positive or negative effects were unknown at this stage. Members had been advised that a comprehensive review would be undertaken and detailed information on the services would be submitted to the full council meeting on 12 December which left little time to carry out a detailed review and full equality impact assessment. Members sought assurance that a full equalities impact assessment would be carried out.	The Cabinet Member for Growth, Planning, Housing and Economic Development advised that an equalities impact assessment could only be carried out when it was known which bus routes would be affected. When the routes have been identified an impact equality assessment would be carried out.
The Committee <b>RESOLVED</b> to note this section of the budget		
<b>17. General Comments, any overall recommendations and Conclusion:</b>  There were no further comments, questions or recommendations made.		

CHAIRMAN

The meeting began at 6.00pm and ended at 8.17 pm

# Briefing - MTFS Tranche Two 2019/20-2021/22 Joint Scrutiny of the Budget

28 November 2018

## Budget gap - 2019-20

We knew we needed to find £10.2m of savings, but due to pressures such as an increase in high cost children's placements required this has now raised this figure to £14.5m.

## Why have we got a budget gap?

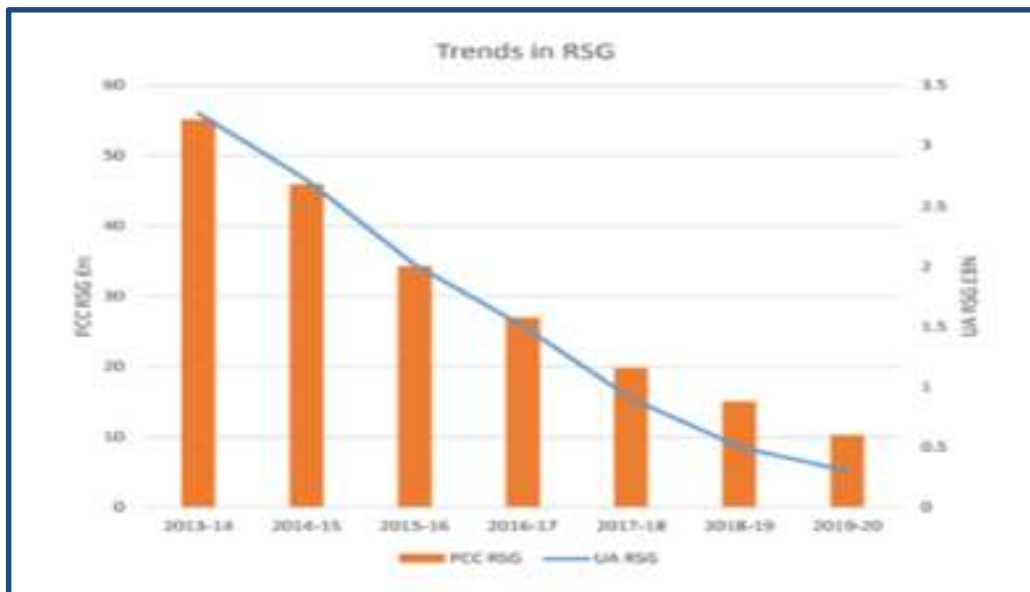
- Peterborough is a fast growing city and demand is unprecedented on certain services
- Current government funding takes no account of population growth or demand levels
- Funding has been reduced year on year - which means the council is no longer adequately funded to provide the services we want to deliver
- We believe residents are being short-changed by current government funding



## Revenue Support Grant

- Alarming reduction of 80% over seven years
- Funding has reduced from £55m in 2013/14 to £10m in 2019/20





## Council Funding- 2018/19



## Key Factors

- **Population growth**
  - We are one of the fastest growing council areas in the country
- **Unprecedented rise in demand on services**
  - Complex care needs of both adults and children
- **Deprivation**
  - Peterborough has some of the most deprived areas in the UK
- **Low council tax rate**
  - One of the lowest average council tax rates per dwelling



## Tranche Two Budget Pressures

- Costs Children's social care - due to demand and high costs per child
- ICT change in strategic direction



## What's our approach to closing the gap?

- Reviewing the level of all services the council is delivering
- Additional commercialisation
- Continuing to improve commissioning and procurement processes and reviewing our external contracts to get best value
- Continuing working on shared services with other local authorities and health partners
- Driving efficiencies within teams and services
- Building and leasing additional temporary accommodation for homeless families
- Transferring assets to partners and communities



## Timeline - Tranche Two

- Tranche Two proposals available - 5 October 2018
- Cabinet Meeting - 15 October 2018
- Feedback via the council website/post by 10 December 2018
- Budget Joint Scrutiny Meeting - 28 November 2018
- Cabinet Meeting - 3 December 2018 to consider the feedback received
- Full Council - 12 December 2018



## Consultation

- Consultation launched 5 October at 5pm.
- Questionnaire on [www.peterborough.gov.uk/budget](http://www.peterborough.gov.uk/budget)
- Consultation closes at 5pm on Monday 10 December 2018





<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 5
<b>9 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

Report of:	Report of the Task and Finish Group	
Cabinet Member(s) responsible:	Councillor Marco Cereste, Cabinet Member for Waste and Street Scene	
Contact Officer(s):	Richard Pearn - Head of Waste, Resources and Energy James Collingridge - Head of Environmental Partnerships Rob Hill - Assistant Director - Community Safety (Peterborough and County)	Tel.01733 864739 Tel.01733 864736 Tel.01733 864715

## REPORT OF THE TASK AND FINISH GROUP TO REVIEW FLY TIPPING AND WASTE POLICY

R E C O M M E N D A T I O N S	
<b>FROM:</b> Task and Finish group reviewing Fly Tipping and Waste Policy.	<b>Deadline date:</b> N/A
<p>It is recommended that Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>1. Consider and comment on the Task and Finish Group report at Appendix 1.</li> <li>2. Endorse the report and recommendations for submission to Cabinet on 4 February 2019.</li> </ol>	

### 1. ORIGIN OF REPORT

- 1.1 Councillor John Holdich, Leader of the Council, indicated in his speech at Full Council on the evening of 21 May 2018 that Fly Tipping in the City is a challenge and that a cross party group be set up to investigate and make recommendations to Cabinet on policy changes that might reduce the amount of fly tipping.

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 This report is submitted to the Committee following a review of fly tipping and waste policy. The purpose of this report is to seek the Committee's approval for submission of the recommendations contained within the report to Cabinet on 4 February 2019.
- 2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference No. Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No. 4.5 Functions determined by Council :

Environmental Capital, and Waste Strategy & Management

- 2.3 This report supports the Corporate Priority of helping to achieve the Environment Capital agenda as well as improving the wellbeing of city residents.

### 3. TIMESCALES

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

- 4.1 Fly tipping of waste is a national issue as well as being a very local issue to Peterborough residents who share the City with such incidents of illegal and anti-social behaviour, it currently costs the authority annually over £200,000 in collection alone just from PCC owned land.

A number of areas of Council operation may have an influence on such incidents and as such the scope of the group follows the following core subjects.

- The HRC in Fengate due to take over from Dogsthorpe in early 2019
- Investigation of potential additional HRC site
- Waste, Recycling and Cleansing policies and procedures where relevant
- Fly Tipping collection and handling
- Education, Information Gathering, Surveillance, Enforcement and Prosecution

#### **5. CONSULTATION**

- 5.1 Consultation has been undertaken by the Task and Finish group with a number of stakeholders as follows:

- Keep Britain Tidy Group
- Prevention and Enforcement Service Officers
- Cambridgeshire Fire and Rescue Service
- Cambridgeshire Constabulary
- Amey Peterborough Street Care Service Manager
- Cabinet Member for Communities
- Peterborough Federation for Small Business
- Representative from local waste management business

- 5.2 Significant consultation has been undertaken with a wide range of stakeholders and it is not considered that further consultation would bring value to the process.

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

- 6.1 That the Cabinet Member accepts the recommendations in the report and works with officers to develop policies, communication campaigns and other elements contained within the recommendations to reduce Fly Tipping in the City.

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

- 7.1 The leader has requested that the Scrutiny Committee consider his request to set up a cross party Task and Finish group to examine the issue of Fly Tipping and how alterations to the relevant policies and the current operating regime might be altered to help to reduce Fly Tipping. This is the report from that Task and Finish Group.

- 7.2 Based on the considerable evidence gathered during the work of the Task and Finish Group a sound understanding and basis in evidence has been generated to support the specific recommendations.

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

- 8.1 To not undertake the work of the Task and Finish group and report back was considered as unsuitable as this would fail to action the leaders desire to undertake said investigation into these challenging issues.

#### **9. IMPLICATIONS**

## **Financial Implications**

- 9.1 Overall costs of fly-tipping, including collection, disposal and enforcement costs are around £0.5m per year. The immediate financial impact arising from the report of the Task and Finish group are limited to £15k as detailed in the report, with such expenditure aimed at reducing overall costs for collection and treatment. However specific projects that arise from work undertaken as part of this process may have implications which will be dealt with on a case by case basis. Any new measures taken to reduce fly tipping would ultimately be expected to lead to reductions in costs, which may enable them to be funded without additional budget.

## **Legal Implications**

- 9.2 While there are no immediate legal implications arising out of the Task and Finish Group report, it is possible that a variation to the terms of the Council's contractual arrangements with its waste service provider may be necessary or agreements concluded with third parties in order to give effect to policies or projects which might arise from its conclusions.

## **Equalities Implications**

- 9.3 There are no equalities implications from this recommendation report, however if specific actions are implemented in the future arising from this report they will be subject to an Equalities Impact Assessment as required.

## **Rural Implications**

- 9.4 Fly Tipping is an issue across both Urban and Rural areas, albeit often different in nature, and as such Rural implications will indeed form part of work that arises from this report and recommendations.
- 9.5 If the items recommended in Appendix one are taken forwards some will have a financial implication on the authority to implement, they will however works towards our environment capital aims by reduce waste.

## **10. BACKGROUND DOCUMENTS**

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

- 10.1 The following publicly available reports were considered by the Task and Finish Group members in the development of their recommendations.

Understanding and Tackling Fly-Tipping in London - July 2018 - Keep Britain Tidy

Inside the Head of Fly-Tippers - August 2018 - Keep Britain Tidy

Tip of the Binberg, Exploring the full cost of waste crime in Greater Manchester - July 2018 -

Dposal and GC Business Growth Hub

Hertfordshire Councils shared approach to Fly-Tipping

<https://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/recycling-and-waste/wasteaware-campaigns/lets-scrap-fly-tipping.aspx>

## **11. APPENDICES**

- 11.1 Appendix 1 – Task and Finish Group Report on Fly Tipping and Waste Policy Review

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**GROWTH, ENVIRONMENT AND  
RESOURCES SCRUTINY COMMITTEE  
TASK AND FINISH GROUP**

**FLY TIPPING AND WASTE POLICY REVIEW**

**9 JANUARY 2019**

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## 1. INTRODUCTION

At Annual Council on 21 May 2018, Cllr John Holdich OBE, Leader of the Council announced that due to the challenges around fly-tipping being faced in the city of Peterborough that a cross-party Task and Finish Group would be set up to investigate and make recommendations to Cabinet on policy changes that might reduce the amount of fly tipping.

The proposal to set up the Task and Finish Group was presented to the Growth, Environment and Resources Scrutiny Committee on 4 July 2018. The proposal was accepted and the terms of reference agreed. Possible nominations to the Task and Finish Group were sought at the meeting to be confirmed following the meeting through the Group Secretaries.

The cross-party Task and Finish Group comprised of the following members:



Cllr Judy Fox  
Werrington First  
Chairman



Cllr Aasiyah Joseph  
Labour and Co-operative



Cllr Richard Brown  
Conservative



Cllr Christian Hogg  
Liberal Democrats



Parish Councillor, Neil Boyce  
Co-opted Member

Officers supporting the Task and Finish Group were:

- Richard Pearn, Head of Waste, Resources and Energy (Lead Officer)
- Rob Hill, Assistant Director - Community Safety (Peterborough and County)
- James Collingridge, Head of Environmental Partnerships
- Clare George, PES Head of Service
- Paulina Ford, Senior Democratic Services Officer
- Daniel Kalley, Senior Democratic Services Officer

The Task and Finish Group wish to thank all of the officers who have provided guidance and assistance in producing this report for their hard work and support.



## **2. SUMMARY OF RECOMMENDATIONS**

### **Recommendation 1.**

Examine improvements to waste collection and physical locations for waste disposal to improve the accessibility and facilitation of the legitimate and environmentally sound deposit of waste items for recycling and/or treatment. Theme Waste Collection and facilitation.

### **Recommendation 2**

Explore the development of further Education and Communication activities tailored to the specific needs of both rural and urban communities in Peterborough. Use examples of best practice from Keep Britain Tidy through joining the scheme and engaging with their experts. Theme Education and Prevention.

### **Recommendation 3**

Expand the Enforcement and detection capabilities of the Prevention and Enforcement Service through development of a joint strategy with partner organisations, using best practice examples from established local authority arrangements. Theme Enforcement and Detection.

The key themes identified above are described in more detail below (Section 7) to identify the separate recommendations to be considered as part of each overall theme.

### **3. TERMS OF REFERENCE**

#### **Purpose**

To examine the issue of Fly Tipping in Peterborough and how alterations to relevant policies and procedures might be undertaken to help achieve the Environment Capital agenda as well as improving the wellbeing of city residents. To make recommendations to the Growth, Environment and Resources Scrutiny Committee on proposed changes to such policies and procedures identified by the group.

#### **Scope**

1. To review the existing policies and procedures on Waste, Recycling and Cleansing as a basis to the group's ongoing work.
2. To review all available data and information relating to Fly Tipping issues, and agree what issues are specifically in-scope for this work.
3. To review all existing policies and procedures in place at Dogsthorpe HRC with a view to informing the operation of the new site being developed in Fengate.
4. To review HRC provision and investigate the potential for provision of another site within the City and the scope of its service provision.
5. To identify and review other areas of the UK where there have been successful alterations to policies and procedures which have impacted on Fly Tipping.
6. To identify and meet with industry, local authority and other sector specialists to help inform discussions and recommendations.
7. To investigate best practice from other local authorities across the country are pursuing in relation to Fly Tipping Collection and handling.
8. To investigate best practice from other local authorities regarding Fly Tipping Education, Information Gathering from incidents, Surveillance, Enforcement and Prosecution techniques.
9. To engage with all Councillors to try and obtain as much evidence as possible.

#### **Reporting**

The Task and Finish group will report to the Growth, Environment and Resources Scrutiny Committee.

*Approved on 4 July 2018 by the Growth, Environment and Resources Scrutiny Committee*

## 4. PROCESS AND METHODOLOGY USED FOR THE INVESTIGATION

### 4.1 Methodology

- Desktop research
- Interviewing Key Witnesses / Stakeholders
- Local knowledge / information obtained by the Task and Finish Group members.
- Data, evidence provided by PES Manager and Head of Environmental Partnership
- Evidence provided by a presentation from the 'Keep Britain Tidy' campaign.
- Financial information associated with the cost of dealing with fly tipping

### 4.2 Process

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

<b>Meeting Date</b>	<b>Items Discussed / Guests Attending</b>
13 September 2018	First meeting to scope the review.
26 September 2018	Evidence gathering – evidence provided at meeting: <ul style="list-style-type: none"><li>• July 2018 – Tip of the Binberg – Report Exploring the full cost of waste crime in Greater Manchester</li><li>• July 2018 – Understanding and Tackling Fly Tipping in London</li><li>• Weblink to Hertfordshire Councils Shared approach to tackling Fly Tipping:</li><li>• Background briefing from key officers.</li></ul>
23 October 2018	Question and answer session with expert witnesses: <ul style="list-style-type: none"><li>• Rose Tehan – Keep Britain Tidy</li><li>• Karla Wilson – PES Enforcement Officer</li><li>• Jamie MacFarlane – PES Enforcement Officer</li><li>• Farsh Raoufi – Cambridgeshire Fire Officer</li></ul>
8 November 2018	Question and answer session with expert witnesses: <ul style="list-style-type: none"><li>• Sergeant Rob Reay, Cambridgeshire Constabulary</li></ul>

- Chris Jackson, Streetcare Manager, Amey
  - Cllr Irene Walsh, Cabinet Member for Communities
  - Andrew Masters, Branch Chairman for Peterborough Federation of Small Businesses
  - Neil Johnson, Technical and Waste Director at Mick George. (Submitted in writing in advance of the meeting).
- 13 November 2018 Discussion on conclusions and possible recommendations.
- 30 November 2018 Meeting to discuss and finalise the contents of the Task and Finish Group report.
- 9 January 2019 Presentation of final report of Task and Finish Group to the Growth, Environment and Resources Scrutiny Committee

#### **4.3 Key Witnesses / Expert Advisers interviewed**

- Rose Tehan – Keep Britain Tidy
- Karla Wilson – PES Enforcement Officer
- Jamie MacFarlane – PES Enforcement Officer
- Farsh Raoufi – Cambridgeshire Fire Officer
- Sergeant Rob Reay, Cambridgeshire Constabulary
- Chris Jackson, Streetcare Manager, Amey
- Cllr Irene Walsh, Cabinet Member for Communities
- Andrew Masters, Branch Chairman for Peterborough Federation of Small Businesses

Additionally, the task and finish group asked a series of questions in writing of Neil Johnson, Representative from Mick George Ltd.

The Task and Finish Group would like to thank everybody who assisted them during the course of the investigation for their support and openness. This assistance was greatly appreciated.

## 5. BACKGROUND

Fly-tipping of waste is a national issue as well as being a very local issue to Peterborough residents who share the City with such incidents of illegal and anti-social behaviour, it currently costs the authority annually over £200,000 in collection alone just from PCC owned land.

A number of areas of Council operation may have an influence on such incidents and as such the scope of the groups work followed the following core subjects:

- The HRC in Fengate due to take over from Dogsthorpe in early 2019
- Waste, Recycling and Cleansing policies and procedures where relevant
- Fly Tipping collection and handling
- Education, Information Gathering, Surveillance, Enforcement and Prosecution

Fly tipping is currently dealt with by Amey and the Prevention and Enforcement Service (PES). The PES will investigate offences whilst Amey will arrange the collection and transfer to relevant treatment or disposal facility. Amey currently attend to fly-tipping within 48 hours of being notified when it is non-hazardous and 24 hours for hazardous.

Appendix 1.0 to this report shows a heat map of the City highlighting the hot spot areas for fly-tipping across the City. Appendix 2.0 shows the physical collections from areas to demonstrate the volumes being removed, this highlights the most volume is in the central area of the City. Types and size of fly tip vary across the City with the urban areas having more domestic items such mattresses, sofas and fridges etc., with the rural areas being targets for more van size loads of waste, building material and green waste.

The 2016 introduction of Selective Licensing in Central Wards has not led to any decrease in fly tipping, despite hopes that it would lead to more enforcement. The Selective Licensing area has a transient population and there is a high turnover of tenants leaving properties with domestic waste such as beds, fridges etc. to be cleared. Under current policy, this waste cannot be taken to the Household Recycling Centre as the rental premises are a business and such waste is considered 'commercial/trade waste'. Most commercial/trade waste establishments will only let you dispose of waste by the tonne, however, Mick George offer dumpy bags at £50 per collection.

It was noted during investigations that the police do not currently investigate fly tipping and do not record incidents of such, however Amey record all incidents on PCC land.

Current enforcement of fly-tipping is undertaken by officers in the Prevention and Enforcement Service. Fly-tipping incidents for investigation are reported to the service in various ways including reports from Amey that evidence is present when they attend a fly tip to clear. Officers will remove and log any evidence and open a case file. Files are then progressed and are either closed by recovering clearance costs, issuing Fixed Penalty Notice or prosecuting at court, if there is a lack of evidence the case will be closed. Appendix 3.0 details the number of cases investigated and action taken.

The table below shows the statistics for fly-tipping over the last three years extracted directly from the Amey database so reflects only PCC land and does not take into account Cross Keys Homes or unregistered land.

Date	Fly Tip Collection Numbers
2015 / 16	9931
2016 / 17	11,293
2017 / 18	10,092

Several initiatives have already been trialled to reduce fly-tipping such as free bulky waste collection trials, community freighter days and signage, to date we have not seen noticeable reductions from these initiatives however some targeted areas have benefited from signage advising covert CCTV may be in operation.

The following table demonstrates the costs that fly tipping is having on the authority including the collection, disposal and enforcement costs.

	2015-16	2016-17	2017-18
<b>Waste Collection Authority</b>			
Fly Tipping Collection Core Costs (1)	£196,800.00	£198,552.00	£200,895.00
Fly Tipping Norwood Lane Average cost over 3 years	£40,162.29	£40,162.29	£40,162.29
Unregistered Land (2)	£2,313.00	£1,823.71	£9,661.44

	2015-16	2016-17	2017-18
<b>Waste Disposal Authority Costs (3)</b>			
WTS Costs (Apportioned Cleansing Service Cost)	£7,500.00	£7,750.00	£8,000.00
ERF Treatment	£30,606.00	£107,835.00	£144,069.00
Landfill	£113,275.00	£62,186.00	£32,791.00
<b>Prevention and Enforcement Service Costs</b>			
Officer Time (Apportioned) (4)	£84,000.00	£84,000.00	£84,000.00
Norwood Lane Infrastructure	£0.00	£0.00	£54,000.00
Stopping Place Clear Up	£6,194.00	£3,026.38	£10,044.94
Penalty Notice and Fine Income (5)	-£42,900.00	-£28,431.51	-£29,318.90
Totals	£437,950.29	£476,903.87	£554,304.77

1. This cost is a set amount under the Amey Peterborough arrangements and increases marginally as the area covered growth with the Cities growth.
2. Waste collected from land where no registered keeper can be found but the work is undertaken at the Councils instruction
3. Costs of waste treatment have increased in line with inflation, however the method of treatment has altered to best suit the facilities available to improve recovery and minimise landfill
4. This figure is based on 5 officers spending and estimated 40% of their time in fly tipping.
5. This figure includes income from litter fines also.

## 6. FINDINGS AND CONCLUSIONS

Having spoken to various key witnesses and having received information and evidence from officers the Task and Finish Group concluded the following:

### 6.1 Key Themes

- There was a need to remove barriers (perceived or actual) to make it easier to remove waste and access facilities to deposit waste, e.g. make it easier to obtain a permit for the HRC or to access collections of bulky waste. A review of the waste policy is essential to remove these barriers.
- Improvements are required to Education and Support for residents to ensure they understand their own obligations in relation to personal and business waste and recycling.
- Enforcement is an essential part of any work to be undertaken on improving the situation in Peterborough and sufficient resources need to be made available to ensure this happens.
- There was a need to ensure all agencies who are involved in this area are working together and sharing resources and information where possible, look for best practice elsewhere as we can learn from others.

### 6.2 Detailed Findings.

Following the interview of sector experts and key witnesses, as detailed in section 4.3 above, the group found the following key themes were commonly mentioned.

### 6.3 Policy and Procedures:

‘Recommend looking into collection practices as it may be that a 24hr clearance response from crews or a task force may not necessarily be helping the situation as waste is cleared quickly so people do it again’ - *Rose Tehan Keep Britain Tidy*

Ensuring that ‘doing the right thing’ when it comes to waste and recycling for residents and businesses is as easy as it can be, to encourage the right behaviour, breaking down barriers and simplifying processes.



## 6. 4 Engagement and Education:

During the evidence review and speaking to key witnesses a clear theme of engagement and education was highlighted. The need to influence attitude and change behaviour of those responsible for fly tipping but also to inform business and residents of their responsibilities was raised on a number of occasions. It was also noted by the group that more communication activities are required in raising the awareness around resident's duty of care as well as publicising successful prosecutions.

Keep Britain Tidy delivered a presentation to the group which detailed various ideas/activities to reduce fly tipping in the area. Copy of presentation appendix 4.0 Activities included: 'Crime scene investigation tape (Figure 1) (specifically for Fly Tips) addresses low expectation of threat of enforcement. Price tags on fly-tips, shows how much money has been taken away from the Council that could have been used for other vital services' - *Rose Tehan Keep Britain Tidy*

The need for engagement and education was also highlighted by both the Fire Service, Senior PES Officers and small businesses representative as an area which needs to be improved 'Prevention and Education are a key issue which need to be improved to reduce impact on the already stretched service' - *Farsh Raoufi Cambridgeshire Fire and Rescue Service*. Enforcement Officers also spoke of the need to run a campaign around the duty of care legislation ensuring it is clear and easy to understand. Andrew Masters, Branch Chairman for Peterborough Federation of Small Business spoke of the need for clearer signposting around their legal responsibilities around waste disposal.

The group reviewed the current processes in place at Hertfordshire County Council. This included looking at their website - it was noted that this was clear to read and understand, and combined all aspects of waste both residential and businesses. The site was clear and easy to navigate.

It was concluded by the group that engagement and education was a very important strand of work, which requires investment. A communication plan should be developed which includes working with various departments/agencies/ward councillors/local communities and contains short and medium term activities, including improvement to the current pages on the website. The group also concludes rather than developing new campaigns the authority should become a member of the Keep Britain Tidy campaign. An annual sum of approximately £7,000 should be invested in education and engagement



Figure 1 – Examples of ‘Crime Scene’ Tape

## 6. 5 Enforcement:

The task and finish group reviewed current enforcement procedures and processes in place and spoke to key witnesses.

All current enforcement activities in the city are undertaken by Prevention and Enforcement Officers, the police do not record incidents of fly tipping. It was noted that the officers in the PES have good links with the police and can request support when required in gathering

evidence around prolific fly tippers. To develop closer ties, consideration could be given to assigning resources from each service to a 'problem solving team' whose role is to tackle this shared issue.

It was noted by the group the challenges that officers face when trying to gather evidence against offenders and the limited reporting of those responsible from members of the public. Officers also face challenges when undertaking covert operations, and the equipment available.

Evidence suggested that 'There was a low perceived threat of enforcement, people understood that they faced fines and penalties, but did not believe that this happened very often'. - *Rose Tehan - Keep Britain Tidy*. Also if convicted of a fly tipping offence penalties on occasions did not reflect the offence. 'Harsher sentences are the best deterrent. However it is down to the courts as to what the sentence they deliver' - *Sergeant Rob Reay Cambridgeshire Constabulary*

The group discovered that the different agencies are all working on different databases and platforms. This can result in a number of visits to a fly tip before it is finally cleared. The group feel this is an area that can be improved and would seek for a one visit resolution and use the opportunity as LATCo is formed to investigate a shared casefile, reporting system to improve workflow between departments.

The group concluded that robust enforcement is an essential part of any work to be undertaken in improving the situation in Peterborough and sufficient resources need to be made available to ensure this happens. This includes the purchase of 6 covert cameras (2 per sector) to be used by officers in the PES at a cost of £6,000. The group also concluded that a review of enforcement process should be undertaken to ensure a one-visit resolution is a possibility in 80% of reported cases, with an understanding that some of the large case will require multiple visits. The group also concludes that more information sharing is required cross borders with other authorities and continue to link with the police.

## 7. RECOMMENDATIONS

The Task and Finish Group makes the following recommendations:

### Short Term Actions.

#### 7.1 Waste Collection and Facilitation

- Improve digital access to HRC permit applications to speed up the process of obtaining one, and simplify their use on site.

#### 7.2 Education and Prevention

- Development of a Communications and Engagement Action Plan taking into account different types of fly tipping across rural and urban settings and different people's needs - tailored engagement considering different groups needs across the city as required
- Join the Keep Britain Tidy campaign - circa £2,000 per annum, making use of the networking and learning opportunities and look at adapting the available resources to the needs of Peterborough in a communications campaign, circa £5,000 pa.
- Employ the use of 'crime scene' style barrier tape around fly tipping incidents to highlight that we are aware and action is being taken. Estimate £2,000 to supply initial supply of rolls to be replaced as required dependant on use. Figure 1
- Improve information to small businesses, through contact with Federation for Small Businesses, Trade Counters etc., look for external sources of funding to cover costs. Website hosting information on Fly-Tipping and options for safe and legitimate waste management routes, possibly funded by sponsorship
- Use of social media for engagement on a regular light touch basis so messages remain current in people's minds, e.g. sponsored Facebook Messages, advertisements explaining about need to check carrier licences Duty of Care etc.
- Examine the capacity for nominated officers to monitor Facebook for people seeking waste collection services to comment and highlight responsibilities and routes for legitimate waste collection or disposal.
- Link with Integration Strategy - vox pops to cover waste
- Local media campaign to link with the new duty of care of legislation

### **7.3 Enforcement and detection**

- 6 x infrared cameras to provide coverage in each area £6000
- Review current process of enforcement to seek improvements to its effectiveness aiming to move to a one visit resolution where possible.
- Publicise successful convictions as part of a wider information dissemination exercise

### **Medium/Long Term Actions.**

### **7.4 Waste Collection and Facilitation**

- Examine longer site opening times for new site and how trailer access may be improved over that available at the Dogsthorpe site.
- Examine feasibility one or more satellite HRC sites to assist in busy times of the year, not necessarily for the whole range of materials, e.g. garden waste and recycling only.
- Improve access to the bulky waste collection system. Consider alterations to existing pricing policy to reduce barriers to those on limited incomes, e.g. specified benefits or a method of allowing Councillors to access the service in identified cases of need.
- Consider a new trade/business waste collection service for commercial producers to pay different amounts by weight, wheelie bin, jumbo bags for small businesses working from home or other fixed location.
- Cost a Council supported commercial waste disposal and recycling centre for small businesses working from home/ landlords and mobile small traders to improve alternatives from illegal use of the HRC/Fly Tipping, at a competitive price and service level.
- Examine the introduction of discrete bins or drop off points for street cleaning or litter picking wastes so as to reduce the risk of bags left awaiting collection being added to with fly tipped materials. Figure 2.



Figure 2 – Discrete Street Care Bins

## 7.5 Education and Prevention

- Link with the Your Peterborough magazine which goes out with the council tax booklet, information for landlords/tenants
- Education pack which teachers could deliver
- Education plan for councillors part of engagement plan
- After tape is placed around an event of fly tipping, leave for 48 hours before clearing (unless hazardous)

## 7.6 Enforcement and detection

- Joint crime prevention / enforcement strategy with partners and neighbouring local authorities (sharing best practice)
- Shared case management system for partner organisations
- Working more closely with the LATCo to have a one visit resolution
- Adopt the duty of Care if this is passed by government



## **8. FINANCIAL IMPLICATIONS**

- 8.1 Initial costs for the membership of Keep Britain Tidy (KBT) is £2,000 per annum.
- 8.2 An annual fund for specific communications of £5,000 making use of the Keep Britain Tidy tools and £2,000 for 'crime scene' barrier tape.
- 8.3 A capital sum of £6,000 to purchase additional infra-red covert CCTV cameras to support increased enforcement work in problems areas.
- 8.4 Further costs of the thematic strategy will only be known when developmental works is completed in the coming months and each element will require a proposal and business case before proceeding, following appropriate officer or Cabinet Member approval.

## **9. LEGAL IMPLICATIONS**

The current PCC Waste policy is due for review and under this a review of the way bulky household waste is delivered could be reviewed looking at how residents on low income can access the scheme. Also the decision on waste tip permits and how these are administered can be reviewed including if this can be digitalised.

There is currently no facilities for small trade waste items within PCC sites this could be looked at under the policy review to establish a collection methodology that could benefit small business, this could be administered by the LATCo moving forwards.

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

- Understanding and Tackling Fly-Tipping in London - July 2018 - Keep Britain Tidy
- Inside the Head of Fly-Tippers - August 2018 - Keep Britain Tidy
- Tip of the Binberg, Exploring the full cost of waste crime in Greater Manchester - July 2018 - Dposal and GC Business Growth Hub
- Hertfordshire Councils shared approach to Fly-Tipping  
<https://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/recycling-and-waste/wasteaware-campaigns/lets-scrap-fly-tipping.aspx>

## 11. APPENDICES

Appendix 1 – Heat Map Indicating Fly Tipping Hotspots

Appendix 2 – Map showing volume of fly tipping clearance by location

Appendix 3 – Table showing number of Fly Tipping investigations and Action taken

Appendix 4 – Copy of Keep Britain Tidy Presentation to Fly Tipping Task and Finish Group

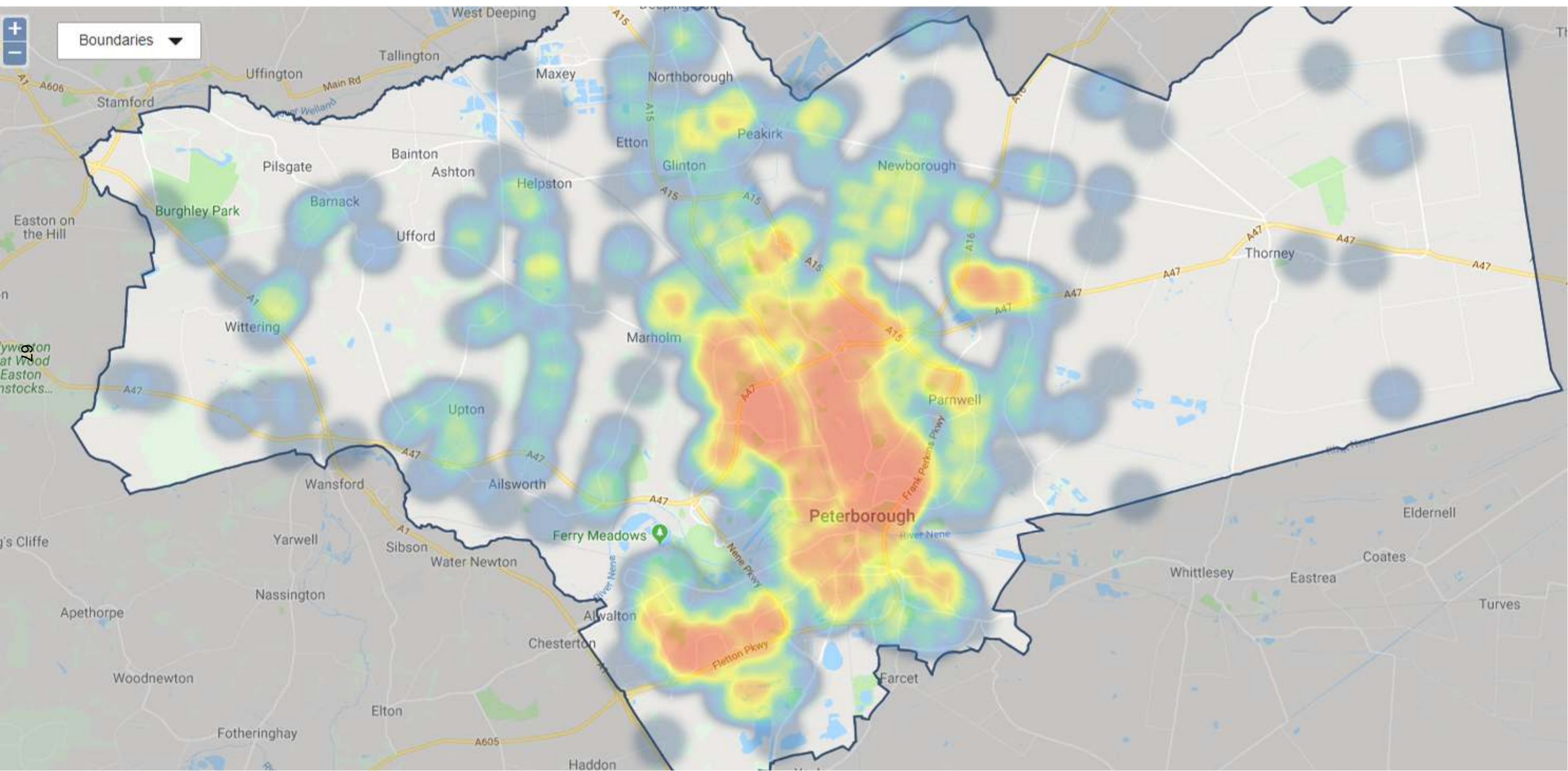
Further information on this review is available from:

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

Telephone – (01733) 747474

Email – [scrutiny@peterborough.gov.uk](mailto:scrutiny@peterborough.gov.uk)





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### **Appendix 3 - Figures - 23.11.2018.**

#### **April 2015 - March 2016.**

Investigations	3030
FPN's	158
Sent to legal	83
Prosecutions	20
Clearance costs	777

#### **April 2016 - March 2017.**

Investigations	3671
FPN's	206
Sent to legal	81
Prosecutions	4
Clearance costs	1313

#### **April 2017 - March 2018.**

Investigations	2996
FPN's	123
Sent to legal	70
Prosecutions	26
Clearance costs	1396

#### **April 2018 - Present.**

Investigations	1967
FPN's	75
Sent to legal	52
Prosecutions	0
Clearance costs	1105

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**KEEP  
BRITAIN  
TIDY.**



# Using behavioural insights to address fly-tipping

**Tuesday 23 October 2018**



# KEEP BRITAIN TIDY'S FLY-TIPPING ACTION PLAN



# RESEARCH CONDUCTED TO DATE

- National survey with 1,000 adults across England (2016)
- Inside the head of fly-tippers (2017)
- Understanding fly-tipping in Harrow (2018)
- Understanding fly-tipping in Southall, Ealing (2018)
- Understanding and tackling fly-tipping in London (2018)

# RESEARCH CONDUCTED TO DATE

## Inside the head of fly-tippers (2017)

- Desk review of council fly-tipping data, including current approaches
- Two focus groups with general public recruited
- One focus group with people who had fly-tipped in the last two years
- Online survey with 1,017 residents of Stevenage and Welwyn Hatfield

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**WELWYN  
HATFIELD**

**Stevenage**  
BOROUGH COUNCIL



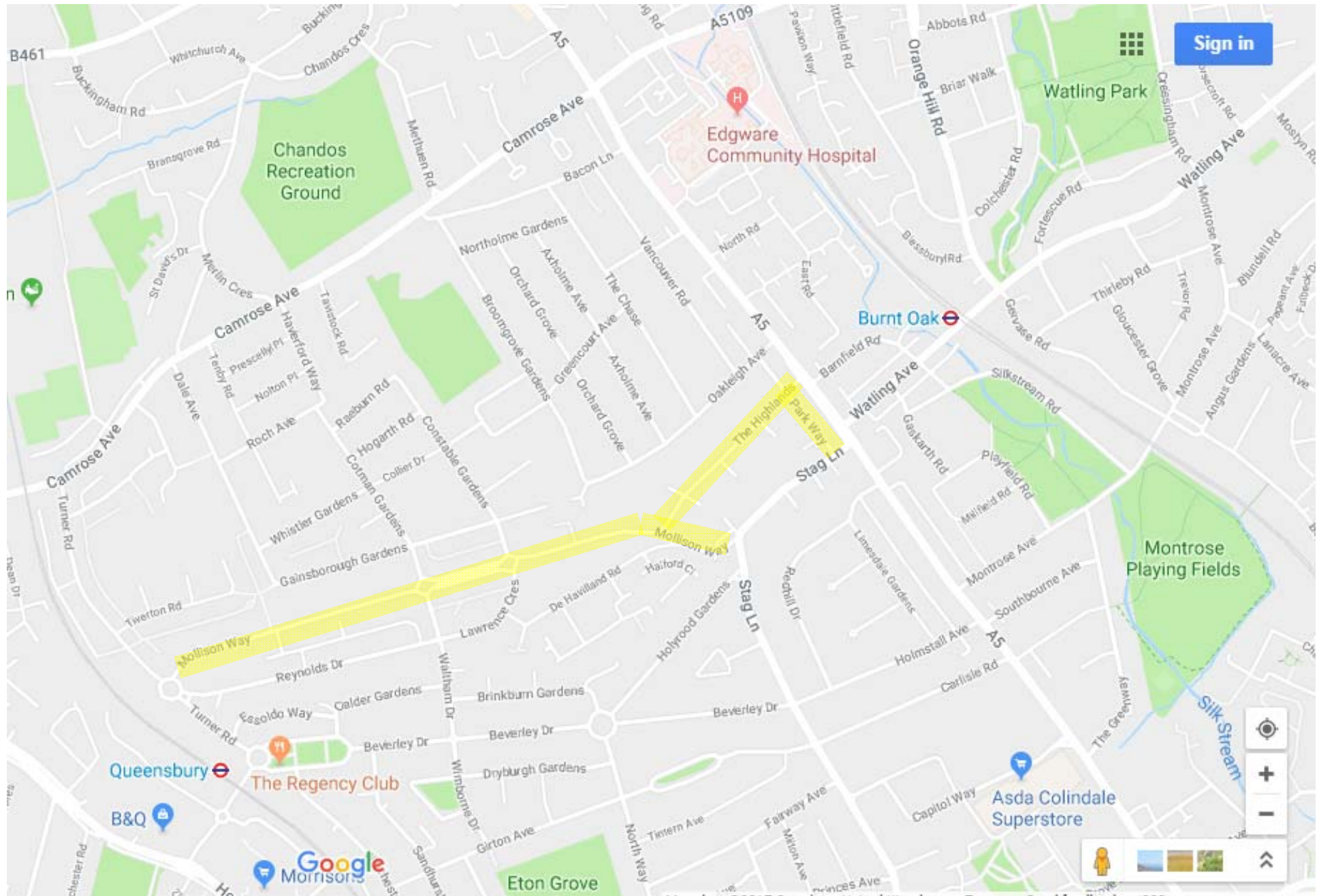
# RESEARCH CONDUCTED TO DATE

## Understanding fly-tipping in Harrow (2018)

- Desk review of council fly-tipping data
- Interviews with eight council operative staff
- Crew ride-along and visual analysis
- Focus groups with residents of hotspot locations who had fly-tipped within the past year:
  - One with general residents
  - One with Romanian residents
- On-street survey with 150 residents at fly-tipping hotspot locations



# Burn Oak area – Parkway, Mollisons Way and The Highlands and adjoining streets





# South Harrow area – Northolt Road, Kingsley Road and adjoining streets



# RESEARCH CONDUCTED TO DATE

## Understanding fly-tipping in Southall, Ealing (2018)

- Desk review of council fly-tipping data
- Two focus groups with residents who had fly-tipped within the past year.



# RESEARCH CONDUCTED TO DATE

## Understanding and tackling fly-tipping in London (2018)

- Desk research: WasteDataFlow and data from 16 councils
- Four in-depth focus groups with residents who had fly-tipped over the past year :
  - 1 x 'Black bags' focused (Haringey and Redbridge)
  - 1x transient populations focused (Newham)
  - 2 x general residents (Hounslow and Westminster)
- Eight in-depth interviews with local business reps
- Online survey with 1,000 adults across London
- Co-design workshop with 20 LEDNet members

London Environment Directors' Network

**LEDNET**

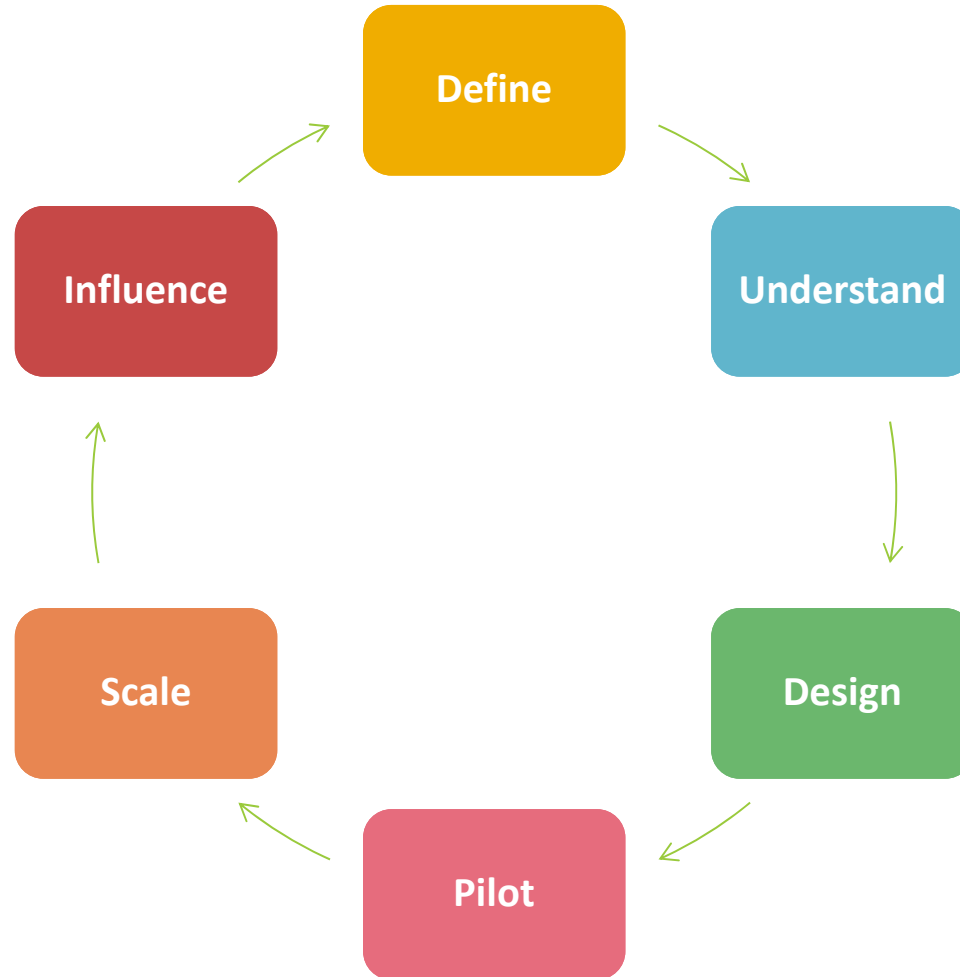




# RESEARCH CONDUCTED TO DATE

- Understanding and tackling fly-tipping in London (2018)
- Inside the head of fly-tippers (2017)
- Understanding fly-tipping in Harrow (2018)
- Understanding fly-tipping in Southall, Ealing (2018)

# OUR APPROACH

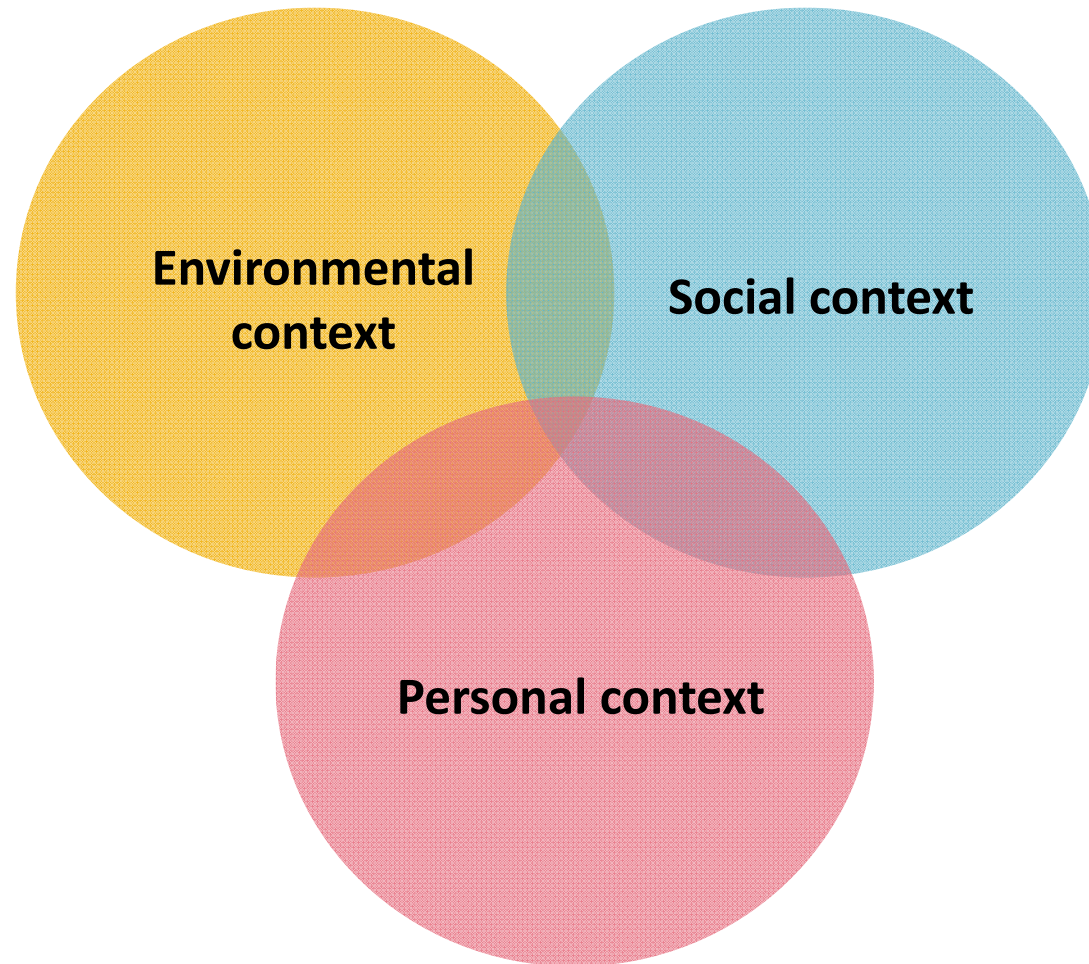


*'The design and development of new approaches towards change that benefit society'*

Keep Britain Tidy



# BEHAVIOURAL CONTEXT



# WHAT DO WE MEAN BY 'INTERVENTION'

*Activity designed to change specified behaviour patterns, promoting uptake of the desired behaviour and decreasing uptake of the undesired behaviour.*

Behaviour change interventions could include:

- A product
- A campaign
- A specific messaging or communications approach
- An engagement approach
- A 'nudge' / choice architecture
- Training or education
- A service
- Incentives (rewards or penalties)
- A tax, fine or other financial sanction
- Changes the environment
- Changes to infrastructure
- A policy change



# CRITERIA

What is the scope of interventions that will be accepted for piloting?

- ✓ Scalable
- ✓ Cost effective
- ✓ Measurable
- ✓ Practical to deliver
- ✓ Address behavioural insights

# TYPES OF FLY-TIPPING IN PETERBOROUGH

Waste type	2013-14	2014-15	2015-16	2016-17
Other Household Waste Incidents	3,848	4,921	5,277	6,437
Black Bags - Household Incidents	1,188	695	447	502
Other Electrical Incidents	299	246	181	212
White Goods Incidents	273	203	236	304
Green Incidents	97	127	126	219
Other Commercial Waste Incidents	96	90	86	154
Constr / Demol / Excav Incidents	140	87	62	71
Tyres Incidents	83	72	47	48
Commercial / Industrial Incidents	80	32	7	1
Vehicle Parts Incidents	19	25	35	59
Agricultural Incidents	14	45	1	1
Private / Residential Incidents	27	14	10	3
Chemical Drums, Oil, Fuel Incidents	14	7	31	10
Asbestos Incidents	2	6	14	21
Black Bags - Commercial Incidents	16	4	3	10

# KEY INSIGHTS

# HOW FLY-TIPPING AWARENESS WAS CAPTURED

Grass/ hedge cuttings on the street



Food packaging on the street



Charity donations outside a charity shop



Mattress on a street or next to a wall



DIY/ building rubbish on the street



Cardboard boxes on and next to public recycling bins



Box of food packaging on a public window sill or wall



Bags of rubbish next to household bins on the street



Smaller electrical item (e.g. television on the street, etc.)



Bags of rubbish next to a public litter bin

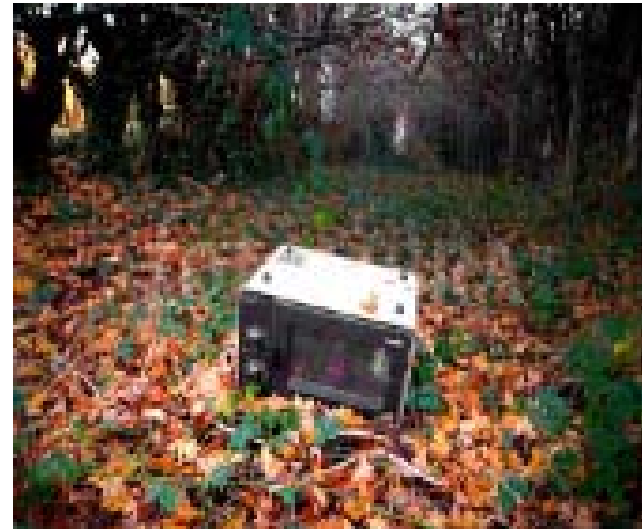




# AWARENESS OF 'FLY-TIPPING'



72% said 'fly-tipping'



96% said 'fly-tipping'

*Inside the Head of Fly-tippers, base = 1,000.*



# AWARENESS OF 'FLY-TIPPING'

Photo shown	Proportion of respondents	No. of respondents
Mattress on street	91%	824
Sofa on street	90%	820
TV on street	84%	767
DIY rubbish left next to a house	82%	750
Oven left at apartment block bin stores	74%	677
Garden waste left on street	58%	526
Clothes outside a charity shop	35%	318
Black bags next to public litter bin	31%	284
Litter (take-away packaging) left on footpath	24%	221
Cardboard boxes on and around recycling bank bins	20%	184
Litter (empty chicken box) left on ledge	20%	182
Black bags next to household bins on collection day	12%	111
None of these	2%	15

*Understanding and tackling fly-tipping in London, base = 996.*

# AWARENESS

**There is a lack of awareness of what constitutes ‘fly-tipping’.**  
This means that communications aimed at addressing fly-tipping may not be reaching audiences who do not recognise the behaviour as something that they, or someone else they know, might do.

# AWARENESS OF 'FLY-TIPPING'



# AWARENESS OF 'FLY-TIPPING'



95





# AWARENESS OF 'FLY-TIPPING'



# HANDS UP

Who had heard of the term 'side waste' before they joined the sector?

Who here knows what 'side waste' means today?

# MAKE IT EASY: CUT THE JARGON!

Current communication	Suggestions for improving the communication
<p><b><i>Fly-tipping is the illegal dumping of waste on land.</i></b></p>	<p>People may not associate the term 'land' with many locations where fly-tipping occurs, such as on streets/kerbs and in car parks. Consider providing specific examples here that are relevant to the target audience. Avoid using the term 'waste' in isolation.</p>
<p><b><i>Residents who place side waste (excess waste that cannot fit in the bin being collected) may face enforcement action under sections 33, 46 and 87 of the 1990 Environmental Protection Act.</i></b></p>	<p>Avoid terms such as 'side waste' and simplify the message, e.g.: Putting bags of rubbish next to household bins and public bins is illegal because...</p>



# MAKE IT EASY: IMPROVE THE WAY INFORMATION IS PRESENTED

## Useful waste and recycling links



What goes in which bin?



Food waste bio bags



Recycling centre (the tip)



New to Harrow?



Requesting a repair or ordering a new bin



Assisted waste collections



Ways to recycle



Household clinical/hazardous waste



Flats



Garden waste



Waste strategy and performance



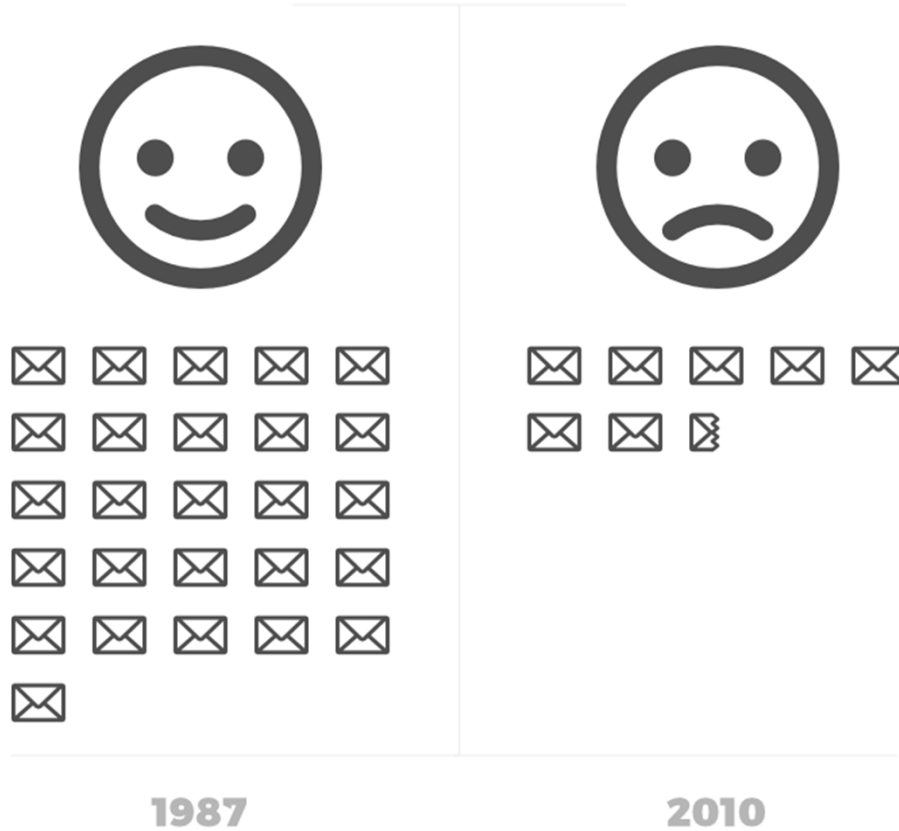
Bulky waste collections

# MAKE IT EASY: IMPROVE THE WAY INFORMATION IS PRESENTED

- Present by issue type (instead of service type) or use questions:  
*What do I do with rubbish I cannot put in my bin? How do I dispose of large unwanted items?*
- Use 'frequently asked questions' or 'asked by other residents'
- Use images/photographs to help users understand the key messages quickly
- Improve the information provided about the alternative waste disposal options available (particularly free services)
- Use 'illegal dumping' instead of or alongside 'fly-tipping'?

# USE ATTRACTIVE COMMUNICATIONS

Letters Per Year



# BE SOCIAL

- Tell people what they can do (not what they can't)
- Use positive reinforcement and social norming:
  - Provide positive feedback on what is done well
  - Celebrate success
  - Highlight the positive behaviours that most people do and expect
  - Use people in images
  - Use stories and quotes from real people (people are interested in other people's personal stories)
- Be more human



# USE TIMELY COMMUNICATIONS

- Moving house
- Clearing out (the house, the garage, a specific room)
- Replacing white goods, mattresses and other items
- Decorating
- Gardening
- When having people to stay and needing to clear up
- After a party (generally large volumes of glass bottles and cans)

*“Every Asian people, mostly Indian, in Diwali they clean place and they put their old stuff outside, which they don’t want. So, collection service at that time will be a good idea.”*

*(Focus group participant)*



# PERCEPTIONS OF ACCEPTABILITY

**Certain types of fly-tipping are seen as socially acceptable:**

- Small-scale
- Contained
- Safe and easy to handle
- Likely to be collected quickly
- In a location that is frequently visited (street corner, flat bin stores, next to litter bins, etc.)

*“I think because they're cleared away quite quickly [black bags and charity donations], it's not as offensive.”*

*(Focus group participant)*

# PERCEPTIONS OF ACCEPTABILITY

## **Social proof and feedback loops**

- 24-hour collection taskforces
- The social norming effect
- Lack of understanding of broader social, environmental and economic impacts.

# PERCEPTIONS OF ACCEPTABILITY

## Social proof and feedback loops

*“I’m not blaming other people but I had seen that other people had done it and I thought that it must be alright.”*

[“How long would you leave it in place before you take it back?”]

*“Like a week. But it’s already gone by the next day anyway, so yeah.”*

[“What were you thinking when you put it there?”]

*“That when they come tomorrow morning it will all be gone. They’ll take it. And they did, every time.”*

*(Focus group participants)*



# UNDERSTANDING OF IMPACTS

- **There is a lack of understanding about the impacts of fly-tipping (and waste service systems).** Household fly-tipping was seen as low-impact and participants struggled to understand the cost impacts and implications for the broader community. A common perception is that 'council is already out there collecting rubbish, so they may as well collect mine while they're at it'.

# PERCEPTIONS OF HELPING SOMEONE OUT

- **Fly-tipping is often motivated (or excused) by a perception of 'helping someone out'**. Respondents who had fly-tipped were more likely to agree with the statement 'If someone can find a use for the items, then it's fine to leave them'.

# PERCEPTIONS OF HELPING SOMEONE OUT



# PERCEPTIONS OF HELPING SOMEONE OUT

*“Furniture is alright as long as it’s not there for long – you can’t leave things out indefinitely. It’s ok if it’s there and you keep an eye on it.”*

*“It’s a good idea, isn’t it – it’s recycling in itself.”*

*“But with that [leaving something out for others to take] you’re talking about responsible people – not fly-tippers. A car seat can help somebody out. But you wouldn’t put out a fridge that a kid could go in.”*

*“I didn’t do anything wrong, I just helped someone to get something, maybe he’s going to sell it for, I don’t know, £2 or something, whatever, yeah, but I just put it there to help someone.”*

*(Focus group participants)*



# EXPECTATIONS

**There is an expectation that fly-tips will be collected quickly and without repercussions.** Fly-tipped items are often collected within a matter of hours and generally without consequences, such as a warning letter or fine. This appears to reinforce perceptions that fly-tipping is low impact.

# COUNCIL RULES, PRACTICES AND LEARNED BEHAVIOURS

**Some of the methods used by councils to clean streets and collect waste unintentionally drive fly-tipping.**

- 'Side waste' rules
- Rules and practices that increase the 'hassle' factor (being fuss about what will be collected/accepted; requiring measurements; onerous booking systems, etc.)
- 'Time banding' and leaving bags of litter from street sweeps on street

# STREET CLEANSING





# STREET CLEANSING





# TIME BANDING



# EXCESS WASTE

**Households are not managing their waste effectively and frequently run out of room in their bins before collection day.**

Many participants felt overwhelmed with the amount of waste they were bringing into their households, particularly cardboard and plastic packaging.

# LOW THREAT OF ENFORCEMENT

**There is a very low perceived threat of enforcement.** While participants were generally supportive of enforcement of fly-tipping (even if they had been caught themselves), they felt that fly-tipping was not generally being enforced and the perceived likelihood of getting caught fly-tipping was low.

# THE HASSLE FACTOR

**Disposing of waste responsibly is seen as a 'hassle' (and there is much scope for improving this).** Fly-tipping is often perceived as the cheapest and most convenient option. By comparison, bulky waste services are perceived as costly and inconvenient.

# THE HASSLE FACTOR

## Welcome to My Newham

### Please login to access this form

You need to login to access this form.  
Not registered? Enter your email address below to create an account.

### Existing users

Email address \*

Password \*

[Forgotten your password?](#)

[Your account is locked?](#)

[Sign in](#)

### New users

Please tell us your email address to begin the registration process.

Email address \*

[Didn't get your activation email?](#)

[Need more help?](#)

[Register](#)

[Back to top](#) ▲



# THE HASSLE FACTOR

https://my.newham.gov.uk/Cases/NewCase.aspx?service=ee29ad77-ac65-e011-a7f2-00155d361800&token=NGFhZmQ5OGMtMTM2NS1INTEExLThIMDEtMDAxN

The screenshot shows a web page for 'Newham London' with a 'Bulky waste collection' form. A dropdown menu is open, listing various items such as Stool, Suitcase, Swing, Table, and others. The 'Other...' option is highlighted. The form includes a 'Waste item:' field, a 'Cancel' button, and a 'Previous' button. A navigation bar at the top contains 'Services by topic' and 'Apply for it'. A search bar with a grid of letters (A-Z) is visible. The page also features a breadcrumb trail 'Home > Apply for it' and a 'My account' link.

Newham London

Services by topic | Apply for it

Home > Apply for it

**Bulky waste collection**

What would you like to collect? Select the type of items you have for collection and

Waste item:

If you could not find your item in the drop-down menu, contact us. We will tell you if we can collect it and how much it will cost. Call 020 8430 2000, choose option four, then quote 'chargeable collection'.

**Your items**

Please check all your items are included in the list above before you continue.



# DECREASING THE HASSLE FACTOR

## User journey mapping

- A resident wishing to dispose of a bulky item without a car
- A resident wishing to dispose of an item which they deem reusable
- A resident using the council website to find out about waste and recycling

Phase	ORDERING SOFA SUITE	CLEARING SPACE FOR NEW SUITE	NO RECYCLE...	SOFA ON STREET
* Doing	<ul style="list-style-type: none"> <li>* Researching options online</li> <li>* Costing options</li> <li>- Ordering suite</li> <li>- Looking at disposal options for old suite (freecycle, spawell, ebay)</li> </ul>	<ul style="list-style-type: none"> <li>- <del>Thinking about</del> suite on freecycle</li> </ul>	<ul style="list-style-type: none"> <li>* - Putting on street bc. no freecycle</li> <li>- Nice sofa offering suite!</li> </ul>	<ul style="list-style-type: none"> <li>- Someone else repairs a fly-tip.</li> <li>* - Let let</li> </ul>
* Thinking	<ul style="list-style-type: none"> <li>* - Yay!</li> <li>- How to dispose of old suite</li> <li>* - When new suite arriving?</li> <li>- Who will want old suite?</li> <li>- <del>How to dispose</del> <del>where</del> <del>responsibly</del> + easily + cheaply <del>can't</del> <del>freecycle</del> vs. <del>freecycle</del></li> </ul>	<ul style="list-style-type: none"> <li>- Working out timing for disposal + delivery</li> <li>- Can be without sofa?</li> <li>- Need to book time off?</li> <li>- free to freecycle + convenient</li> </ul>	<ul style="list-style-type: none"> <li>- Not first option, but someone will benefit.</li> </ul>	<ul style="list-style-type: none"> <li>- Should get rid of suit.</li> <li>- Council will pick up?</li> <li>- I tried to do right thing</li> <li>- They be back council collection?</li> </ul>
* Feeling	<ul style="list-style-type: none"> <li>- Yay</li> <li>- Stressed: upheaval - time, cost, energy</li> <li>- Annoyed bc. council disposal takes a long time + expensive</li> </ul>	<ul style="list-style-type: none"> <li>- Good to help others</li> <li>- Stressed.</li> </ul>	<ul style="list-style-type: none"> <li>- Yay new sofa has arrived.</li> </ul>	<ul style="list-style-type: none"> <li>- Distressed from let own fly-tip. <u>oat</u></li> <li>- Sixpenny ashamed</li> </ul>



# DECREASING THE HASSLE FACTOR

## Identify and tackle bottlenecks

Not how busy or how productive, but the maximum potential output, e.g.:

Maximum capacity to process invoices:

- Step 1 – 200
- Step 2 – 80
- Step 3 – 50
- Step 4 – 20
- Step 5 – 10,000



# WE NEED TO MARKET OUR SERVICES BETTER

## Some current Bulky Waste Collection deals out there:

- £66.00 (or £50.00 concessions) for up to 6 items (3 refuse sacks = 1 item).
- £30 for up to three items. Sofas are charged per number of seats – a three-seater sofa counts as three items.
- 1-5 items (or up to 20 black bags): £25.00, 6-10 items (or up to 40 black bags): £50.00, 11-15 items (or up to 60 black bags): £75.00

# WE NEED TO MARKET OUR SERVICES BETTER

## The Framing Effect

- 99% fat free versus 1% fat
- Book one item for collection for £30 and get two free

# COULD WE PROVIDE A BETTER SERVICE?

## **For example:**

- Removing heavy items from inside the home
- Faster and more predictable services
- Providing platforms to help people bundle with neighbours

**Or should we focus on proactively promoting alternatives?**



# A LACK OF PERSONAL RESPONSIBILITY

**People feel a lack of personal responsibility for their own waste.** The research suggests that many residents do not feel personally responsible for their unwanted items and waste once it is 'off their hands'. This is largely seen as the council's responsibility and often linked with paying council tax



# OVERALL

**Fly-tipping is seen as free and convenient – it's hard to beat when comparing to other disposal options.**

Therefore, we need to consider:

- How do we make the right thing to do **easier** (and the wrong thing more difficult) compared to other options?
- How do we make the right thing to do **more attractive** (and the wrong thing less attractive) than other options?



# EXAMPLES

<b>Making the right thing EASIER (and the wrong thing more difficult)</b>	<ul style="list-style-type: none"><li>• Use landscaping to block access to fly-tipping hotspots</li><li>• Make information easy to find and understand; use images</li><li>• Simplify processes</li></ul>
<b>Making the right thing more ATTRACTIVE (and the wrong thing less attractive)</b>	<ul style="list-style-type: none"><li>• Increase the threat of enforcement</li><li>• Use beautification; use social norming techniques</li><li>• Appeal to values</li></ul>

Questions?



# INTERVENTIONS TO TACKLE FLY-TIPPING



# CRIME SCENE INVESTIGATION TAPE

To address: expectations, low threat of enforcement



# NO BAGS ON STREET POLICY

## Time banding experiments and bin host scheme



# GIANT PRICE TAGS ON FLY-TIPS

**To address: lack of understanding about impacts**



# VALUES-BASED COMMUNICATIONS AND THE MESSENGER EFFECT

**To address: social acceptability, lack of awareness of impacts,  
perceptions of ‘helping someone out’**



*If we reduced fly-tipping by 10%, there we could save enough money to provide an additional 5,470 hours of in-home nursing and healthcare services for the community per year.*



# BEAUTIFICATION

Activities to increase the quality, attractiveness and visibility of hotspots (e.g. painting, artwork, cutting back overgrowth)





# BEAUTIFICATION

Using 'beautiful obstructions' to design-out fly-tipping



# BEAUTIFICATION

## Repurposing hotspots





# HUMANISING THE COUNCIL VIA PERSONALISED COMMUNICATIONS

**To address: social acceptability, lack of understanding about waste services, expectations to fly-tips will be collected without repercussions**





# LOST AND FOUND CAMPAIGN

To address: lack of personal responsibility for waste



## FOUND CAT ARE YOU ITS OWNER?



This cat is a grey/white neutered male Domestic short-haired cat who was found on 25 May 2017 at around 00:00hrs. This cat may be microchipped.

**FOUND:**  
**DIDCOT OX11.**

**If you recognise this cat**  
**Call 01993-813701**



facebook.com/petsreunited



twitter.com/petsreunited

Ref: PR35527



**PetsReunited**  
www.petsreunited.com

FOR MORE DETAILS SCAN THE QR CODE ABOVE OR VISIT:

<http://petsr.eu/2ssxhHl>



# DOORSTEP ENGAGEMENT IN TARGET AREAS

To address: all insights

140

REDUCE REUSE RECYCLE

## Knock, Knock!

Dr Anna Scott and Purva Tavri look at the issue of changing behaviour through doorstepping and how to use it to forge a more effective path in recycling communications



Face-to-face engagement with residents on the doorstep, also known as doorstepping, has long been a tool at the disposal of local authority waste managers looking to improve the performance of their domestic recycling services. Doorstepping campaigns aim to improve recycling participation and capture rates, and reduce contamination through conversations designed to identify and overcome any barriers to effective recycling.

the aforementioned blanket approach, covering substantial geographical areas, and supporting well-established services. However, shrinking waste communications budgets and questions about the effectiveness of this type of doorstepping means that this campaign tool is being used less and less by local authorities.

In 2014, Robert Pocock and Jill Jesson from MEL Research highlighted the limitations of traditional, large-



# WELCOME PACKS FOR NEW RESIDENTS AND BUSINESSES

To establish positive expectations and behaviours from the outset



# HOW WE CAN HELP

- Developing and piloting behaviour change interventions
- Innovative approaches to community engagement
  - e.g. targeted co-design, citizens juries, etc.
- Reviewing services and communications; journey mapping workshops etc.
- Piloting changes to existing services

Questions?



# THANK YOU



<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 6
<b>9 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

Report of:	Annette Joyce - Service Director, Environment and Economy	
Cabinet Member(s) responsible:	Cllr Peter Hiller - Cabinet Member for Growth, Planning, Housing and Economic Development	
Contact Officer(s):	Richard Kay - Head of Sustainable Growth Strategy Chris Stanek - Planning Officer	Tel. 01733 863795

**MINERALS AND WASTE LOCAL PLAN - FURTHER DRAFT FOR CONSULTATION**

R E C O M M E N D A T I O N S	
<b>FROM:</b> <i>Annette Joyce Service Director – Environment and Economy Growth and Regeneration</i>	<b>Deadline date:</b> <i>Cabinet meeting of 4 February 2019</i>
<p>It is recommended that the Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>1. Consider, and make comments as it sees fit, in respect of the Cambridgeshire and Peterborough Minerals and Waste Local Plan - Further Draft and associated draft Policies Map (as attached at Appendix 1 and 2 respectively), prior to its scheduled consideration by Cabinet on 4 February 2019.</li> </ol>	

**1. ORIGIN OF REPORT**

1.1 The report originates from the Cabinet decision on 10 July 2017 to proceed with a new Minerals and Waste Local Plan, and for that Plan to be prepared jointly with Cambridgeshire County Council (CCC). Cabinet further decided (26 March 2018) to proceed with a consultation on a 'Preliminary Draft' of that Local Plan.

**2. PURPOSE AND REASON FOR REPORT**

2.1 To meet the Cabinet decision to prepare a new Minerals and Waste Local Plan, a 'Further Draft' version of that Plan needs to be approved by this council prior to a second round of formal consultation. A number of future stages will also take place, before the Plan is finalised and adopted.

2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference No. Part 3, Section 4 - Overview and Scrutiny Functions, paragraph 2.1, Functions determined by Council:

4. Environmental Capital
5. Economic Development and Regeneration including Strategic Housing and Strategic Planning.
8. Waste Strategy and Management

2.4 This Reports links in particular to the council's corporate objectives of 'driving growth,



regeneration and economic development’ as well, to a degree, the ‘implement the environment capital agenda’ corporate objective.

### 3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If yes, date for Cabinet meeting	4 Feb 2019, and other future dates.
Date for relevant Council meeting	To be confirmed - likely in 2019 (final consultation version) and again in 2020 (adoption)	Date for submission to Government Dept. <i>(Please specify which Government Dept.)</i>	Post first Full Council decision. To MHCLG.

### 4. BACKGROUND AND KEY ISSUES

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

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

- May 2018 - first round of consultation on the emerging Plan (Preliminary Draft)
- March 2019 - second round of consultation (Further Draft)
- November 2019 - third and final round of consultation (Proposed Submission)
- March 2020 - ‘submission’ of Local Plan, in order to commence its independent examination
- November 2020 - adoption

4.3 The first round of consultation duly took place in May 2018 (further details below). We now move to a ‘Further Draft’, second round of consultation, version of the Plan which, subject to Cabinet approval (which itself will be informed by this Committee’s views), will meet our commitment to consult in March 2019.

4.4 The council already has a set of joint Minerals and Waste Plans with CCC, all adopted around 2012. Rather than update all those individual documents, it has been agreed, in principle, to bring these into a single Minerals and Waste Plan. Again, this has been agreed to be done jointly with CCC (rather than each authority preparing its own Plan).

4.5 The first round of consultation took place between 16 May and 26 June 2018. That first stage of Plan consultation could perhaps best be described as an issues and options stage. It set out the proposed approach to the Plan, identifying those elements of the present suite of plans it is intended to be carried forward (and update as necessary). The Plan did not at that stage set out any draft sites for new Minerals extraction, waste management or any other site allocations. Suggested new sites were sought from operators as part of this first round of consultation.

4.6 Scrutiny will recall reviewing that Preliminary Draft Plan at its meeting of 5 March 2018, whereby it resolved (Minute 55) to endorse it to Cabinet for its meeting of 26 March 2018.

4.7 As a reminder, in drafting the emerging Plan, some key principles have been in mind:

- Merge existing Minerals and Waste Plans into a single document: this is cheaper to produce and maintain, and more user friendly.
- Minimise content to only that which is necessary: again, making production cheaper and quicker, and making the end product more user friendly.
- Bring all policies up to date and in line with latest national policy and best practice.



- Structure the Plan in a more coherent way than present Plans, so applicants and decision makers can quickly and easily navigate to the important policies relevant to a specific application.

4.8 The May-June 2018 consultation resulted in over 500 representations being received from approximately 180 individual respondents. The representations were a mix of support and objection to various aspects of the emerging Plan, as well as the submission (by landowners and agents) of sites which they believed were suitable for future minerals or waste management operations.

4.9 All representations were quickly logged on our consultation portal, so that members of the public were (and continue to be) free to view comments at their leisure, once the consultation had closed. Such full representations remain available, here, with each representation logged against the applicable policy or paragraph that the representation relates to:

[http://consult.peterborough.gov.uk/portal/planning/pc/ccc\\_pcc\\_mwlp\\_2036/jpd/jpd?pointId=4884442](http://consult.peterborough.gov.uk/portal/planning/pc/ccc_pcc_mwlp_2036/jpd/jpd?pointId=4884442)

To view comments, simply click on the 'view comments' tab located above each policy/paragraph.

4.10 Officers of both PCC and CCC have carefully considered all representations received. However, as a brief snapshot of some of the main issues raised, Members may wish to note following:

- A wide range of views were received, including from: developers/agents; parish and district councils; representative bodies (eg government bodies, pressure groups); and members of the public.
- Broadly speaking, the structure and approach of the Plan was supported by many, though others objected.
- Developers / landowners / agents supported many elements of the Plan, but some objected to the assumptions and calculations relating to, for example, need. They also objected to some detailed wording of the policies of the Plan.
- Approximately 33 suggested minerals sites were submitted, and a further 44 waste management related sites (note: there is an element of overlapping on some of the sites suggested to the Councils, so the numbers should be treated as approximately, rather than a precise number of unique suggested sites).
- A mini consultation on those suggested sites was subsequently carried out with parish councils, to see if they had any early views on the sites suggested to us. A total of 20 parishes (across the whole Plan area) responded.
- Statutory agencies and district councils were broadly supportive of the plan, though various detailed suggestions were made to policy wording.

Overall, the scale of representations received was relatively low, but this was to be expected because at that first 'preliminary' stage, no new sites were being consulted upon.

4.11 A full summary of representations received at the Preliminary Draft stage will be published at the point of consultation on the Further Draft, together with a summary of whether the councils have taken forward suggestions made. There will, therefore, be a clear audit trail from Preliminary Draft, to representations received, to a revised Further Draft.

4.12 In addition to considering representations received, officers have also taken the opportunity to update the emerging plan to take into account new evidence and updated national policy. For example, our evidence base relating to the 'need' for minerals and waste management has been updated, and the policies adjusted accordingly. In addition, in July 2018, the new National Planning Policy Framework (NPPF) was published, and that has some (albeit not fundamental) implications for the preparation of this Plan, which officers have incorporated into the updated draft.

4.13 We now turn to the content of the Further Draft plan, presented at Appendix 1. There are two fundamental differences compared with the Preliminary Draft plan previously consulted upon (and remember that the Preliminary Draft intentionally at that stage did not consult on potential new site allocations - it simply asked for suggestions for new sites).

4.14 First, and of most importance, the Plan is proposing to allocate a number of new **Minerals** sites, in order to address the need for minerals we have identified, and the scale of permissions already in place. The choice of which sites to pick has been informed by (in simple terms):

- (a) the sites' availability (which is primarily informed by the site suggestion process);
- (b) an updated 'spatial strategy' as to where, in principle, new sites should be located (accepting, of course, that minerals can only be extracted in those geographic locations where they exist);
- (c) the principle that extensions to existing sites are likely better than opening up completely new sites; and
- (d) a strategic assessment of the suitability of suggested sites, in terms of 'harm' that might arise (e.g. traffic) or 'benefits' that could be achieved (e.g. flood alleviation or biodiversity gains).

4.15 Specific to the Peterborough area, the following allocations are proposed (in addition to sites which already have consent/operational, and therefore are deemed committed already):

**Gores Farm, Thorney:** This site is allocated in the current Minerals & Waste Plan for Sand & Gravel under reference M1F, but presently has no consent in place. It is proposed to allocate this site again, with the addition of a small extension adjoining the south eastern boundary.

**Willow Hall Farm, Thorney:** This site is also allocated in the current Minerals & Waste Plan for Sand & Gravel under reference M1F. It is proposed to allocate this site again.

**Land off Main Road, Maxey:** This site is also allocated in the current Minerals & Waste Plan for Sand & Gravel under reference M1E. It is proposed to allocate this site again, with the addition of an extension adjoining the south eastern boundary.

In short, therefore, the proposed 'new' minerals allocations for Peterborough are very limited, comprising two relatively small extensions to existing allocations. Such allocations can be found in Appendix 2 (alongside other allocations across Cambridgeshire).

4.16 In terms of **waste management** allocations, Officers of both councils are recommending that the Plan does not allocate any new such sites. This is for two prime reasons, which are, in short:

- (a) the 'capacity gap' is relatively small, and in most cases non-existent, for the various waste management types i.e. we have a healthy supply of operations and consents to cover most waste needs; and
- (b) experience from the last (present) adopted Plan highlights that allocating waste sites is not very successful, with many allocations not coming (and unlikely ever to come) forward, whilst unallocated sites have been granted consent.

Instead, the Plan proposes a 'criteria based' approach to dealing with any waste management related proposals that do come forward, which gives sufficient flexibility to the market to meet future needs, with suitable safeguards to prevent unsuitable proposals in the wrong location coming forward. This 'no allocations' for waste management is becoming a common approach for Minerals and Waste Plans across the country, albeit the councils will need to carefully consider representations on this approach as it is likely some waste management operators will object to it (particularly those which are seeking their land to be allocated).

4.17 Second, a number of policies have been updated (or even deleted) to take into account representations received. Deleted policies are ones whereby it was considered such policy content was either unnecessary, repeated national policy or could be better merged (and

simplified) into another policy. Updated policies reflected representations received and updated national policy. A few examples include:

Policy on Sustainable Development - This policy has received numerous changes, including replacing the first half of the policy as national policy no longer requires such a 'standard' approach. Several other changes include making reference to peat soils, quantifying carbon emissions and adding reference to habitats and species.

Policy on Waste Management Facilities on Non-Allocated Sites - This policy was deleted following the decision not to allocate any sites for waste management. Elements of the policy were incorporated into the overarching Spatial Strategy for Waste.

Policy on Reservoirs and other Incidental Mineral Extraction - This policy was amended to be more supportive (due to environmental benefits which can arise), with some additional wording added relating to sustainability benefits and water resource plans.

Policy on Amenity Considerations - The wording of the policy was amended slightly to state that new development 'must' not result in unacceptable harm, rather than 'should' not, to make it clear that it will not be acceptable for proposals to cause harm, for example to human health.

Policy on Mitigation Measures: This policy was deleted because it was felt by several respondents that other policies within the draft Plan adequately covered mitigation measures, therefore this policy was not needed.

More generally, the opening policies of the Plan, covering matters such as need and spatial strategy, have had significant updates, to bring them in line with the evidence available. It is likely these policies will be the focus of representations, when the Plan is consulted upon.

- 4.18 Members of the Committee are asked to consider the emerging Plan as attached at Appendix A, and are recommended to endorse it to Cabinet. However, Members have the opportunity to make representations (support or object, potentially offering specific amendments) on the attached Plan, with such comments presented to Cabinet for their consideration.
- 4.19 For information, the Cabinet recommendation is likely to be as follows (or words to this effect):

*It is recommended that Cabinet*

- 1. approve the attached Cambridgeshire and Peterborough Minerals and Waste Local Plan - Further Draft (and associated Policies Map setting out the allocations), for the purpose of subsequent public consultation commencing in March 2019.*
- 2. delegate to officers the authority to make any minor non-consequential amendments to the Plan as attached, prior to consultation, in order to: correct any typographical errors; improve presentation; or address any minor amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.*
- 3. delegate to the Cabinet Member for Growth, Planning, Housing and Economic Development authority to make more substantive changes to the Plan as attached, prior to consultation, provided he should see fit to do so, if it would help to address any more substantive suggested amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.*

## **5. CONSULTATION**

- 5.1 The purpose of the report to Cabinet will be to receive approval to undertake public consultation. This consultation will likely be for 6 weeks, commencing (it is scheduled) in March 2019. One further round of consultation will follow (due later in 2019). This Committee will receive further reports on the Plan as it emerges, prior to each of the next consultation stage.
- 5.2 To date, consultation taken place has been:

- internal consultation with officers (including CCC officers)
- focussed technical consultation with certain statutory bodies took place in January-February 2018 in relation to the emerging framework for the sustainability appraisal of the Plan (this consultation was a legal requirement)
- 6 week public consultation on the 'Preliminary Draft' Local Plan
- 8 week (approx) informal consultation with parish councils on the sites suggested to us at the Preliminary Draft stage.

5.3 The Plan, as attached, is also due for consideration by the Planning and Environment Protection Committee later in January 2019, and its views (alongside this Committee's views) will also be taken to Cabinet prior to a Cabinet decision on 4 February 2019.

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

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

6.1 That this Committee will make any comments as it see fit at this stage, which will be reported to Cabinet. Cabinet will then be asked to approve the attached for the purpose of public consultation.

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

7.1 Two main reasons for the recommendation:

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

This report (and subsequent report to Cabinet) ensures the council is meeting its obligations and commitments.

## **8. ALTERNATIVE OPTIONS CONSIDERED**

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

## **9. IMPLICATIONS**

### **Financial Implications**

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

### **Legal Implications**

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

### **Equalities Implications**

9.3 No anticipated implications

## **Rural Implications**

- 9.4 In a broad sense, there are no rural specific anticipated implications. However, at a very site specific local level, the allocation of new mineral extraction sites will have an impact on that specific rural location. Those impacts, both positive and negative, are taken into account when determining whether a site should proceed to become an allocation in the plan.

## **10. BACKGROUND DOCUMENTS**

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

- 10.1 Peterborough LDS - August 2017

## **11. APPENDICES**

- 11.1 *Appendix 1 - Cambridgeshire - Peterborough Minerals and Waste Local Plan: Further Draft*  
*Appendix 2 - Draft Changes to the Policies Map*

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# **Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036**

## **Further Consultation Draft March 2019**

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# 1. Introduction

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

- 1.1 The Planning and Compulsory Purchase Act 2004 (the 2004 Act) set the requirement for Minerals and Waste Planning Authorities to prepare Minerals and Waste Development Plan Documents (DPDs) for their administrative areas. These DPDs help form the 'Development Plan' for the area<sup>1</sup>. The term 'Local Plan' has in recent years been favoured over the term 'DPD'.
- 1.2 Local Plans can be produced jointly by two or more planning authorities. The two Planning Authorities of Cambridgeshire and Peterborough have previously produced the following joint Local Plans:
  - Cambridgeshire and Peterborough Minerals and Waste Development Plan Core Strategy DPD (adopted July 2011); and
  - Cambridgeshire and Peterborough Minerals and Waste Development Plan Site Specific Proposals DPD (adopted February 2012).
- 1.3 Those two DPDs remain in force until a new Local Plan replaces them. That is what the two planning authorities intend to do - replace the above two documents with a single new Local Plan, to be known as 'The Cambridgeshire and Peterborough Minerals and Waste Local Plan'.
- 1.4 It is necessary to replace the above two documents because without doing so, they will steadily become out of date. Up to date Local Plans are important, so that all parties (landowners, operators, members of the public etc.) are clear what policies will apply in which locations and for what types of proposals.
- 1.5 Starting in 2017 (and from 6 April 2018 it became a legal requirement to do so), the two planning authorities carried out a review of the current adopted DPDs and supporting documents, to see which policies were in need of review and which were still relevant, and to determine if a partial or full review of them would be required.
- 1.6 It was decided that, whilst the two DPDs as a whole were still generally sound, some policies (and potentially allocations) were in need of review. In light of this and of changes made to the national planning system since the current plans were adopted, it was agreed that they should be reviewed in full.
- 1.7 Building on the success of previous joint working, both Cambridgeshire County Council and Peterborough City Council agreed to commence preparation of a new joint Minerals and Waste Local Plan. Preparing a joint Local Plan is possible under section 28 of the Planning

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<sup>1</sup> The Development Plan for Cambridgeshire and Peterborough currently consists of the adopted Minerals and Waste Core Strategy and Site Specific Allocations DPDs, the Local Plans of the Cambridgeshire Districts and Peterborough City Council, and any adopted Neighbourhood Plans or Neighbourhood Development Orders across the plan area.

and Compulsory Purchase Act. The Local Plan will, upon adoption, replace both of the adopted DPDs referred to above. Other supporting documents, such as the current and linked Supplementary Planning Documents (SPDs) have also been reviewed and incorporated into this new Local Plan.

- 1.8 For the avoidance of doubt, whilst the geographic area of the Plan closely matches the area of the Cambridgeshire Peterborough Combined Authority, the Plan is the responsibility of, and is being prepared by, Cambridgeshire County Council and Peterborough City Council. The Combined Authority will, however, be an important consultee in the process.
- 1.9 For the rest of this document, the phrase Local Plan will be used, rather than DPD, due to its more common usage.

## How to make comments

- 1.10 This is the second opportunity for you to make comments on the emerging Local Plan and we encourage you to take this opportunity to let us know your views.
- 1.11 Peterborough City Council is hosting the consultation exercise, and comments are welcome from anyone, for any area across Cambridgeshire and Peterborough.
- 1.12 This Further Draft Plan can also be viewed at [cambridgeshire.gov.uk/mwlp](http://cambridgeshire.gov.uk/mwlp) or [peterborough.gov.uk/mwlp](http://peterborough.gov.uk/mwlp) where comments can be made online (during the consultation period) using the [consultation portal](#).
- 1.13 Alternatively a Comments Form (Form X) is available to collect in paper format from the following locations:

Peterborough City Council's customer service centre at:

Bayard Place  
Broadway  
Peterborough  
PE1 1FZ  
Opening hours: 9am to 5pm, Monday to Friday

Cambridgeshire County Council's Office at:

Shire Hall  
Castle Hill  
Cambridge  
CB3 0AP  
Opening hours: 9am to 5pm, Monday to Thursday, 9am to 4.30pm Friday

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

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

Minerals and Waste Local Plan Consultation

Sustainable Growth Strategy  
 Peterborough City Council  
 Sand Martin House  
 Bittern Way  
 Fletton Quays  
 Peterborough  
 PE2 8TY

- 1.14 Please clearly let us know exactly which part of the document you are commenting on or what issue it is you wish to raise, by quoting the relevant paragraph number or policy number.
- 1.15 The closing date for all comments is **23:59 on XX April 2019**. Please note that all comments will be uploaded to our online consultation portal and will not be confidential (however personal email addresses, telephone numbers and signatures will not be shown). All comments received will be taken into consideration and will help inform the Proposed Submission Local Plan, due to be published for public consultation late 2019.

### Approach of this Further Draft Plan

- 1.16 We are at an early-to-mid stage in preparing this new Local Plan. Overall, our approach is intended to be one which rolls forward, refreshes and consolidates the existing Minerals and Waste Local Plans, rather than a fundamental review of everything from scratch. We continue to gather evidence (and this consultation is part of that process).
- 1.17 This Further Draft Plan consists mainly of proposed non-site specific policies as well as our currently preferred site allocations. We welcome your views on what we have done, and we are very open minded to further adjustments.

### Status of this Further Draft Plan March 2019 for Decision Makers

- 1.18 This Further Draft Plan has been produced in accordance with the National Planning Policy Framework (NPPF) (July 2018), the National Planning Policy for Waste NPPW (October 2014) and National Planning Practice Guidance (NPPG). The Plan has been written to complement the NPPF and NPPW and to comply with the guidance in the NPPG. Should the NPPF, NPPW or NPPG be revised in the future, then any references to them in this document should be checked against the latest versions in force at that point in time. This Local Plan does not repeat policies in the NPPF or NPPW; it builds on them where necessary and ensures locally specific issues are covered.
- 1.19 Paragraph 48 of the NPPF clarifies the position on the status of emerging plans. It states:
- Local planning authorities may give weight to relevant policies in emerging plans according to:*
- a) the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);*
  - b) 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*

*c) the degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).*

- 1.20 In accordance with NPPF paragraph 48, the policies contained within this emerging plan will be used (alongside the Development Plan and other material considerations) in determining planning applications, especially where it contains 'new' policy not currently found elsewhere in the Development Plan, the NPPF or the NPPW. In helping determine proposals, the amount of weight to be given to the content of this emerging Plan in comparison with the amount of weight given to other plans, strategies and material considerations, will be a matter for the decision taker to decide and will vary depending on the specific elements of the proposal. However, at this Further Draft stage of the Plan, the weight is likely to be very limited.

## **Policies Map**

- 1.21 The draft Policies Map which accompanies this Further Draft Plan shows the relevant spatial policies on an Ordnance Survey map base, identifying how the Policies Map would be amended if the plan was adopted as presently written. These policies relate to Mineral Safeguarding Areas (MSAs), Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs), Water Recycling Areas (WRAs) and Consultation Areas (CAs). Your views on the draft Policies Map (such as the allocations and their boundaries) are welcome as part of this consultation exercise. For ease of reference the draft Policies Map also shows settlement boundaries taken from the Cambridgeshire District Local Plans (where present) and the Peterborough Local Plan as adopted, but these are for information only and are not being consulted upon as part of this consultation exercise.
- 1.22 Upon adoption of this Plan the relevant allocations will be incorporated into the Policies Maps of the relevant individual Cambridgeshire District Councils and Peterborough City Council.

## **OS Map - Copyright Note**

- 1.23 Any maps within this document, or supporting evidence, are reproduced from Ordnance Survey Material with the permission of Ordnance Survey on behalf of the controller of Her Majesty's Stationery Office (c) Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

## 2. Policy Framework and Context

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

- 2.1 In preparing a Local Plan, planning authorities must set out a timetable for the production of that Plan. This is called a Local Development Scheme (LDS). In August 2017 the planning authorities adopted their respective Development Schemes:
- [Cambridgeshire Minerals and Waste Development Scheme \(August 2017\)](#)
  - [Peterborough Local Development Scheme \(August 2017\)](#)
- 2.2 It should be noted that Cambridgeshire's LDS provides a timetable solely for the production of the joint Minerals and Waste Local Plan, whereas Peterborough's LDS also includes the timetable for the production of the separate Peterborough Local Plan. The LDS timetable in both cases is repeated below:

**Figure 1: Local Development Scheme Timetable**

Plan Stages	Target Date	Actual Date
Consultation on Sustainability Appraisal Scoping Report	Dec 2017	Jan 2018
Preliminary Draft Consultation (Regulation 18)	May/Jun 2018	May/Jun 2018
Further Draft Consultation (Regulation 18)	Mar/Apr 2019	
Proposed Submission (Regulation 19)	Nov/Dec 2019	
Plan Submitted (Regulation 22)	Mar 2020	
Independent Examination (Hearing)	Jun 2020	
Inspector's Report	Aug 2020	
Adoption of Plan	Nov 2020	

### Statement of Community Involvement

- 2.3 As part of their plan making duties, planning authorities must also produce a Statement of Community Involvement (SCI). This document outlines how and at what stages the Council will engage with the community, and how the community can get involved in plan preparation. We will use the two SCIs to inform our approach to consultation on this new Local Plan.
- [Cambridgeshire Statement of Community Involvement \(March 2014\)](#)
  - [Peterborough Statement of Community Involvement \(December 2015\)](#)



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

## Further information about this consultation

- 2.5 This Further Draft Plan is a formal consultation under Regulation 18 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended), known as the Planning Regulations. It seeks the views of land owners, their agents, members of the community, parish councils, neighbouring authorities and any other interested party.
- 2.6 As well as consulting on the content of this Further Draft Plan, the authorities are also seeking views on the accompanying Sustainability Appraisal (SA), Habitats Regulations Assessment (HRA) and supporting evidence base documents, all of which can be found on the councils' websites at [cambridgeshire.gov.uk/mwlp](http://cambridgeshire.gov.uk/mwlp) and [peterborough.gov.uk/mwlp](http://peterborough.gov.uk/mwlp).
- 2.7 Following consultation on this Further Draft Plan and consideration of all representation received, the councils intend to publish a Proposed Submission version, under Regulation 19 of the Planning Regulations. This will be consulted on for a six week period for formal representations to be received. These representations will then be submitted with the Plan to the Secretary of State for Independent Examination. A full timetable is provided in the councils' Local Development Schemes.

## Vision

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

## Aims and Objectives

- 2.12 To ensure that the overall vision of the Plan is achieved, that National policy is met and that local needs are addressed, a set of aims and objectives have been formed. The Plan has a total of 12 objectives under 8 themes. Each objective has examples as to how the objective could be met. The objectives are the same as in the Sustainability Appraisal framework and are shown in the table below:

**Figure 2: Plan and Sustainability Appraisal Objectives**

Headline Objective		Criteria to help determine whether objective is/could be met
<b>Sustainable mineral development</b>		
<b>1</b>	Ensure a steady and adequate supply of minerals to support growth whilst ensuring the best use of materials, and protection of land	<p>determine applications for minerals development without delay</p> <p>prevent needless sterilisation of minerals resources through the use of mineral safeguarding areas</p> <p>safeguard existing minerals development</p> <p>make adequate provision in order to ensure continuity of supply of mineral for the plan area</p>
<b>Sustainable waste management</b>		
<b>2</b>	Contribute positively to the sustainable management of waste	<p>manage the waste arising in the plan area over the plan period, with appropriately located and distributed waste management facilities of a high quality in operation and in design</p> <p>move treatment of waste up the waste hierarchy</p> <p>achieve net waste self-sufficiency</p> <p>safeguard existing waste management facilities and infrastructure, including from incompatible development that may prejudice waste use</p> <p>promote / allow scope for new technology and innovation in waste management</p> <p>ensure that all major new developments undertake sustainable waste management practices (including, where appropriate, the provision of temporary waste management facilities throughout construction)</p>
<b>Resilience and restoration</b>		
<b>3</b>	Support climate change mitigation and adaptation, and seek to build in resilience to the potential effects of	<p>minimise greenhouse gas emissions</p> <p>reduce the demand for energy and maximise the use of energy from renewable sources</p>

	climate change	<p>minimise the use of virgin mineral by encouraging the efficient use of materials (including the recycling and re-use of waste and the minimisation of construction waste)</p> <p>encourage operational practices and restoration proposals which minimise or help to address climate change</p>
4	Protect water resources and quality, mitigate for flood risk from all sources and seek to achieve a reduction in overall flood risk	<p>ensure waste development and associated infrastructure are not at risk of flooding</p> <p>ensure infrastructure associated with minerals is not at risk of flooding</p> <p>ensure minerals and waste development will not affect water resource quantity and quality</p>
5	Safeguard productive land	<p>avoid the loss of the best and most versatile agricultural land for waste development and prioritise the location of waste development on previously developed sites over greenfield land</p> <p>minimise soil contamination and safeguard soil quality and quantity</p>
<b>Employment and economy</b>		
6	Support sustainable economic growth and the delivery of employment opportunities	<p>support the development and growth of sustainable communities and provision of infrastructure within the plan area</p> <p>provide training and employment opportunities</p> <p>maximise the sustainable economic benefits of minerals operations and waste management in the plan area</p> <p>ensure mineral supply for construction</p> <p>ensure effective and adequate waste infrastructure for existing and future development</p>
<b>Infrastructure</b>		
7	Reduce road traffic, congestion and pollution; promote sustainable modes of movement and efficient movement patterns; and provide and maintain movement infrastructure	<p>reduce the reliance on road freight movements of minerals and waste and seek to increase the efficient use of other modes of movement</p> <p>where road transportation is necessary, minimise the total vehicle kilometres travelled and encourage the use of low emission vehicles</p> <p>safeguard current and future infrastructure for minerals, waste, concrete batching, coated materials manufacturing, other concrete products and the handling, processing and distribution of aggregate material</p>
<b>Natural environment and landscapes</b>		
8	Conserve and enhance the quality and	minimise adverse impacts to local amenity and overall landscape character

	distinctiveness of the landscape	protect designated assets such as designated nature sites, open spaces, parks, gardens, historic landscapes
9	Protect and encourage biodiversity and geodiversity	protect and enhance habitats of international, national or local importance  maintain wildlife corridors and minimise fragmentation of green spaces  utilise opportunities to enhance biodiversity and geodiversity and achieve net gains
<b>Built and historic environment</b>		
10	Protect and where possible enhance the character, quality and distinctiveness of the built and historic environment	retain and enhance the character, distinctiveness and accessibility of townscapes  ensure minerals and waste development conserves, protects and enhances designated and undesignated heritage assets and their settings, including archaeological assets
<b>Health and wellbeing</b>		
11	Protect and enhance the health and wellbeing of communities	avoid adverse effects on human health and safety or minimise to acceptable levels  safeguard the residential amenity of new and existing communities  provide opportunities to improve health and amenity through the restoration and management of former minerals and waste sites  encourage opportunities for education about minerals and waste
12	Minimise noise, light and air pollution	minimise noise and light pollution arising from activities associated with waste development, waste management, mineral extraction and mineral movement  minimise air pollution

## Strategic and Non-Strategic Policies

- 2.13 The NPPF states that the Development Plan “*must include strategic policies to address each local planning authority’s priorities for the development and use of land in its area*”. It goes on to say that “*Strategic policies should set out an overall strategy for the pattern, scale and quality of development*” and that “*Plans should make explicit which policies are strategic policies. These should be limited to those necessary to address the strategic priorities of the area (and any relevant cross-boundary issues), to provide a clear starting point for any non-strategic policies that are needed. Strategic policies should not extend to detailed matters*”

*that are more appropriately dealt with through neighbourhood plans or other non-strategic policies.”*

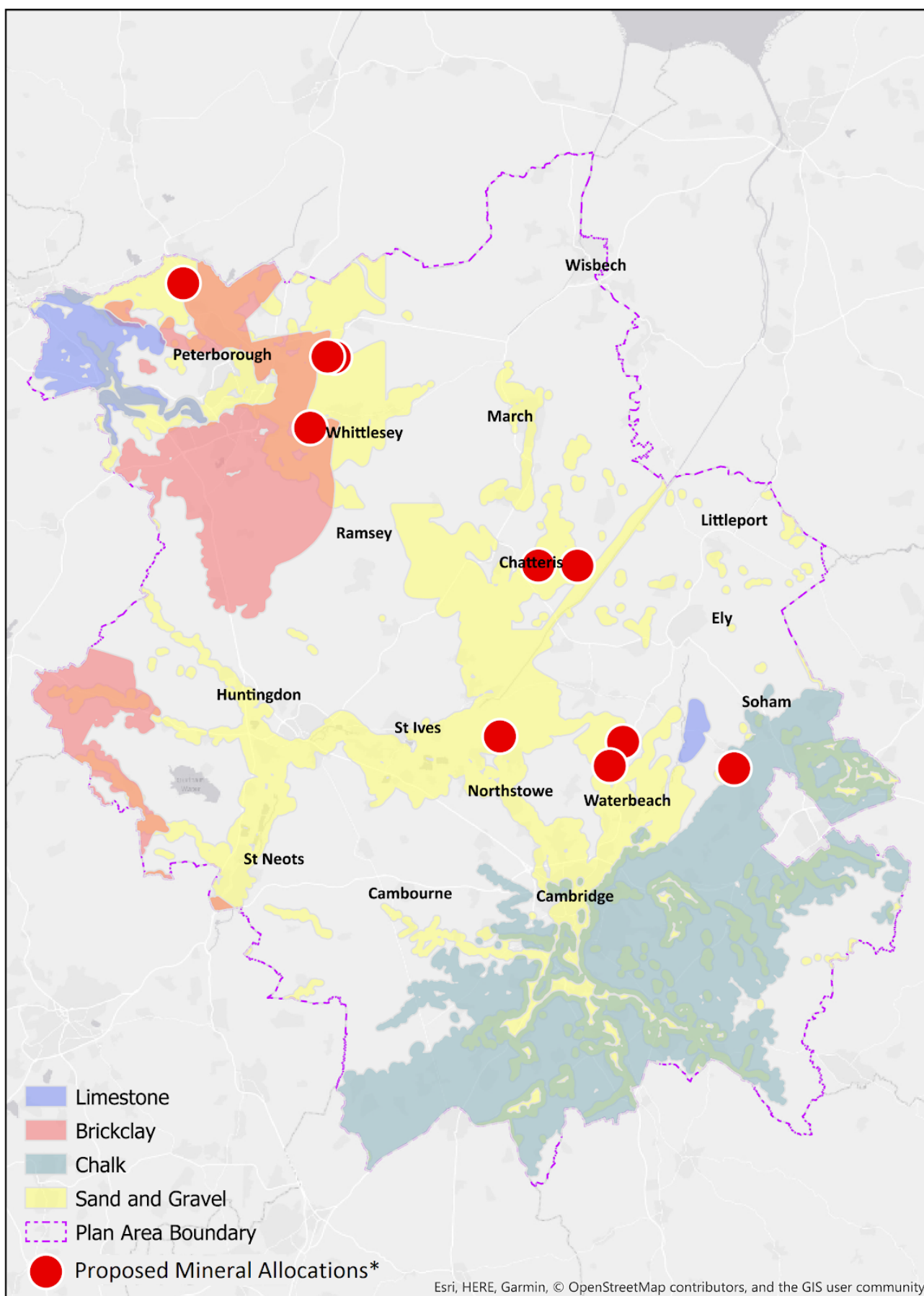
- 2.14 Further, the NPPF states that *“Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area.”*
- 2.15 The NPPF then explains that *“Non-strategic policies should... set out more detailed policies for specific areas, neighbourhoods or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies.”*
- 2.16 An important reason for being explicit about which policies are strategic or not is that, as the NPPF explains, *“Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies.”*
- 2.17 The above national policy requirement to be explicit as to what is a strategic or non-strategic policy is new to the planning profession, and is therefore likely to evolve over time and during the preparation of this Local Plan. However, at this stage, the councils believe the following table sets out what it believes to be ‘strategic’ and ‘non-strategic’ policies of this Plan:

**Figure 3: Strategic and Non-strategic Policies**

<b>Strategic Policies</b>	<b>Non-Strategic Policies</b>
Policy 2: Providing for Mineral Extraction	Policy 1: Sustainable Development and Climate Change
Policy 3: Waste Management Needs	Policy 7: Borrowpits
Policy 4: Providing for Waste Management	Policy 9: Reservoirs and Other Incidental Mineral Extraction
Policy 5: Mineral Safeguarding Areas (MSAs)	Policy 13: Landfill Mining and Reclamation
Policy 6: Mineral Development Areas (MDAs) and Mineral Allocation Areas (MAAs)	Policy 14: Waste Management Needs Arising from Residential and Commercial Development
Policy 8: Recycled and Secondary Aggregates, and Concrete Batching	Policy 17: Design
Policy 10: Waste Management Areas (WMAs)	Policy 18: Amenity Considerations
Policy 11: Water Recycling Areas (WRAs)	Policy 21: The Historic Environment
Policy 12: Radioactive and Nuclear Waste	Policy 22: Water Resources
Policy 15: Transport Infrastructure Areas (TIAs)	Policy 24: Sustainable Use of Soils
Policy 16: Consultation Areas (CAs)	Policy 25: Aerodrome Safeguarding

Policy 19: Restoration and Aftercare	Policy 26: Other Developments Requiring Importation of Materials
Policy 20: Biodiversity and Geodiversity	
Policy 23: Traffic, Highways and Rights of Way	

### Key Diagram



\*New allocations, and excluding already consented sites. See draft Policies Map for further details.

## 3. The Core Policies

### Sustainable Development and Climate Change

- 3.1 The NPPF makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies can play an active role in guiding development towards sustainable solutions. It is also appropriate for Local Plans to include planning measures to address climate change mitigation and adaptation.
- 3.2 The NPPF also makes it clear that Local Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. It is also appropriate for Local Plans to support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts and avoid increased vulnerability to the range of impacts arising from climate change.
- 3.3 The Climate Change Act 2008 sets up a framework for the UK to achieve its long-term goals of reducing greenhouse gas emissions and to ensure steps are taken towards adapting to the impact of climate change. That Act also introduced section 19 (1A) into the Planning and Compulsory Purchase Act 2004, which requires local planning authorities to address climate change in preparing Local Plans.
- 3.4 In terms of vulnerability to climate change, the plan area includes large areas of low lying land which is potentially highly vulnerable to the effects of climate change, such as from flood risk and sea level rises. The high volume of protected habitats are also potentially vulnerable to the effects of climate change, as most of such protected habitats are low lying, and very sensitive to the water environment.
- 3.5 In addition, lowland peatlands represent one of the most carbon-rich ecosystems in the UK, and Cambridgeshire and Peterborough has extensive such lands. As a result of widespread modification and drainage (usually to support agriculture), they have been converted from natural carbon sinks into major carbon emitting sources, and are now amongst the largest sources of greenhouse gas (GHG) emissions from the UK land-use sector.
- 3.6 Minerals development especially can cause considerable loss of high quality agricultural land and / or peat land, and is an important consideration for proposals. However, restoration of mineral sites can also afford unique opportunities to create habitats which can act as living carbon sinks, and which may assist in reducing the erosion of, and thereby protecting, such valuable soils e.g. through the creation of lowland wet grassland. In the plan area there is potential to achieve this on a strategic and landscape scale, and to contribute at the same time towards achieving national biodiversity objectives.
- 3.7 A robust policy addressing all of the above matters is therefore required in this Local Plan, as set out below.



### **Policy 1: Sustainable Development and Climate Change**

Minerals and waste management proposals will be assessed against the overarching principle of whether the proposal would play an active role in guiding development towards sustainable solutions. In undertaking that assessment, account will be taken of local circumstances such as the character, needs, constraints and opportunities of the plan area. Proposals which are not consistent with this principle will be refused.

Proposals should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. Proposals which ensure the future resilience of communities and infrastructure to climate change impacts will be supported.

Proposals, including operational practices and restoration proposals, must take account of climate change for the lifetime of the development (including the lifetime of its restoration scheme, where applicable). This will be through measures to minimise greenhouse gas emissions, and measures to ensure adaptation to future climate changes.

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

- (a) demonstrating how the location, design, site operation and transportation related to the development will help to reduce greenhouse gas emissions (including through the adoption of emission reduction measures based on the principles of the energy hierarchy); and take into account any significant impacts on human health and air quality;
- (b) where relevant, setting out how the proposal will make use of renewable energy including opportunities for generating energy from waste for use beyond the boundaries of the site itself, and the use of decentralised and renewable or low carbon energy;
- (c) for proposals which involve the temporary or permanent removal of peat soils, measures to make long term sustainable use of such soils; and
- (d) for waste management proposals, broadly quantifying the reduction in carbon dioxide and other relevant greenhouse gases e.g. methane, that should be achieved as part of the proposal, and how this will be monitored and addressed in future.

Proposals should also set out how they will be resilient to a changing climate, taking account of the latest available evidence on the impact of climate change, such as:

- (e) avoiding proposals which could increase vulnerability to the range of impacts arising from climate change;
- (f) incorporation of sustainable drainage schemes to minimise flood impacts, and potentially reduce current floodrisk;
- (g) measures to manage water resources efficiently;
- (h) measures to assist habitats and species to adapt to the potential effects of climate change; and
- (i) measures to adapt to the potential impacts of excess heat and drought.

## Providing for Mineral Extraction

- 3.8 Minerals are essential to support sustainable economic growth and our quality of life. This Plan sets out an overarching spatial strategy for minerals. This is important in order to guide not only allocations made in the Plan, but also proposals on non-allocated sites which may subsequently come forward as planning applications.
- 3.9 Within the plan area sand and gravel is the primary mineral in terms of commercial resource. Historically extraction has been located in the Nene and Ouse River Valleys but more recently the move has been away from these areas as they are now the focus of other national planning policies which seek to protect and enhance their biodiversity. Extraction has therefore shifted to fen edge deposits where there are significant reserves and, in some instances, give rise to the opportunity to enhance biodiversity through restoration on a landscape or a local scale.
- 3.10 Needingworth Quarry is a good example of this, where a nationally significant reedbed is being created. The spatial strategy for this Plan continues this approach, focusing extraction at fen edge deposits where restoration can contribute to international and national biodiversity objectives, as well as flood risk management gains.
- 3.11 For some minerals the spatial options are more constrained. The brickpits near Whittlesey for example involve the extraction of brickclay on an industrial scale. Other areas involve smaller scale extraction, such as the high quality industrial chalk at Steeple Morden. National policy requires Mineral Planning Authorities to make provision for industrial and local mineral needs, either through allocations, a criteria based policy or a mixture of the two.
- 3.12 Within the plan area, limestone is located in a small geographical area mainly to the north west of Peterborough. It is oolitic in nature, thereby limiting its value as a crushed rock aggregate, and it is also a diminishing resource. It was not possible to allocate any limestone sites through the previous Plan, and no sites came forward through its criteria based policy. Only one site was submitted for inclusion in this Plan but is not deemed suitable for allocation. This Plan therefore continues the same broad approach as the previous Plan, relying on a criteria based approach for limestone extraction.
- 3.13 Mineral for infrastructure projects such as major road improvements could come from existing or allocated mineral workings, or it could come from dedicated sites close to and specific to that project. These 'borrowpits', which would be temporary in nature, may reduce the impact of mineral working for those local communities on the routes from existing mineral sites and have a lower carbon impact (due to less mineral miles travelled). There could however also be an impact on local communities, the landscape or other matters from borrowpits, and permission of any such site must take account of the full planning balance.
- 3.14 Some minerals have particular characteristics which mean that they lend themselves to specialist uses. For example, chalk in the Steeple Morden area is used for a range of manufacturing processes, and clay in the Burwell area is used on a small scale for the manufacture of traditional handmade bricks and tiles. Such minerals need to be worked where they occur and provision needs to be made for such specialist uses to continue.

### Mineral spatial strategy and meeting the need for minerals

- 3.15 This Plan follows national planning policy in planning for a steady supply of sand and gravel and limestone i.e. the main aggregates which occur in the plan area. This includes taking the advice of the East of England Aggregates Working Party (AWP) which, in November 2017, agreed that, in the absence of updated national guidelines on aggregate provision, the methodology contained in the NPPF and NPPG would form the basis of determining aggregate provision for Minerals Plans.
- 3.16 There are however many factors which inform the calculation of future mineral need. The key elements which this Plan has taken into account that inform the level of future provision for aggregates, and which are also indicators of the security of supply, are as follows:
- the average of the past 10 years of aggregate sales data;
  - the average of the past 3 years of aggregate sales data;
  - the landbanks and other information contained in the Cambridgeshire and Peterborough Local Aggregates Assessment (LAA);
  - an assessment of other supply options e.g. the supply of secondary and recycled aggregates and marine dredged material;
  - matters relating to mineral supply raised through the duty to cooperate with other Mineral Planning Authorities;
  - knowledge of major current and planned infrastructure projects within the plan area and the wider region, including London; and
  - the geological extent of mineral and its quality, plus other relevant factors related to its extraction (such as site specific constraints).

### Sand and Gravel

- 3.17 Sand and gravel is the most significant resource in the plan area. NPPG requires Mineral Planning Authorities (MPAs) to maintain a stock of sand and gravel reserves (a landbank) equivalent to at least 7 years supply. The LAA (December 2018) records that Cambridgeshire and Peterborough, at the end of 2017, had permitted reserves of 41.43 million tonnes.
- 3.18 The 10 year average of sand and gravel sales is 2.36 million tonnes per annum (Mtpa). Annual sales have however increased in recent years, with the 3 year average being 2.89Mtpa. Part of this increase is attributed to construction of the A14 improvement scheme, however the general trend upwards needs to be recognised and reflected in the annual provision rate.
- 3.19 Taking account of these two metrics and the other measures highlighted from (a) to (g) above, the Councils have determined that an appropriate annual provision rate for the Plan is **2.6Mtpa**. This represents the mid-point between the 10 year sales average and the 3 year sales average, and is also a 10% increase on the 10 year sales average (10% often being used as a proxy for a buffer above the 10 year sales average in other Minerals and Waste Local Plans). At 2.6Mtpa, this would equate to a landbank of 15.9 years.
- 3.20 Moving forward, the spatial strategy of this Local Plan is for extraction of sand and gravel to take place in a broad corridor north to south through the centre of the plan area. Such extraction will take place from sites allocated for that purpose on the policies map. Such extraction will help to support three important objectives of this Local Plan:

- delivery of growth aspirations as set out in other development plans;
- creation, via the restoration of sites, of opportunities for substantial net gain in biodiversity of international and national importance; and
- creation, via restoration of site, of opportunities for substantial flood risk management gains of strategic importance.

3.21 Of the allocations, the largest is at Block Fen / Langwood Fen, which has the potential of not only delivering large volumes of sand and gravel but also to provide key habitat creation and sustainable flood management benefits. It is this combination of strategic benefits which justifies this large allocation as identified on the policies map.

3.22 **Supplementary Note for this Further Draft Local Plan, but not for inclusion in the final plan for adoption:** *It should be noted that the Block Fen / Langwood Fen site is allocated in the currently adopted Minerals and Waste Core Strategy, but has failed to deliver as quickly as expected, and consents are not fully in place. For example, a planning application was submitted to Cambridgeshire County Council for mineral extraction on a large part of the allocation, but was refused owing to it not being in accordance with the Core Strategy or the Block Fen / Langwood Fen Masterplan SPD. We are seeking reassurances on this matter from the landowner and operator, including via consultation on this draft Plan. If satisfactory assurances can not be reached prior to the next consultation stage of this Plan, in terms of a policy compliant scheme likely to come forward for the area, the Councils are presently minded to remove allocation M035 Block Fen / Langwood Fen East, Mepal from the Plan on the basis that it is an 'undeliverable' site (i.e. there is insufficient prospect of the site coming forward on a policy compliant basis).*

### Limestone

3.23 The spatial strategy for limestone for aggregate purposes will be to continue extraction at existing consented sites which, as noted above, is limited to a small geographical area to the north west of Peterborough; and which is a diminishing resource. NPPG requires a stock of limestone reserves equivalent to at least 10 years supply. The LAA records only two limestone quarries which are currently active. Only one of these provides material for aggregate use, however the other has been included to enable the release of some statistics.

3.24 The permitted reserves for both these quarries at the end of 2017 is 2.53 million tonnes. The 10 year rolling average of sales is 0.3 Mtpa, resulting in an equivalent theoretical landbank of 8.4 years i.e. less than required. Through the call for sites process in May/June 2018, only one site was put forward, yet is not deemed suitable for allocation, therefore no new allocations are made in this Plan. Given this, it does not seem possible to maintain a national policy compliant supply of limestone, through the plan period, though this is a reflection of reality (i.e. lack of sites) rather than a strategic policy position. To assist any future additional limestone extraction to come forward, a criteria based approach is therefore set out in this Plan.

### Brick Clay

- 3.25 The spatial strategy for brickclay extraction is to continue extraction at existing consented sites, broadly in an area to the south and east of Peterborough. Future extraction will take place at King's Delph, Whittlesey, a site allocated on the policies map. Localised specialist brick clay is also allocated at Burwell Brickpits.
- 3.26 National planning policy requires that a landbank of brick clay is maintained, in the order of 25 years of supply. The extensive reserves of brick clay in the plan area, close to the Whittlesey brickworks complex, should meet this requirement. To ensure the continuity of supply, land located in the Cambridgeshire side of the King's Delph area, which straddles the administrative boundaries of the two authorities, is allocated for future extraction, delivering an estimated 27 million tonnes of brick clay, which is over 60 years supply, in addition to existing permitted reserves on the Peterborough side.
- 3.27 **Other minerals**, such as chalk, building stone, and limestone for non-aggregate purposes, are a very limited resource in the plan area. The spatial strategy for such minerals is to continue extraction on a small scale to meet such specialist needs; which could occur via the working of existing consents, or via the provisions of Policy 2. No allocations are made for such 'other minerals'.

#### Policy 2: Providing for Mineral Extraction

##### Sand and Gravel, Limestone and Brickclay

The Mineral Planning Authorities (MPAs) will facilitate a steady and adequate supply of the following minerals over the plan period (2016-2036):

	Plan Period 2016-36 (million tonnes)	Provision Rate (million tonnes per annum)
<b>Sand and Gravel</b>	<b>54.6</b>	<b>2.6</b>
<b>Limestone</b>	<b>6.3</b>	<b>0.3*</b>

\*This figure is based on the 10 year average from the latest Local Aggregate Assessment, yet is dependent upon additional acceptable reserves coming forward over the plan period.

In principle, permissions will be granted so as to ensure the above provision can be secured. In order to meet the needs identified above for sand & gravel and brickclay, the following allocations are made and are defined as Mineral Allocation Areas (MAAs) on the Policies Map, with their broad locations shown on the Key Diagram.

Site Reference	Site Name	Mineral
M019	Bare Fen & West Fen, Willingham / Over	Sand & Gravel
M021	Mitchell Hill Farm South, Cottenham	Sand & Gravel
M022	Chear Fen, Cottenham	Sand & Gravel
M023	Burwell Brickpits, Burwell	Brickclay
M028	Kings Delph, Whittlesey	Sand & Gravel and Brickclay

M029	Gores Farm, Thorney	Sand & Gravel
M033	Land off Main Road, Maxey	Sand & Gravel
M034	Willow Hall Farm, Thorney	Sand & Gravel
M035	Block Fen / Langwood Fen East, Mepal	Sand & Gravel
M036	Block Fen / Langwood Fen West, Mepal	Sand & Gravel

Allocations M035 and M036 must be worked and restored in a phased manner in accordance with the Block Fen / Langwood Fen Master Plan set out in Appendix 1.

Permission for minerals extraction will only be granted:

- (a) on MAAs or Mineral Development Areas (MDAs) as identified on the Policies Map for that purpose; or
- (b) in other areas provided the proposal meets all of the following:
  - (i) it does not conflict with the strategy for minerals as set out in this Plan;
  - (ii) it is required to maintain a steady and adequate supply of mineral in accordance with the above provision rates and / or the maintenance of a landbank;
  - (iii) it is required to meet a proven need with particular specifications that cannot reasonably or would not otherwise be met from permitted or allocated reserves; and
  - (iv) it will maximise the recovery of the identified reserve.

## Waste Management Needs

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

### Waste Arising in Cambridgeshire and Peterborough

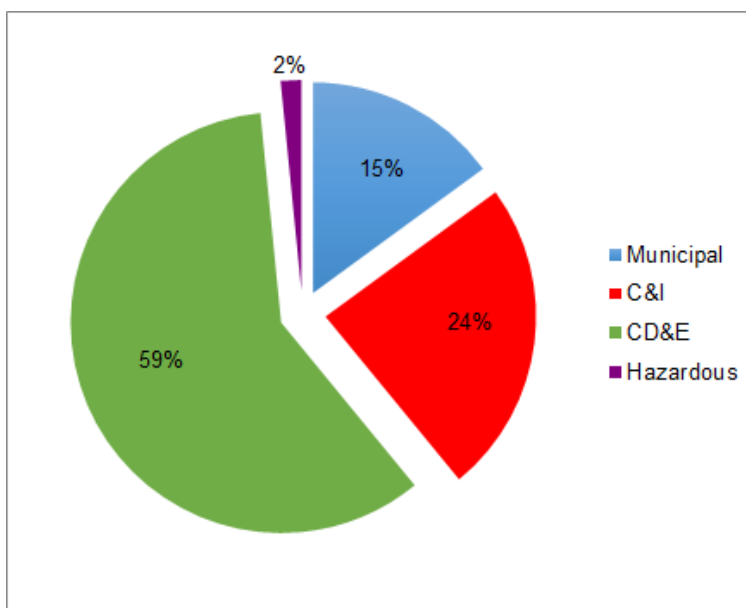
- 3.29 It is estimated that in 2017, waste arisings within the Plan area totalled around 2.778 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see figure below). The majority of this waste was recycled or otherwise recovered, with disposal to landfill (non-hazardous and inert) accounting for around a third.
- 3.30 Of the total arisings, around half a million tonnes was exported to other authorities for management with less than a tenth disposed of to landfill (non-hazardous<sup>2</sup> and inert). Waste forecasts indicate that waste arisings from within the Plan area could increase to 3.157Mtpa by the end of the plan period (2036). Low-level radioactive waste (LLW) from the nuclear industry is not produced from within the Plan area however a very small amount of LLW is produced from the non-nuclear industry.

<sup>2</sup> Includes stable non-reactive hazardous waste (SNRHW)

3.31 Waste is also imported into the Plan area from other Waste Planning Authority areas. In 2017 imports significantly outweighed exports (almost fourfold), with over half of waste imported from other authorities disposed of in landfill (non-hazardous<sup>3</sup> and inert). This indicates that overall the Plan area is a net importer of waste. It also demonstrates that landfill void space within the Plan area historically has served a wider area and has therefore been subject to external pressures.

**Figure 4: Waste Arisings for the Plan area (2017)**

3.32 Waste movements occur as a result of commercial, contractual and operational arrangements as well as geographical convenience. There is a national policy direction for Waste Planning Authorities (WPAs) to increase their waste management capacity to the extent of meeting the needs of their own area (i.e. moving towards net self-sufficiency). As such cross-border movements should reduce in the future although some movements will still occur. This is because it is not possible for all waste to be managed within the boundary of the WPA from which it arises due to economies of scale and operational requirements. Nevertheless, overall, the amount of net waste dealt with within a WPA area should be broadly equal to the amount of waste that area produces.



3.33 Accordingly, areas which presently have a net export of waste have, or are, moving to a position whereby they deal with more of their own waste. Likewise, areas that historically and presently have a net import of waste (such as the Cambridgeshire-Peterborough Plan area) should see such net import significantly reduced. In providing for waste management facilities the intention, therefore, of this Local Plan is to determine the likely waste arising that will occur, and set out the identified needs of the plan area as a whole in relation to waste management capacity in order to achieve net self-sufficiency, and at the same time drive waste up the waste hierarchy.

3.34 There is, however, one exception to the above net self-sufficiency 'rule'. National policy requires the Plan to consider the need for additional waste management capacity of more than local significance. The adopted London Plan identifies household and commercial & industrial waste to be exported, and the East of England is specifically listed as the main destination for this waste partly owing to its proximity. Whilst some of London's waste is received at waste treatment facilities within the plan area, at present the majority is disposed to non-hazardous (including SNRHW) landfill which is the matter with which the Plan is most concerned given the limited void space and pressures on such capacity.

<sup>3</sup> Includes SNRHW

3.35 The adopted London Plan sees household and commercial & industrial waste exports to the East of England gradually reducing from current rates (estimated at 3.449Mt in 2015) and ceasing completely in 2026<sup>4</sup>. In 2015 0.079Mt of household and commercial & industrial waste was received from London WPAs at non-hazardous (including SNRHW) landfill sites within the Plan area. Although London is moving towards net self-sufficiency in this respect, the intent of the adopted London Plan still needs to be taken into account. Therefore some provision for the landfill of some of London's household and commercial & industrial waste is made in the early plan period of this Local Plan (albeit that in reality this may be waste which is displaced from other counties in the East of England which are closer to London, with such counties being the likely actual destination for London's residual waste). Our waste needs assessment has factored in an appropriate amount of London's non-apportioned household and commercial & industrial waste continuing to be imported into the Plan area, and consequently has been factored into our calculations to determine the 'capacity gap' for each waste stream.

### **Waste Management Capacity**

3.36 The Plan area benefits from an existing network of waste management facilities, with this management capacity<sup>5</sup> significantly contributing towards the identified future need. The difference between the existing capacity (including permitted sites yet to become operational) and identified need is referred to as the capacity gap, or future need. Overall, the Plan area is quite well placed in terms of moving towards achieving net self-sufficiency. Our evidence indicates that there is the potential need for hazardous recycling (recovery) and hazardous disposal capacity (see the Waste Needs Assessment, December 2018), however these wastes tend to be generated in lower quantities and are managed at a wider scale to account for economies of scale and operational requirements.

3.37 The existing non-hazardous (including SNRHW) landfill void space is sufficient to accommodate the plan area's disposal needs over the plan period with a small surplus potentially to accommodate some of London's non-apportioned household and commercial & industrial waste. Although disposal is the least desirable option there is likely to be an ongoing need for such facilities (e.g. disposal of residues from treatment processes that cannot otherwise be recovered) and so it is one that must be provided for, either within the Plan area or at a wider scale. Close monitoring of this situation will be key in determining timing and quantum of future need.

3.38 There is sufficient inert landfill and recovery void space to accommodate most of the Plan area's needs over the plan period. In addition, some committed and allocated mineral extraction sites are almost certain to require inert fill to achieve restoration outcomes and so such mineral sites will create more inert landfill/recovery void space. As such no additional inert landfill or recovery void space is needed over the plan period (except that needed in associated with restoration of permitted mineral extraction sites).

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<sup>4</sup> Referred to as London's non-apportioned household and commercial & industrial waste

<sup>5</sup> Existing management capacity has been determined through the Waste Needs Assessment (December 2018) and only captures capacity of sites that have an extant planning permission. This includes capacity of recently permitted sites that are not yet implemented and/or operational (capacity for such sites has been incorporated over the plan period as per the information provided in the relevant application).



- 3.39 Given that the indicative future waste management needs of the plan area (to achieve net self-sufficiency) are comparatively low and relate to hazardous wastes, which are generally produced in lower quantities and managed at a wider scale, no site specific allocations for new waste management facilities have been identified in this Local Plan.
- 3.40 It is also important for the Plan to drive the development of a network of facilities with the aim of communities and businesses being more engaged with, and taking more responsibility for, their own waste. Government policy focuses the proximity principle more towards the disposal of waste and recovery of mixed municipal waste. For these, and other waste types, the intention is for the Plan to include the preference for waste development to support sustainable waste management principles, including the proximity principle. This also links through to supporting sustainable transport movements.
- 3.41 The Waste Needs Assessment (WNA) details the current estimated waste arisings, waste forecasts, existing capacity and other information from which the indicative capacity needs over the plan period were determined. The WNA is being consulted on alongside this Further Draft Plan, we welcome your views on the methodology applied and conclusions which arise.

<b>Policy 3: Waste Management Needs</b>			<b>Indicative total waste management capacity needs</b>					
			<b>2016</b>	<b>2017</b>	<b>2021</b>	<b>2026</b>	<b>2031</b>	<b>2036</b>
The Waste Planning Authorities will seek to achieve net self-sufficiency in relation to the management of wastes arising from within the Plan area, plus additional provision until 2026 in order to accommodate needs arising from London (specifically regarding non-apportioned household and commercial & industrial waste).								
The following sets out the present capacity gap (indicated by a '-' figure) or surplus (indicated by a '+' figure):								
<b>Non-hazardous waste management – Recovery (million tonnes per annum)</b>								
Preparing for re-use and recycling	Materials recycling (Mixed - Municipal, C&I)	Forecast arisings	0.619	0.660	0.696	0.753	0.804	0.850
		Existing capacity	0.610	0.661	0.889	0.887	0.887	0.887
		Capacity gap	-0.009	+0.001	+0.194	+0.134	+0.083	+0.037
	Composting (Mixed - Municipal, C&I)	Forecast arisings	0.170	0.199	0.206	0.225	0.239	0.249
		Existing capacity	0.332	0.324	0.373	0.373	0.373	0.373
		Capacity gap	+0.162	+0.125	+0.167	+0.148	+0.134	+0.124
	Inert recycling (CD&E)	Forecast arisings	0.056	0.087	0.066	0.067	0.068	0.068
		Existing capacity	0.149	0.184	0.625	0.600	0.600	0.600
		Capacity gap	+0.093	+0.097	+0.560	+0.533	+0.532	+0.532
Other recovery	Treatment and energy recovery processes	Forecast arisings	0.157	0.160	0.225	0.312	0.392	0.415

	(Mixed - Municipal, C&I)	Existing capacity	0.295	0.327	0.989	0.994	0.999	1.002
		Capacity gap	+0.138	+0.167	+0.764	+0.682	+0.607	+0.587
	Soil treatment (CD&E)	Forecast arisings	0.084	0.112	0.095	0.097	0.099	0.099
		Existing capacity	0.147	0.278	0.315	0.315	0.315	0.315
		Capacity gap	+0.062	+0.166	+0.220	+0.217	+0.216	+0.216

			Indicative total waste management capacity needs						Total need (2016-2036)	Estimated void space (2016-2036)	Balance
			2016	2017	2021	2026	2031	2036			
<b>Non-hazardous waste management – Deposit to land and disposal (million tonnes)</b>											
Other recovery	CD&E	Inert recovery (fill)*	0.653	0.728	0.769	0.774	0.776	0.776	16.061	14.058	-2.003
Disposal	CD&E	Inert landfill*	0.269	0.262	0.176	0.175	0.174	0.174	3.856	1.932	-1.924
	Mixed - Municipal, C&I	Non-hazardous landfill (including SNRHW)	0.583	0.536	0.601	0.531	0.467	0.475	11.174	12.466	+1.292
		Non-hazardous landfill	0.572	0.507	0.580	0.514	0.452	0.460	10.804	8.525	-2.278
		Non-hazardous (SNRHW) landfill	0.011	0.028	0.021	0.017	0.014	0.015	0.370	3.940	+3.570

\*Inert recovery and landfill have a total indicative need of 19.917Mt over the plan period, with estimated remaining void space of 15.99Mt (around 70% of which is associated with restoration of mineral extraction sites), leaving a deficit of 3.927Mt. This deficit is able to be accommodated however through void space created from mineral extraction operations that are or will be permitted over the plan period.

Where an indicative total waste management capacity gap is identified, then proposals will, in principle, be supported where it would assist in closing that gap, provided it is in accordance with Policy 4.

## Providing for Waste Management

- 3.42 This Plan sets out an overarching spatial strategy for waste, together with appropriate criteria based policy. It is important to guide future waste management development to the most appropriate locations, particularly in the absence of site specific allocations to meet identified needs.

- 3.43 In developing that criteria based policy, the Councils consider it appropriate to direct most waste management facilities to the main settlements that exist in the plan area, these being the areas which generate the greater waste arisings, as well as having the greater infrastructure (e.g. main highways) to accommodate proposals. The Councils also believe it appropriate to identify existing and allocated employment land as a suitable location for many types of future waste management development, recognising that waste management development is now often located in buildings and can be indistinguishable from other industrial uses which operate alongside it.
- 3.44 However, there is no guarantee waste management facilities will come forward on employment land because of viability or other locationally specific reasons, or simply a lack of available land. Accordingly, other locations could be considered, via the criteria based policy below.
- 3.45 Like the previous Plan, this Local Plan also seeks to embed waste management facilities in new settlements. This can be temporary demolition and construction recycling being present through construction phases, and also permanent waste management facilities being located within new communities.
- 3.46 As well as strategic policy for waste management, the policy below also sets out specific policy for specialist types of waste management.

#### **Policy 4: Providing for Waste Management**

Across the plan area, existing and committed waste sites meet the majority of identified needs, with the capacity gap over the plan period being less than substantial. As such, the strategy of this plan is not to identify specific allocations for new waste sites. Instead this policy sets out a broad spatial strategy for the location of new waste management development; and criteria which will direct proposals to suitable sites, consistent with the spatial strategy.

Waste management proposals must demonstrably contribute towards sustainable waste management, by moving waste up the waste hierarchy; and proposals for disposal must demonstrate that the waste has been pre-treated and cannot practicably be recycled. Proposals which do not comply with this spatial strategy for waste management development must also demonstrate the quantitative and market need for the development.

Unless otherwise stated in this policy, new or extended waste management facilities should be located in the existing or planned main urban areas of: Cambourne, Cambridge, Chatteris, Ely, Huntingdon, Littleport, March, Northstowe, Peterborough, Ramsey, Soham, St. Ives, St. Neots, Waterbeach, Whittlesey and Wisbech.

Where the proposed use and operations are potentially suitable within an urban setting, then proposals should first consider the use of either:

- (a) employment areas (as identified in other Development Plan Documents for B2 and/or B8 Uses) within the above identified urban areas; or
- (b) any 'strategic' employment areas over 10ha (as identified in other Development Plan Documents for B2 and/or B8 Uses), which might not necessarily fall at one of the above

identified urban areas.

Where such sites are demonstrated not to be available or suitable, using a proportionate amount of evidence, then support will be given, in principle, to locating facilities on other suitable sites within the urban areas identified above; or on the edge of them where it is demonstrated that the development is compatible with surrounding uses (including the physical size and throughput of the proposed development); and where there is a clear relationship with the settlement by virtue of landscape, design of the facility, and highway access. In applying these provisions, substantial weight will also be given to the use of suitable brownfield land within the above identified urban areas.

**Waste Management Facilities - New Strategic Development Areas:**

New strategic development areas (i.e. 1,500 homes or more, or 10 ha or more for employment sites) must incorporate waste management facilities of a scale, use and accessibility to enable communities and businesses within that strategic development area to take some responsibility for their own waste.

**Waste Management Facilities - Rural areas:**

Only waste management facilities which are located on a farm holding, and where the proposal is to facilitate agricultural waste recycling or recovery generated by that farm holding will, in principle, be supported.

**Waste Management Facilities - Medical or research sites:**

Waste management facilities which are located on a medical or research site, and where the proposal is to facilitate the suitable management of waste generated by that site will, in principle, be supported.

**Waste Management Facilities - Co-location:**

Opportunities to co-locate waste management facilities together, or with complementary activities will, in principle, be supported. Particularly where relating to employment sites; industrial estates; mineral extraction and processing sites (for temporary proposals for aggregate and/or inert recycling facilities associated with extraction and processing); or planned integrated waste management development.

**Waste Management Facilities – Non-Hazardous Waste Disposal:**

Where the need for additional capacity for the disposal of non-hazardous waste is demonstrated such capacity must be provided through extension to existing disposal sites, unless it is demonstrated that a new standalone site would be more sustainable and better located to support the management of waste close to its source. It may also be supported where it is demonstrated that it is required for reasons of site stability or to address a potential pollution risk.

**Waste Management Facilities – Inert Waste Disposal:**

The deposit of inert waste to land will normally be permitted only within a Mineral Development Area (MDA) or Mineral Allocation Area (MAA). Proposals for the deposit of inert waste to land in other areas may only be permitted where:

- (c) there are no MDAs or MAAs within the plan area which can accommodate the inert waste in a timely and sustainable manner; or

(d) there is clear and convincing evidence that an alternative site would be more suitable for receiving the inert waste.

**Waste Management Facilities – Stable Non-Reactive Hazardous Waste Disposal (SNRHW):**

Where the need for additional capacity for the disposal of SNRHW is demonstrated such capacity will only be permitted at, or through an extension to, existing disposal sites.

**Waste Management Facilities – Hazardous Waste Disposal:**

Proposals for the disposal of hazardous waste will only be supported in exceptional circumstances, and where it is demonstrated that there is a clear need for such a facility to be located in the plan area.

**Waste Management Facilities – Landraising:**

Landraising will only be permitted in exceptional circumstances where there is a need for a waste disposal facility to accommodate waste arising that cannot be accommodated by any other means.

## 4. Minerals Development Specific Policy

### Mineral Safeguarding Areas (MSAs)

- 4.1 Mineral Safeguarding Areas (MSAs) are identified in order that known locations of specific mineral resources of local and/or national importance are not needlessly sterilised by non-mineral development. The purpose of MSAs is to make sure that mineral resources are adequately taken into account in all land use planning decisions. They do not automatically preclude other forms of development taking place, but flag up the presence of important mineral so that it is considered, and not unknowingly or needlessly sterilised.
- 4.2 MSAs are identified on the Policies Map. They constitute the extent of known reserves plus a 250m buffer. More detail regarding their identification can be found in the accompanying evidence report 'Methodology for Identifying MSAs (December 2018)'.

#### **Policy 5: Mineral Safeguarding Areas (MSAs)**

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

- (a) development that falls within a settlement boundary\*;
- (b) development which is consistent with an allocation in an adopted Local Plan;
- (c) minor householder development within the immediate curtilage of an existing residential building;
- (d) demolition or replacement of residential buildings;
- (e) temporary structures;
- (f) advertisements;
- (g) listed building consent; and
- (h) works to trees or removal of hedgerows.

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

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

\*a settlement boundary is that which is defined on the relevant policies map for the area (e.g. a village envelope or urban area boundary). If no such boundary is identified, it will constitute the edge of the built form of the settlement.

## Mineral Development Areas (MDAs) and Mineral Allocation Areas (MAAs)

4.3 Mineral Development Areas (MDAs) are specific sites identified on the Policies Map. They consist of existing operational sites and committed sites (i.e. sites with planning permission but which are not yet operational). Areas not yet consented but allocated in this plan for the future extraction of minerals are identified as Mineral Allocation Areas (MAAs). These sites also include existing, planned and potential sites for:

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

### Policy 6: Mineral Development Areas (MDAs) and Mineral Allocation Areas (MAAs)

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

## Borrowpits

4.4 In construction and civil engineering, a borrowpit is an area where material (usually soil, gravel and/or sand, and clay) has been dug for use at another location nearby. Borrowpits can be found close to many major construction projects, and can be a suitable and more sustainable option compared with the alternative of sourcing material from a site considerably further away. However, a policy is necessary to both confirm the in principle support but also to ensure only appropriate borrowpits can come forward.

4.5 In demonstrating the need for a borrowpit for engineering clay regard must be had as to whether the material can be drawn more sustainably from existing mineral and landfill sites, for example through 'over-digging' an existing site to secure the clay, rather than a new greenfield borrowpit.

### Policy 7: Borrowpits

Mineral extraction from a borrowpit will only be supported, in principle, where all of the following are met:

- (a) there is a demonstrated need for the mineral to be extracted from the borrowpit;
- (b) it will serve a named project only, and it is well related geographically\* to that project;
- (c) the site will be restored in accordance with Policy 19 Restoration and Aftercare and within the same timescale as the project to which it relates;

- (d) material will not be imported to the borrowpit other than from the project itself, unless such material is required to achieve beneficial restoration; and
- (e) the quantity of material and timescale for extraction from the borrowpit will not significantly harm existing operational quarries and local markets.

In demonstrating the need for a borrowpit for engineering clay, it will need to be demonstrated that the material could not be drawn more sustainably from existing mineral and landfill sites.

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

## Recycled and Secondary Aggregates, and Concrete Batching

- 4.6 The processing of secondary and recycled aggregates (including inert recycling) represents a potentially major source of materials for construction, helping to conserve primary materials and minimising waste. Sites for the handling, storage and processing of recycled and secondary aggregates (including recycled inert waste) are therefore required to ensure provision of 'alternative materials'.
- 4.7 A concrete batching plant is a device that combines various ingredients to form concrete. Some of these inputs include sand, water, aggregate (rocks, gravel, etc.), fly ash, potash and cement. Such plants are an essential part of the construction industry infrastructure, and can be found on construction sites or, in a more permanent form, off-site (including on mineral sites).

### **Policy 8: Recycled and Secondary Aggregates, and Concrete Batching**

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

Such proposals are likely to be suitable in the following locations:

- (a) on operational, committed and allocated mineral sites (for the duration of the working life of the mineral site only, and where this is compatible with an agreed restoration scheme);
- (b) on strategic development sites, such as major urban extensions and new settlements (throughout the construction phase); and
- (c) on waste management sites, designated employment land and existing/disused railheads and wharves.



In addition to the above support in principle, all strategic development sites should include temporary inert and construction waste recycling facilities on site throughout all phases of construction, unless there is clear and convincing justification why this would be inappropriate or impractical.

## Reservoirs and Other Incidental Mineral Extraction

- 4.8 Reservoirs and other forms of development can also give rise to incidental mineral extraction. In these cases the Mineral Planning Authorities will be the determining authority for a planning application if the proposal involves taking the extracted mineral off site. Applicants will be required to provide a sound justification for the proposal. When determining any of the above proposals the MPAs will be concerned to ensure that the mineral extracted is used in a sustainable manner. In the case of sand and gravel, for example, this could be achieved by processing the mineral on site or exporting it to a nearby processing plant. Clay, if extracted, could be used for nearby engineering projects.
- 4.9 It should be noted that Government is likely to introduce in 2019 a National Policy Statement (NPS) for Water Resources Infrastructure, including amending the definitions of nationally significant water resources infrastructure set out in the Planning Act to which the NPS will apply. Consequently, larger reservoirs may well be dealt with, through the planning system, in a different way to smaller reservoirs.

### **Policy 9: Reservoirs and Other Incidental Mineral Extraction**

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

- (a) there is a proven need and demonstrable sustainability benefits\* for the proposal, or the proposal is identified in a water companies' water resource management plan;
- (b) any mineral extracted will be used in a sustainable manner;
- (c) where the proposal relates to a reservoir, the design, as far as is practical, minimises its surface area by maximising its depth;
- (d) the minimum amount of mineral to be extracted is consistent with the purpose of the development; and
- (e) the phasing and duration of development adequately reflects the importance of the early delivery of water resources or other approved development.

\*sustainability benefits could include, but not necessarily limited to: water storage in order to reduce currently unsustainable groundwater extraction; significant biodiversity net gains or measures to help preserve or enhance designated biodiversity sites; and flood risk management benefits.

## 5. Waste Management Specific Policies

### Waste Management Areas (WMAs)

- 5.1 Waste Management Areas (WMAs) are specific sites identified on the Policies Map for waste management facilities and consist of existing operational sites (which make a significant contribution to managing any waste stream) and committed sites (i.e. sites with planning permission but which are not yet operational). Policy 3 sets the policy framework for WMAs.
- 5.2 This Plan does not allocate any sites for future waste management development. The Waste Needs Assessment (December 2018) which accompanies this Further Draft Plan has not identified any capacity gaps which justify the allocation of sites. Proposals for any future waste management development can be dealt with through Policy 4: Providing for Waste Management and other policies in this document.

#### **Policy 10: Waste Management Areas (WMAs)**

Waste Management Areas (WMAs) are defined on the Policies Map. Within a WMA, development will not normally be permitted, other than that which meets Policy 4.

### Water Recycling Areas (WRAs)

- 5.3 It is essential that adequate sewage and wastewater infrastructure is in place prior to the start of development taking place in order to avoid unacceptable impacts on the environment, such as sewage flooding residential or commercial properties, or the pollution of land and watercourses. It is also important that the operation of existing facilities can, as appropriate, be maintained, improved, extended and/or relocated. Whilst a wide range of plans, programmes and studies (such as Water Cycle Studies) are necessary to fully understand and achieve these requirements, this Local Plan can play an important part. As such, all existing and planned Water Recycling Centres (WRCs) are identified on the Policies Map as Water Recycling Areas (WRAs). Please note that Policy 16: Consultation Areas covers proposals which fall within 400m of a WRA. The following policy focuses on the development of WRCs themselves.

#### **Policy 11: Water Recycling Areas (WRAs)**

Water Recycling Centres (WRCs) are essential infrastructure, and are identified on the Policies Map as Water Recycling Areas (WRAs).

Proposals for new water recycling capacity or proposals required for operational efficiency, whether on WRAs or elsewhere (with such proposals including the improvement or extension to existing WRCs, relocation of WRCs, provision of supporting infrastructure (including renewable energy) or

the co-location of WRCs with other waste management facilities) will be supported in principle, particularly where it is required to meet wider growth proposals identified in the Development Plan. Proposals for such development must demonstrate that:

- (a) there is a suitable water course to accept discharged treated water and there would be no unacceptable increase in the risk of flooding to others;
- (b) there is a ready access to the sewer infrastructure or area to be served;
- (c) if a new site, or an extension to an existing site, is less than 400 metres from existing buildings normally occupied by people, an odour assessment demonstrating that the proposal is acceptable will be required, together with appropriate mitigation measures;
- (d) if a new site, or an extension to an existing site, it has avoided land within flood zone 3 unless there is clear and convincing justification to do so, and the proposal is supported by thorough evidence of need, options and risk management; relocating sites from flood zone 1 to flood zone 3 for primarily land value realisation reasons should not form any part of the justification for relocation to flood zone 3; and
- (e) adequate mitigation measures will address any unacceptable adverse environmental and amenity issues raised by the proposal, which may include the enclosure of odorous processes.

If any new or presently unidentified WRCs exist, but are not specifically designated as a WRA on the Policies Map, then a proportionate application of the principles in this policy, and the supporting Policy 16: Consultation Areas, will apply.

## Radioactive and Nuclear Waste

- 5.4 The relatively soft, sedimentary nature of the geology of the Plan area is not considered suitable to allow the construction of appropriate structures for the long term storage and disposal of intermediate and higher activity radioactive wastes.
- 5.5 Controlled disposal of low level radioactive waste takes place at authorised landfill sites where limitations are placed on the type of container, the maximum activity per waste container, and the depth of burial below earth or ordinary waste. Limited disposal also takes place at Addenbrookes Hospital via incineration.

### **Policy 12: Radioactive and Nuclear Waste**

No sites are identified for such use in this Local Plan. Proposals for the treatment, storage or disposal of intermediate or higher activity radioactive and nuclear waste will not be permitted.

Where there is a demonstrated need for low level radioactive waste management facilities, such proposals will be considered on their merits, including demonstration that it represents the most appropriate management option.

## Landfill Mining and Reclamation

- 5.6 The interest in landfill mining, as a concept, is growing across Europe, in recognition of the around 500,000 landfill sites in existence (20,000 in the UK), and the potential for valuable resources (especially metals) which can be found in them. Landfill mining and reclamation may also be for other reasons, such as addressing an existing problem or to facilitate some other form of development upon or near that site.
- 5.7 In respect of commercial based proposals, the practical benefits and potential harm which can arise from landfill mining are at their infancy of research, and there is no national policy which supports such mining as a matter of principle. In particular, excavating a landfill site close to residential properties is unlikely to be acceptable owing to amenity issues. At the present time at least, therefore, the councils do not support commercial based landfill mining in the plan area.

### Policy 13: Landfill Mining and Reclamation

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

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

Irrespective of the motives for the mining, it must be demonstrated that any waste can be handled without posing additional risk to human health, safety or to the environment.

## Waste Management Needs arising from Residential and Commercial Development

- 5.8 The councils will endeavour to ensure that the implications for waste management arising directly from non minerals and waste management development are adequately and appropriately addressed.
- 5.9 This approach has been taken forward through the Cambridgeshire and Peterborough Waste Partnership (RECAP), and has, since 2012, been assisted by a RECAP Waste Management Design Guide Supplementary Planning Document (SPD). This SPD sets out practical information on the provision of waste storage, waste collection and recycling in residential and commercial developments. It also includes a Toolkit which developers of such proposals are required to complete and submit as part of their planning application. The SPD will be periodically updated. For proposals in the Peterborough area, the Peterborough Local Plan (2019) provides the relevant policy requirements, and as such the following policy does not apply in the Peterborough area.

**Policy 14: Waste Management Needs Arising from Residential and Commercial Development**

Relevant residential and commercial planning applications in Cambridgeshire must be accompanied by a completed Waste Management Guide Toolkit, which forms part of the latest RECAP Waste Management Design Guide Supplementary Planning Document (or similar superseding document).

Where appropriate, and as determined through an assessment of the Toolkit submission, such new development may be required to contribute to the provision of bring sites and / or the Household Recycling Centre service (subject to any legislative requirements in relation to seeking developer contributions).

## 6. Policies for Minerals and Waste Management Proposals

### Transport Infrastructure Areas (TIAs)

- 6.1 Certain types of transport infrastructure are essential in order to help facilitate more sustainable transportation of minerals and waste. Those of significance are identified on the Policies Map as Transport Infrastructure Areas (TIAs) and are defined for both existing and planned areas. Such areas may include railheads, wharves and ancillary facilities.
- 6.2 Please also see Policy 23 for wider transport and highway related policy requirements relating to matters such as traffic, highways, Heavy Commercial Vehicles (HCVs) and Public Rights of Way.

#### **Policy 15: Transport Infrastructure Areas (TIAs)**

Transport Infrastructure Areas (TIAs) are identified on the Policies Map. Development which would result in the loss of or reduced capacity of such infrastructure will not be permitted unless it can be demonstrated that either:

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

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

### Consultation Areas (CAs)

- 6.3 Consultation Areas (CAs) are buffers around Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs) and Water Recycling Areas (WRAs).
- 6.4 They are designated to ensure that such sites are protected from development that would prejudice operations within the area for which the buffer is identified, or to protect development that would be adversely affected by such operations (for example residential development being located close to a waste site and subsequently suffering amenity issues).

- 6.5 Buffers are typically 250m around the edge of a site (400m in the case of WRAs). In defining CAs, each site is considered individually, and if circumstances have suggested the typical buffer from the edge of any site should be varied (e.g. due to mitigation proposals) then this has been taken into account.
- 6.6 CAs are designed to alert prospective developers and decision takers to development (existing or future) within the CA to ensure adjacent new development constitutes an appropriate neighbouring use. New neighbouring development can impact on certain mineral and waste management development and associated infrastructure, making it problematical for them to continue to deliver their important function.

### **Policy 16: Consultation Areas (CAs)**

Consultation Areas (CAs) are identified on the Policies Map, as a buffer around Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs) and Water Recycling Areas (WRAs). The Mineral & Waste Planning Authority must be consulted on all planning applications within CAs except:

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

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

- (c) not prejudice the existing or future use of the area for which the CA has been designated; and
- (d) not result in unacceptable amenity issues or adverse impacts to human health for the occupiers or users of such new development, due to the ongoing or future use of the area for which the CA has been designated\*.

Within a CA which surrounds a WRA, and unless convincing evidence to the contrary is provided via an odour assessment report, there is a presumption against allowing development which would:

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

In instances where new minerals development, waste management, transport infrastructure or water recycling facilities of significance are approved (i.e. of such a scale that had they existed at the time of writing this Plan it could reasonably be assumed that they would have been identified as a MDA, WMA, TIA or WRA), the policy principle of a CA around such a facility is deemed to automatically apply, despite such a CA for it not being identified on the Policies Map.

\*Where development is proposed within a CA which is associated with a WRA, the application must be accompanied by a satisfactory odour assessment report. The assessment must consider existing odour emissions of the WRC at different times of the year and in a range of different weather conditions.

## Design

- 6.7 The following policy is primarily associated with waste management facilities, because such facilities normally include an element of permanent new build development. Such development must be of a high quality design. Minerals related proposals often do not include new development, or at least not development which is intended to be of permanent use. Nevertheless, should a minerals proposal include some form of built development, then the following policy would apply.
- 6.8 Appendix 2: The Location and Design of Waste Management Facilities provides specific guidance on the design of waste management facilities, and should be used to inform the design of waste management facilities in the plan area.

### Policy 17: Design

All waste management development, and where relevant minerals development, should secure high quality design. The design of built development and the restoration of sites should, where appropriate, complement and enhance local distinctiveness, and the character and quality of the area in which it is located. Permission will be refused for development of poor design that fails to take the opportunities available to achieve this.

New minerals and waste management development should, where appropriate:

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

For waste management proposals, detailed design guidance can be found in Appendix 2: The Location and Design of Waste Management Facilities. This guidance provides a framework for



creating distinctive places, with a consistent and high quality standard of design. Whilst the guidance provides a degree of flexibility, it will be used to assist in determining whether a proposal is consistent with the approach set out in this policy.

## Amenity Considerations

- 6.9 Minerals and waste management development can have the capacity to adversely impact on the amenity of local residents, businesses and other users of land. This could be in the immediate vicinity of the development, or for example along transportation routes associated with the development.
- 6.10 Development should aim to ensure that a high standard of amenity is retained and, where possible, enhanced, for all existing and future users of land and buildings which may be affected.

### Policy 18: Amenity Considerations

New development must not result in unacceptable adverse impacts on the amenity of existing occupiers of any land or property, including:

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

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

## Restoration and Aftercare

- 6.11 Most mineral development is of a temporary nature, as is some waste development, notably that related to landfill. Development that is temporary in nature should always have an approved scheme for restoration and an end date by which this will have been implemented.
- 6.12 Achieving the satisfactory restoration of minerals sites and former waste management sites is of paramount importance. Restoration of minerals and waste sites must be done

progressively, with sections of the site worked and then restored at the earliest opportunity. It is acknowledged however that the particular after-use of a site should be a matter for discussion on a case by case basis.

### **Policy 19: Restoration and Aftercare**

All minerals extraction related proposals, and all waste management proposals which are likely temporary in nature, must be accompanied by a restoration and aftercare scheme proposal.

Such a proposal must, where appropriate:

- (a) set out a phasing schedule so as to restore available parts of the site to a beneficial afteruse as soon as is reasonably practicable to do so, and to restore the whole of the site within an agreed timeframe. Only in exceptional circumstances, such as very small sites where phasing is not practical, will a non-phased scheme be approved;
- (b) reflect strategic and local objectives for countryside enhancement and green infrastructure, including those set out in relevant Local Plans and Green Infrastructure Strategies;
- (c) contribute to identified flood risk management and water storage needs (including helping to reduce the risk of flooding elsewhere) and / or water supply objectives and incorporate these within the restoration scheme;
- (d) demonstrate net biodiversity gain through the promotion, preservation, restoration and recreation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets;
- (e) protect geodiversity and improve educational opportunities by incorporating this element within the restoration scheme, by leaving important geological faces exposed and retaining access to them;
- (f) incorporate within the restoration scheme amenity uses, such as formal and informal sport, navigation, and recreation uses; and
- (g) only restore the land (including best and most versatile) back to agricultural use if it is clearly demonstrated that this offers greater sustainability benefits than (a) to (f) above. Where it is determined that restoring the land to agricultural land is the most suitable option (in whole or part), then the land must be restored to the same or better agricultural land quality as it was pre-development.

In the case of mineral workings, restoration schemes which will contribute to addressing or adapting to climate change will, in principle, be supported e.g. through flood water storage, and biodiversity proposals which create habitats which enhance ecological networks and living carbon sinks.

Any site specific restoration and after-care requirements are set out in the site allocation section of this Local Plan. Where there is conflict between what the above policy states, and what a site specific policy states, then the provisions of the site specific policy take precedence.

Agreed restoration schemes and aftercare arrangements will be secured, if necessary, by legal agreement.

## Biodiversity and Geodiversity

6.13 Cambridgeshire and Peterborough have a range of sites recognised for their environmental quality, a number of which have international status. It is considered appropriate to include a comprehensive policy within this Local Plan which reflects the councils' approach to biodiversity and geodiversity. Through the development management processes, management agreements and other positive initiatives, the councils will, therefore:

- aid the management, protection, enhancement and creation of priority habitats (including lowland calcareous grasslands, woodlands and hedgerows, rivers, lowland meadows and floodplain grazing marsh) and populations of protected species, with the overall aim to achieve a net gain in biodiversity;
- promote the creation of an effective, resilient, functioning ecological network throughout the plan area, consisting of core sites, buffers, wildlife corridors and stepping stones that link to each other and to wider green infrastructure across the plan area (or potentially in adjoining local authority areas) and 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; and
- 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.

### Policy 20: Biodiversity and Geodiversity

#### International Sites

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

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

Development proposals that are likely to have an adverse effect, either alone or in-combination, on European designated sites must satisfy the requirements of the Habitats Regulations, including determining site specific impacts and avoiding or mitigating against impacts where identified.

#### National Sites

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

### **Local Sites**

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

### **Habitats and Species of Local and Principal Importance**

Where adverse impacts are likely on the protection and recovery of priority species and habitats, development will only be permitted where the need for and benefits of the development clearly outweigh these impacts. Where adverse impacts are likely on other locally important habitats and species as identified by the Cambridgeshire and Peterborough Biodiversity Partnership, the benefits of development must outweigh these impacts. In both cases, appropriate mitigation and/or compensatory measures will be required.

### **Biodiversity and Geodiversity in Development**

All development proposals should:

- (d) conserve and enhance the network of geodiversity, 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;
- (e) avoid negative impacts on biodiversity and geodiversity;
- (f) deliver a net gain in biodiversity, proportionate to the scale of development proposed, by creating, restoring and enhancing habitats and enhancing them for the benefit of species;
- (g) where necessary, protect and enhance the aquatic environment within or adjoining the site, including water quality and habitat. For riverside development, this includes the need to consider options for riverbank naturalisation. In all cases regard should be had to the Cambridgeshire Flood and Water SPD or Peterborough Flood and Water SPD (or their successors); and
- (h) for minerals extraction proposals, enable periodic temporary access in order to record, sample and document the geodiversity.

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

### **Mitigation of Potential Adverse Impacts of Development**

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

## The Historic Environment

- 6.14 The Minerals and Waste Planning Authorities recognise that the historic environment plays an important role in the quality of life experienced by local communities and the proposed approach is to protect, conserve and seek opportunities to enhance the local area's rich and diverse heritage assets and their settings, for the enjoyment of current and future generations.
- 6.15 Nationally designated heritage assets within the plan area include Scheduled Monuments, Listed Buildings, Conservation Areas and Registered Parks and Gardens. The designation of heritage assets has largely focused on more tangible or visible interest, and as such there are many areas of archaeological interest which are of national importance that are not scheduled. Designated sites receive statutory protection under heritage protection legislation. However, others that are considered locally significant (such as ridge and furrow) or, that may not yet be identified (such as in the case of archaeological interests), do not. Such assets may present an important resource in terms of place-making and developing an understanding of our history, which if not addressed early may be lost.
- 6.16 It is acknowledged that both minerals and waste development has the potential to affect different types of heritage assets and their setting. However, minerals development, more so than waste, is generally quite an intensive activity in relation to potential impacts on the historic environment owing to its extractive nature. As such, any necessary Heritage Statement should also consider potential for archaeology at depth. To do so it is likely to require a deposit model looking at the characteristics and distribution of deposits and natural landforms across the site and their likely potential for archaeology of all periods.
- 6.17 In addition to helping assess Palaeolithic potential, a deposit model would also pick up features such as palaeochannels, islands and extensive peat deposits, of potential for prehistoric and later periods. It might be based on existing Geotechnical site investigation information and/or involve the drilling of purposive boreholes, test pits and deep-penetration geophysics transects (ERT and EMI). Lidar information could also be useful. Also, the assessment might need to consider dewatering impacts and changes in water flow patterns. Where, for example, the minerals extraction sites lie on floodplains buried archaeological remains are likely to be waterlogged. Therefore the likely impact of the minerals extraction on the water table and water flow patterns both during extraction and following reinstatement should be investigated in tandem with the assessment and evaluation of archaeological potential. There may be impacts on the archaeology of areas downstream of the extraction site and on any archaeology 'preserved in situ' remaining in unquarried areas within the site itself.
- 6.18 For all the above reasons, it is important that adequate information and evidence is available to inform the decision making process, ensuring that the potential impact of the proposal on the historic environment and the significance of heritage assets (including non-designated assets) and their setting is understood. In the case of archaeology, such interests are often not identified until the process of assessment or evaluation has begun. Where there is thought to be a risk of such interests being present a phased approach for assessing the significance of heritage assets involving desk-based assessments and / or field evaluations may be required.

### **Policy 21: The Historic Environment**

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

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

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

- (a) describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest;
- (b) identify the impact of the development on the special character of the asset (including any cumulative impacts); and
- (c) provide clear and convincing justification for any harm to, or loss of, the significance of a heritage asset (from its alteration or destruction, or from development within its setting).

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

Where appropriate, and particularly for minerals development proposals, the Statement must also consider:

- (d) the hydrological management of the site and the potential effects that variations in the water table or water flow patterns may have on known or potential archaeological remains. This assessment may be required to address an area beyond the planning application boundary; and
- (e) the potential for palaeolithic or later archaeology at depth, possibly making use of, where appropriate, a deposit model looking at the characteristics and distribution of deposits and natural landforms across the site and the likely potential for archaeology of all periods.

## **Water Resources**

- 6.19 Cambridgeshire and Peterborough are identified as being within an area of serious water stress. Adopted and emerging district local plans are all introducing the optional water efficiency standard for new homes, reflecting such evidence. Increasing demands for water arising from growth, and potential impacts from, in particular, minerals workings could serve to have a detrimental impact upon the quantity or quality of surface or groundwater resources. That said, minerals development (normally in the form of the restoration scheme) can also have a net benefit on the water environment, through, for example, flood alleviation and winter

water storage. Please note that the Cambridgeshire Flood and Water SPD referred in the policy below was not formally adopted by the County Council but rather by each individual district council within Cambridgeshire. The County Council has, however, endorsed its contents.

### **Policy 22: Water Resources**

Minerals and waste management development will only be permitted where it can be demonstrated (potentially through a detailed hydrogeological assessment) that there would be no significant adverse impact on:

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

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

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

## **Traffic, Highways and Rights of Way**

- 6.20 Cambridgeshire and Peterborough's road network is heavily used, with a high proportion of Heavy Commercial Vehicles (HCVs) (i.e. heavy goods vehicles, plus a wide range of farm related vehicles which use the road network). Minerals and waste management operations can add significantly to this congested network, and primarily means even further increase in HCV usage.
- 6.21 Much of the road network is also historic, and often goes through the middle of settlements, which themselves are ill designed to cope with the volume and type of traffic, especially HCVs. Cambridgeshire County Council has adopted a HCV route which can be found at [cambridgeshire.gov.uk/freight-map](http://cambridgeshire.gov.uk/freight-map).
- 6.22 Section 9 of the NPPF (2018) sets out detailed national policy on transport related matters, but further local policy is necessary, in the following policy.
- 6.23 In addition to the policy below, site specific policies found in the site allocations of this plan set out any specific Traffic, Highways and Rights of Way matters that will need to be addressed for that particular site.

### **Policy 23: Traffic, Highways and Rights of Way**

Mineral and waste management development will only be permitted if:

- (a) appropriate opportunities to promote sustainable transport modes can be, or have been, taken up, to the degree reasonably available given the type of development and its location;
- (b) safe and suitable access to the site can be achieved for all users of the subsequent development;
- (c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree;
- (d) any associated increase in traffic or highway improvements would not cause unacceptable harm to the environment, road safety or residential amenity, and would not cause severe residual cumulative impacts on the road network; and
- (e) binding agreements covering lorry backloading, routing arrangements and/or Heavy Commercial Vehicle (HCV) signage for mineral and waste traffic are agreed, if any such agreements are necessary and reasonable to make a development acceptable.

#### **Use of HCV Route Network**

Where minerals and/or waste is to be taken on or off a site by the highway network, then all proposals must demonstrate how the latest identified HCV Route Network is, where reasonable and practical to do so, to be utilised . If necessary, arrangements ensuring that the use of the HCV Route Network takes place may need to be secured through an appropriate and enforceable agreement. Any non-allocated minerals and waste management facility in Cambridgeshire which would require significant use of the highway must be well related to the HCV Route Network.

#### **Public Rights of Way**

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

## **Sustainable Use of Soils**

- 6.24 Agricultural land is an important national resource, and together Cambridgeshire and Peterborough have a larger proportion of high quality agricultural land than any other area in England.

#### **Policy 24: Sustainable Use of Soils**

Minerals or waste development which adversely affects agricultural land categorised as 'best and most versatile' will only be permitted where it can be shown that:

- (a) it incorporates proposals for the sustainable use of soils (whether that be off-site or as part of an agreed restoration scheme); and
- (b) (for non-allocated sites) there is a need for the development and an absence of suitable alternative sites using lower grade land has been demonstrated.



## Aerodrome Safeguarding

- 6.25 For mineral and waste management developments located close to airports, aerodromes or their flight paths, one of the main hazards is from bird strike. Whilst it would be impossible for all proposals to demonstrate no increase in hazard to air traffic, the word significant in the policy should be interpreted carefully, and it may mean only a slight potential increase in the hazard would constitute a 'significant' occurrence, owing to the consequence of the hazard should it materialise.

### **Policy 25: Aerodrome Safeguarding**

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

## Other Developments Requiring Importation of Materials

- 6.26 Some forms of development might not be primarily minerals and waste management related, but may result in the importation of minerals or inert waste as part of the proposals. As with all policies, it is important that the following policy is read in conjunction with other policies that will equally apply, such as policies on amenity and transport.

### **Policy 26: Other Developments Requiring Importation of Materials**

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

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

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

## List of Acronyms

AWP - Aggregate Working Party  
 C&I Waste - Commercial & Industrial  
 CA - Consultation Area  
 CD&E - Construction, Demolition & Excavation  
 DPD - Development Plan Document  
 DtC - Duty to Cooperate  
 HRC - Household Recycling Centre  
 LAA - Local Aggregates Assessment  
 LDS - Local Development Scheme  
 LLW - Low-level Radioactive Waste  
 MAA - Mineral Allocation Area  
 MDA - Mineral Development Areas  
 MPA - Mineral Planning Authority  
 MSA - Minerals Safeguarding Area  
 Mtpa - Million tonnes per annum  
 MWLP - Minerals and Waste Local Plan  
 NPPF - National Planning Policy Framework  
 NPPG - National Planning Practice Guidance  
 NPPW - National Planning Policy for Waste  
 RECAP - Cambridgeshire and Peterborough Waste Partnership  
 SA - Sustainability Appraisal  
 SCG - Statement of Common Ground  
 SCI - Statement of Community Involvement  
 SPD - Supplementary Planning Document  
 SSSI - Site of Special Scientific Interest  
 TIA - Transport Infrastructure Area  
 WMA - Waste Management Area  
 WNA - Waste Needs Assessment  
 WPA - Waste Planning Authority  
 WRA - Water Recycling Area  
 WRC - Water Recycling Centre  
 WTAB - Waste Technical Advisory Body



Cambridgeshire County Council and Peterborough City Council

## Appendix 1 - BLOCK FEN / LANGWOOD FEN MASTER PLAN

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# Context - Block Fen / Langwood Fen Master Plan

A Block Fen / Langwood Fen Master Plan Supplementary Planning Document (SPD) was adopted in 2011. It set out the vision for the Block Fen area to be created through minerals extraction. The contents of that SPD has been updated and brought into the Cambridgeshire and Peterborough Minerals and Waste Local Plan. The 2011 SPD ceases to have any weight on adoption of the Local Plan.

## Changes since the 2011 SPD

The content of this Appendix remains largely unchanged from the 2011 SPD . However, the timescales have been altered to be more flexible in the delivery of the Master Plan. This alteration has been made in response to the reduced levels of production that occurred (likely owing to the 2008 economic downturn).

A number of other minor alterations to the text were also made, but these have not affected the direction of the Plan.

## Status of this appendix

This appendix forms part of Cambridgeshire and Peterborough Minerals and Waste Local Plan. Its contents are considered to be supporting text, to assist interpretation and implementation of relevant policies in the Local Plan. If any text in this Appendix conflicts in any way with the provisions of the Policies set out in this Local Plan or any other Development Plan Document, then the contents of those policies prevail .

## Withdrawal of Block Fen / Langwood Fen Master Plan Supplementary Planning Document (2011)

On adoption of the Cambridgeshire and Peterborough Minerals and Waste Local Plan the Block Fen / Langwood Fen Master Plan Supplementary Planning Document (2011) is withdrawn.

# 1. Introduction

## Purpose of the Master Plan

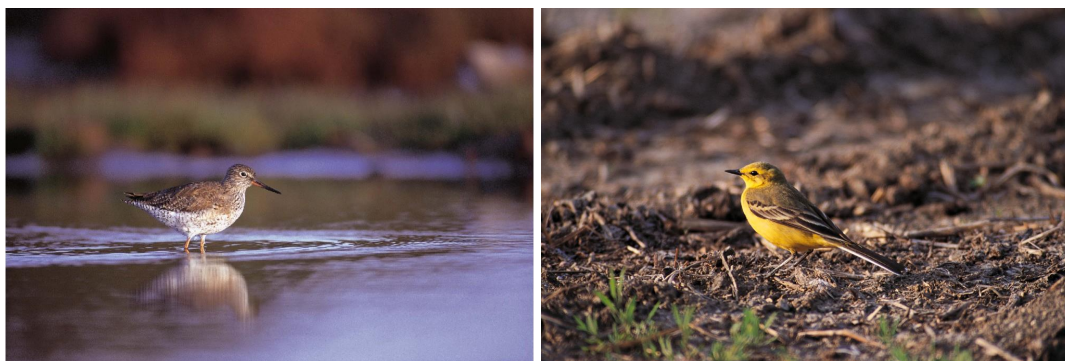
- 1.1. This Master Plan provides a detailed land use planning framework for mineral and waste activity in the Earith / Mepal area. It conforms to and builds upon the proposals set out in the Cambridgeshire and Peterborough Minerals and Waste Plan Local Plan.

## Background

- 1.2. The Cambridgeshire and Peterborough Minerals and Waste Local Plan identifies the Earith / Mepal area as a strategic area for sand and gravel extraction and construction / demolition waste management until 2036 and beyond. This area has extensive reserves of good quality sand and gravel needed to supply the construction industry, which will help build the new housing, employment, schools and other development planned for Cambridge, and the wider area. The area will also help to recycle and dispose of construction soils and sub-soils arising from development.
- 1.3. The Earith / Mepal area is one of high quality agricultural land, and is primarily in this use. However, Block Fen, Langwood Fen and adjacent areas have established sites for sand and gravel extraction, and some already contribute to the management of soils and waste construction and demolition materials.
- 1.4. In considering the further development of the area significant new opportunities have been identified which could be delivered through additional mineral extraction and quarry restoration. These have largely been shaped by the location of the area next to the Ouse Washes, which is one of the few remaining fragments of wetland habitats within the Fens. It is of international importance for its wintering waterfowl and for a suite of breeding birds, including snipe and black-tailed godwit.
- 1.5. The Ouse Washes area is in an 'unfavourable' condition. The Ouse Washes is designated as a wetland of international importance (Ramsar site) under the Ramsar convention, and, in 2000, was formally listed on the Montreux Record as a site undergoing ecological change. The main cause of the deterioration of the nature conservation interests is changing patterns of flooding with unseasonal summer flooding and longer deeper winter flooding.
- 1.6. Mineral extraction followed by appropriate restoration offers the opportunity to deliver three equally important strategic objectives. Firstly, it can provide strategic water storage bodies which can help to intercept water before it goes into the Counter Drain, and also take some of the water from the Counter Drain which would otherwise be pumped into the Ouse Washes, thereby managing flood risk in a more sustainable way. In addition, quarry restoration using inert construction and demolition waste soils can create a significant amount of new lowland wet grassland, providing new breeding areas for birds such as the black-tailed godwit, snipe, redshank and lapwing. Thirdly, the water bodies created after restoration from gravel workings, and the new lowland wet grassland, can provide a focus for



recreational opportunities for those living in, or visiting the area; as well providing water for agriculture for irrigation purposes.



Left: Redshank (Courtesy of RSPB); Right: Yellow Wagtail (Courtesy of RSPB).

- 1.7. The framework for future sand and gravel extraction and the management of construction and demolition waste in this area is set out in Cambridgeshire and Peterborough Minerals and Waste Local Plan which covers the overarching land use policy. This Master Plan sets the more detailed proposals for this area.

## The Block Fen / Langwood Fen Area

- 1.8. The Block Fen / Langwood Fen area lies to the west of the Ouse Washes, north of the A142 and south of the Forty Foot (Vermuyden's) Drain. The western boundary is a line running north south down Langwood Hill Drove to the A142. The Master Plan area lies in the parishes of Mepal and Chatteris.
- 1.9. The area is characterised by open low lying high quality agricultural land, drained by a series of man made drains and pumps operated by the Sutton and Mepal Internal Drainage Board. Other than the drains there are relatively few other landmarks. The area is relatively sparsely populated, principally by farms or scattered dwellings, linked by small droves and byways.

## Nature Conservation

- 1.10. The area lies adjacent to the Ouse Washes which is a wetland of national, European and international importance. At the national level it is notified as a Site of Special Scientific Interest (SSSI) for its wet grassland, breeding and wintering waders and wildfowl along with aquatic flora and fauna largely associated with the ditches and drains.
- 1.11. At the European level, the Ouse washes is designated as a Special Protection Area (SPA) for the number and variety of breeding and wintering waders and wildfowl, along with the wintering population of hen harrier. The two parallel linear water courses known as the Counter Drain / Old Bedford (outer river) and the Old Bedford / Delph (inner river) are also designated at the European level for a population of Spined Loach, one of four known main localities for this fish species.
- 1.12. The Ouse Washes is one of the largest areas of seasonally flooded washland in Britain which, when floodwaters permit, is managed using traditional agricultural methods of summer grazing and hay cutting. The washlands regularly host impressively large numbers of

wintering waterbirds, which qualifies it as a Wetland of International Importance under the Ramsar Convention.

## Land Drainage and Water Storage

- 1.13. Immediately east of the Master Plan area is the Counter Drain, east of this is the River Delph and the Hundred Foot / New Bedford River Ouse. These watercourses supports the artificial drainage of a large part of mid Cambridgeshire, up through Bedfordshire to the river source in Northamptonshire.
- 1.14. The Ouse Washes lie between the River Delph and the parallel bank of the Hundred Foot / New Bedford River and play a major land drainage role as a flood water storage and conveyancing area. As a result the washland is thus subject to flooding.
- 1.15. A winter storage agricultural irrigation reservoir lies at North Fen, Sutton Gault (south of the Block Fen / Langwood Fen area). This has been extended through additional mineral extraction. Planning permission has also been granted for the reservoir to be used for the storage of potable water.
- 1.16. There are also a number of smaller winter storage reservoirs in the wider Earith / Mepal area serving the irrigation needs of specific areas of agricultural cultivation.

## Cultural and Historic Interest

- 1.17. In terms of cultural and historic interest the area contains isolated listed buildings and schedule monuments along the roads, waterways and fields of the Block Fen / Langwood Fen area. One such listed building is Fortrey's Hall, which is located alongside the Old Bedford River. The area also lies in proximity to towns and villages such as Chatteris, which contain numerous listed buildings and designated conservation areas. The area is of high archaeological importance and includes a number of Scheduled Monuments. It is known to contain prehistoric remains and there are extensive remains of Bronze Age, Iron Age and Roman Settlements in the area, some of which may prove to be of national importance.

## Access

- 1.18. The main traffic corridor is the A142 Ely - Chatteris Road, which bridges the Ouse Washes. The area is also crossed by Bury Lane leading from Sutton to Long North Fen Drove towards Chatteris. This route crosses the Washes by way of a causeway and is frequently obstructed by floodwater in the winter months.
- 1.19. The other roads in the area are minor lanes (droves) linking farms and byways. There are a limited number of public footpaths the most important of which from a recreation point of view are the linear paths which follow the banks of the Ouse Washes.

## Existing Minerals and Waste Operations

- 1.20. The area is known to contain significant sand and gravel deposits having been the subject of some earlier extraction, and is currently the subject of active and planned mineral workings on a significant scale.
- 1.21. North of the A142 is Block Fen. This is a large area, already permitted for sand and gravel extraction, and currently operated as 2 quarries, a third is due to commence development in the short term. Access to Block Fen is via a roundabout off the A142. Current restoration proposals are for reinstatement to an agricultural use, at existing (using inert waste fill) or low level, with the incorporation of a few small water bodies and wetland habitats to complement the existing County Wildlife Site.
- 1.22. South of the A142 extraction has also been permitted for a smaller area at Sutton Gault. This was originally associated with the creation of a winter storage agricultural irrigation reservoir at North Fen. The original reservoir has been extended through subsequent planning permissions and extraction and construction works are taking place. Planning permission has also been granted for part of the reservoir capacity to be used for potable water supply.
- 1.23. Further south is extraction associated with the Bridge Farm and Colne Fen Quarries.

## The Earith / Mepal Stakeholder Group

- 1.24. The first edition of the Master Plan was developed through a number of stakeholder workshops. These sessions were vital in determining the nature of the proposals which have come forward, and in providing technical supporting information and advice.
- 1.25. In addition a number of supporting studies were undertaken which addressed:
- hydrology;
  - sustainable use of soils;
  - ecology; and
  - traffic.
- 1.26. Participants included the minerals and waste industry, the Environment Agency, the Middle Level Commission, the Sutton and Mepal Internal Drainage Board, the Royal Society for the Protection of Birds (RSPB), The Wildfowl and Wetlands Trust (WWT), Officers from the District Councils, and Natural England.

## 2. The Vision

### 2.1. The vision for Block Fen / Langwood Fen area is:

- to undertake development in a planned and sustainable way, ensuring there is no adverse impact on the integrity of the Ouse Washes, taking into account the need to address climate change by incorporating into the proposals for this area such measures as recycling of waste to encourage the use of secondary materials, water storage and transfer to address nature conservation, sustainable flood risk management, and water supply issues across the wider area, including the creation of new habitat which will enhance the Ouse Washes and will assist in conserving for the long term high quality peat soils, and active traffic management designed to influence lorry and other traffic movements to use appropriate routes;
- a continuation in the role of the area as a major producer of sand and gravel, to 2036 and beyond. The sand and gravel being used largely to supply the construction industry in the delivery of planned growth i.e. houses, employment, schools, roads, and other supporting infrastructure in the Cambridge, and wider Cambridgeshire area. The focus for this development would be the Block Fen / Langwood Fen area, with operations at Bridge Farm and Somersham closing when current consents are worked;
- the development of Block Fen and Langwood Fen as a strategic resource for the recycling of construction waste and for the disposal of inert waste that cannot be recycled. The latter largely comprising soils and subsoils arising from the planned development in Cambridgeshire;
- an area with its close links to the neighbouring internationally important Ouse Washes being positively strengthened over the Plan period and beyond. Owing to inappropriate water levels and water quality issues the Ouse Washes is currently in 'unfavourable' condition. The restoration of mineral void to high quality wet grassland adjacent to the Washes will provide enhancement habitat for the nationally and internationally important breeding and wintering bird populations currently using the Washes. Potentially this will be of particular value for breeding waders whose habitat might be flooded in the spring, and for some species of wintering duck who find water levels too deep, and flooding too extensive, for feeding purposes. This will be achieved by the disposal of inert waste in containment engineering with soils replaced to bring land back to original levels, and the sustainable use of peat soils to create lowland wet grassland. The new habitat will require active management in the long term, and this will be secured through planning obligations with the land being placed under the control of a suitably experienced and responsible conservation body. The Block Fen / Langwood Fen area will continue to be an important buffer area for the Ouse Washes, with the maintenance of a landscape which has few trees and hedges which could harbour predators;
- an area which will make a growing contribution to the management of water in the Fenland area and which has a key role to play in the delivery of the Environment Agency's Cranbrook / Counter Drain Strategy, which seeks to secure sustainable flood

risk management in this area. This will be achieved through the creation of a number of water storage bodies following mineral extraction. These water storage bodies will be used to store flood water, which would normally be pumped into the Ouse Washes. The water will be stored and used to supply the Middle Level and Sutton and Mepal Internal Drainage Board area with irrigation water, providing a significant water resource to farmers in a catchment area where there is a shortfall of water for summer irrigation of crops. The new flood storage areas will require active management in the long term, and this will be secured through planning obligations with the flood storage areas being under the control of a suitably experienced and responsible body. An assessment will need to be made on whether the storage areas would need to be managed in accordance with the Reservoir Act. If they do, then appropriate guidance would need to be followed:

<https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements>;

- an area which will become an important recreational resource for this and a wider area, with the new water bodies contributing to formal recreation provision, with informal recreation opportunities associated with the new lowland wet grassland habitat, supported by a local visitor centre. Coupled with the following objective, this will increase access to the countryside, tourism and supplement the local economy; and
- an area with improved local navigation, specifically in relation to the Forty Foot where the provision of a clay wall will result in reduced water seepage out of the drain. Potential for restoration of enhanced navigation in this area will contribute to wider objectives such as those in the Fenland Waterways Link.

## Objectives

2.2. The objectives for Block Fen / Langwood Fen area are to:

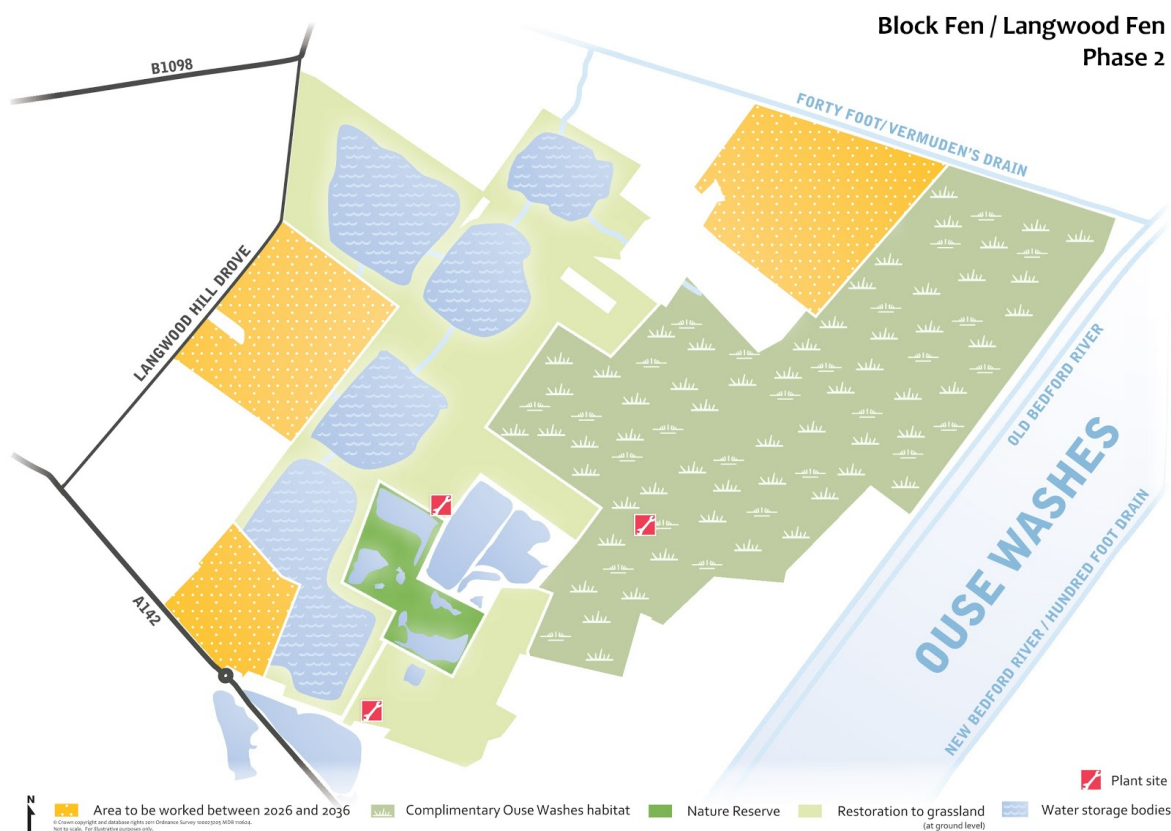
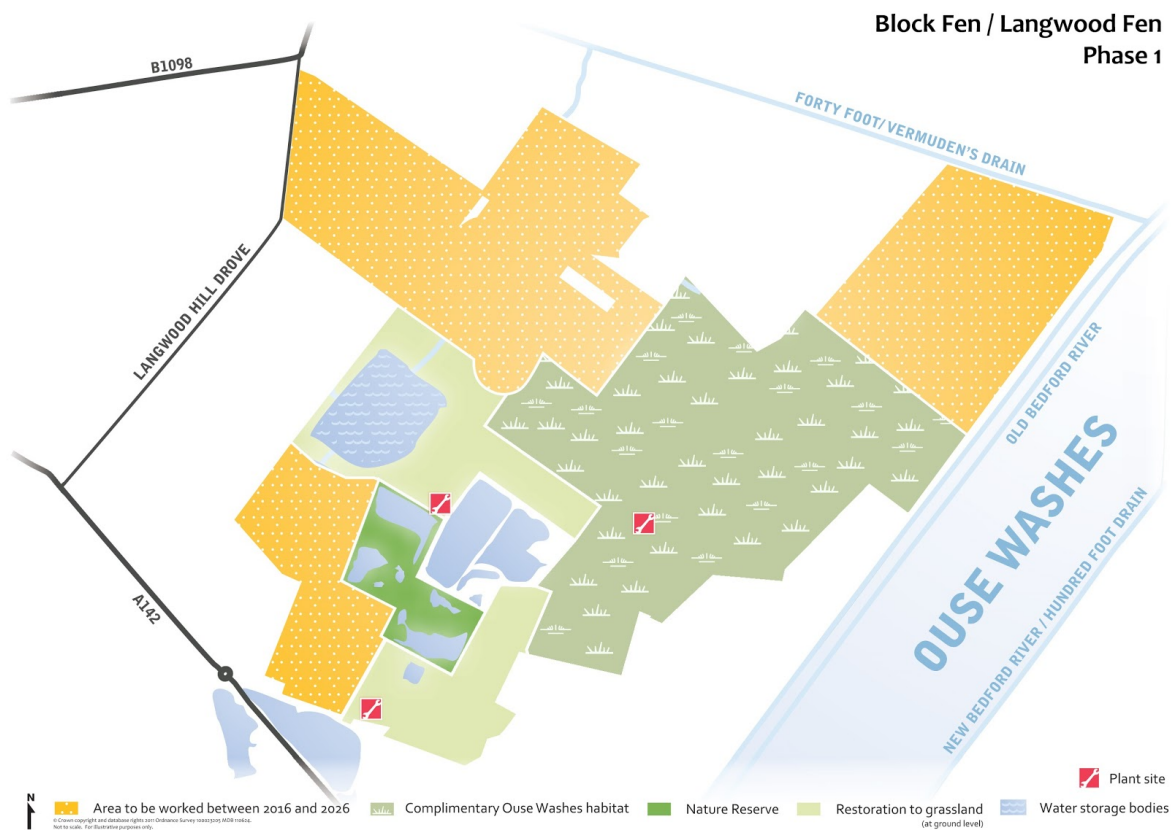
- enable the supply of an average of 1.1 million tonnes of sand and gravel per annum from Block Fen / Langwood Fen from 2016 onwards to 2036, with a reserve of 18.3mt to be worked post 2036;
- establish at least 3 long term construction waste recycling facilities, capable of recycling up to 50%, increasing up to 70%, of construction waste by 2036;
- enable the disposal of a total of around 7 million cubic metres of inert waste over the period to 2036;
- ensure there is no adverse impact to the Ouse Washes through the extraction, landfill and restoration of the Block Fen / Langwood Fen area, through well planned, designed and controlled working and restoration;
- create around 480 hectares of lowland wet grassland providing enhancement habitat to complement the Ouse Washes, using inert waste and peat soils to create the wet grassland;
- provide for the long term management of the enhancement habitat adjacent to the Ouse Washes;

- create flood storage with the capacity of at least 10 million m<sup>3</sup> and an ambition to achieve nearer 16.5 million m<sup>3</sup> of storage. The higher storage ambition is to mitigate climate change using the latest guidance on climate change allowance;
- use the water storage bodies for water supply, including agricultural irrigation and water to maintain the wet grassland enhancement habitat; and set out a mechanism for the long term management of the water resource created;
- provide for new and enhanced recreational opportunities, including a local visitor centre;
- secure, through the creation of lowland wet grassland and the disposal of inert waste, the 'sealing' with clay of the southern boundary of the Forty Foot, enabling the restoration of navigation;
- secure the sustainable use of soils as a resource for the future; and
- address traffic management in the area i.e. movements associated with the use of land for mineral extraction and waste management, and long term uses such as recreation.

## Delivering the Vision

- 2.3. Delivering the proposals of this Master Plan will require the cooperation of a number of parties, ranging from landowners and minerals and waste operators, to the 'responsible bodies' which will take over the long term management of restoration areas such as the new lowland wet grassland and the water storage bodies.
- 2.4. Stakeholders have already shown a high level of co-operation through their participation in the development of this Master Plan, and on a more practical level on the ground, through the joint delivery of the new Block Fen roundabout to serve new quarries.
- 2.5. This Master Plan sets the parameters for the delivery that will be required, and this will be achieved through a variety of more formal means such as the development management system (which determines planning applications), and associated legal agreements which can cover such matters as long term management arrangements and funding, which cannot be addressed through planning conditions.
- 2.6. The vision for the development of the Block Fen / Langwood Fen area over the coming years is shown in the following four indicative aps, with 'snap shots' of the development shown for the different phases of the project. It is currently anticipated that minerals extraction will be completed by around 2057.

Figure 1: Indicative Phasing Plans

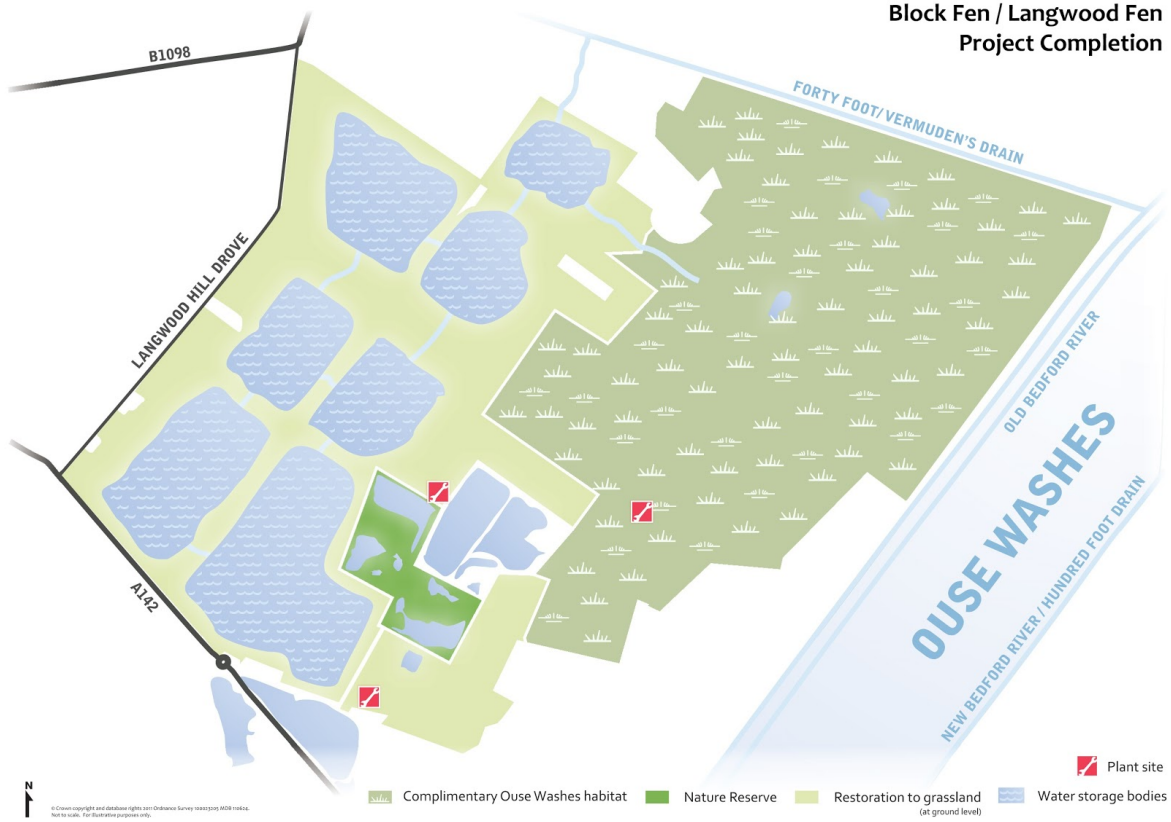




**Block Fen / Langwood Fen  
Phase 3**



**Block Fen / Langwood Fen  
Project Completion**





## 3. Phasing and Working of Reserves

### The Need for Sand and Gravel

- 3.1. Substantial housing and employment, and supporting development is planned for Cambridgeshire and Peterborough over the coming years. In addition major transport development will be taking place.
- 3.2. All this new development requires raw materials. On average a house requires 60 tonnes of sand and gravel, and one kilometre of new dual carriageway requires 200,000 tonnes of sand and gravel.
- 3.3. When this Master Plan was first written the Government had set out the amount of sand and gravel that must be supplied by the East of England Region. This amount was shared between all the mineral planning authorities in the Region. Cambridgeshire and Peterborough, who prepare their land use plans together, had to provide a minimum of 2.8 million tonnes of sand and gravel each year. To provide some flexibility the Authorities planned on the basis of 3.0 million tonnes per year until 2026. Cumulatively this added up to 60 million tonnes.
- 3.4. In addition Cambridgeshire and Peterborough were faced with a number of 'older' quarries in their area coming to the end of the reserves they were allowed to extract, and closing down. This posed a problem in terms of the loss of production units. It had been estimated that by 2013 there would have been shortfall of 'production capacity' which, if the Plan had not been in place, would have risen to around half a million tonnes per annum by 2016 increasing to 1.8 million tonnes per annum by 2026 and beyond.
- 3.5. In order to meet the forecast shortfall in supply, some new sites, but primarily extensions to existing sites, were identified in this area for the future extraction of sand and gravel in the Minerals and Waste Core Strategy. This new Local Plan continues to identify the need for future extraction of sand and gravel.

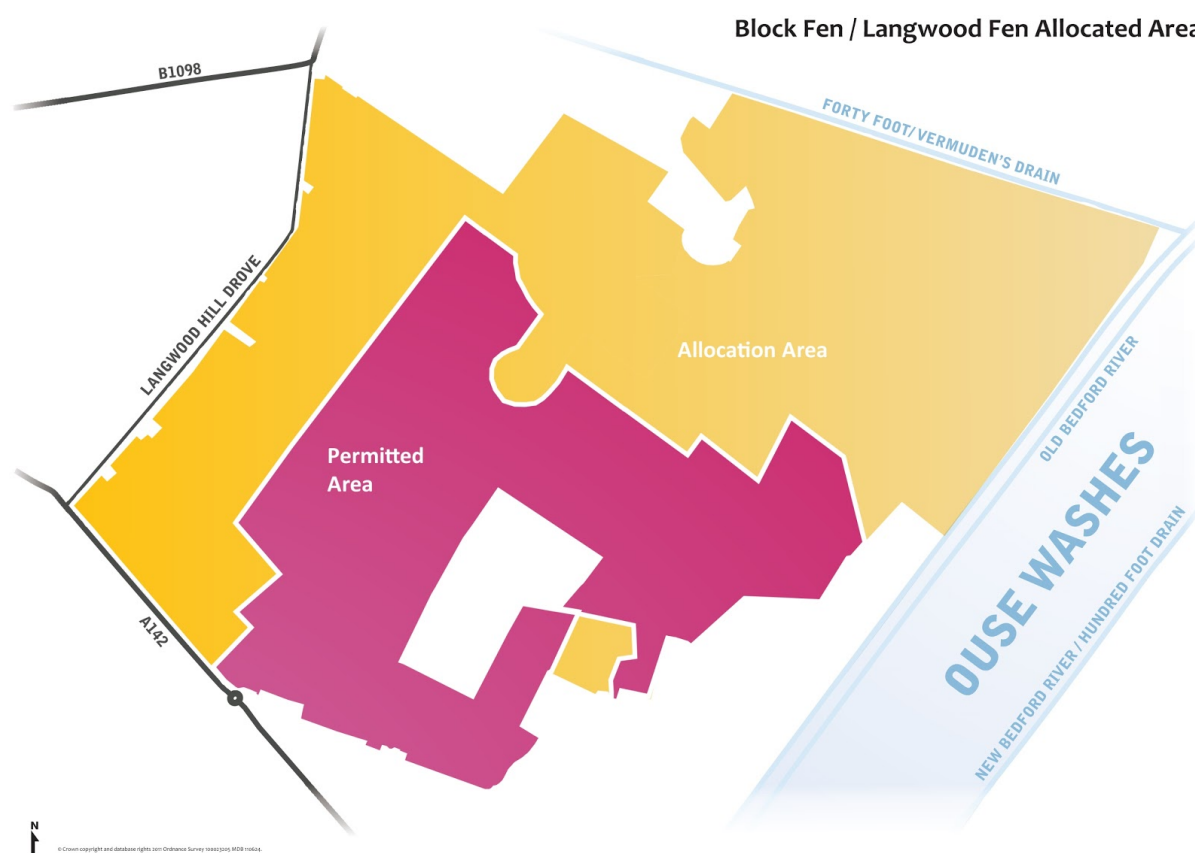
### The Location of Sand and Gravel Extraction

- 3.6. Block Fen and Langwood Fen is an area which has significant reserves of sand and gravel. Two quarries are already established and working, and a further quarry will in the short term. In 2009 there was permission to extract around 20 million tonnes of sand and gravel from this area.
- 3.7. Previous proposals required the area to be restored to an agricultural after use, to existing ground level following infilling, or to a lower level with secure arrangements for the pumping of surface water from sumps.
- 3.8. The previous Cambridgeshire and Peterborough Minerals and Waste Core Strategy identified that the Block Fen / Langwood Fen area should be extended further to provide a strategic long term resource for the extraction of sand and gravel. The Core Strategy therefore allocated a further area of around 856 ha, with estimated reserves of 24 million tonnes. The

Core Strategy also set a revised framework for restoring the area. The previous Core Strategy allocation, and its restoration principles, has been retained in this Minerals and Waste Local Plan.

- 3.9. The map below (Figure 2) shows indicatively the areas of existing quarries, and the areas which are being allocated. In practice a buffer (within which mineral extraction will not take place) will be required from the edge of the Ouse Washes, Forty Foot, and A142 to support such engineering structures. This will be in the order of 150 metres from the toe of the bank.
- 3.10. In addition there are known archaeological interests in the allocated area, including ring ditch remains of Bronze Age burial mounds, remains of an Iron Age settlement, and undated crop marks of probable prehistoric origin. Full archaeological evaluations will be required to accompany any planning application. The most important area of archeological interest is on the western edge of the site, adjacent Langwood Fen Drive. The results of the archaeological investigations will determine what mitigation measures may be required and if the detailed extraction area needs to be modified.

**Figure 2: Block Fen / Langwood Fen Allocation Areas**



## Phasing and Working of Reserves

- 3.11. In order to help provide the required supply of sand and gravel, the Block Fen / Langwood Fen area needs to produce an annual average of 1.1 million tonnes of sand and gravel from 2016 to 2036 with a remaining reserve of 18.3 mt to be worked post 2036.
- 3.12. The allocation that was made by the Minerals and Waste Plan Core Strategy and has been retained in this Minerals and Waste Local Plan has been shaped by a number of considerations, including the unique proposed after uses. This comprehensive approach has led to a significant area being allocated, one which will help to provide for our sand and gravel needs to 2036 and beyond.
- 3.13. The extraction of this sand and gravel must be managed carefully so as to husband this important resource. This will be achieved through 'phasing' i.e. the planned gradual working of reserves. Phasing will ensure that material is not released unnecessarily, but that there is a continuous supply to meet our needs, whilst securing the progressive restoration of the worked out areas. The total reserve for the new allocations in the Block Fen / Langwood Fen area is estimated at just over 21.4 million tonnes.
- 3.14. It is acknowledged that allocations of this magnitude are not common, particularly where a substantial amount of the provision is being made for the post plan period. This situation has come about through recognition of the unique contribution that quarry restoration in this area can make i.e. in the creation of enhancement habitat for the Ouse Washes and more sustainable flood risk management for the Cranbrook / Counter Drain catchment. Together these can play a significant role in enhancing the Ouse Washes SSSI as is required of the County Council under duties in the Countryside and Rights of Way Act 2000 and delivery of the Environment Agency's adopted Cranbrook / Counter Drain Strategy. In order to deliver these important wider objectives a comprehensive and long term approach has to be taken.
- 3.15. It is also necessary to provide the minerals industry and land owners with a clear long term strategy, with greater certainty regarding the development of the area, especially given the need to change the agreed restoration proposals of existing quarries.
- 3.16. The reserves in the Block Fen / Langwood Fen area are known to be of good quality, and in terms of depth vary from around 4 metres in the eastern side of the site, to around 8 metres in the west. This fits in well with restoration proposals where the deeper void created by extraction in western side of the site will be used for water storage, and the shallower eastern area will be used for the creation of extensive lowland wet grassland habitat to complement the Ouse Washes.
- 3.17. In order to help to control the release of the sand and gravel three 'production areas' have been defined, each with a production unit. These in part reflect the location of the existing quarry operations, but also have had regard to the following:
- three production units / production areas are sufficient to meet the forecast need for sand and gravel from the Earith / Mepal area;
  - the need to consider the deliverability of proposals by taking into account known land ownership and land options;

- that all access must be taken from the existing Block Fen roundabout; and
- the need to reconsider and change existing restoration proposals in the context of the wider proposals of the Minerals and Waste Local Plan.

3.18. The map (Figure 3) below shows the two Production Areas, which are based on the final restoration of flood water storage and lowland wet grassland respectively. A breakdown for the working of the current and allocated reserves is set out in the table below:

	Working of reserves from 2016 to 2036	Working of reserves post 2036
Permitted reserves	13.9mt	2.9mt
Allocated	7.5mt	15.4mt
Total	21.4mt	18.3mt

Table 1: Phasing for Working of Reserves (Million of Tonnes)

- 3.19. The working of each production area must reflect the phasing shown in Figure 1 for the working of reserves. Planning applications must provide a detailed phasing diagram showing how the mineral will be worked and how the site will be progressively restored to the planned after uses. Block Fen / Langwood Fen acts as a buffer for the Ouse Washes because it supports very few potential predators which may harm ground nesting birds, any phasing and restoration proposals will need to recognise this and ensure that the role of the area in this respect is not compromised.
- 3.20. The forecast production capacity of these areas confirms that the Block Fen / Langwood Fen area will be producing an average of around 1.1 million tonnes per annum from 2011 to 2036.

## Hydrogeology

- 3.21. When the site is worked dewatering is likely to be necessary during the extraction phase, and construction of the inert landfill. When dewatering is licenced, and an application for a dewatering licence will be required, this will need to demonstrate that there are minimal off-site impacts to other water users and the environment, or that these impacts are mitigated.
- 3.22. As part of the site restoration a large impermeable barrier to flow will be created in the aquifer (associated with the water storage bodies and the creation of new enhancement habitat). Groundwater monitoring should be undertaken by the mineral operator prior to development to characterise the existing flow pattern within the aquifer. Once this is established, full details should be given of the measures which will be put in place to minimise long-term changes in groundwater flow patterns. Ditches in hydraulic continuity with the groundwater in the sand and gravel aquifer are likely to be one of the main mitigation measures, but a full description of how these will function will be needed.

Figure 3: Block Fen / Langwood Fen Production Areas



## 4. Waste Recycling and Disposal

### The Need for Waste Recycling and Disposal

- 4.1. Over the coming years the construction of new housing and other development is going to give rise to a significant amount of material such as soils, sub soils, bricks, concrete, and other construction and demolition waste. These materials are often called 'inert' materials, which mean that they do not readily decompose or rot when disposed of. Although they are called 'waste' because they are not needed at the place where the development is taking place, these materials are actually a valuable resource which needs to be managed in a sustainable way.
- 4.2. It is possible to recycle construction and demolition materials by separating, crushing, grading and sometimes washing them, so they can be re-used for new construction purposes. There are also opportunities to blend materials to meet specific requirements. This reduces the amount of virgin sand and gravel and other materials that are required, helping to conserve a valuable resource.
- 4.3. In Cambridgeshire and Peterborough it has been forecast that just over 34 million tonnes of construction, demolition and excavation (CD&E) waste will need to be managed over the plan period (between 2016 and 2036). Targets for CD&E waste (excluding EWC170504) include recovery of 90% and a maximum of 10% disposal to landfill by 2030. Forecast arisings and management methods for CD&E waste up to 2036 are set out in the table below.

**Table 2: CD&E waste forecast by management method up to 2036 (million tonnes)**

		2017	2021	2026	2031	2036
<b>Total CD&amp;E waste arisings</b>		<b>1.649</b>	<b>1.649</b>	<b>1.647</b>	<b>1.641</b>	<b>1.637</b>
Preparing for reuse and recycling	Materials recycling	0.177	0.175	0.181	0.184	0.184
	Compost	0.039	0.028	0.029	0.030	0.029
	Inert recycling	0.075	0.054	0.055	0.056	0.056
Other recovery	Soil treatment	0.112	0.095	0.097	0.099	0.099
	Inert recovery*	0.715	0.755	0.758	0.759	0.757
<b>Total recovery</b>		<b>1.118</b>	<b>1.106</b>	<b>1.120</b>	<b>1.128</b>	<b>1.126</b>

Disposal (landfill)	Inert	0.262	0.176	0.175	0.174	0.174
	Non-hazardous (including SNRHW)	0.268	0.365	0.350	0.337	0.337
	<i>Non-hazardous</i>	<i>0.247</i>	<i>0.350</i>	<i>0.338</i>	<i>0.327</i>	<i>0.326</i>
	<i>Non-hazardous (SNRHW)</i>	<i>0.022</i>	<i>0.015</i>	<i>0.013</i>	<i>0.010</i>	<i>0.010</i>

\* *Inert recovery includes beneficial deposit of inert waste to land associated with the restoration of mineral extraction sites with extant permission.*

- 4.4. The remaining CD&E waste that is not recycled for aggregate or other uses, will primarily be used for quarry restoration proposals or disposal to inert landfill sites. It has been calculated that in order to accommodate this material, provision will need to be made for 19.917million tonnes of inert recovery and landfill voidspace across the Plan area between 2016 and 2036. The Block Fen/Langwood Fen Master Plan area will need CD&E waste to facilitate delivery of the identified restoration outcomes. It is estimated that the sites allocated in the Plan that form part of the Block Fen/Langwood Fen area could accommodate 7 million cubic metres (around 12 million tonnes) of inert fill until the end of 2036. Some of the material sent to recycling facilities will turn out not to be inert material (less than 12%), this will require other forms of treatment or disposal to non-hazardous landfill sites.
- 4.5. In order to achieve our recycling rates we need more recycling facilities. Inert recycling facilities are often located at quarries and landfill sites because they can normally be accommodated without detriment to the environment or local communities. In addition there are opportunities to build upon synergies between the different activities on site e.g. landfill sites offer a place to dispose of the materials that cannot be recycled, virgin and recycled materials can be blended as necessary, and traffic movements can be reduced by 'backloading' lorries, so they bring in one type of material and take out another.
- 4.6. The need for places to dispose of the inert waste that cannot be recycled is also pressing. There is already a shortage of sites and the situation has been made tighter as a result of changes to national policy, which now requires landfill sites to be in areas where there is no risk of prejudicing any underground water resources i.e. aquifers. Aquifers providing drinking water cover extensive areas of land in South Cambridgeshire and thus landfill sites will be harder to find in the future. Areas having underlying clay are likely to be more favourable locations for landfill disposal sites.

## The Location and Level of Inert Recycling

- 4.7. Mineral extraction areas will contribute to inert waste recycling by incorporating a facility for this purpose. Capacity to recycle around 240,000 tonnes per year will be created. The life of the inert recycling facilities will be limited to the life of the mineral operation and the associated restoration proposals.

## The Location and Level of Waste Disposal

- 4.8. The amount of space that will be created for the disposal of construction waste (principally inert waste) is linked to the location and depth of the sand and gravel extraction that will take place in the sub areas, and the restoration proposals to return the land to new lowland wet grassland adjacent to the Ouse Washes, or to agricultural grassland around the water storage areas. The lowland wet grassland and the agricultural grassland surrounding the water storage bodies will be restored to ground level using construction waste.
- 4.9. The methodology for the creation of new lowland wet grassland uses inert materials to fill the void created by mineral extraction, and to return it back to its previous level (see [Section 5. Enhancement Habitat](#)).
- 4.10. In total around 480 hectares of land will be returned to lowland wet grassland and land around the water storage bodies will be returned to ground level, both creating capacity for the disposal of construction waste. It is estimated that around 13 million cubic metres of void will be created. This will make a significant contribution to addressing the need outlined above.

Phasing	2016 to 2036	Post 2036	Total
Waste Disposal Capacity	7 million m3 of voidspace	6.3 million m3 voidspace	13.3 million m3 of voidspace

Table 3. Provision for disposal of construction waste



## 5. Enhancement Habitat

### Enhancement Habitat for the Ouse Washes

- 5.1. The Block Fen / Langwood Fen area lies immediately adjacent to the Ouse Washes. The nature conservation importance of this extensive area of seasonally flooded washland and wet grassland has been recognised by national (SSSI), European (SPA and SAC), and international (Ramsar site) protective designations.
- 5.2. The Washes plays host to important populations of breeding and wintering birds, including nationally important numbers of the Western European / West African breeding population of black-tailed godwit along with other breeding wader species such as snipe and redshank. Since the 1970's there has been a deterioration in the quality and quantity of wet grassland habitat, mirrored by declines in numbers of breeding waders and some winter duck species such as wigeon. This deterioration has been largely attributed to an increase in the frequency of spring and summer flooding events along with increased depth and duration of floods, although nutrient enrichment from the water entering the site is also a contributory factor. The site is therefore in an 'Unfavourable' condition and has been entered on the Montreux Record as a 'failing' Ramsar.



Left: Black Tailed Godwit (Courtesy of RSPB); Right: Lapwing (Courtesy of RSPB)

- 5.3. Through European legislation, the UK Government has a responsibility to address the deterioration on the Ouse Washes. As a result, it set up the Ouse Washes Steering Group comprising members from Defra, Natural England (then English Nature), the Environment Agency, and the RSPB to consider solutions to address the problems. Such solutions included considerations of water quality, improving drainage of water exiting the Washes and the option of creating replacement habitat off-site.
- 5.4. As a result, the Ouse Washes Habitat Replacement Project was born and is led by the Environment Agency. The aim of the Project was to create 1008 hectares of high quality lowland wet grassland near to the Ouse Washes by 2014.
- 5.5. Whilst the habitat creation at Block Fen / Langwood Fen lies outside the timescales for the Ouse Washes Habitat Creation project, the creation of lowland wet grassland in this vicinity will be directly linked to the special interests of the Ouse Washes and will complement the

habitat created by this scheme, and vice versa. In particular the creation of new wet grassland habitat following mineral extraction will provide alternative suitable habitat for breeding ground nesting waders and wintering wigeon to use when water levels are too deep or flooding too extensive on the Ouse Washes.

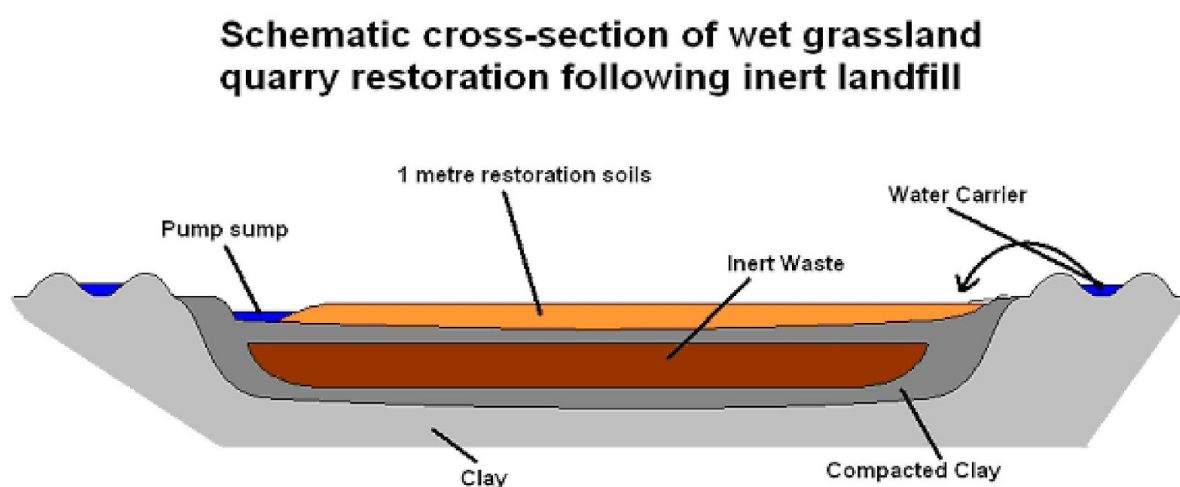
- 5.6. In order for any new enhancement habitat to be successful in attracting the species of birds which would normally nest on the Ouse Washes, it needs to be as close as possible, and ideally be immediately adjacent to the Ouse Washes. This requirement limits the geographical area that could potentially host new lowland wet grassland, and helps to make the Block Fen / Langwood Fen area a prime location.
- 5.7. At a national level broad targets are included within the [Government's Biodiversity 2020: A strategy for England's wildlife and ecosystem services](#). These filter down to County level and the local Biodiversity Action Plan, which details targets and actions for more specific wetland habitats such as lowland wet grassland.
- 5.8. Mineral and waste planning authorities including Cambridgeshire and Peterborough also have obligations to further the conservation and enhancement of national Sites of Special Scientific Interest, which includes the Ouse Washes.
- 5.9. Over the longer term, the storage water bodies may have the potential to address some of the water level problems on the Washes by storing water that would otherwise be pumped into the Ouse Washes. The creation of lowland wet grassland habitat in this vicinity will undoubtedly be of enhancement value to the Ouse Washes and is directly linked to the special interest features of the site. It will contribute significantly to other regional and local targets, including regional and local Biodiversity Action Plan targets. It will also complement the development of the Great Ouse Wetland which recognises that within a mix of ownerships, a major wetland complex extending over 2000 hectares and 22 miles alongside the Great Ouse already exists. Additional land will provide new access and promotional opportunities.

## The Location of the Enhancement Habitat

- 5.10. As already noted any enhancement habitat must be located close to, and ideally immediately adjacent, to the Ouse Washes. When the creation of such habitat is being delivered through sand and gravel extraction its possible location is also influenced by the distribution of sand and gravel reserves. Fortunately in the Block Fen / Langwood Fen area economic sand and gravel reserves abut the Ouse Washes, which means the site offers a perfect location for the creation of new lowland wet grassland. The Block Fen / Langwood Fen site is also directly opposite Coveney which is a priority area for the Environment Agency's Habitat Creation Project. If both these areas were to be developed, they would complement each other and provide significant added value through the increased area of contiguous wetland.
- 5.11. The area where wet grassland will be created following mineral extraction is shown on Figure 1 Indicative Phasing in section [2. The Vision](#). This totals around 480 hectares in the east and north east sector of the Block Fen / Langwood Fen area.

## Methodology for Creating Enhancement Habitat

- 5.12. A methodology for the creation of lowland wet grassland has been drawn up and is set out in [Annex 2](#). However, in brief, following the extraction of the sand and gravel the base and sides of the void will be lined with compacted clay to an agreed specification, and filled with inert waste which will raise the land towards to its previous level. The inert waste will then be sealed in also using compacted clay. A 'cell' containing the waste will thus be formed. Subsoils will be placed on top of this cell, with peat forming the top layer to return to original contours. These soils will support the lowland wet grassland which will be created, and the water levels will be controlled by water carrying channels at the edge of the cell and a sump. This will enable the environment to be controlled and the grassland to be wetted and drained as required. A schematic cross section of a wet grassland area is provided Figure 4 Schematic cross-section of wet grassland quarry restoration following inert landfill, shown below:



- 5.13. As mineral extraction is taking place over a long period of time the extraction of sand and gravel and the creation of lowland wet grassland will be done on a phased basis. There will therefore be a number of wet grassland cells created. Any planning application will be required to set out details of phasing and the location and extent of cells and arrangements for water supply and removal. Given the amount of inert waste that is arising in the future, and the difficulty of finding suitable places for its disposal, the formation of the lowland wet grassland is unlikely to be limited by the availability of the fill material.
- 5.14. The habitat that will be created will require careful management in terms of the flows and availability of water. The waders for which the wet grassland will be created feed on invertebrates below the soil surface by probing the soil which needs to be kept moist through the spring until early June. High water tables also increase the number of invertebrates near the soil surface.
- 5.15. The wet grassland features, which are made up of surface scrapes, foot drains and furrows will therefore need a supply of water to replenish them during the winter period, so optimum water levels can be reached by the end of March or earlier if required. Water levels

will then need to be maintained in these ground features during the early part of the breeding season, and allowed to fall towards the end of the season.

- 5.16. In order to achieve the particular conditions needed by the lowland wet grassland and its birds, a dedicated water supply will be required so the water environment can be managed. This water will be provided by two existing irrigation reservoirs in the Block Fen area, and supplemented if required by water from the larger water storage bodies that will be formed elsewhere on the site (see Figure 1). This will need to be reflected in the restoration proposals. It is estimated that the supplementary water needs of the wet grassland are between 590,000 m<sup>3</sup> in an average year, and the site will need to have the capacity to deliver up to 810,000 m<sup>3</sup> in a drier year. These figures will also need to take account of climate change predictions.
- 5.17. The methodology for the grassland cells also includes the creation of sumps for pumping water off the grassland area should this be necessary.

## **Block Fen Pilot Project**

- 5.18. A trial restoration has been undertaken following an agreed methodology, creating about 10 hectares of lowland wet grassland. Whilst this area is too small to attract significant populations of nesting bird populations, it provided a valuable opportunity to inform the methodology in terms of its design, implementation (including hydrological characteristics), and management needs of the habitat.
- 5.19. Following gravel extraction, inert fill and clay capping, the stockpiled subsoil and topsoils were placed to bring the finished site level back to the original field level. A specialist grass seed mix suitable for wet grassland habitat was sown, with good germination being achieved. Specialist machinery created "Dutch polder style surface furrows" along with a shallow pool scrape. Water control infrastructure has been installed along with dipwells, to monitor water levels. Lessons have been learned, all of which can be implemented on the next phase of works, these include using more accurate methods to level soils and minimising compaction of the subsoil. The vegetation structure is developing and grazing has been introduced, and invertebrate populations are being monitored and will develop as the wetland becomes established. The early conclusions are encouraging and show that conditions suitable for breeding wading birds are being created.

## **Long Term Management of the Enhancement Habitat**

- 5.20. The creation of the new substantial area of lowland wet grassland is a vital part of the Block Fen / Langwood Fen vision, and one which acts on the excellent opportunity to provide enhancement opportunities for the special interest features of the Ouse Washes, which will supplement other work being undertaken by the Environment Agency and others. Over the long term, it may play a part in achieving and maintaining favourable condition on the Washes. Securing appropriate long term management of the area by a competent body is critical, and will form an essential part of planning obligations associated with any grant of planning permission.





Above: Ouse Washes (Courtesy of RSPB)

- 5.21. The lowland wet grassland will therefore be passed to an appropriate body with experience of managing such special grassland, and this body will take over the long term management and regular monitoring of the land. Given that the extraction of sand and gravel in this part of the site and its restoration to lowland wet grassland will not be complete until around 2048, this will be done on a phased basis.
- 5.22. The details of this arrangement will be secured through a legal agreement between the relevant parties involved, including the mineral and waste operators, land owners, and relevant competent bodies (drainage and nature conservation). This agreement must be in place before any planning permission will be granted.

## 6. Water Storage

### The Need for Irrigation Water

- 6.1. The Block Fen / Langwood Fen area lies in the 'Middle Level' area which extends to around 70,000 hectares, much of which lies below sea level. The area is largely fenland, and being reclaimed land has a long history of being artificially controlled through man made drainage schemes. The most extensive of which is the Old and New Bedford Rivers between Earith and Denver, constructed by the Dutch engineer Cornelius Vermuyden.
- 6.2. The Middle Level Commissioners are now responsible for land drainage in the area which lies between the River Nene to the north west and the Great Ouse (Old Bedford River) to the east, and which is bounded by low clay hills to the south and west and by the marine silts of

Marshland to the north. The area is divided into 39 Internal Drainage Districts and is served by a large number of pumping stations.

- 6.3. With the area having some of the highest quality soils in the Country, the main use of land is for agricultural purposes. The Fens produce a wide range of flowers, fruit and vegetables, including potatoes, carrots, sugar beet and salad vegetables.
- 6.4. National planning policy promotes adaptation to climate change and the management of flood risk. Part of this involves the sustainable use of water resources including the development of winter water storage schemes. These schemes involve water being caught and stored in the winter, and used in the summer as spray irrigation water. The advantage of such a water supply is two fold. Firstly it enables the continued production of good quality crops, and secondly it helps to prevent the erosion of the peaty soils by keeping them moist and stopping them from becoming dried out and being 'blown away' by the wind.
- 6.5. The use of water for irrigation purposes is regulated by the Environment Agency through abstraction licenses, these allow farmers to use a certain amount of water for irrigation purposes. The peak period of demand for water extends from around mid June and through July, which often coincides with 'drought' conditions. In the Middle Level area licenses are in place, which allow the abstraction of water. If available licenses permit up to 140,000 m<sup>3</sup> of water per day can enter the Middle Level area from the River Nene at Stanground.
- 6.6. However, there are also times during the summer when, despite abstraction licenses and other measure being in place, abstraction of water is restricted e.g. to night time, or 4 days a week, and there is a shortfall of available water for agricultural irrigation purposes.

## **The Need for Flood Water Storage**

- 6.7. In addition to the irrigation needs off site, there will also be a need for water to maintain the wet grassland enhancement habitat that will be created (see Section 5). This should be the priority, and when required water should be drawn from the water storage areas.
- 6.8. Climate change is increasing river flows and giving rise to the potential for more frequent flooding. Water storage areas are vitally important as they offer the capacity to hold floodwater and release it when river levels have dropped. However, where circumstances allow the water can also be used for other purposes including water supply for summer irrigation.
- 6.9. The Environment Agency in their approved Cranbrook Drain / Counter Drain (Welches Dam) Strategy Study, has considered the long term management of the Cranbrook / Counter Drain catchment, which is an area lying west of the Counter Drain. As part of this review they have suggested that their preferred option is the creation of flood storage capacity through one or more water bodies. These would store flood water which would otherwise be pumped into the Ouse Washes, thereby helping to secure a more sustainable way to manage flood risk.
- 6.10. The creation of water storage bodies could also provide a significant contribution in finding a solution to addressing the future of the Welches Dam pumping station which is in need of replacement in the future.
- 6.11. To manage the risk of flooding and mitigate climate change the Environment Agency is looking to maintain a flood risk of 1 in 25 years, so is looking for water storage to

accommodate 16.5 million m<sup>3</sup>. The Block Fen / Langwood Fen area could contribute significantly to this scheme. Water from the Counter Drain could be transferred into the reservoirs either via the Forty Foot or by a parallel channel. If water transfer was to be achieved via the Forty Foot these leakage control measures would be required which could be addressed through quarry engineering.

## The Location and Creation of Water Storage Bodies

- 6.12. The location of the water body is important. Having a large expanse of water too close to the Ouse Washes will attract predatory birds such as Herring and Lesser Black-backed gulls, which will eat the eggs and chicks of the ground nesting birds that breed on the Ouse Washes. Yet too far away and the costs and feasibility of removing flood water from the Counter Drain become impractical. Equally the water storage body needs to be well placed to capture winter water for irrigation and to feed it into the wider carrier drainage system for farmers to use in the summer.
- 6.13. The extraction of sand and gravel in the Block Fen / Langwood Fen area will create voidspace which offers the opportunity for the creation of water storage bodies. The deepest sand and gravel on the site lies in the western side, reaching a depth of around 8 metres. The sand and gravel is underlain by stiff blue clay, which provides a suitable material for lining the void and 'sealing' the new water bodies from the hydrology of the surrounding area.
- 6.14. Fortunately the western side of the site also meets the criteria for a good location for the water bodies:
- it is far enough away from the ground nesting birds on the Ouse Washes;
  - it is close enough to enable water transfer from the Counter Drain to the water storage body during times of unseasonal flooding;
  - it is well placed to intercept water which would normally enter the Counter Drain via the Mepal Pumping Station, and close to the Horseway Lock on the Forty Foot so water can be transferred into the Middle Level at its highest point, enabling it to supply the whole catchment area with irrigation water; and
  - it is well placed to manage the interface between the water bodies and the new lowland wet grassland habitat
- 6.15. The amount of water storage space that will be created is influenced by the form and number of the lakes that will be created. It is possible to form one very large water body, but whilst this may provide more storage capacity in the long term it also poses problems in terms of delivery, as different landowners and mineral operators are involved, and they will be extracting over different timescales. Equally in terms of design a large water body may be more prone to wave erosion and will require additional maintenance. Having this in mind the water storage will be provided by a number of smaller lakes. Whilst these may appear to be separate, these will be engineered so they are hydrologically linked, enabling water storage to undertaken in a strategic way.
- 6.16. It is proposed that six or more smaller water bodies will be formed, with the aim of achieving a minimum of 10 million m<sup>3</sup>, but ideally 16.5 million m<sup>3</sup> of water storage capacity. These water bodies will be created in a phased way, corresponding to the timing for mineral

extraction, with progressive restoration taking place. This should give rise, as a minimum to the following capacity:

	2016-2036	Post 2036	Project completion
Cumulative water storage capacity million m <sup>3</sup>	5.5m m <sup>3</sup>	4.5m m <sup>3</sup>	10.0m m <sup>3</sup>

Table 4: Creation of Water Storage / Supply Capacity

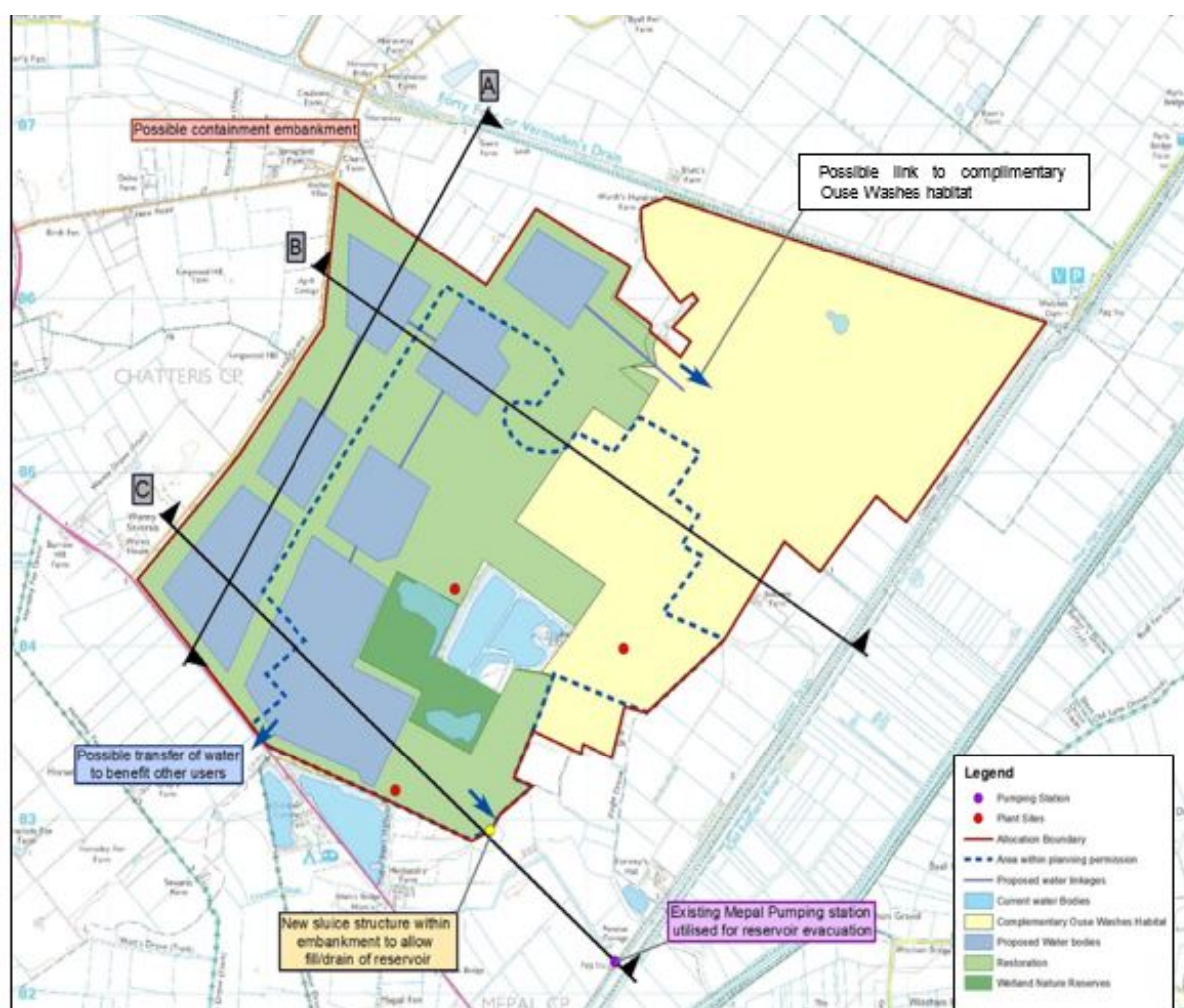
- 6.17. The above table reflects the total minimum capacity of the water storage bodies, but to safeguard the engineering some water will need to be kept in them at all times, and there will be a 'rest level'. If there is a rest level of between 0.5 to 1.0 metres, the volume available for storing external water is between 6 million m<sup>3</sup> in an average year, increasing to 7 million m<sup>3</sup> in a dry year.
- 6.18. The water that would be transferred to the water storage bodies would largely be from the Counter Drain. However, the water storage bodies could also intercept and capture some of the water that which would normally go to the Mepal Pumping Station, and then into the Counter Drain system. The records of the Mepal Pumping Station show that it would normally pump around 7.5 million m<sup>3</sup> in a wet year, and around 5.5 million m<sup>3</sup> in a drier year. Intercepting water before it reaches the pumping station would reduce pumping requirements, and associated costs.
- 6.19. In addition water would be captured by the water storage bodies through direct rainfall and any excess water coming from natural habitats. This could be in the order of between 1 and 2 million m<sup>3</sup> per year.
- 6.20. After taking into account the water requirements of the natural habitats that will be on site, it is estimated that the water storage bodies could supply around 6.25 million m<sup>3</sup> of water to the external area in a dry year, and 6.75 million m<sup>3</sup> in an average year. This would make a significant contribution towards meeting the irrigation needs in the immediate and wider area, and can reduce the amount of water that enters the Ouse Washes system when they have capacity to accommodate it.
- 6.21. An alternative to the current proposed land restoration plans, which has potential to be a more sustainable restoration approach to Flood Risk Management within the Counter Drain system should also be considered.
- 6.22. The alternative approach would be to return finished ground levels following extraction to match the lowest areas of the adjacent IDB district. The purpose of this final restoration level is to link the drainage of the flood storage area to the IDB drainage network to reduce, or if possible eliminate, the requirement for pumping systems to maintain suitable drainage conditions for continued afteruse and for evacuating stored flood waters. Linking groundwater levels within the storage area with the surrounding IDB system may also reduce or eliminate the requirement for clay lining, or other similar impermeable barrier, of the storage area.
- 6.23. The Environment Agency would also seek to include a number of lakes within the restoration of the site. These lakes would again be maintained in continuity with the IDB system to provide a storage volume for flood events. The purpose of this would be to contain more

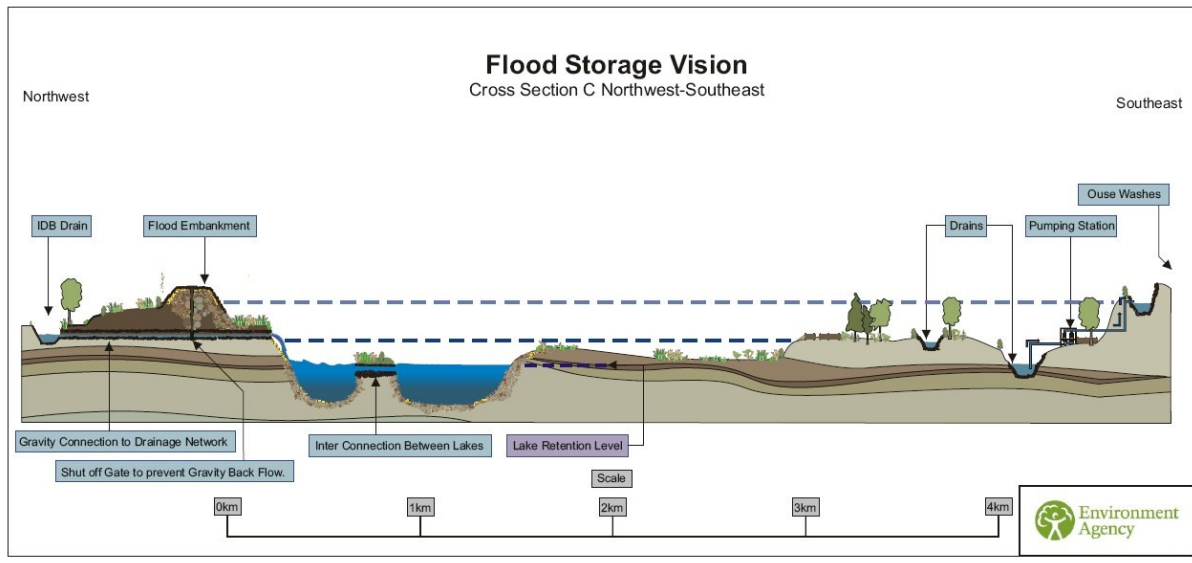
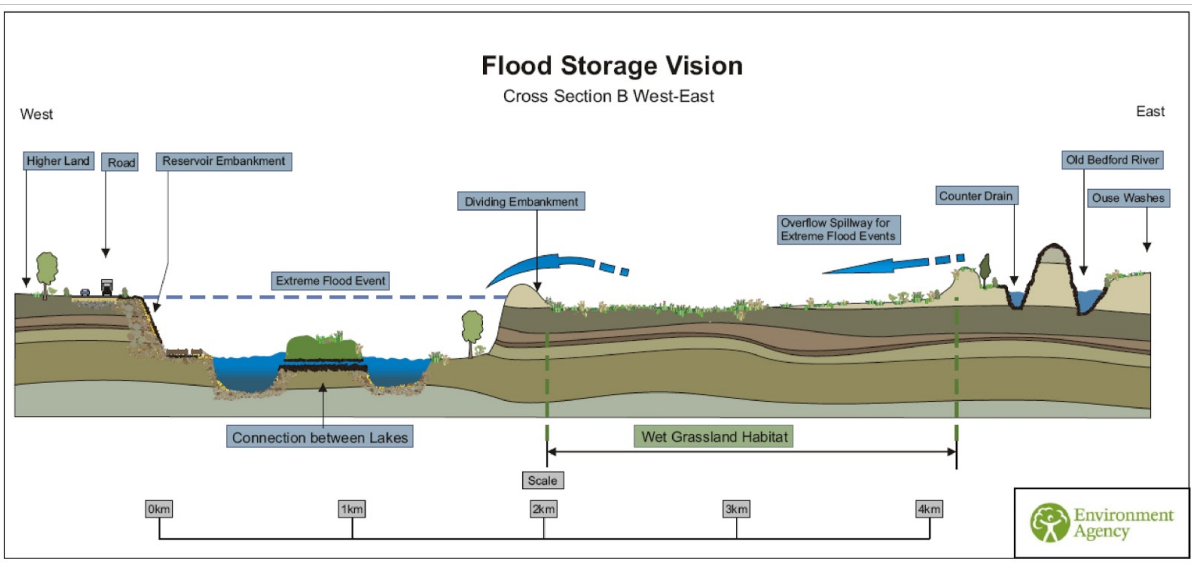
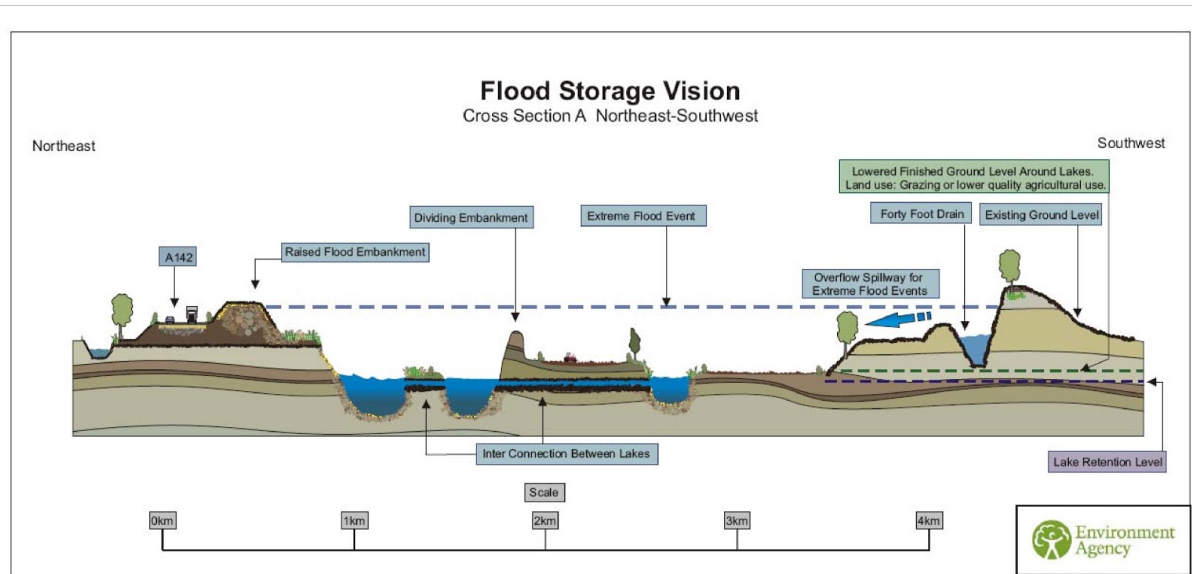


frequent flood events, for example 1 in 5 year to 1 in 10 year flood return periods, within the lakes. For the less frequent events there would be some over topping of the lakes within a defined and contained area. However, owing to the infrequency of these events it is expected that the remaining land can have other uses i.e. complementary grassland.

- 6.24. During the larger, less frequent events there may be a requirement for containment embankments to provide the additional storage above existing ground level.
- 6.25. The details included in Figure 5 show the Environment Agency's flood storage concept, including a series of schematic cross sections to provide an overview on how the flood storage area might look.

**Figure 4: Environment Agency's Flood Water Storage Concept and Schematic Cross Section**





- 6.26. A detailed study is to be undertaken by the appropriate bodies to help determine the most suitable option for flood management and to set operating rules for the flood storage area. The design and operating rules will consider how to optimise flood storage whilst minimising adverse impacts to others.
- 6.27. As each storage area will potentially be a Large Raised Reservoir as defined under the Reservoir Act, legal guidance on how to register, appoint a panel engineer, produce a flood plan and report an incident should be followed <https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements>. In particular, a construction panel engineer should be appointed to oversee the project at the earliest opportunity (at least by the start of the design stage) in order to ensure compliance with the Reservoir Act. Further guidance can be obtained by emailing the Environment Agency reservoir safety team [reservoirs@environment-agency.gov.uk](mailto:reservoirs@environment-agency.gov.uk), or by post: Reservoir Safety Team, Environment Agency, Manley House, Kestrel Way, Exeter, Devon, EX2 7LQ.

## Landscaping

- 6.28. The form of the landscaping for the margins of the water storage areas is important. The margins of the lakes will fall within the buffer area of the lowland wet grassland and therefore must be complementary in its nature. The long term management regime must be appropriate, and should preferably be dry grazed grassland.
- 6.29. The land must also retain its open character, with minimal trees and hedges. Such features can host predators such as corvids and foxes which would eat the ground nesting birds (and their eggs) occupying both the Ouse Washes, and the newly created lowland wet grassland.
- 6.30. Managing the area in the way set out above will preserve the existing open landscape character of the Fens, and will increase the ecological value of the new lowland wet grassland.

## Long Term Management of the Water Storage Bodies

- 6.31. Securing appropriate long term management of the water bodies and their margins by one or more competent bodies is critical, and this will form an essential part of planning obligations associated with any grant of planning permission.
- 6.32. The long term management and monitoring of this area will therefore be passed to appropriate bodies with experience of managing the storage and supply of water, and specialised habitat. Given that it will take over forty years to complete the extraction of sand and gravel in this part of the site and to complete restoration to these uses, this will be done on a phased basis.
- 6.33. A competent body will be identified to maintain and manage the site in accordance with the design and operating rules. As each storage area will potentially be a Large Raised Reservoir as defined under the Reservoir Act, each individual reservoir may need to be registered before construction and may need a legal operator in perpetuity. These operators would be legally responsible for operating and maintaining the reservoirs under the Reservoirs Act and would need to appoint a registered panel engineer at all stages in the design, construction and operation of the reservoirs. As noted previously, the following website provides guidance on the Reservoir Act: <https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements>. Alternatively,

contact the Environment Agency reservoir safety team by email: [reservoirs@environment-agency.gov.uk](mailto:reservoirs@environment-agency.gov.uk), or by post: Reservoir Safety Team, Environment Agency, Manley House, Kestrel Way, Exeter, Devon, EX2 7LQ for further guidance.

- 6.34. As already noted above, the details of any arrangements will be secured through a legal agreements between the relevant parties involved, including the Environment Agency, Internal Drainage Board, mineral and waste operators, landowners and other relevant competent bodies (i.e. nature conservation). Agreements must be in opace before any planning permission will be granted.



## 7. Recreation and Leisure

### Navigation

- 7.1. The River Great Ouse and its tributaries, the Rivers Cam, Lark, Little Ouse and Wissey, comprise the major navigation in the Fens and East Anglia, providing about 240 km (150 miles) of navigable waterway. These rivers flow through some of the most unspoilt water environments in the Country.



Above: River Cam

- 7.2. The lower reaches (Old West River and then the Ely Ouse) take boaters through the fenland landscape. The Bedford Rivers, also known as the Hundred Foot Drain (which is tidal) and Old Bedford River, were constructed as drains and run from Earith area in the south towards the Denver Sluice area in the north. The Counter Drain is also navigable from Welches Dam Lock to the Old Bedford Sluice, although in practice this is problematical owing to the condition of the Lock, leakage of water from the Forty Foot, and the small window available when tidal levels are favourable at the Bedford Sluice.
- 7.3. The Environment Agency and the Middle Level Commissioners are navigation authorities, and have statutory duties in respect to maintaining navigation routes. The Environment Agency is the navigation authority, but the Middle Level Commission also has statutory duties in respect of maintaining navigation routes. Many improvements have been made which has contributed to the rise in the leisure use of the Fens. The Environment Agency and partners are working on developing a Fen Waterways Link which will connect the cathedral cities of Lincoln, Peterborough and Ely. This is a 20 year project which seeks to enhance the existing waterways, opening up 240 km of waterway including 80 km of new waterway for navigation. It will create a new circular waterway for recreation, tourism and the

environment, through the Fens, and provide a focus for economic regeneration in the area. Indeed, it is estimated that The Link in total will potentially generate over 100,000 extra boat movements annually, contribute around £8 million per annum to the local economy, and provide over 500 permanent jobs. There will also be additional scope for increased unpowered craft and paddlesport activity.

- 7.4. In order to achieve the above objectives there is likely to be a need for more active water management to ensure navigation is serviced and maintained. The void left following mineral extraction within the Block Fen / Langwood Fen area will provide additional water storage capacity as part of the final restoration.
- 7.5. There is a clear opportunity to address the issue of the Forty Foot Drain, which is currently navigable only part of the year, owing to low water levels. Permitting mineral extraction south of the Forty Foot will enable the land along the length of the Forty Foot adjoining the Block Fen / Langwood Fen site to be 'sealed' on its southern side through quarry engineering, perhaps in advance of mineral extraction. This will help to stop the current migration of water out of the Drain, and will help address the lack of water in this stretch of the Forty Foot Drain, helping to maintain adequate water levels to allow navigation at any time.
- 7.6. This will contribute to the proposed new navigable link between the Forty Foot (Vermuyden's) Drain and the Counter Drain (Old Bedford River).

## Recreation

- 7.7. At present informal public access into the Block Fen / Langwood Fen area is limited, focused on a limited number of public footpaths, and the linear paths which follow the banks of the Low Bank (west of the Counter Drain) and the Ouse Washes.
- 7.8. More formal recreational activities have previously been offered by the Mepal Outdoor Centre which lies south of the A142. Whilst it has been closed for the past two years, it is hoped to reopen in 2019. The Centre is set on the shores of a lake, enabling it to offer a wide range of water and land based activities for families, school and youth groups and corporate clients. Two other water bodies, provided through earlier sand and gravel extraction are used for fishing and jet skiing.
- 7.9. National planning policy encourages local authorities and others to make clear strategies for improving informal recreation, for both local residents and visitors. This is being taken forward by local policies and strategies, which seek to enhance recreation.
- 7.10. Through the creation of water bodies and new lowland wet grassland recreational activities in the Block Fen / Langwood Fen area will be increased. Although it will not be possible to provide for recreation in areas where active mineral extraction and restoration is taking place, as development progresses and restoration is completed, recreational provision will come on stream.
- 7.11. With regard to the lowland wet grassland area, it is envisaged that will be completed by the beginning of Phase 3. Access should be possible to this area throughout the year, although at certain times of the year direct access onto the wet grassland may have to be restricted as this would disturb ground nesting birds, but at other times more general access would be allowed for informal low key activities such as walking and bird watching.

- 7.12. Equally as the water storage bodies are completed other activities such as fishing, water sports, and walking could be extended into these areas. Considerable scope exists for the full range of water related activities, but coarse angling is a key component of informal recreation in the region. Stillwaters, perhaps more so than rivers, are particularly popular for fishery development, providing a focus for anglers of all abilities, generally accessible all year round and capable of significant economic benefit.



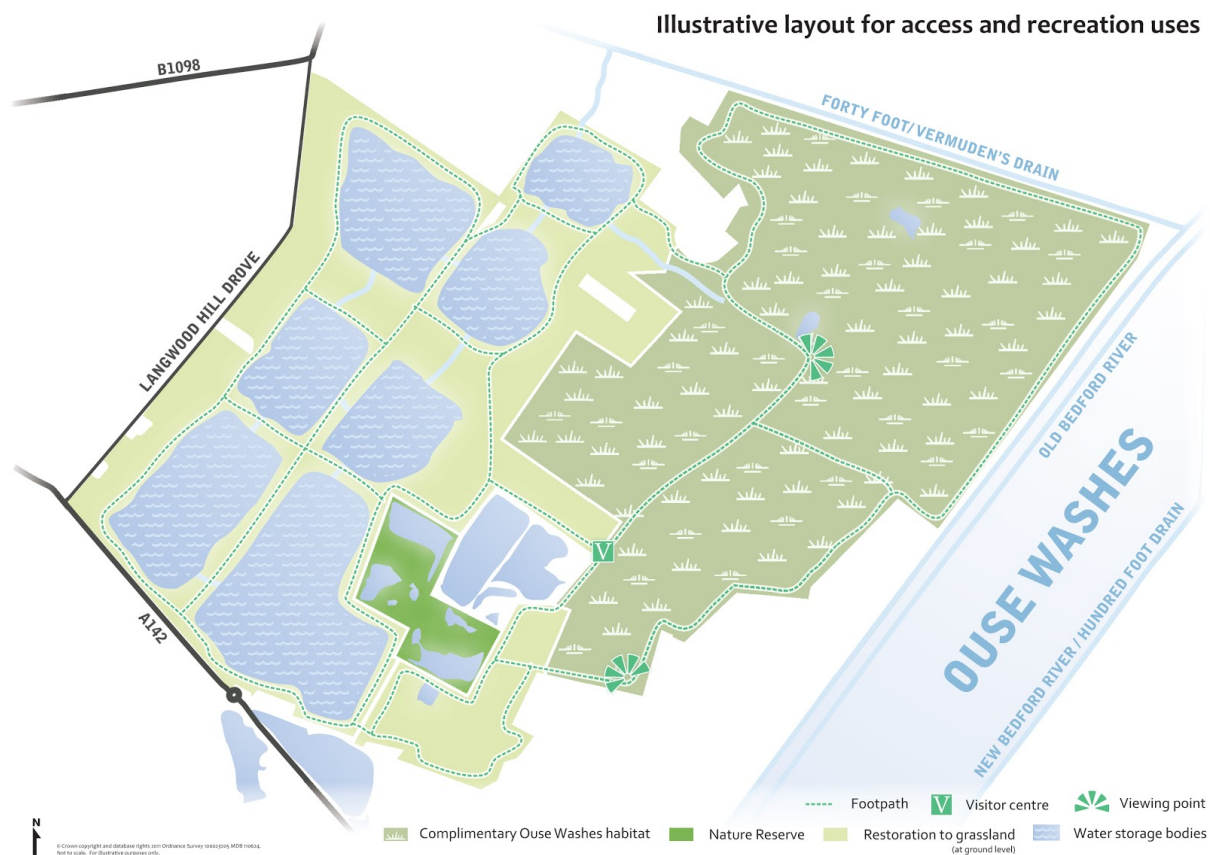
Above: Ouse Footpath

- 7.13. A network of paths will be provided with viewing points (some of which may be raised), with at appropriate places outdoor interpretation boards. An illustrative layout is provided in Figure 6 below. In the Block Fen / Langwood Fen area footpaths are often linear. If opportunities exist to create links with other footpaths, and / or to create circular walks, these should be investigated.
- 7.14. In due course a visitor centre will be provided, this will provide a focus for people visiting the area. The visitor centre will be located near to the existing lakes at Block Fen. As the development of the area will be phased, the visitor centre should also be approached in this way, starting with a limited car park and low key interpretation facilities. However, as the area expands this should be developed too, to provide a car park of around 150 spaces, a building around 500 m<sup>2</sup> providing a tearoom, toilet and a multifunctional space. Flexibility to provide an educational function, and to extend the visitor centre and car parking in the future should also be retained. This is based on an assumed visitor level of 60,000 visitors per year, with a shared use of the centre between those wishing to use the nature reserve and / or the lakes for recreational purposes.
- 7.15. Ultimately this area will provide an important green space for the populations of nearby towns and villages, providing part of a wider strategic recreational strategy between Fenland, East Cambridgeshire and beyond.



7.16. In order to reduce the impact of traffic movements and assist in addressing climate change, access to the site for recreation purposes via public transport or cycling will be encouraged. Whilst initially this may be mainly via bus, the navigational improvements should also mean that access via the water would be increased in the longer term.

**Figure 6: Illustrative layout for access and recreation use**





## 8. Traffic

- 8.1. The location of sand and gravel reserves dictate where extraction will take place, and the traffic movements associated with this have to be managed to minimise adverse effects on the local communities and the highway network.
- 8.2. The existing mineral and waste disposal operations in the Earith / Mepal area, including those at Block Fen / Langwood Fen, Earith and Bridge Farm already give rise to lorry movements in the area. Over the short to medium term the main focus of sand and gravel extraction will move more towards the Block Fen / Langwood Fen area. Mineral extraction at Colne Fen for example will come to an end in the short term; and capacity provided by the Colne Fen Quarry will effectively be replaced through the implementation of an existing planning permission for a new quarry at Block Fen / Langwood Fen.
- 8.3. With the development of waste recycling and disposal operations in this area, additional lorry movements will be generated.

### Traffic Movement

- 8.4. Within Phase 1 the focus of mineral extraction in the Earith / Mepal area will be primarily on Block Fen / Langwood Fen. In the short to medium term some quarries will be active, but these will then be replaced by existing and allocated sites in the Block Fen / Langwood Fen area coming on line. In terms of lorry movements the pattern will therefore gradually change, and there will be a significant increase in the overall current level of movements associated with Block Fen.
- 8.5. Lorry movements will also be generated by the movements of construction waste to the Block Fen / Langwood Fen area for recycling and then for disposal (and use in the creation of the lowland wet grassland).
- 8.6. A survey was been undertaken on existing traffic movement (September 2007), and this was used to estimate potential traffic movements arising from the proposed uses at Block Fen. The results are set out below.

	Minerals	Waste	Total
Max Permitted vehicle movements (with planning permission)	435	18	453
Vehicles recorded on survey date 12/09/07	116	69	185
Anticipated vehicle movements 2010-2026	384	248	632

Table 5. Estimated Daily Quarry and Waste Management Goods Vehicle Movements

- 8.7. As mineral extraction ceases in the area of the new lowland wet grassland, the number of vehicle movements associated with mineral and waste management will decline significantly and remain at a much lower level until the site is fully worked and restored.

## Sustainable Transport

- 8.8. Consideration has been given as to the feasibility of encouraging the use of more sustainable models of transport for the bulk movement of minerals and waste associated with operations at Block Fen.

### Water

- 8.9. The Fortyfoot river lies along the northern boundary of the site. At present the navigability of the section between Horseway Lock is affected by problems associated with retention of water levels for river craft caused by seepage. Whilst proposed extraction of minerals may provide opportunities to address this problem generally the size of waterways and lock infrastructure are focussed on leisure traffic and not designed to accommodate barges for the transport of aggregates/waste. Also the navigable sections of waterway do not facilitate easy access to the future major growth areas (demand for aggregates and generation of waste) of Cambridgeshire. It has thus been concluded that transport of minerals/waste to and from is not feasible and therefore deliverable.

### Rail

- 8.10. The Block Fen mineral deposits are not located close to rail infrastructure. The nearest locations to the area are at Manea (existing rail line) or Chatteris (old railway formation).
- 8.11. In respect of the latter the former railway alignment south of Chatteris to Somersham, St.Ives and Cambridge has been largely compromised by a number of new developments including industrial development, infilling of cutting with waste, mineral extraction, new road construction and the Cambridge-St.Ives Busway. It has therefore been concluded that the use of this old formation to relay a railway to supply the Cambridge area with aggregates from Block fen is not feasible or deliverable.
- 8.12. The existing railway at Manea links to Ely and Cambridge. One siding exists at Manea station but vehicular access for any transshipment traffic from Block Fen would have to be gained through the village. The siding is also close to existing housing. The impacts associated with using any existing siding capacity at Manea would have local amenity implications which are considered undesirable.
- 8.13. Block Fen is located 5 km from the March to Ely railway. Notwithstanding the high cost likely to be associated with the construction of a new junction and branch line the following are also relevant considerations, namely:
- The market for sand and gravel is local with generally over 85% being sold within 25 miles of a quarry;
  - No mineral users / waste generators in Cambridgeshire have facilities to receive sand and gravel by rail/dispose of waste by rail. Many customers already located close to major roads;

- Mineral and waste rail movements need to be in bulk (circa 1000 tonne loads) to be economic;
  - The optimum break-even distance for rail distribution is between 100-150 miles (which would only facilitate out of county movements);
  - High cost of establishing rail / road transshipment facilities (circa £3m);
  - High capital investment costs in annual train and wagon hire; and
  - Costs of rail are 5 times more expensive than road alternative.
- 8.14. On the basis of the above it has been concluded that rail transport of sand and gravel / construction waste associated with the Block Fen / Langwood fen area to meet the needs within Cambridgeshire and Peterborough is not economically viable and is therefore undeliverable.

## Traffic Management

- 8.15. The significant growth agenda in Cambridgeshire and Peterborough will bring an increase in traffic movements. A part of this, as outlined above, will be attributable to mineral and waste management activities supporting new and existing communities. This issue will require careful consideration in its entirety by the relevant organisations involved, including the Local Planning Authorities, the Highways Agency and Local Highway Authorities.
- 8.16. Other policies in this Local Plan set out requirements in respect of traffic and highways. The Block Fen / Langwood Fen area is to be accessed via the existing purpose built roundabout junction on the A142 Ely to Chatteris road, which is the principal highway within the Master Plan area. This roundabout is considered to have more than adequate capacity to accommodate the traffic likely to be generated by the proposed mineral extraction and construction waste recycling and disposal activities, and the Highway Authority has advised that this should be the sole means of access to the site.
- 8.17. Within the site the main 'internal' road is Block Fen Drove. This passes adjacent properties and is narrow at certain points. In the light of continued and increased lorry movements further consideration may have to be given to the Drove's maintenance, and if necessary this would involve widening or off line improvements. The grant of further planning consents will be conditional on a contribution to secure the satisfactory improvement of this Drove.
- 8.18. With regard to minerals and waste management traffic, in the future the average payload of vehicles is likely to increase, whilst the total number of movements can be reduced by the 'backloading' of lorries where they bring in one type of load, and take out another. Mineral and waste operations lend themselves to this as new sand and gravel or recycled aggregates can be taken to the development site, and waste materials removed at the same time and brought back for recycling or disposal. The principal waste operator in this area has indicated that up to 50% of lorry movements could be 'backloaded', and that this may increase over time. Other initiatives may also include off-peak deliveries, the use of mineral transfer stations and private haul roads.

### **Recreational Traffic**

- 8.19. Proposals have been set out for the provision of recreational facilities which will be provided in a phased manner, as the nature conservation and recreational uses of the site develop. These proposals have been based on an assumed visitor rate of 60,000 visitors per annum once the site is complete. There is an expectation that visitors may visit using a variety of means e.g. cycle, car, bus; and that visitor numbers will be highest at weekends through the spring and summer periods.

## 9. Sustainable Use of Soils

- 9.1. The Earith / Mepal area is known to contain some of the best and most versatile soils in the Country, and this is reflected by part of the land being graded under the Agricultural Land Classification Scheme as Grades 1 and 2.
- 9.2. National planning policy seeks to protect high quality land and prevent its loss, and where it is going to be developed for an alternative use, it requires a scheme for the sustainable use of soils for the longer term.
- 9.3. A package for the sustainable use of soils can encompass a range of different aspects. This can include for example:
  - ensuring land can be put back into agricultural use if required;
  - relating restoration proposals to the soils resource;
  - considering the wider benefits of proposals on the soil resource;
  - securing appropriate long term management of the restored land and associated soils; and
  - using surplus soils to improve areas of poor soils in the area.
- 9.4. A survey has been undertaken in order to obtain soils information to inform the preparation of this Master Plan. It has been established that the range of soils across the site is complex, with significant variation in texture both laterally over short distances, but also vertically down the soil profile.
- 9.5. In terms of topsoils these can be divided into three main groups, namely peaty / organic mineral mainly found in the north of the site area, loamy soils which form the main topsoil type, and a smaller area of clayey soils towards the west of the site.
- 9.6. Subsoils can be grouped into two main categories, being a complex loamy and clayey soils which occur over the majority of the site, and a small area to the west of the site which has clayey soils. A particularly feature of these soils is their permeability which has been established through a well developed soil structure which will contribute significantly to the flexibility of the use of the land.
- 9.7. Very few areas of deeper peats were identified, but where found these were towards the south of the site. The pH varies across the site, but very few samples were recorded below 5, and the majority of top and sub soils were in the 6-7 range.
- 9.8. It has been confirmed that soils on the active mineral sites have generally been handled with care, and stored recognising their different characteristics.
- 9.9. One of the main issues to be addressed with regard to soils within any restoration strategy, is to achieve a balance between the depth and permeability. It will be important to retain the topsoils together with the structure and depth of subsoils. Increased soils depth and consistency would be beneficial to the long term sustainability of the land, and the survey that has been undertaken indicates that with the soils on site this should be a readily achievable objective.

9.10. In considering a sustainable soils restoration package regard also needs to be had to the function the soil, as existing and proposed under restoration plans. Approaching restoration from the perspective of the soil function enables a wider consideration of how soils can be used in a sustainable way. The table below sets out information on the range of issues relevant to soil function, and the proposed afteruses of the site.

Soil Function	Food and Fibre Production	Platform for construction	Environmental Interaction	Source of Raw Materials	Protection of Cultural Heritage	Support for Habitats and Biodiversity	Comments
Existing Use-Agriculture	✓	✓	✓	✓	✓	✓	Main function is food and fibre production with the others as potential or latent functions.
Proposed Afteruse:							
Agriculture	✓	✓	✓	✓	?	✓	Main function food and fibre but with positive measures to secure habitat and biodiversity gains increased soil depth and consistency will be a positive benefit.
Nature Conservation	✓	✓	✓	✓		✓	Assume cultural heritage in soils layers has been assessed and either preserved or recorded prior to working.
Water Storage			✓			✓	Indirect impacts on food and fibre production through irrigation. Permeability of the subsoil is a particular attribute of the site and should be retained in any restoration strategy.
Recreation	✓	✓	✓	✓	✓	✓	Potential for all functions to be utilised.

Table 6: Main Soil Functions

- 9.11. Table 6 above identifies six main soils functions, those that are particularly relevant to Block Fen / Langwood Fen are:
- the effect of development on the range of soils functions;
  - the loss of existing soil function or the creation of a beneficial function through proposed land use;
  - the potential for the reduction of impact or the increase of benefit; and
  - the possibility to compensate and mitigate for impacts.
- 9.12. The following are therefore matters which will need to be addressed in any restoration strategy:
- depth and consistency of soils in terms of restoration objectives, especially the use of surplus soil arising from the proposed land uses to achieve a deeper and more consistent soil profile across the site;
  - the avoidance of soil organic matter loss. Although the extent of peat soils across the site is not as extensive as first envisaged, measures should be put in place to ensure that the organic soils remaining are best utilised and maintained. The range of land uses proposed allows this issue to be approached with greater flexibility and with a long term perspective;
  - handling and movement of soils to retain inherent characteristics especially the permeability of the soils and to avoid losses through wind and water erosion; and
  - soil water regime to ensure the effective drainage of the site and / or ground water control for the range of land uses.
- 9.13. To achieve the full potential of the site in terms of sustainable use of soil, a comprehensive approach will have to be taken which may involve the co-operation of landowners and the minerals and waste industry.
- 9.14. With regard to achieving the above some opportunities to meet sustainable soil objectives have already been identified. The methodology for the creation of lowland wet grassland would allow the land to revert back to an arable agricultural use should this be required in the long term.
- 9.15. There are also opportunities to relate the soil resource to the restoration uses of the site. For example, if an area which is to be developed for the water bodies proves to have good peaty soil capable of providing a good basis for lowland wet grassland, this soil can be carefully removed, stored and placed in another area of the site being used for habitat creation. Relocating and using the soil in this way ensures it will not be lost, but will be managed for the longer term.
- 9.16. The wider benefits on the soils of the area are also becoming evident and represent an important resource which must be used sustainably. The creation of the water bodies on the site will displace high quality soils from this area, which will not be put back in place. This can be compensated for by their use in the creation of the enhancement habitat as described above, or they could be removed to address soil management problems in another area i.e. to augment depleted peat derived soils off site. In addition, the creation of the water storage bodies, and the transfer of water into the Middle Level area will compensate for the

displacement of soils by supplying water to irrigate the much wider area, enabling the soils in this area to be kept moist (preventing their erosion by the wind), whilst enhancing their productivity for crops.

- 9.17. Also, it is not enough just to use the soils in a sustainable way; in order to keep them in the 'carbon store' it is necessary to secure their long term future management. Arable production on peat soils causes the release of carbon dioxide held in the peat as it oxidises after ploughing. Grassland is a land use that helps protect the peat resource and reduces the release of carbon dioxide. Restoring the Block Fen / Langwood Fen to wet grassland is a practical action to reduce emissions in line with the County Council's commitment to addressing the challenge of climate change.
- 9.18. The management of the land and soils uses that will be created is already being addressed, and the arrangements for the enhancement habitat and water storage areas are addressed more fully in Sections 5 and 9 .
- 9.19. More detailed survey work will be required at planning application stage, and this will be needed to inform detailed proposals addressing phasing, restoration and the sustainable use of soils. Appropriate arrangements would be secured by planning condition or planning obligations through any planning permissions granted.



## 10. Conclusions

- 10.1. The Block Fen / Langwood Fen area is unique, not only in terms of its location and characteristics, but also in terms of the opportunities it offers. This Appendix to the Local Plan, in the form of a 'Master Plan' for the area, seeks to address the challenges that exist in taking forward this area for sand and gravel extraction and waste recycling and disposal in support of the construction industry, and at the same time determine a sustainable way of restoring the site which will contribute to addressing national and international issues such as climate change, create enhancement habitat for the internationally important Ouse Washes, help deliver more sustainable flood risk management, and address the need for water storage and supply in the Fens.
- 10.2. The vision and objectives set out in this Master Plan are deliverable through the co-operation and commitment of a number of parties, and formal mechanisms such as legal agreements and planning conditions which can be implemented through the land use planning system. Prior experience has shown this can be achieved. The key stakeholders have already worked together to deliver the existing access to the permitted quarries, and to help define the future strategy for the Block Fen / Langwood Fen area through the development of this Master Plan.

## 11. Annex 1 - Planning Applications

- 11.1. Applicants should review the information available on the [County Council's planning applications](#) webpage and are advised to contact Cambridgeshire County Council's Minerals and Waste planning team to arrange for pre-application discussions. Pre-application discussion (which are chargeable) should also cover archaeological and historic environment matters, and if necessary an additional discussion with the County Archaeological Team should be arranged.
- 11.2. The Environment Agency has advised that any hydro-geological impact assessment should include:
- a survey of existing on-site ground levels and flow patterns, including any previous monitoring on areas with planning permission;
  - a water features survey, including all abstractors and potentially affected surface water features;
  - an assessment of the impact of dewatering operations and any mitigation needed;
  - the short and long term impact of blocking flow in the aquifer with impermeable barriers. There is potential for groundwater levels to rise on the upstream side and fall on the downstream side;
  - proposals for dealing with any areas of higher permeability material discovered within the underlying Ampthill clay, and proposals for sealing off large watercourses such as the Forty Foot Drain; and
  - details of how flow patterns will be re-established following restoration.
- 11.3. In relation to the creation of wet grassland habitat details will be required on how the water levels are to be achieved and how the hydrology of the site might deliver the habitat. Applicants are advised to refer to the [Environment Agency's Eco-hydrological Guidelines for Lowland Wetland Plant Communities](#) published in 2004. This provides background for the water requirements of the created habitat.
- 11.4. As part of any planning application for this site a Flood Risk Assessment (FRA) will need to be produced to address the risk of flooding to the site, and to address any potential increase in surface water generated by new hard standing and / or changes in soil types / landforms. Any FRA would need to be prepared and undertaken to the satisfaction of the Environment Agency, Lead Local Flood Authority and the Middle Level Commissioners.
- 11.5. Applicants will be required to prepare a scheme of measures for dust suppression to avoid direct and indirect dust deposition having adverse effects on the Ouse Washes.
- 11.6. Applicants will be required to prepare a scheme of noise suppression to avoid noise having adverse effects on the Ouse Washes environment.
- 11.7. Any habitat created should consider the requirements of protected species found, or likely to be found, in the area. Protected species including water voles and otters are known to be

present near to the proposed development site. Any waste used to fill the site will have to be shown to have no adverse impact on the nearby Ouse Washes SSSI, SPA, SAC and Ramsar site.

- 11.8. An ecological survey will be required prior to the development of detailed plans, to enable an assessment of the level of risk posed by the development. The detailed design, construction, mitigation and compensation measures should be based on the results of a survey carried out at an appropriate time of year by a suitably experienced surveyor using recognised survey methodology.
- 11.9. The survey and risk assessment should:
- identify any rare, declining, protected or otherwise important flora, fauna or habitats within the site include water voles and otters;
  - assess the importance of the above features at a local, regional and national level;
  - identify the impacts of the scheme on those features;
  - demonstrate how the development will avoid adverse impacts propose mitigation for any adverse ecological impacts or compensation for loss; and
  - propose wildlife/habitat enhancement measures.

## 12. Annex 2 - Methodology for the Creation of Enhancement Habitat

### Wet Grassland Features

- 12.1. It is proposed that the wet grassland features will comprise of surface scrapes and foot drains / wet furrows. Furrow spacing will be chosen to provide if possible moist surface conditions between the furrows. The wet features will be replenished with water during the winter period to provide optimum water levels by the end of March or earlier if desired. Water levels will be maintained in the features during the earlier part of the breeding season and then allowed to fall towards the end of the breeding season.

### Soil conditions and suitability for wet grassland development

- 12.2. The soil profile to be developed will comprise of a 500 mm depth of clay cap on top of the inert fill, followed by 650 mm depth of subsoil, with a 250 mm depth of peat on the surface. The depth of usable soil profile will, therefore, be a minimum of 900 mm. If possible a depth of 1.2 metres would be preferred, formed by having a greater depth of peat, which would increase the effectiveness of the wet grassland.
- 12.3. The peat topsoil will have a high water holding capacity and be ideal for water transmission, grass establishment and bird probing, but its depth is rather limited. In developing the features every effort needs to be taken to maintain as much peat in the surface layer as possible.
- 12.4. Of the 3 samples of subsoil taken, 2 were a gravely sandy clay loam (southern storage area) and the third a gravely loamy sand (northern storage area). The gravely nature of these sandy and loamy soils are likely to have a moderate to high hydraulic conductivity providing they are not significantly compacted during placement.
- 12.5. Owing to the anticipated hydraulic conductivity of the subsoil and the overall profile depth (900 mm), there is a good chance that with appropriate furrow spacings and water levels, it should be possible to maintain moist surface conditions between the foot drains.

### Critical requirements in soil placement

- 12.6. To obtain optimum soil conditions during soil placement, every effort must be taken to achieve the following:
- maximise the depth of peat in the surface layers; and
  - avoid excessive compaction when placing the subsoil.
- 12.7. To achieve these desired conditions attention must be paid to the following:

- ensure the surface of the clay cap is level before subsoil placement; and
  - initiate the main wetland features within the subsoil layer before placing the peat topsoil.
- 12.8. Discussions are needed with the contractor to devise a placement method with the equipment available or obtainable, which will produce a consolidated soil condition without excess compaction.
- 12.9. If possible, running large heavy dump trucks over the subsoil during placement should be avoided, as this is likely to cause considerable compaction. If such operations are unavoidable and serious compaction occurs, it will be necessary to subsoil after subsoil placement before the peat layer is spread.
- 12.10. A much more satisfactory way of using large dump trucks is for them to be confined to the clay cap. However, this should only be contemplated when there is a significant thickness of soil in place to avoid damage to the engineered containment of waste. They can then dump their soil at the edge of the advancing subsoil laying zone and the dumped soil spread, leveled and consolidated by a lighter tracked dozer.
- 12.11. The peat layer will have to be spread on a compaction vulnerable subsoil, hence relatively small light tracked dumpers and light tracked dozers would be ideal for this operation.

## **Other site requirements**

### **Retention of water within the grassland cell**

- 12.12. To retain water within the wet grassland cell, it will be necessary to ensure that the current compacted clay layer around the cell boundary extends upwards to an elevation above the final soil surface, with some additional allowance to allow for some surface water ponding.

### **Reservoir**

- 12.13. A reservoir will be required to store water for water supplementation during the breeding season. This could be above ground storage, allowing gravity feed into the wetland or below ground, possibly in an existing borrow pit from which water would have to be pumped into the reserve. The choice will be dependent upon the water source, the type of power supply available for pumping and the costs.
- 12.14. If an above ground reservoir is to be constructed, consideration could be given to the possibility of its capacity also meeting the requirements of additional cells in the future.

### **Drainage**

- 12.15. The winter rainfall input will exceed the water storage capacity of the wetland features in most years, hence there will be a need for a drainage outlet from the enclosed basin to prevent unwanted flooding. Providing a control on this drain outlet would also provide a means of lowering water levels within the features as required during wet spring / summer periods.

## Supplemental water requirements

- 12.16. The moisture deficit values (mm) at the end of June for this area as follows:

	Dry Grassland	Wet Grassland	Open Water
Dry Year (Higher Quartile)	104	166	200
Median Year	86	122	150
Wet Year (Lower Quartile)	68	86	110

Table 7: Moisture Deficit Values

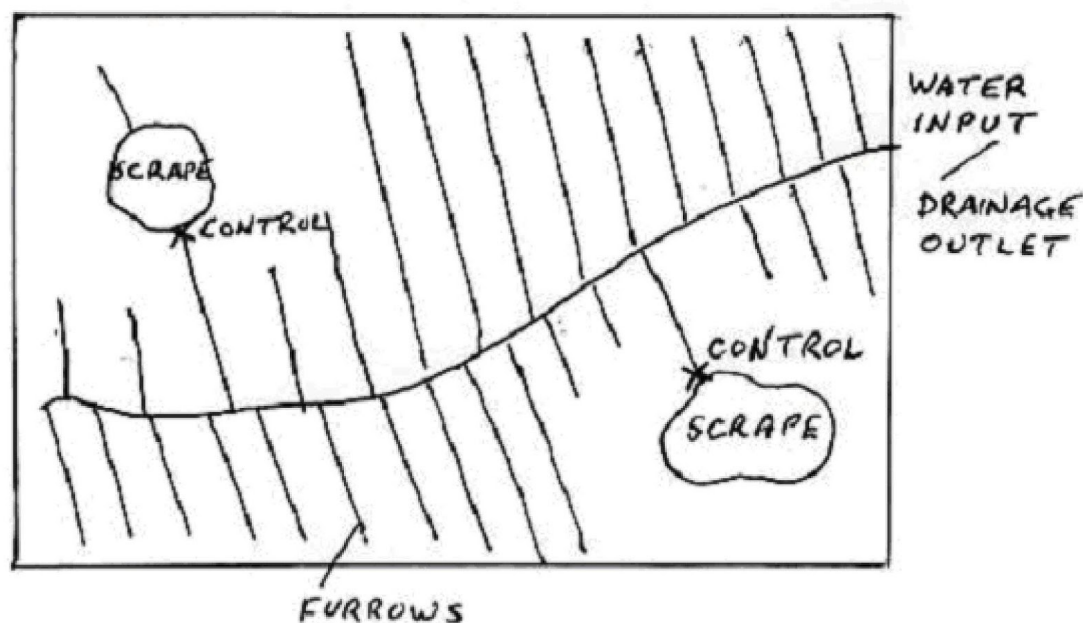
- 12.17. Assuming some 20% of the area will be open water held within the scrapes and furrows, and that the whole grassland surface can be kept moist, the dry year water losses through evapo-transpiration through to the end of June will be 1700 m<sup>3</sup> / ha.
- 12.18. Allowing the open water levels to fall during the period to the end of June, the dry year supplementary water requirement will be as follows:

Water Level Fall	Supplementary Water Requirement
20cm	1300 m <sup>3</sup> /ha
25cm	1200 m <sup>3</sup> /ha

Table 8

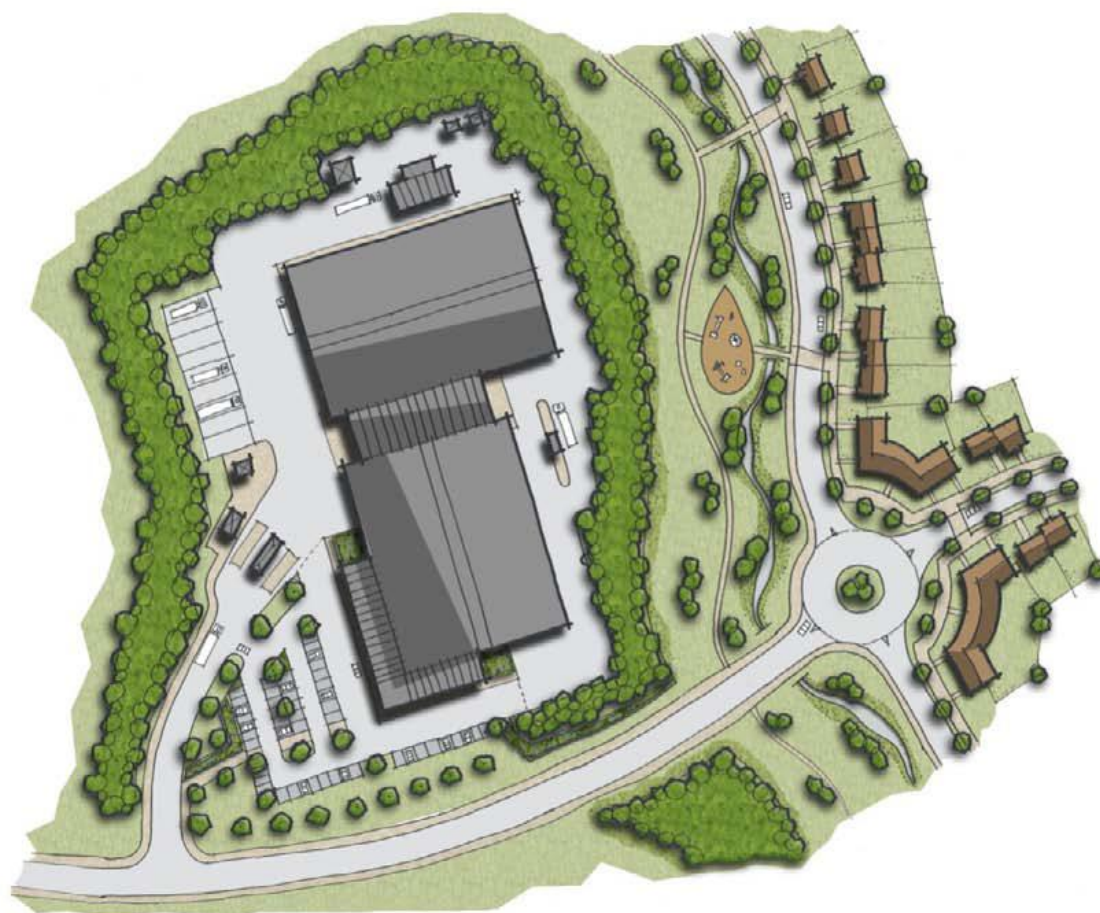
## Water management options

- 12.19. The uniformity of the site will restrict the options available for water management within the different features. Whilst it may be advantageous at times to manage water levels in the scrapes differently to those within the foot drains / furrows, this will be more difficult owing to the hydraulic connection within the subsoil. Cutting off the water supply to the scrape with a control structure in the supply channel will stop direct water inputs, but there will still be some seepage inflow through the subsoil. This seepage inflow can be minimised by extending the distance between the nearest furrows and the scrape, so increasing the seepage distance and hence reducing the amount of water inflow, see rough schematic layout below. The other alternative would be to install a seepage cutoff curtain around the scrape.

**Figure 7: Wetland Grassland Features**

Above: Wet Grassland Features

- 12.20. The maximum depths of the features could be varied, allowing different areas to dry up or be wetted at different times. The side slopes of the scrapes can also be chosen so that the desired amount of muddy margin is exposed for a given fall in water level.
- 12.21. A pilot area of lowland wet grassland, in the order of 10 ha, has been created. Whilst this may be too small to make a wholly satisfactory bird assessment, it will provide valuable information on the hydrological aspects of developing wetland conditions in these circumstances. Dipwell information will allow the hydrological characteristics of the restored soil to be assessed. In addition, the project area may provide information applicable to future situations where peat may be in short supply.
- 12.22. In the current absence of quantitative hydraulic conductivity data, it is suggested that the foot drains / furrows be installed at a spacing of some 20 - 25 m. However, if hydraulic conductivity data comes to hand before soil placement, adjustments should be made if necessary to this spacing. Optimum spacings, if different to those at installation, could be determined from subsequent field monitoring.



Cambridgeshire County Council and Peterborough City Council

**CAMBRIDGESHIRE AND PETERBOROUGH  
MINERALS AND WASTE LOCAL PLAN  
APPENDIX 2: THE LOCATION AND DESIGN OF  
WASTE MANAGEMENT FACILITIES**

March 2019



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# 1. Introduction

- 1.1. The Cambridgeshire and Peterborough Minerals and Waste Local Plan (MWLP) contains a suite of policies that require waste management facilities to be built in suitable locations, and to achieve a high quality in their design. This Appendix expands on those policies by providing further guidance.
- 1.2. Waste management facilities segregate, recover, recycle, treat or transfer the types and volumes of waste that would otherwise go to landfill. These facilities will deal with municipal (mainly household) waste, commercial and industrial waste, inert waste including sustainable construction waste, agricultural, and some hazardous waste e.g. clinical and bio medical waste.
- 1.3. The most common types of facilities are summarised in [section 4](#). However, it should be noted that waste management is an area of rapid change and it is likely that, as technology evolves, new types of facilities will develop. Each of these facilities has its own characteristics and relevant locational and design criteria; some of which are unique to the facility whilst others are shared in common with other facilities.
- 1.4. This guidance is not intended to be rigid or prescriptive but to provide a framework for developing high quality solutions. Applicants and developers should use this guide to inform their choice of site location and the design of their facility. The choice of location and design should be clearly explained in the documentation supporting any planning application.
- 1.5. Submission of a waste management licence at the same time as a planning application is also encouraged, so that the design and site management issues and operational issues can be considered holistically.

## Scope of this Appendix

- 1.6. This Appendix focuses on waste management facility development. Landfill sites and very local facilities such as bottle banks are not addressed by this Appendix.
- 1.7. Matters which fall under the regulatory regime of other authorities are not directly covered by this Appendix. However, the requirements of these other regulatory bodies will need to be met through the design of the facility.

## Status of this Appendix

- 1.8. This Appendix forms part of the explanatory text of the MWLP. On adoption of the MWLP the Location and Design Guide Supplementary Planning Document (Adopted July 2011) is revoked and superseded by this appendix. It is important to note that if any text in this appendix conflicts in any way with the provisions of the Policies set out in this Local Plan or any other Development Plan Document, then the contents of those policies prevail.

## 2. Locational Criteria

- 2.1. The Locational Criteria below cover a range of matters which should be addressed in the site selection for waste management facilities. Some of the issues may only apply to certain types of facility, whilst others will apply to all. Choices should be clearly explained in the documentation supporting any planning application, whilst being proportionate to the size of the proposal.

### Siting

- 2.2. The type of facility and processes will influence the size of the site and the location of any building. The following principles apply to all types of facility:

#### Siting General Principles

- Facilities should aim to be developed on previously developed land, enabling positive re-use and avoiding the need to develop greenfield land. However, it is recognised that within the plan area, there is a limited supply of previously developed land and it is not always in the most appropriate or sustainable location. Some greenfield development may be necessary, especially where it is co-located with other waste uses.
- The site location will need to have the capacity to accommodate the associated traffic movements.
- Waste management facilities giving rise to large traffic flows must be located close to the primary road network and roads suitable for use by HCVs.
- Consideration should be given to transport by rail or water when these options are practical.
- Opportunities for siting that maximise the use of sustainable forms of transport (public transport, cycling and walking) for staff are encouraged.
- Access arrangements should be designed to minimise impact on the environment and nearby surrounding uses, including residential property.
- There are benefits arising from co-location with other waste processing facilities, which arise when haulage distances can be reduced, and where waste reception and processing are located together.
- Preference is given to development in less environmentally sensitive locations.
- Some facilities are acceptable within residential or mixed use areas, including new development areas, providing transport and amenity impacts such as noise and litter are controlled and design issues carefully considered.

- Sites will be located to prevent pollution, address the risk of flooding and must avoid affecting designated habitats or protected species and must consider the effects on rights of way.
- Siting should not be harmful to the character, appearance, and setting of the historic environment and specific historic assets.

Rural Location Plan



## Rural Locations

- 2.3. Rural locations on or close to the main road or rail networks are potentially appropriate for a range of waste management facilities. In rural locations the design of the facilities should reflect the scale and design of agricultural buildings, though there may be instances where more innovative design would be appropriate. Local distinctiveness, in terms of landscape character, and architectural design, will be an important consideration. Opportunities may also exist to re-use existing buildings. Local Landscape Character Assessments, The Cambridgeshire Landscape Guidelines and Town and Village Design Guides are useful sources of information on local distinctiveness. Landscape and boundary treatment is particularly important to screen low level activity around the facility to reduce visibility and to enhance biodiversity value.
- 2.4. Rural settings should provide the opportunity for significant landscape proposals. Areas for any external storage of baled materials, gatehouses and weighbridges should also be screened, to avoid an 'industrial' appearance. Windrow composting is likely to require a rural location. All access roads should be hard surfaced to avoid access and local roads becoming dirty, dusty or contaminated and to facilitate the use of mechanised cleaning machines.
- 2.5. In open rural areas where additional planting may not be appropriate given local landscape characteristics, greater attention will have to be given to building form and construction materials, particularly the external appearance where quality and colour are important. It may be possible to locate the facility at lower levels through excavation, flood management permitting, or utilise a mineral excavation site. With innovative design the natural physical features of the site and its setting could offer an opportunity to assimilate the proposed development without reliance on planting. There will be occasion in environmentally sensitive areas where it will not be possible to site a facility without being harmful to the character, appearance and setting of a site, in such cases development should be avoided.

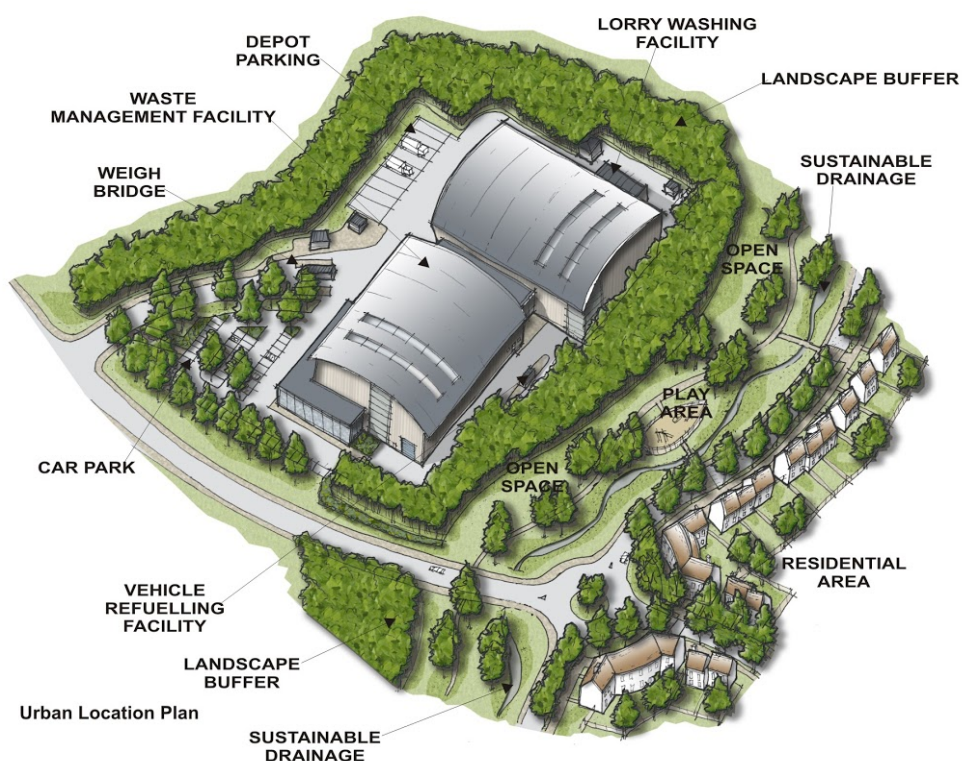
### Rural Location Principles

- Buildings could reflect agricultural built form or re use redundant farm buildings, if appropriate, or designs may be innovative.
- Designs should be in sympathy with local landscape character and distinctiveness. Site locations should allow sufficient space for quality landscape treatment.
- Site design should minimise views to operational areas, particularly external storage and parking, and any other elements that present a more 'industrial' appearance.
- Security gatehouses/weighbridges should be located away from immediate public view. Designs should take account of existing rights of way and any views from them, conserving important environmental features, such as water

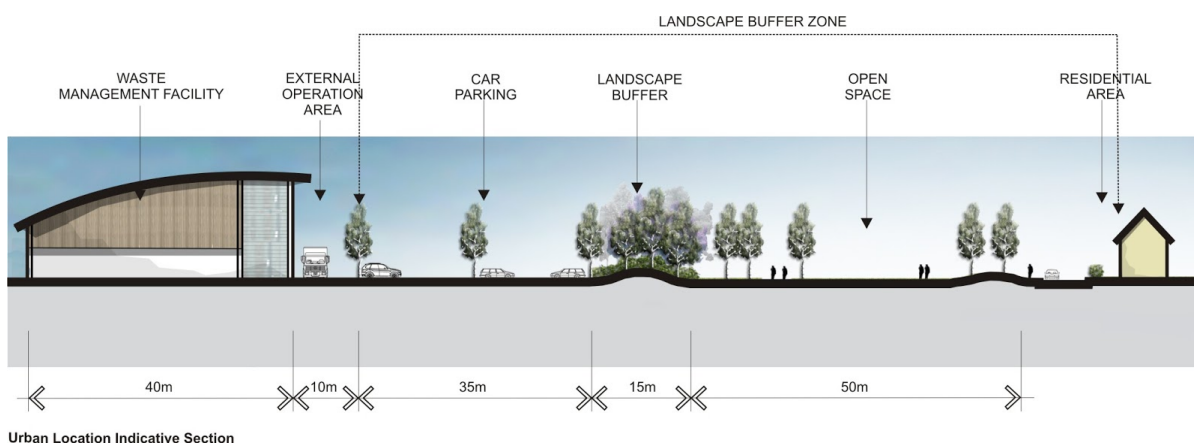


bodies and habitat areas. All new landscape or buffer areas should enhance biodiversity.

- Easy access to main road networks suitable for HCVs.
- Opportunities for new planting should be created and, where possible, buffer planting should be linked to existing woodland.
- The proximity of rail networks and waterways should be considered when choosing site locations to promote alternative sustainable forms of transport.
- Proposals, including planting, should not be harmful to the character, appearance, and setting of the historic environment and specific historic assets.
- The location should be selected to ensure that larger vehicles accessing the facility do not have to be routed through residential areas.







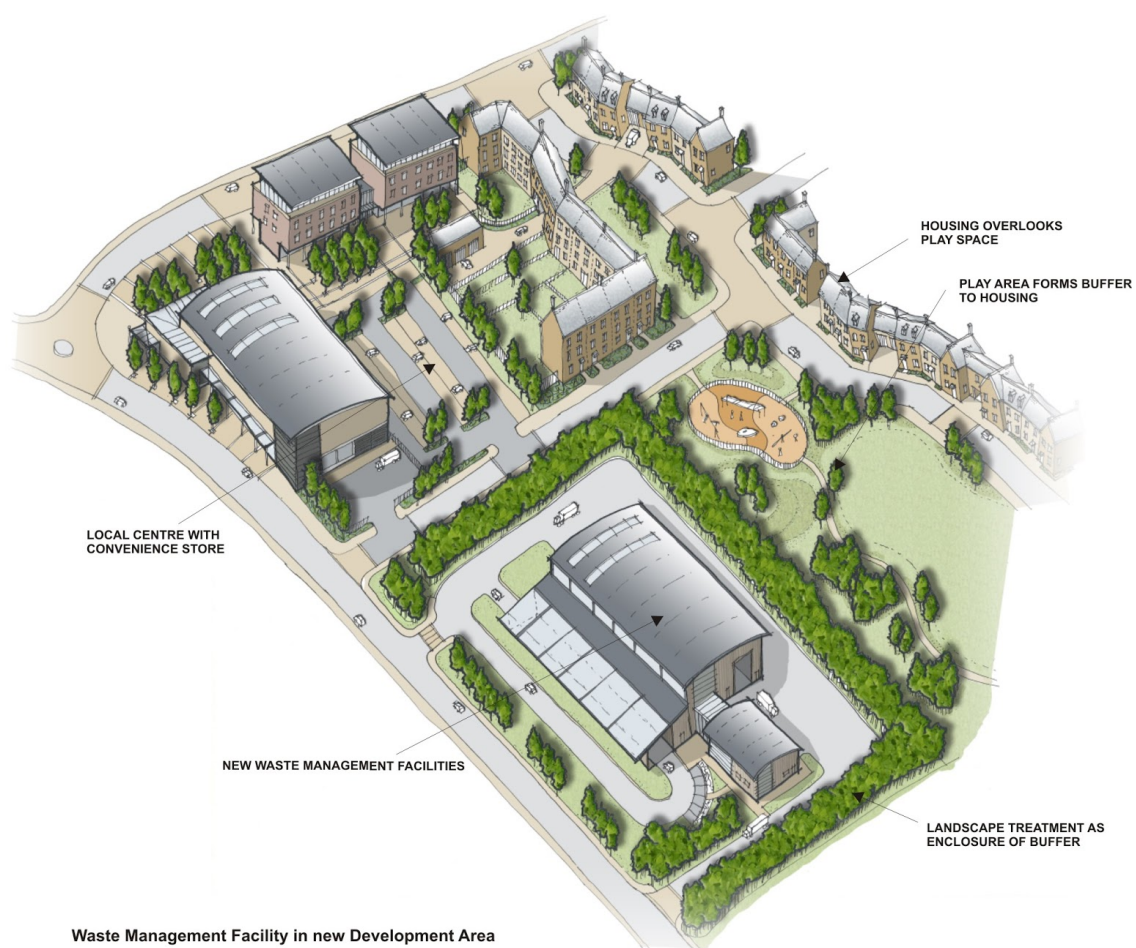
## Urban Locations

- 2.6. Urban locations are appropriate for a range of waste management facilities, particularly those operations which take place inside a building. These can be located within established commercial / industrial areas, or planned into new developments. Opportunities may also exist for the re-use of buildings, such as warehouses, factories or former airfield buildings. The design should respond to the context, with a high quality urban design. Facilities should be located on or close to the main road network, avoiding the need for HCVs to travel through any residential areas.
- 2.7. Sites should be located in areas with good access to public transport. Cycle provision for employees should also be included.
- 2.8. Appropriate buffer areas should be provided between the facility and any adjacent residential areas. These areas could include other employment land uses, or a buffer zone including uses such as car and cycle parking, landscape planting or open space. Waste management facilities can also act as a buffer between sensitive land uses and other forms of development such as between residential areas and main roads, railways, and Water Recycling Centres. The actual size and treatment of the buffer would depend on the location and facility proposed.
- 2.9. Within urban areas there may also be potential for the integration of renewable energy and / or with district heating networks.

### Urban Location Principles

- The location and design of buildings should complement the existing or planned scale and built form of the local area.
- The location should be selected to minimise vehicular conflict.
- Locations for new waste management facilities should be selected to maximise opportunities for buffers to more sensitive land uses. Buffer areas can include a wide variety of uses from employment use to landscape areas.

- Easy access to the main road network.
- Opportunities for new planting should be created and where possible buffer planting should be integrated with features including linkages to woodland.
- Proposals, including planting, should not be harmful to the character, appearance, and setting of the historic environment and specific historic assets.
- Proposals should seek to maximise the potential for renewable energy and / or in areas that could allow for the development of district energy networks.



## Urban Edge / New Development Sites

- 2.10. Urban edge and major new development sites provide good opportunities for waste management facilities, where they can be designed as part of the development from the outset, and are also close to where the waste is generated. Sites within new development areas should incorporate temporary waste management facilities to service needs through the development phase. In appropriate cases these could then provide permanent facilities when the development becomes established.
- 2.11. Major new development areas are likely to include a range of land uses, including residential development, some employment land, open space and possibly local community facilities. Land use planning, including the use of Master Plans, can determine appropriate locations for waste management facilities. This may be within traditional areas such as employment land, or through a more imaginative approach, waste management can be successfully integrated with other forms of planned land uses. The needs of the existing communities living and working adjacent to major development areas or in urban fringe areas must also be taken into account when considering where to locate a new waste facility.
- 2.12. Buffers between waste facilities and residential areas could comprise employment land uses, car parking and landscape areas. Locations close to local facilities such as shops and community halls could be appropriate and may minimise travel. The actual design of the facilities and buffers that may be appropriate, would depend on the context, with the plan above showing a possible arrangement. The detailed design within a new development area should be carefully considered and include appropriate buffers created by different land uses or landscape treatments, supplemented by high quality design. Access to a good road network is important and facilities should be located to avoid HCVs having to travel through residential areas.
- 2.13. New development proposals will require the use of sustainable technologies, particularly to address the challenges of climate change. Possible technologies include combined heat and power, and bioreactors, using waste as fuel to generate heat and power. In the case of locating heat and power facilities consideration would need to be given to the location of the waste management facility, but also to potential users of the energy generated, and the means of transfer for the heat/power.

### Urban Edge / New Development Principles

- Facilities should ideally form part of the initial masterplan.
- The location and design of buildings should complement the planned scale and built form of the local area and new development areas.
- The location should be selected to minimise vehicular conflict avoiding access through residential areas.
- The development should maximise opportunities for buffers to more sensitive land uses. Buffer areas can include a wide variety of landscape, tree belts, open spaces, parking, ponds, and nature conservation areas.

- Facilities could form buffers themselves, between sensitive land uses such as residential areas, and major roads, railways or Water Recycling Centres.
- Easy access to the main road network should be provided.
- Opportunities for new planting should be created and where possible buffer planting should be integrated with existing landscape/woodland features.
- Proposals, including planting, should not be harmful to the character, appearance, and setting of the historic environment and specific historic assets.
- The needs of existing communities must be taken into account.

## Co Location of Facilities

- 2.14. Co-location of waste management facilities can offer significant benefits in reducing the need for transport of waste and the treated product in operational terms and is encouraged. There are synergies in different collection and treatment methods, and bringing more than one facility together can maximise the amount of resource recovery that can take place and provide a more sustainable waste management solution.
- 2.15. Co-location also makes for an efficient use of land which may also offer benefits in reducing the transport of waste. Some facilities may be co-located at landfill sites where the ancillary use would be tied to the life of existing time limited operations. However, any proposal for a range of facilities must address the cumulative effects of the proposal, to ensure that overall environmental effects are acceptable.

## Temporary Facilities

- 2.16. Major construction sites or development areas should provide temporary waste management facilities to separate and recycle construction and demolition waste. The on-site facilities would encourage re-use of recycled material, minimise the transport of waste materials from the site and reduce the need for importation of new materials, thereby reducing the overall impact on the surrounding road network.
- 2.17. Temporary facilities should have the ability to recycle or reuse building materials including brick, concrete, plasterboard, metals, glass, wood and soils. Although temporary, some of these facilities would be in place throughout the construction period (this may become years in the case of new development areas) and should be in place from the commencement of development. The nature of major development may mean that the facility may need to be moved within the site to reflect the approved development phasing plans. Temporary screening can be used to minimise impacts on completed parts of the development.

### 3. Design Criteria

- 3.1. The design criteria below cover a range of design topics to be addressed in the design of facilities. Some of the issues may only apply to certain types of facility, while others will apply to all. Design choices should be clearly explained in the documentation supporting a planning application whilst being proportionate to the size of the proposal.

#### Built Form

- 3.2. Different approaches to built form would be appropriate depending on whether it is an urban or rural location. In rural locations it could be appropriate to follow a form reflecting agricultural buildings. Simple portal frame buildings, with metal or timber cladding would be appropriate, although more imaginative schemes should also be considered.
- 3.3. Consideration should be given to the scale of the setting and the massing of the built form. It may be possible to vary the size and height of different parts of the building to provide visual interest. The overall size of the building footprint, and associated built works, should be minimised to avoid potential adverse impacts on landscape.
- 3.4. As part of an overall approach to sustainability the use of green and brown roofs should be considered together with provision for the enhancement of biodiversity. Colour treatment should be simple. Green, brown and grey coloured cladding is likely to be most appropriate.
- 3.5. The built form in an urban setting and urban edge setting provides more opportunity for an imaginative bold design approach. The buildings by their nature are likely to be fairly large in scale, and can comprise metal frame struts with cladding. However, there is still scope for more innovative design and use of alternative materials where this is appropriate. The roofs need not be simple portal frames but could be curved, monopitch or a combination of approaches.
- 3.6. Details need to be considered as an important part of the building and not as an add-on. Particular care should be given to corners, roof lines and how the building meets the ground. These have a significant effect on the overall impression of a building.
- 3.7. Any security buildings at the entrance should be considered as part of the overall design, and in a complementary architectural treatment to the main facilities.
- 3.8. The cladding of buildings could be profiled metal or metal panels. Office facilities could be incorporated into the main building facility, maintaining a simple 'low-key' external appearance, or could be stand-alone. If separate, the scale, height and massing of the different built forms should be carefully considered.
- 3.9. Any ventilation or extractor grills and any service pipes should be incorporated into the design of the facades, and not added insensitively as an afterthought. A broader range of colour treatments would be appropriate, depending on the individual settings. Space

should also be provided for the internal storage of materials including unprocessed waste and processed waste.

3.10. Further information can be found in national [Planning Practice Guidance - Design](#)<sup>1</sup>

### **Built Form Principles**

- In both rural and urban locations built form should reflect local distinctiveness and be sympathetic in design, although where appropriate, design may also be imaginative. Roof design should be carefully considered. Utilitarian portal frame buildings are unlikely to be of high enough design quality for urban locations.
- Cladding materials could include profiled metal or proprietary metal panelled systems, used in an imaginative way. Various colour treatments may be appropriate. Colour treatment and the design of the elevations should be of a scale and type with the surrounding townscape.
- Any vents, chimneys or service infrastructure should be designed positively as part of the scheme, and not added as an afterthought.
- Any security kiosks and weighbridges should be considered as part of the overall built form. Efficient use should be made of energy and resources.
- Space for the internal storage of waste should be provided.
- Consideration should be given to the massing of the buildings, in order to reduce the bulk of the proposals overall.
- Sustainable drainage systems should be used to control the flows and discharge rates of water.

## **Local Distinctiveness**

3.11. All proposals should address local distinctiveness and, where appropriate, can be imaginative in their design. Local distinctiveness should be addressed through building form, colour treatment or materials and in appropriate cases urban art forms. Within new major development areas, local distinctiveness should be addressed by embracing the development vision for the area.

3.12. Further national information is available at: [Planning Practice Guidance: Design](#)<sup>2</sup>

## **Transport, Access, Parking and Circulation**

3.13. The site should be accessible by sustainable forms of transport. Access, circulation and parking should be integral to the design of the site, and safe access for all users must be provided. Site layout should allow the early separation of cars and pedestrians/cyclists from HCVs. HCVs must be able to circulate efficiently, without

<sup>1</sup> <https://www.gov.uk/guidance/design>

<sup>2</sup> <https://www.gov.uk/guidance/design>

unnecessary reversing. Access for disabled employees and visitors should be integral to the design.

- 3.14. Operational areas should be located to minimise their noise and visual impact, for example, at the rear of the buildings or behind appropriate landscape areas. Car and cycle parking should be located away from the external working areas. In general the provision of car parking should be minimised, and cycle parking should be maximised. Showers and lockers should be provided for employees to encourage cycling. Landscaped parking areas could be used to form a buffer to more sensitive neighbouring uses. Covered cycle storage should be provided.
- 3.15. At Household Recycling Centres, and other facilities where the public will visit in addition to the operational staff, circulation and signage is particularly important.
- 3.16. Further national information: [Planning Practice Guidance - Design - Assess and Inclusion](#); [Planning Practice Guidance - Travel Plans, Transport Assessments and Statement](#)

#### **Transport, Access, Parking and Circulation Principles**

- Clear, safe circulation for HCVs, cars, cyclists and pedestrians.
- Operational areas well screened by buildings, landscape or less sensitive neighbouring uses.
- Safe access for the public on sites where public access is possible.
- Covered cycle storage, showers and lockers for staff.
- Potential use of energy-efficient low-emission fuels.
- Separate access for cyclists/pedestrians from cars.

## Lighting

- 3.17. Lighting is an integral part of design. Exterior service areas must be lit to meet health and safety requirements. The building orientation should be designed so that highly lit areas around the building are located on the less sensitive aspects. The building itself may be able to screen the highly lit areas. Lighting equipment that minimises the upward spread of light above the horizontal should be used. Luminaires should reduce light spill and glare to a minimum. Glare should be kept to a minimum by ensuring the main beam angle of all lights directed towards any potential observer is kept below 70 degrees. Higher mounting heights allow lower main beam angles, which reduces glare. A balance may have to be struck between the daytime impact of tall mountings, against the nighttime impacts of reduced glare.
- 3.18. The Institute of Lighting Engineers has produced Guidance Notes for the reduction of Light Pollution (see below). This includes guidance and good practice in relation to the provision of lighting appropriate to the setting of the development.



- 3.19. Developers should also take into account the sensitivities of biodiversity, in particular protected species which are sensitive to lighting, such as bats.
- 3.20. Further national Guidance: Planning Practice Guidance: Light Pollution<sup>3</sup>; Institute of Lighting Engineers' Guidance Notes for the Reduction of Obtrusive Light GN01:2011<sup>4</sup>

### Lighting Principles

- Provision of a lighting scheme and supporting information to demonstrate the scheme is compliant with relevant guidance.
- Minimisation of light pollution and efficient use of energy.
- Potential use of solar panels on rooftops and / or other forms of micro generation of power to reduce energy cost and environmental impact.

## Landscape and Boundary Treatments

- 3.21. The starting point for any landscape or boundary treatment should be the local landscape character, and ecological and landscape surveys. The landscape proposals should make use of existing features, protect existing habitats and features of value, and help assimilate the project into its surroundings, reinforcing the essential characteristics of the local landscape or townscape. Information on landscape character is available nationally and locally. All landscape proposals must be in accordance with local landscape character and should reflect information on native species appropriate to each character area.
- 3.22. The key principles include:
- Sufficient space should be allowed for a quality landscape treatment, and planting between roads and buildings.
  - Native species should be used, appropriate to the locality.
  - Proposals should enhance biodiversity and mitigate for any unavoidable losses.
- 3.23. Most facilities will require secure boundary treatments. The design of the boundaries should be considered as part of the overall design. Secure boundaries typically 2.4m high may be required. They should be visually sympathetic as well as practical. Galvanised palisade fencing would rarely be acceptable, either in an urban or rural setting.
- 3.24. Acceptable boundary treatment may include colour-coated palisade fencing (typically dark green or black), or coloured mesh panel fencing. Chainlink fencing is unlikely to be acceptable.

<sup>3</sup> <https://www.gov.uk/guidance/light-pollution>

<sup>4</sup> <https://www.theilp.org.uk/documents/obtrusive-light/>



- 3.25. All gates should match the adjacent fencing, and be appropriately colour coated.
- 3.26. Mounding is another potential boundary treatment. However, this would only be acceptable where it is in keeping with the surrounding landscape character. Steeply sloping mounds also tend to dry out rapidly, making it difficult to successfully establish landscape planting on them. Nevertheless, in some instances, carefully considered land modelling could help to reduce low level visual and noise impacts of new facilities. When this is the case the slopes should not normally exceed 1 in 5, and should allow for plants to establish. If space is restricted the combined use of retaining structures and earth modelling could be considered. Gabion baskets with aggregate provision could provide a suitable solution and can create useful habitat, by providing potential refuge for reptiles and amphibians.
- 3.27. 'Offsite' landscape planting can be useful in some places, providing visual screening close to potential viewpoints.
- 3.28. High quality landscaped areas should be incorporated into the design at an early stage. Suitable management arrangements should be in place to ensure that the landscaping scheme is well maintained.
- 3.29. Further Information: [Cambridgeshire Landscape Guidelines](#)<sup>5</sup>; national: [Planning Practice Guidance - Design - Local Character](#)<sup>6</sup>

#### **Landscape and Boundary Treatment Principles**

- Use of high quality materials (not galvanised palisade fencing or chainlink).
- Sensitive combination of planting with secure boundary treatment.
- Appropriate use of earth modelling, using gentle slopes, with sufficient space and with no effects on local land drainage and flood defences.
- Use of thorn hedging for both screening and re-enforcing boundary treatment.

## Noise

- 3.30. Facilities have the potential to cause noise nuisance. Mitigation can be achieved through sensitive location and sympathetic design as well as best practical means to control noise (noise abatement measures). Some facilities can be located inside buildings which allows much greater control over noise effects along with careful selection of processing plant. Detailed landscape treatment, including careful consideration of levels and any landscape buffers, can also help with noise mitigation. Developers should use 'Smart' or 'white noise' reversing beepers or equivalent on all on-site vehicles, and for road going delivery vehicles. These beepers reduce the potential nuisance caused by vehicles reversing whilst still assisting safe site

<sup>5</sup> <https://www.cambridgeshire.gov.uk/residents/libraries-leisure-&-culture/arts-green-spaces-&-activities/protecting-and-providing-green-space/>

<sup>6</sup> <https://www.gov.uk/guidance/design#local-character>

operations, other technology may achieve similar effects. Limiting the hours of working can also provide a form of mitigation.

- 3.31. Where noise may be a potential issue developers may be required to carry out a background noise level survey, and to evaluate the impact of the development against it. The noise report should indicate the types of activity and predicted noise levels, details of traffic movement and hours of operation, along with appropriate mitigation and noise level monitoring and reporting. The purpose of a noise survey is to assess noise impact locally, characterise the existing noise climate at noise sensitive premises, and to help ensure that the best practical means is used to mitigate any adverse noise when taken on a cumulative basis. The latter may include noise monitoring at agreed points / sensitive receptors which could be off site. In such circumstances the Councils may require that noise monitoring and reporting arrangements be secured through a legal agreement. Noise generated through construction should also be a consideration.
- 3.32. Further national information: [Planning Practice Guidance - Noise](#)<sup>7</sup>

#### Noise Principles

- Use of good insulation of buildings to reduce noise level.
- Provision of a noise report, demonstrating compliance with agreed noise limits.
- Mitigation measures should be built into the evolving design to achieve the required level of attenuation.
- Use of 'Smart' reversing beepers, or smart alarms.
- Monitoring arrangements to ensure compliance with agreed noise limits.
- Use of sensitive location and sympathetic design.
- Consideration of landscape areas within and bordering the site.
- Use of battery powered vehicles to reduce noise levels.

## Air Quality

- 3.33. Air quality issues may arise from on and off site dust, this may come from different sources for example, traffic, and from the on site operations of the facility. Emissions from most Energy from Waste facilities will be monitored and regulated by the Environment Agency through their environmental permitting regime. Particulate concentrations are particularly high in parts of Cambridgeshire and Peterborough, and the contribution of any waste management could be relevant to attainment of local air quality objectives.

<sup>7</sup> <https://www.gov.uk/guidance/noise--2>

- 3.34. Mitigation could include enclosing processes in buildings with controls on emissions, and the use of energy efficient low emission fuels. Dust can arise from the movement of waste materials during processing, such as tipping and external stocking. A number of systems are available to minimise problems. These include maintaining negative air pressure in waste reception halls, to draw any dust or emissions into the building, rather than letting them escape through the doors. Filters can be used to control emissions to air.
- 3.35. Fixed and mobile spray systems can also be utilised to minimise dust by damping down. Careful building design can allow natural cleansing by rainwater to maintain and clean building elevations.
- 3.36. The Environment Agency monitors emissions from waste management developments and developers should seek their advice at an early stage.
- 3.37. Proposals should include mitigation measures to maintain and improve air quality by the management of dust and odour.
- 3.38. Further information: [Planning Practice Guidance - Air Quality](#)<sup>8</sup>; [Cambridgeshire Insight - Air Quality](#)<sup>9</sup>.

#### Air Quality Principles

- Measures to control air quality, dust and odour.
- Potential use of energy efficient low emission fuels.
- Locating waste management facilities downwind from sensitive receptors.

## Water

- 3.39. All schemes should include measures to ensure water quality and the efficient use of water. Pollution control measures should be incorporated to ensure that any water that leaves the site is to an acceptable quality standard. For facilities such as composting sites, any water collected could be captured, recirculated and reused to aid the composting process. Facilities should also include measure to minimise water usage. Any landscape treatment should be designed to minimise any requirements for irrigation.
- 3.40. Sustainable drainage systems (SuDS) should be used to manage surface water run-off and maintain water quality. SuDS may include such methods as swales, lagoons, reedbeds, retention ponds, filter strips, infiltration and permeable paving to minimise the run-off and the amount of water entering watercourses. Any SuDS measures should be fully integrated with the landscaping proposals, with an

<sup>8</sup> <https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/>

<sup>9</sup> <https://cambridgeshireinsight.org.uk/environment/airquality/>

appropriate overarching management regime. Careful consideration should be given to the adoption and long-term management of such systems.

- 3.41. Further information: [Cambridgeshire County Council - Surface water and sustainable drainage systems \(SuDS\) planning](#)<sup>10</sup>

## Pest / Vermin / Bird Control

- 3.42. Schemes should include measures to prevent pests and vermin as appropriate. Such matters are regulated by the Environment Agency who should be approached for advice in design. Examples of mitigation include site management practices, vermin proof vents and rapid closing doors.

## Security

- 3.43. Safety and security should be considered for each of the design elements, whether building construction, boundary treatments or landscape design. The principles in '[Secured by Design](#)'<sup>11</sup> published by the Association of Chief Police Officers (ACPO) should be followed. Waste management facilities should be planned in a way that makes sure the blocks overlook their surrounding spaces, such as cycle routes and footpaths to increase surveillance. Where possible, windows and doors opening onto public roads and footpaths can provide greater security for users of the waste management facilities. Blank walls should be avoided if possible. If the incorporation of fenestration is not possible for technical reasons, these walls should be enhanced by the introduction of additional building materials and/or patterned brickwork to add architectural interests. Vulnerable areas should be well lit.
- 3.44. Further national Information: [Planning Practice Guidance: Design - Security Measures](#); [Secured By Design](#)<sup>12</sup>

## Energy Efficiency and Sustainable Construction

- 3.45. Sustainable construction techniques take account of ways to reduce waste, flood risk and pollution, minimise energy requirements, and use local and renewable materials and sources, during the construction, occupation and demolition of development.
- 3.46. Developers should seek to use re-used or recycled materials. Local supply options should be used to minimise travel distances. Opportunities to use standard sizes and accurate estimates of materials to minimise off-cuts and waste should be followed. The use of PVC should be minimised. Construction materials should be low maintenance and durable. Consideration should also be given to eventual decommissioning of facilities, re-use, recycling and / or disposal of materials.
- 3.47. The ozone depletion potential and global warming potential of all materials should be considered and the use of unsustainable materials minimised.

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<sup>10</sup> <https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/>

<sup>11</sup> <http://www.securedbydesign.com/>

<sup>12</sup> <https://www.gov.uk/guidance/design#security-measures>

- 3.48. Buildings should be designed to minimise carbon emissions and energy use throughout the life of the building. Designs should maximise the use of controlled daylight, and the opportunity to control solar gain. The use of heat recovery systems should be investigated and high levels of insulation should be provided. Other aspects to consider include the feasibility of the generation of renewable energy and/or use of green electricity and heating. Roofs may also be appropriate for solar panels which help reduce energy costs.
- 3.49. The proposals should be designed to reduce energy consumption and to minimise heat loss. Proposals should also include the use of renewable energy sources where possible such as solar, ground source heat, wind.
- 3.50. Construction materials should generally be those achieving an 'A' summary rating in the BRE publication, the 'Green Guide to Specification'<sup>13</sup>. Development proposals should seek to achieve a sustainability rating that results in high levels of performance against BREEAM<sup>14</sup> that standards that are prescribed nationally at the time or alternatively in accordance with local planning authority standards where these are more stringent.
- 3.51. Further advice on sustainable construction is available from the Building Research Establishment (BRE)<sup>15</sup>, who provide advice and consultancy.

#### **Energy Efficiency and Sustainable Construction Principles**

- Consider the site's context and function within its wider setting; the opportunity to improve connectivity by foot, cycle, public and private transport to and from neighbouring uses and features.
- Where possible, extend the life of buildings by renovation and refurbishment.
- Use whole-life thinking and design for flexibility, to extend building lifetimes, to encourage future re-use and recycling of products and materials, during construction, occupancy and demolition phases of the development.
- Incorporate resource efficiency measures, which aim to minimise demand for water, energy or other natural resources.
- Design to minimise operational environmental impacts.

<sup>13</sup> <http://www.bre.co.uk/greenguide/>

<sup>14</sup> <https://www.breeam.com/>

<sup>15</sup> <http://www.bre.co.uk/>

## 4. Facility Guidelines

- 4.1. This section provides further detail on how the guidance can be related to individual facilities. This section is not exhaustive as new technologies will evolve. Planning conditions will ensure that mitigation measures are delivered. These measures can protect compatibility with the environment and surrounding land uses, and can be required, monitored and enforced. The key issues and recommendations for mitigation and management are outlined in the following section.

### Summary of Common Issues

	Traffic / Access	Air / Dust	Odour	Noise	Litter	Flies, vermin and birds	Water Resources	Landscape and visual Impact
Material Recovery Facility	●	●		●	●		●	●
Windrow Composting	●	●	●	●			●	●
In-vessel Composting	●	●	●	●		●	●	●
Anaerobic Digestion	●	●	●	●	●	●	●	●
Inert Waste Processing	●	●		●				●
Energy from Waste	●	●	●	●	●	●	●	●
Household Recycling Centres	●	●		●	●	●	●	●
Transfer / Bulking up Facilities	●	●	●	●	●	●	●	●
Mechanical Biological Treatment	●	●	●	●	●	●	●	●
Pyrolysis / Gasification	●	●	●	●	●	●	●	●
Water Recycling Centres	●		●				●	●

### Indication of Suitable Locations & Common Built Forms

	Urban Areas	Urban Fringes	Rural Locations		Indoor / Building	Outdoor (with structures)	Stack
Material Recovery Facility	●	●	●		●		
Windrow Composting			●			●	
In-vessel Composting		●	●			●	
Anaerobic Digestion		●	●		●	●	
Inert Waste Processing	●	●	●		●	●	
Energy from Waste	●	●	●		●		●

Household Recycling Centres	●	●			●	
Transfer / Bulking up Facilities	●	●	●		●	●
Mechanical Biological Treatment	●	●	●		●	
Pyrolysis / Gasification	●	●	●		●	●
Water Recycling Centres	●	●	●		●	

## Examples of Potential Mitigation

Issue	Potential mitigation
Traffic / Access	<ul style="list-style-type: none"> <li>• Design internal roads for ease of access and vehicle routing and manoeuvring.</li> <li>• Encourage use of sustainable transport and provision of cycle parking for visitors and staff, and adequate parking for staff.</li> <li>• Locate near good road or rail access.</li> <li>• Route traffic away from inappropriate roads, residential areas and schools.</li> <li>• Use traffic routing agreement.</li> <li>• Separation of public and operational traffic.</li> </ul>
Air / Dust	<ul style="list-style-type: none"> <li>• Dust suppression systems.</li> <li>• Landscaping, including soil bunds.</li> <li>• Negative pressure ventilation systems.</li> <li>• Operational management practices.</li> <li>• Mounding and planting.</li> <li>• Wheel cleaning facilities.</li> </ul>
Odour	<ul style="list-style-type: none"> <li>• Odour suppression incorporated into dust suppression system.</li> <li>• Operational managements practices.</li> <li>• Use of biofilters and deodorisers to treat exhaust air.</li> </ul>
Noise	<ul style="list-style-type: none"> <li>• Acoustic fencing.</li> <li>• Appropriate orientation of building.</li> <li>• Careful positioning of machinery / plant.</li> <li>• Design of building with acoustic features, e.g sound proofing.</li> <li>• Fit silencers to plant and machinery.</li> <li>• Hard landscaping including soil bunds.</li> <li>• Use of "smart" or 'white noise' reversing beepers.</li> </ul>
Litter	<ul style="list-style-type: none"> <li>• Appropriate storage.</li> <li>• Litter fences.</li> <li>• Operational management practices including litter picking.</li> </ul>
Flies, Vermin & Birds	<ul style="list-style-type: none"> <li>• Ventilation and ducts fitted with bird cages.</li> <li>• Drainage system to be fitted with grates.</li> <li>• Operational management practices.</li> <li>• Rapid shutting doors.</li> <li>• Vermin proof design.</li> </ul>
Water Resources	<ul style="list-style-type: none"> <li>• On site wastewater treatment.</li> <li>• Engineered containment.</li> <li>• Minimise water use and re-circulate used water.</li> <li>• Provision of sealed drainage system.</li> <li>• Separate collection of roof water.</li> </ul>
Landscape visual impact	<ul style="list-style-type: none"> <li>• Careful consideration of design, positioning and colour of boundary treatment.</li> <li>• Design of building and stack that is responsive to local context, taking an appropriate form, massing and size using appropriate materials,</li> </ul>

	colours and detailing. <ul style="list-style-type: none"> <li>• Tree and hedgerow planting.</li> </ul>
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## Guidelines for Specific Facilities

### Material Recovery Facilities

- 4.2. These facilities receive source separated, co-mingled, commercial and municipal waste such as paper, card, glass, plastics, steel or aluminium. Waste is mechanically sorted further, separated, bulked and sold for recycling. MRFs and their associated fixed machinery are located within buildings, with measures to minimise noise, dust and odour issues. Large doors are required to allow access to vehicles tipping waste materials and for it's subsequent collection. Sufficient space is required, ideally within the building itself, for the storage of bulked up waste materials, prior to collection. These operate at different scales though the annual throughput is generally between 50,000 and 100,000 tonnes. MRFs typically require a site between 0.5Ha and 3Ha in size.
- 4.3. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road or rail network. Many nuisance issues associated with putrescible wastes do not apply to MRFs as these mainly deal with paper, cardboard, plastics, cans etc; but there are potential amenity issues such as odour (where materials such as plastics are not washed), noise and litter. An urban or rural location could be appropriate, and facilities could be located within major development areas. A buffer is likely to be required between facilities and residential areas. Facilities will be located within buildings, and with good quality design and mitigation, facilities may require a buffer / stand off distance from sensitive receptors. Each proposal will be subject to detailed assessment, including consideration of mitigation measures, which may mean this distance can vary.
- 4.4. **Common Issues:** Traffic / Access; Some Odour, Noise; Litter; Water Resources, Landscape & Visual Impact.

### Windrow Composting

- 4.5. Composting is a biological process in which micro organisms convert biodegradable matter into a stabilised residue known as compost. The majority of waste composted in the UK is garden type waste. The biodegradable waste is shredded into finer particle sizes to speed up the composting process. The shredded waste is then commonly formed into windrows of 1.5 to 3m in height for composting. The process typically takes 8 to 14 weeks. The windrows are usually turned mechanically or aerated by fans. The process can take place outdoors, or in covered simple buildings. Facilities can vary in size, but are typically between 1 Ha and 4 Ha in size.
- 4.6. Traditional windrow composting is appropriate in rural locations and would not normally be appropriate in an urban situation. Facilities should have good access to the primary road or rail network.



- 4.7. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Water Resources, Landscape and Visual Impact.

### In Vessel Composting

- 4.8. This involves the composting process inside a vessel where conditions are optimised for breakdown of materials. After the initial enclosed process the compost is matured in a part open area process. The process is quicker than windrow composting and allows a higher degree of process control. Facilities usually include a waste reception hall and the vessels themselves, which could comprise: silos, containers, agitated bags, tunnels and enclosed halls. Facilities can again vary in size, but are typically between 1 Ha and 4Ha in size.
- 4.9. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road network. In Vessel enclosed facilities can be located in urban or rural locations, or within new major development areas. Facilities may require a stand off / buffer distance from sensitive receptors. . This would however be dependant on the precise type of operation and levels of control that can be achieved. With good levels of control such as carrying out operations in buildings with biofilters, a smaller buffer may be appropriate.
- 4.10. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact

### Anaerobic Digestion

- 4.11. This is the biological treatment of biodegradable organic waste within a vessel, in the absence of oxygen, using microbial activity to break down the waste in a controlled environment. Anaerobic Digestion results in the generation of:
- Biogas rich in methane and can be used to generate heat and/or electricity,
  - Fibre potentially used as a soil conditioner,
  - Liquor potentially used as a liquid fertiliser.
- 4.12. For the treatment of household waste, specialist facilities are required. Facilities are typically up to 1 Ha in size.
- 4.13. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road network. An urban or rural location could be appropriate for facilities located within buildings. Facilities may require a stand off / buffer distance from sensitive receptors. Each proposal will be individually assessed, taking into account mitigation measures, and an appropriate distance will be determined. Co-location with composting facilities can aid disposal of the solid and liquid residues, and a rural location may be most appropriate for this.
- 4.14. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

## Inert Waste Processing Facilities

- 4.15. These recover waste materials such as soils, concrete, rubble, construction and demolition waste through a combination of crushing and mechanical screening operations. Facilities are often open air, but screening equipment can be installed in buildings to minimise environmental impact particularly in relation to dust generation. Facilities can vary significantly, but are typically between 1 Ha and 3 Ha in size.
- 4.16. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road or rail network. There is the potential for amenity issues relating to noise and dust. An urban or rural location could be appropriate, and temporary facilities could be located within major development areas, and on quarries and landfill sites. A buffer is likely to be required between facilities and residential areas. Facilities may require a stand off / buffer distance from sensitive receptors. Each proposal will be individually assessed, taking into account mitigation measures, and an appropriate buffer distance will be determined.
- 4.17. **Common Issues:** Traffic / Access, Air / Dust, Noise, Landscape and Visual Impact.

## Energy From Waste

- 4.18. Energy from waste facilities are typically characterised by large buildings, which are designed to handle high volumes of mixed waste, and / or secondary fuels such as refuse derived fuels, shredded tyres and waste solvent fuels. These facilities are designed to burn waste under controlled conditions at high temperatures; heat is received from the process to generate electricity or heat water as part of a wider utilisation scheme. Input waste volumes are typically reduced by 90%. Facilities include receptor halls, cement kilns, furnaces, heat recovery facilities and control rooms. The buildings are typically large in scale with tall chimneys. Energy from Waste facilities can also include an educational function informing people about recycling generally and the role of energy from waste facilities in terms of energy generation. Where such a function is to be provided it needs to be considered as an integral part of the design and operation of such facilities. Typical facilities require sites in the range of 2 Ha to 5 Ha in size.
- 4.19. Facilities are likely to generate high volumes of traffic, particularly HCVs, and should be located close to the main road or rail network. Facilities are likely to be large in scale and need sizeable sites to accommodate the plant and associated site works. An urban or rural location could be appropriate. With good quality design and mitigation, facilities could be located up to 250m from sensitive receptors. Each proposal will be individually assessed, taking into account mitigation measures, and an appropriate buffer distance will be determined. Facilities are likely to include tall structures with chimneys, and consultation with the Civil Aviation Authority or Ministry of Defence may be necessary when located with airfields in the vicinity.
- 4.20. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

## Household Recycling Facilities

- 4.21. Household Recycling Centres (HRC) provide a centralised collection facility to which householders can bring their waste, predominantly for recycling and reuse. These facilities vary from other waste management facilities in that they are provided for the use by the public.
- 4.22. A HRC must be accessible to members of the public. The public are responsible for transferring waste from their vehicles to the correct collection bay. When the containers within the bays are full, they will be sheeted prior to usually being removed from the site and replaced with an empty container. Busy periods tend to be at weekends, evenings and public holidays. New facilities are required in order to manage traffic effectively and maximise the space to increase recycling opportunities. Co-location with other waste management facilities maybe appropriate for new facilities minimising transport of the waste.
- 4.23. Public areas should be segregated from the service vehicles collecting the full containers. Modern facilities should be split level. Facilities need to be close to where the waste is generated.
- 4.24. The handling capacity of a HRC will depend on the design and size of the site. Sites tend to be minimally 1.2 hectares and can handle between 10,000 tpa and 25,000 tpa.
- 4.25. A key planning constraint with respect to HRC's will be traffic and access. Careful transport planning is required to minimise queueing. There also needs to be easy accessibility to the different waste stream deposit areas by the public, but minimal conflict with those driving through once they have deposited their waste.
- 4.26. Facilities are likely to generate traffic at off peak times and should be located close to the main road or rail network. Access to good public transport and footpath network would also be beneficial for users and employees. Facilities have the potential to cause nuisance from litter and odour. An urban location would be appropriate, close to the waste source. Facilities could be located within major development areas providing an adequate buffer is provided.
- 4.27. **Common Issues:** Traffic / Access, Air / Dust, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

## Transfer/ Bulking up Facilities

- 4.28. These facilities receive waste from kerbside collections or commercial sources and bulk them up for onward transfer and processing. Facilities can be located within buildings depending on the types of waste being managed. Facilities vary in size and are are sometimes co-located with household recycling centres or processing facilities to maximise synergies and minimise travel.
- 4.29. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road or rail networks. As the facilities operate by collecting waste from a more local area, before bulking up to move on to more strategic sites for processing, facilities are more likely to be located in smaller towns or settlements or near strategic infrastructure such as railheads.

- 4.30. At facilities accepting a putrescible waste there is the potential for litter odour and leachate. An urban or rural location could be appropriate, or they could be located with a major development area providing an adequate buffer is provided.
- 4.31. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

### Mechanical and Biological Treatment

- 4.32. This is a term that covers a range of technologies where waste is treated using biological and mechanical processes. The mechanical stage has two main roles. In many (but not all) technologies the waste is broken down into smaller parts, such as by shredding. Some recyclable material is then removed. In the biological stage the waste is compacted or digested, usually in an enclosed system. If an anaerobic system is used methane can be produced which can be used to produce energy. The site of plants can vary but would typically be between 1 Ha and 3 Ha in size.
- 4.33. Facilities are likely to generate traffic, particularly HCVs, and should be located close to the main road or rail network. Mixed household waste processing has the potential to cause additional nuisance from litter odours and leachate compared to MRFs. Facilities will be located within a building. An urban or rural location could however be appropriate, and facilities could be located within major development areas providing an adequate buffer is provided.
- 4.34. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

### Pyrolysis and Gasification Facilities

- 4.35. This is the treatment with heat of mixed waste within a vessel, in the absence or limited use of oxygen. Using this technique to breakdown the waste in a controlled environment results in the generation of:
- Biogas that can be used as a fuel or to generate electricity; and
  - Stable granules that can be further processed or recycled.
- 4.36. Specialist facilities are required. Facilities can vary in size.
- 4.37. Facilities can generate traffic, particularly HCVs, and should be located close to the main road network. An urban or rural location could be appropriate. Each proposal will be individually assessed, taking into account mitigation measures, and an appropriate distance will be determined.
- 4.38. **Common Issues:** Traffic / Access, Air / Dust, Odour, Noise, Litter, Pests / Vermin / Birds, Water Resources, Landscape and Visual Impact.

### Waste Recycling Centres

- 4.39. Facilities for the recycling of waste water, including sewage and commercial effluents. Facilities include a range of mechanical and biological treatments, which increasingly

include apparatus and techniques for generating fuels / recovering energy from sewage treatment.

- 4.40. Facilities can generate traffic, particularly HCVs, and should be located close to the main road or rail network. There are potential amenity issues such as odour and air quality and a buffer is likely to be required between facilities and residential areas.
- 4.41. **Common Issues:** Traffic / Access, Odour, Water Resources, Landscape and Visual Impact.

# Glossary

**Air Pollution Control** - A term used to describe the combination of techniques which together clean air emissions from processes prior to discharge to the atmosphere.

**Anaerobic** - In the absence of oxygen.

**Anaerobic Digestion** - Anaerobic Digestion is a process in which biodegradable material is encouraged to breakdown in the absence of oxygen. Waste is broken down in an enclosed vessel under controlled conditions, resulting in the production of digestate biogas.

**Biodegradable** - Capable of being broken down by plants and animals. Biodegradable municipal waste includes food and garden waste, paper and card.

**Biodiversity** - The relative abundance and variety of plant and animal species and Ecosystems within particular habitats.

**Biogas** - Gas resulting from the fermentation of waste in the absence of air.

**Combined Heat and Power (CHP)** - A highly fuel efficient technology which produces electricity and heat from a single facility.

**Commercial Waste** - Waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding municipal and industrial waste.

**Compost** - A bulk reduced, stabilised residue resulting from the aerobic degradation of organic waste.

**Energy from Waste** - Facilities that burn waste. Heat is received that can generate electricity or heat water.

**Feedstock** - Raw material required for a process.

**Gasification** - A process where hydrocarbons are broken down by carefully controlling the oxygen present in a vessel.

**Green and Brown Roof** - Green roofs and brown roofs are constructed ecosystems located on top of building or structures, contributing to local biodiversity. The roof of a building is partially or completely covered in plants, which is generally believed to assist in reducing surface water run off from buildings, provide biodiversity habitat, reduce the visual impact of a building and effect the heat retention of a building.

**Green Waste** - Vegetation and plant matter from household gardens, parks, and commercial landscapes.

**HCV** - Heavy Commercial Vehicle.

**Household Recycling Centre (HRC)** - A facility where the public can dispose of bulky household and garden waste.

**Incineration** - The controlled thermal treatment of waste by burning, either to reduce its volume or its toxicity.

**Industrial Waste** - Waste from any factory or any premises occupied by an industry.

**Inert Waste** - Waste which will not or is slow to biodegrade or decompose e.g. soils, concrete rubbles, and construction and demolition waste.

**In-vessel Composting** - The aerobic decomposition of organic waste within an enclosed container, where the control systems for material degradation are fully automated. Moisture, temperature and odour can be regulated, and a stable compost can be produced much more quickly than outdoor windrow composting.

**Landfill** - Landfill is the controlled deposit of waste to land.

**Leachate** - Leachate is the term given to water which has come into contact with waste materials and which has drawn pollutants out of those materials into solution, thereby contaminating the water.

**Leachate Treatment** - Leachate treatment is a process to reduce the pollution potential of leachate.

**Material Recovery Facility (MRF)** - A facility to receive source separated waste, to sort it further and bulk it up for recycling.

**Mechanical & Biological Treatment (MBT)** - A range of technologies, for dealing with mixed waste, that can include shredding and separation and treatment of the organic element by digestion.

**Mixed Waste Processing** - Mixed waste processing is designed to recover valuable components from unsorted municipal solid waste for recycling and deliver a stabilised residue for final landfilling.

**Municipal Solid Waste (MSW)** - This involves household waste and any other wastes collected by the Waste Collection Authority or its agents, such as municipal parks and garden waste, and commercial or industrial waste.

**Pyrolysis** - Thermal breaking down of waste in a vessel in the absence of air producing bases that can be used a fuel and solid by products.

**Sensitive Receptor** - Physical or natural resource, special interest or viewer group that will experience an impact.

**Transfer/Building up Facilities** - Facilities for receiving waste from kerbside collection, to bulk them up for transfer for recycling or processing.

**Waste Recycling Centres** - Facilities to treat sewerage or commercial effluent. Waste water undergoing a variety of treatment, before release back into the water course or licenced discharge points.

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# **Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036**

## **Further Consultation Draft Policies Map**

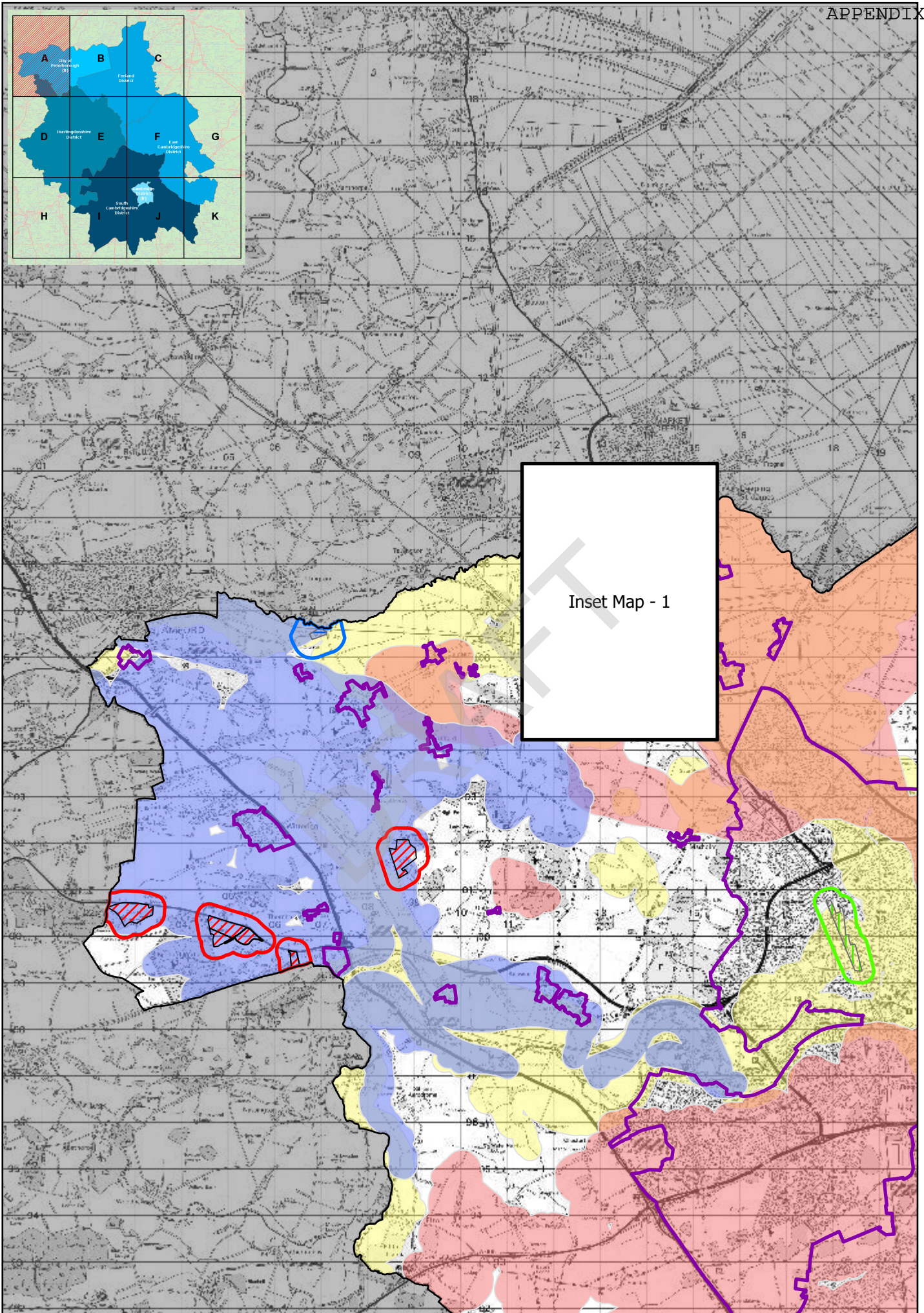
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## Map Key

	MAA – Mineral Allocation Area
	MDA – Mineral Development Area
	WMA – Waste Management Area
	TIA – Transport Infrastructure Area
	WRA – Water Recycling Area
	CA – Consultation Area (MAA, MDA)
	CA – Consultation Area (WMA)
	CA – Consultation Area (TIA)
	CA – Consultation Area (WRA)
	Settlement Boundary
	MSA – Mineral Safeguarding Area (Brickclay)
	MSA – Mineral Safeguarding Area (Chalk)
	MSA – Mineral Safeguarding Area (Limestone)
	MSA – Mineral Safeguarding Area (Sand and Gravel)

Cambridgeshire and Peterborough  
Minerals & Waste Local Plan: Further Draft





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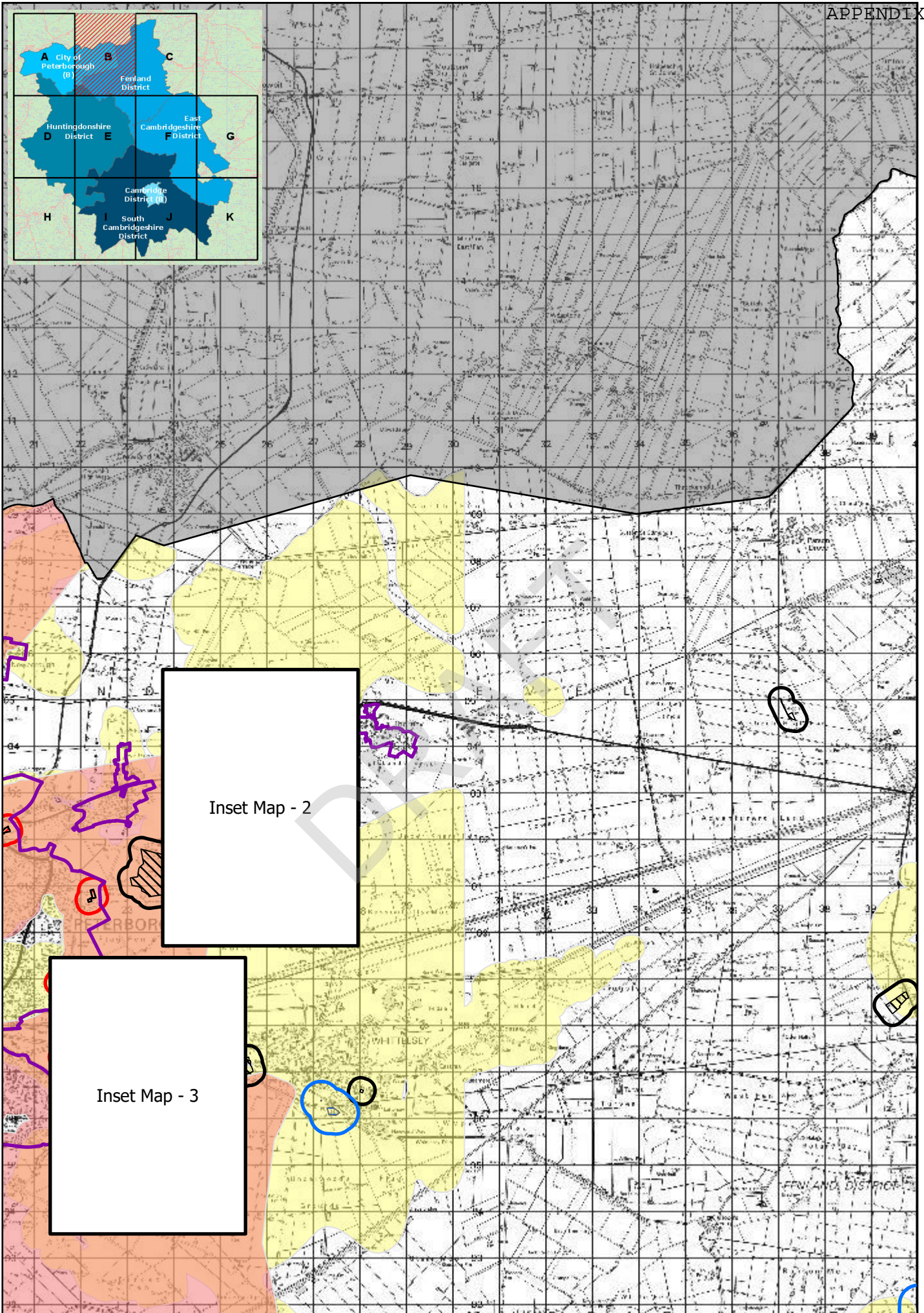


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### Overview Map - A

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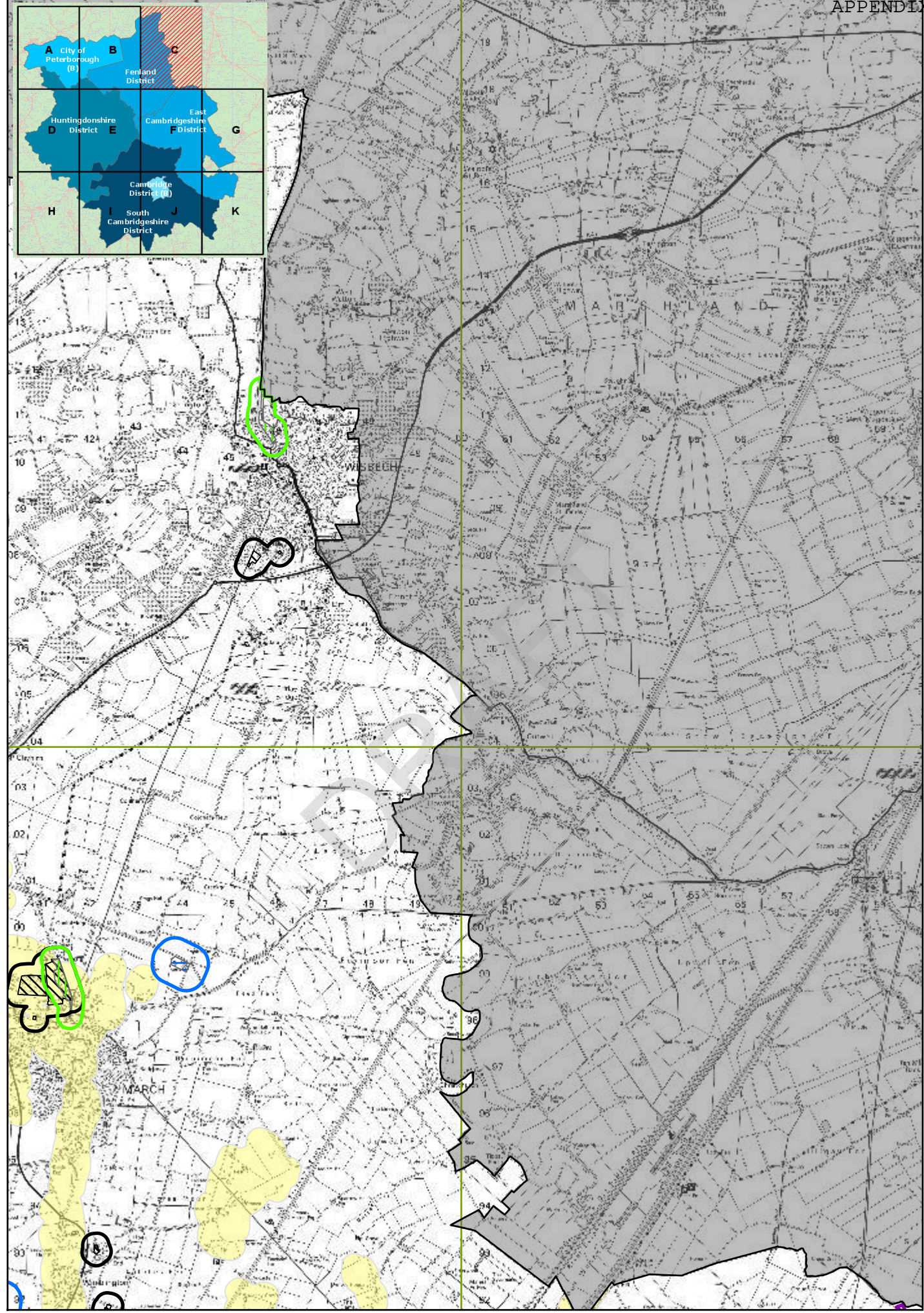
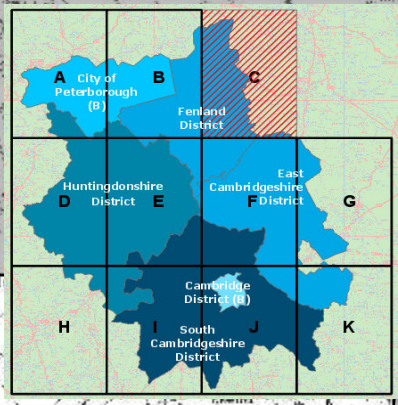




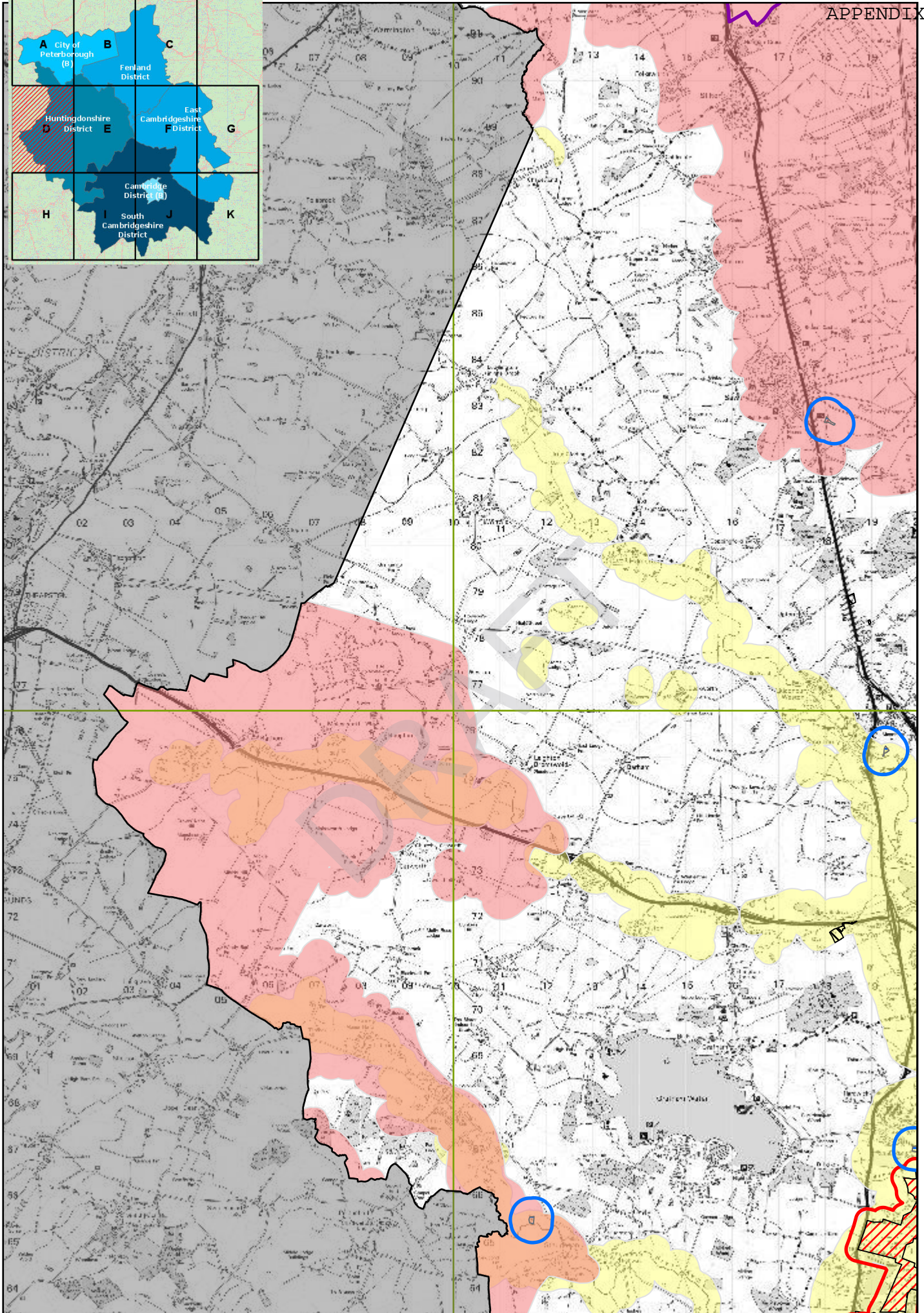
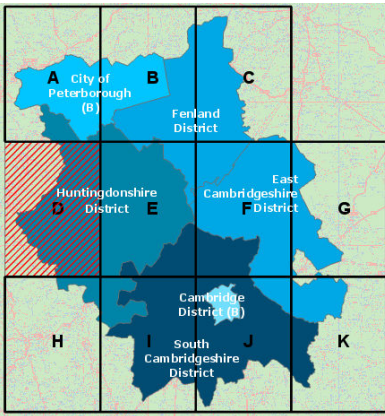
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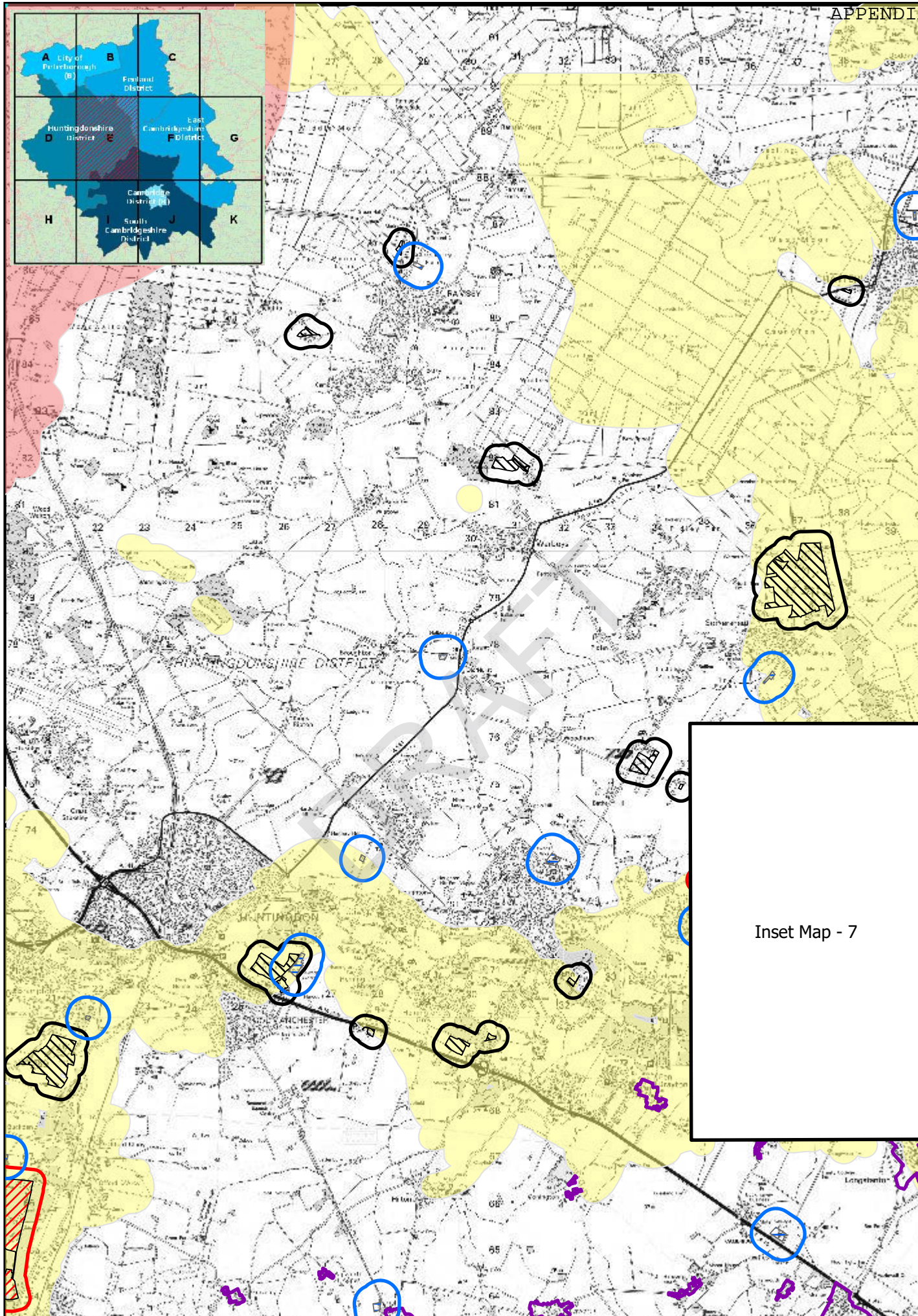




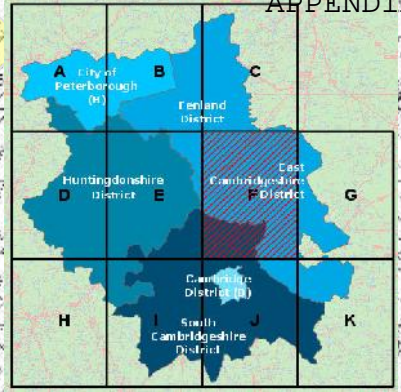
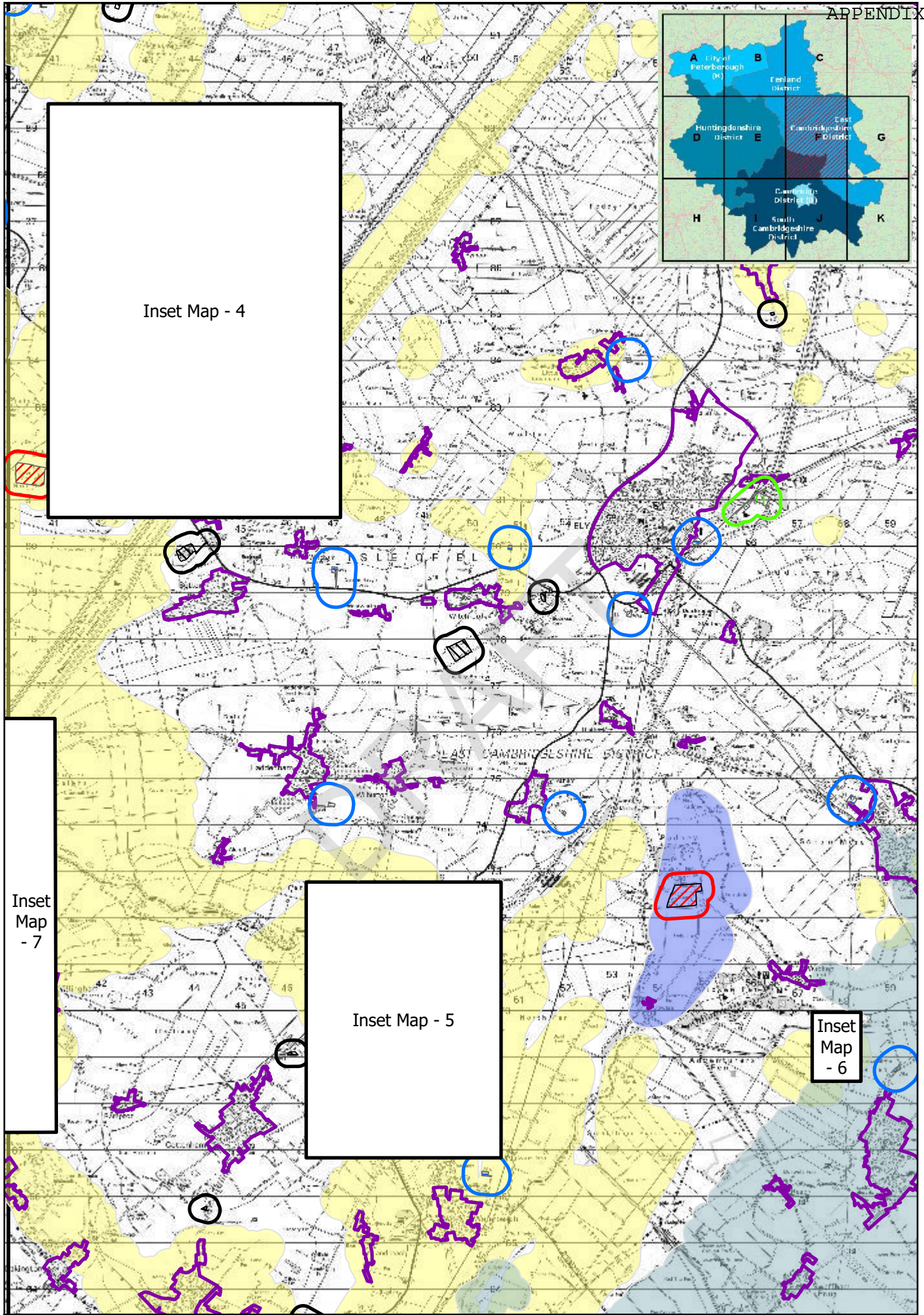












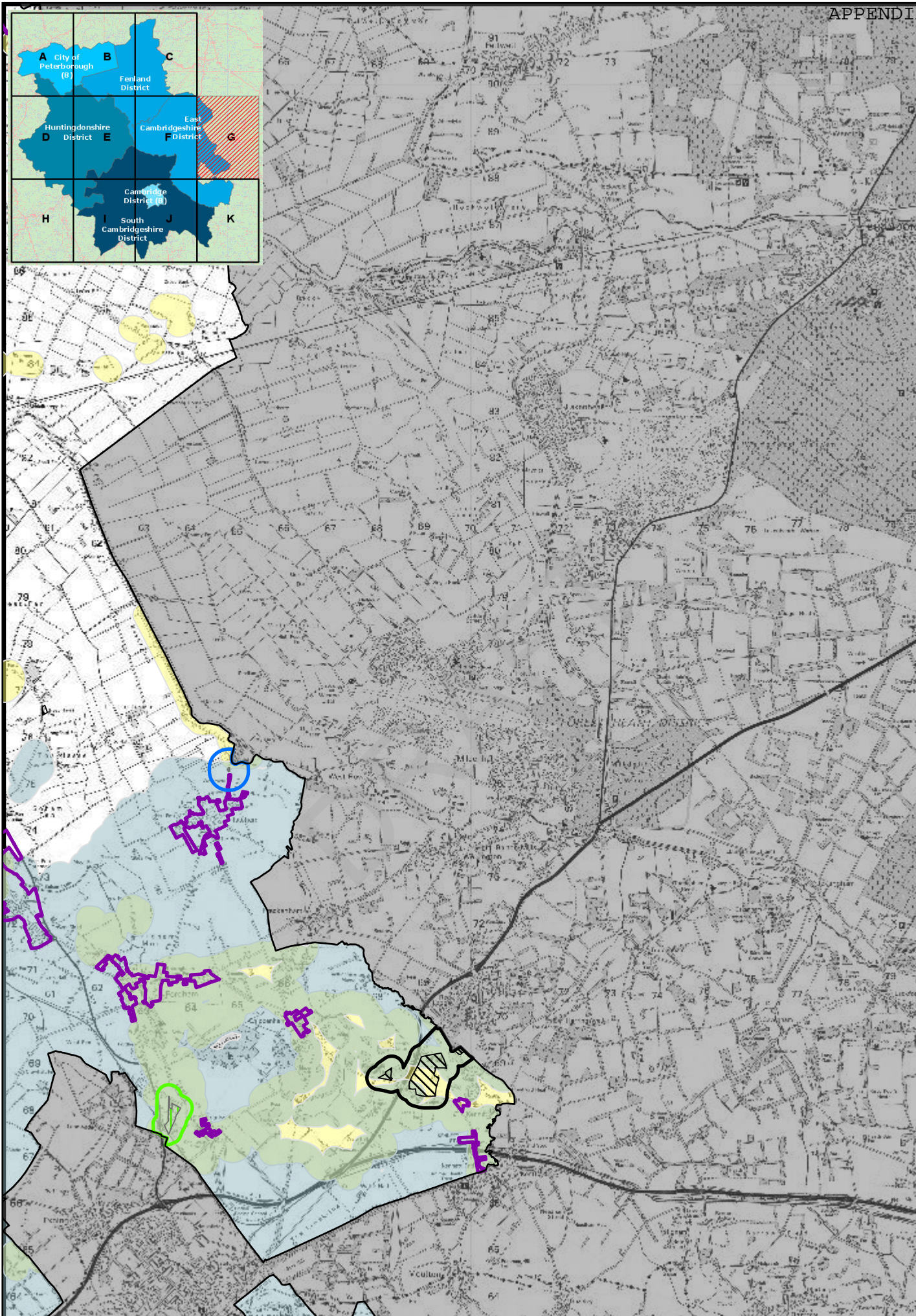
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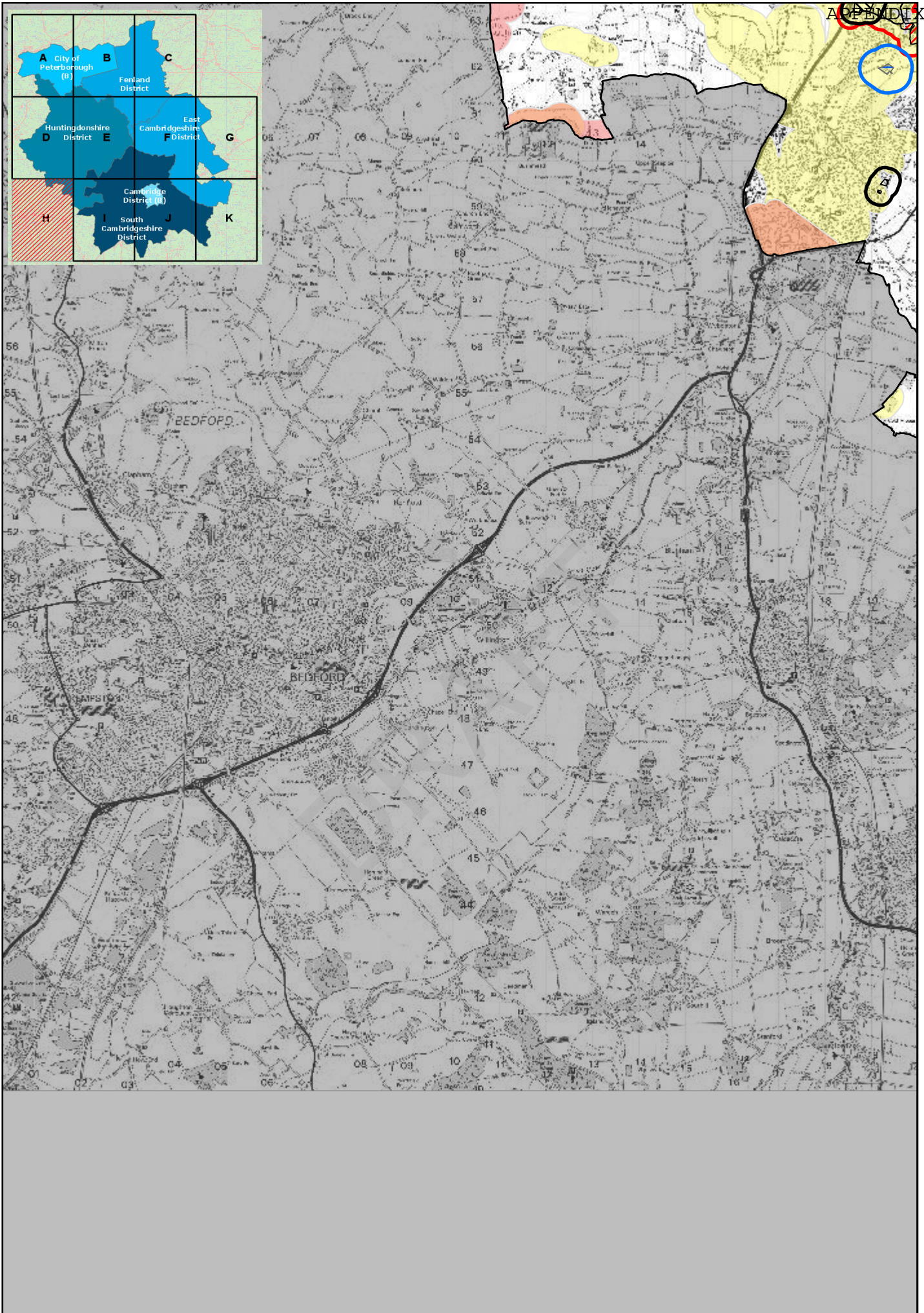
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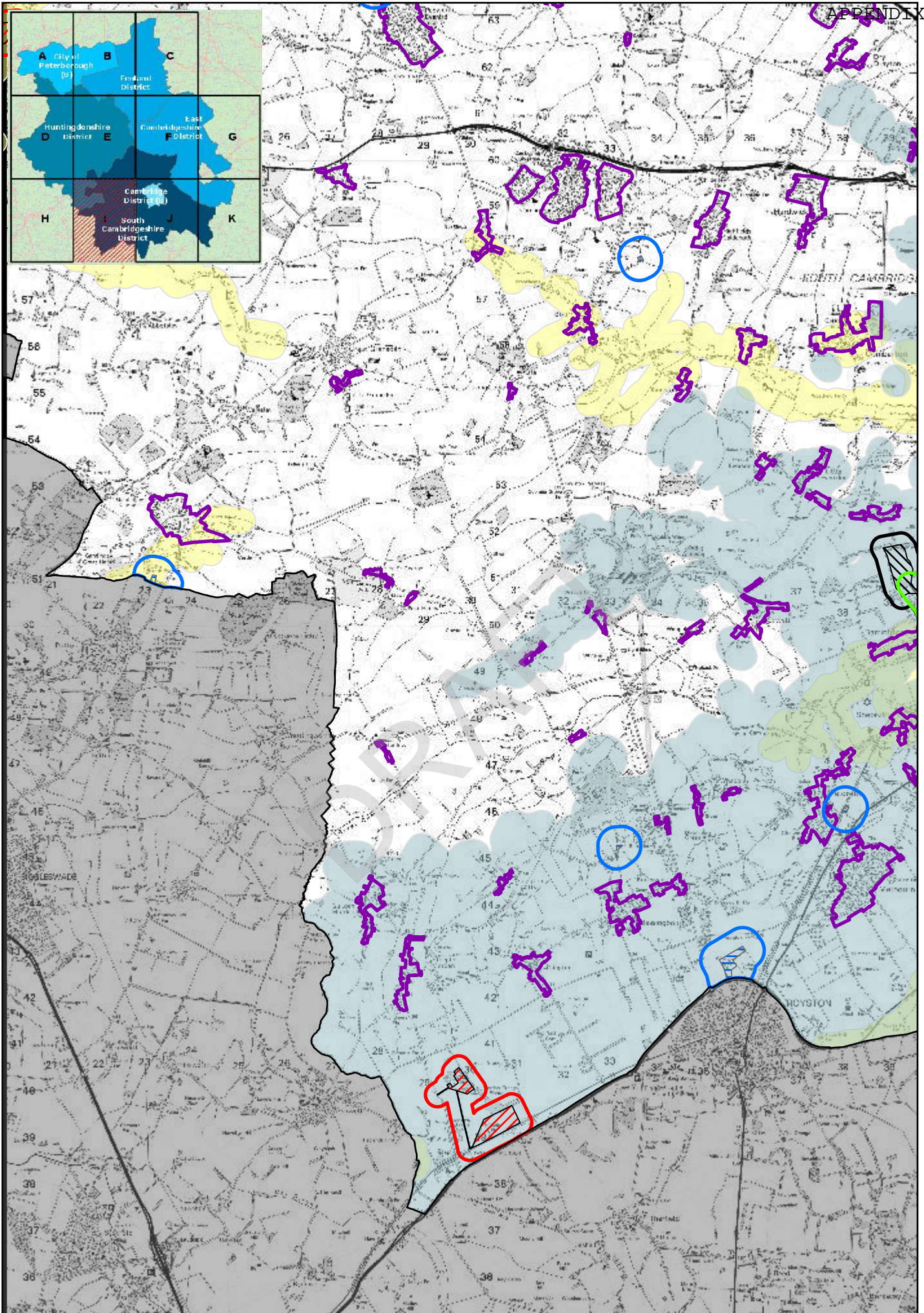




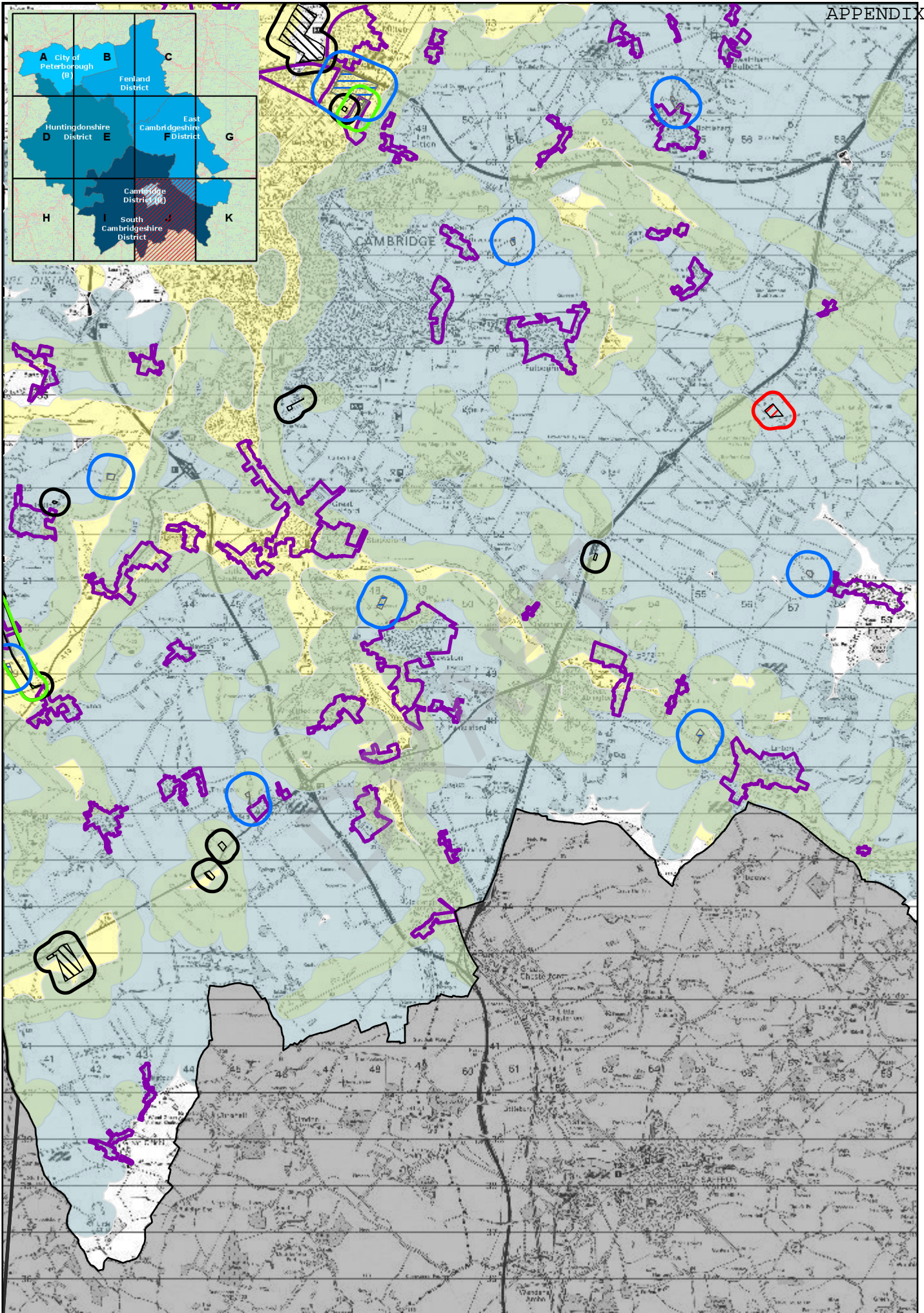




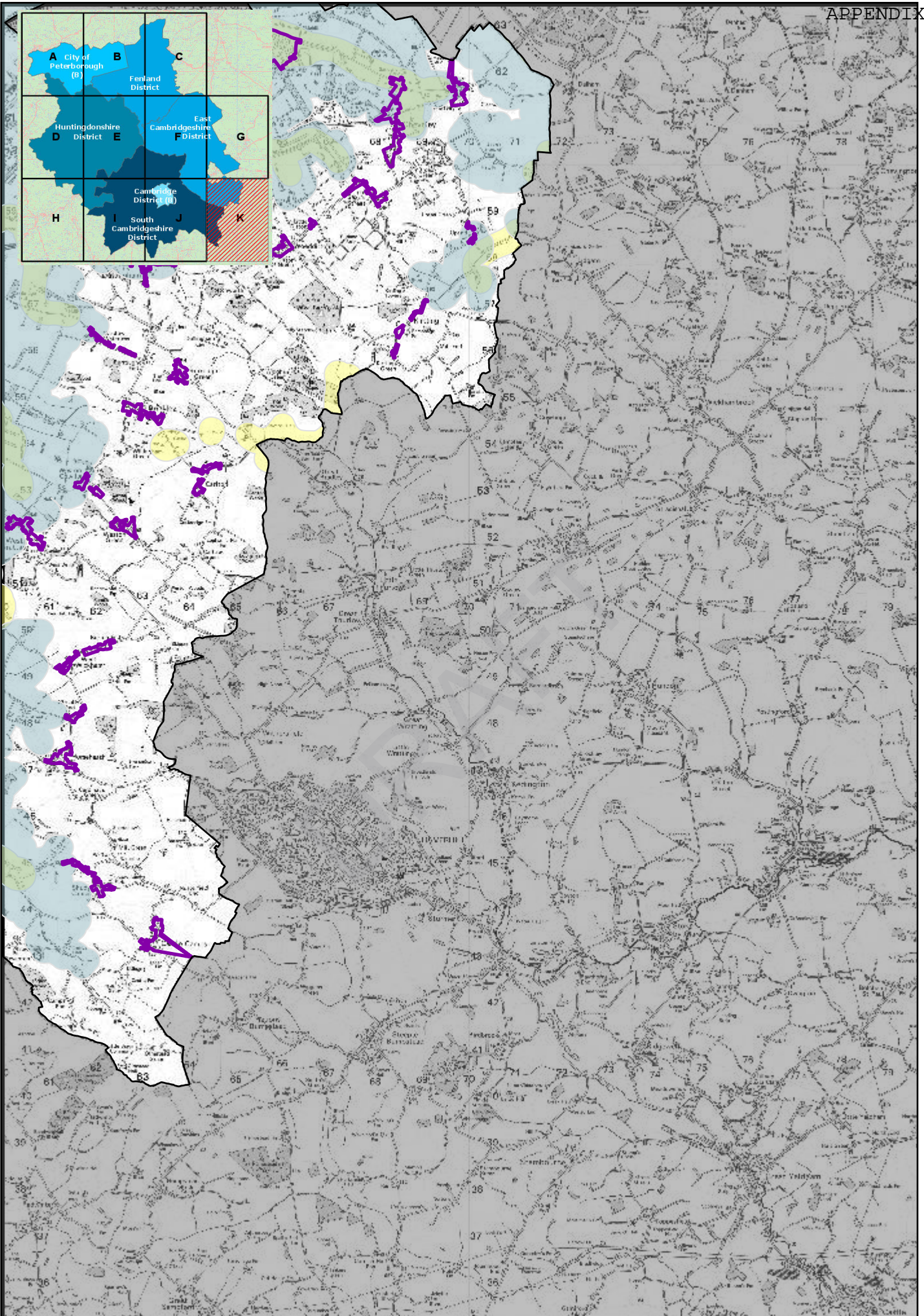




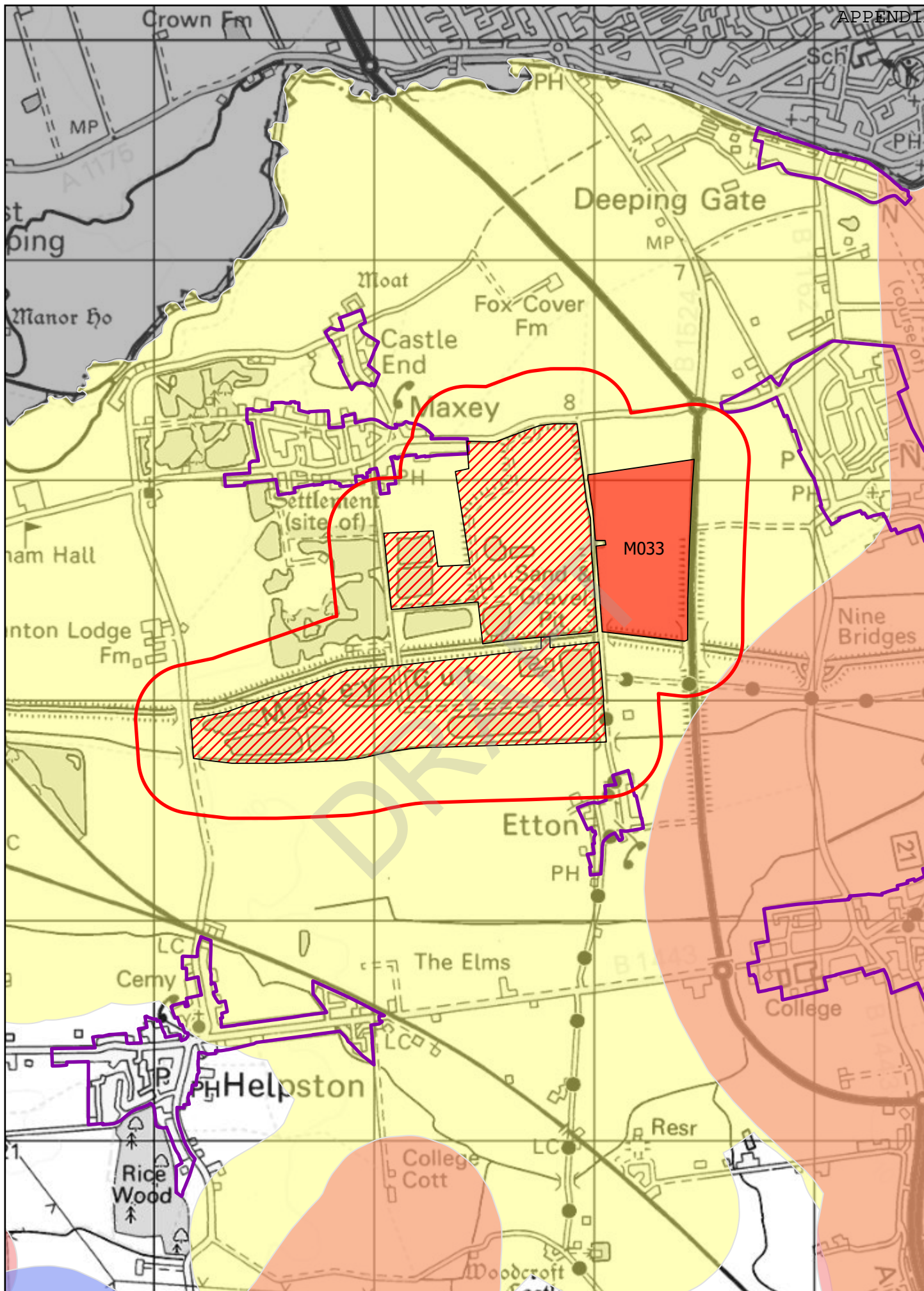


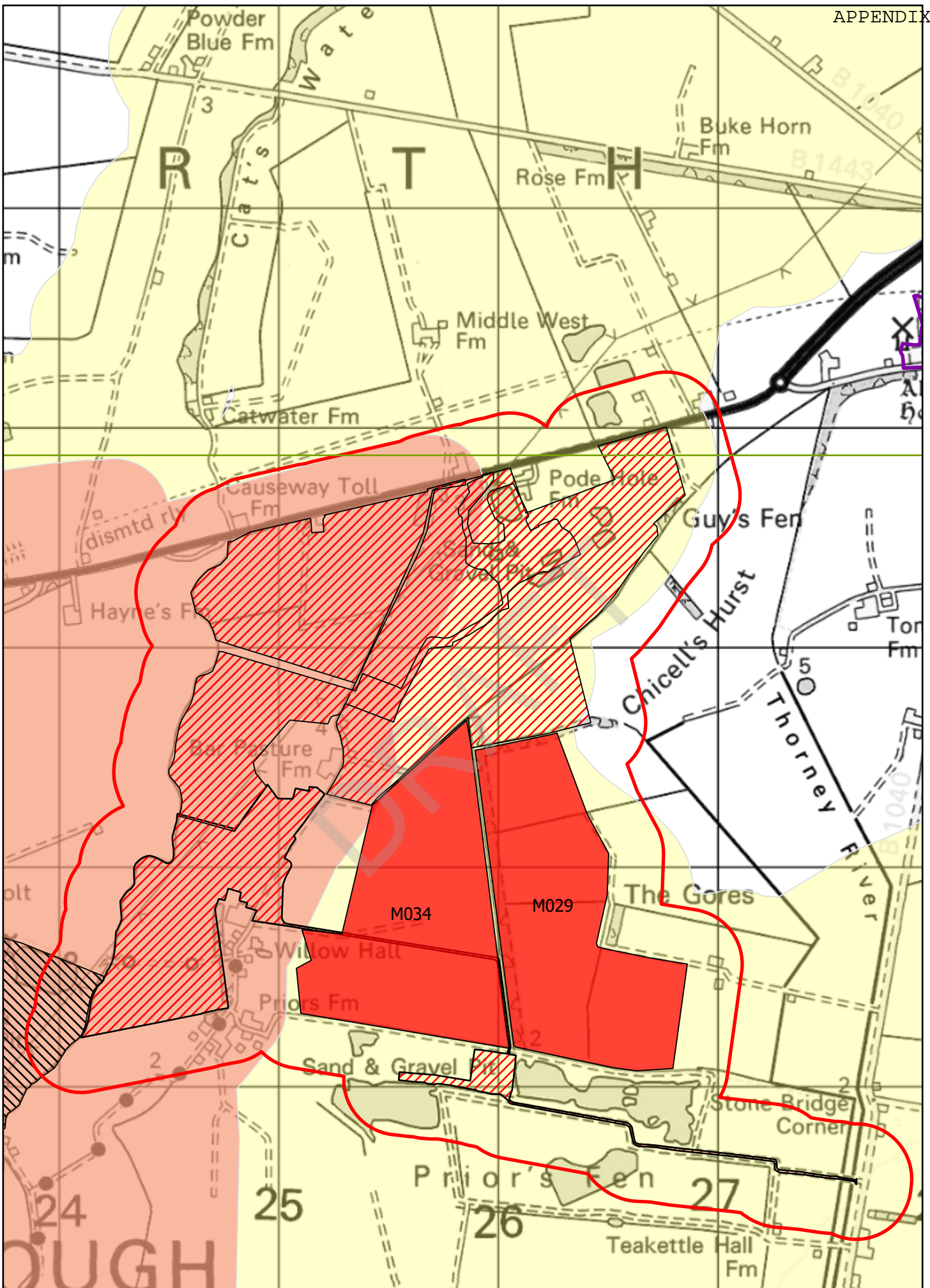




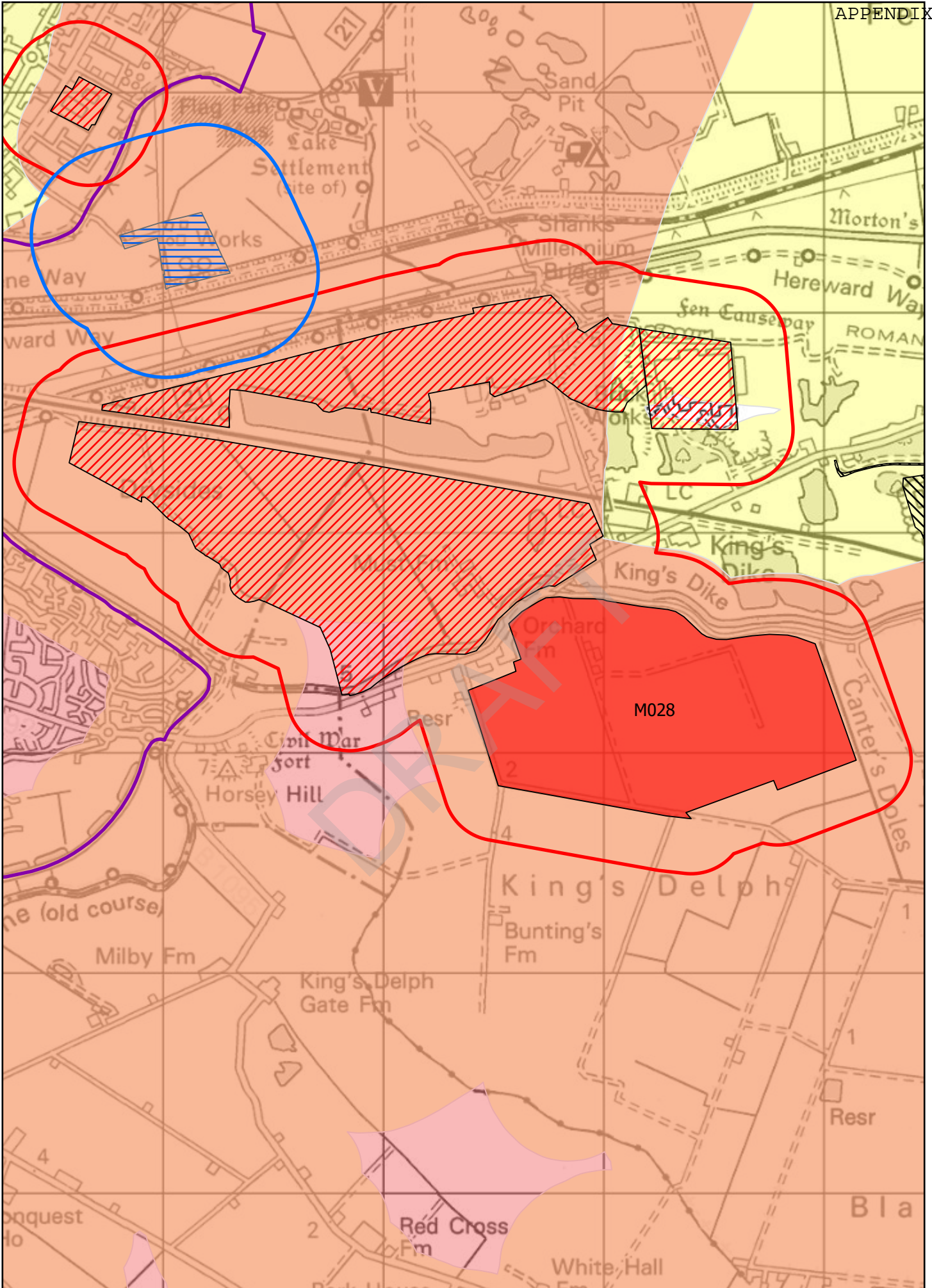












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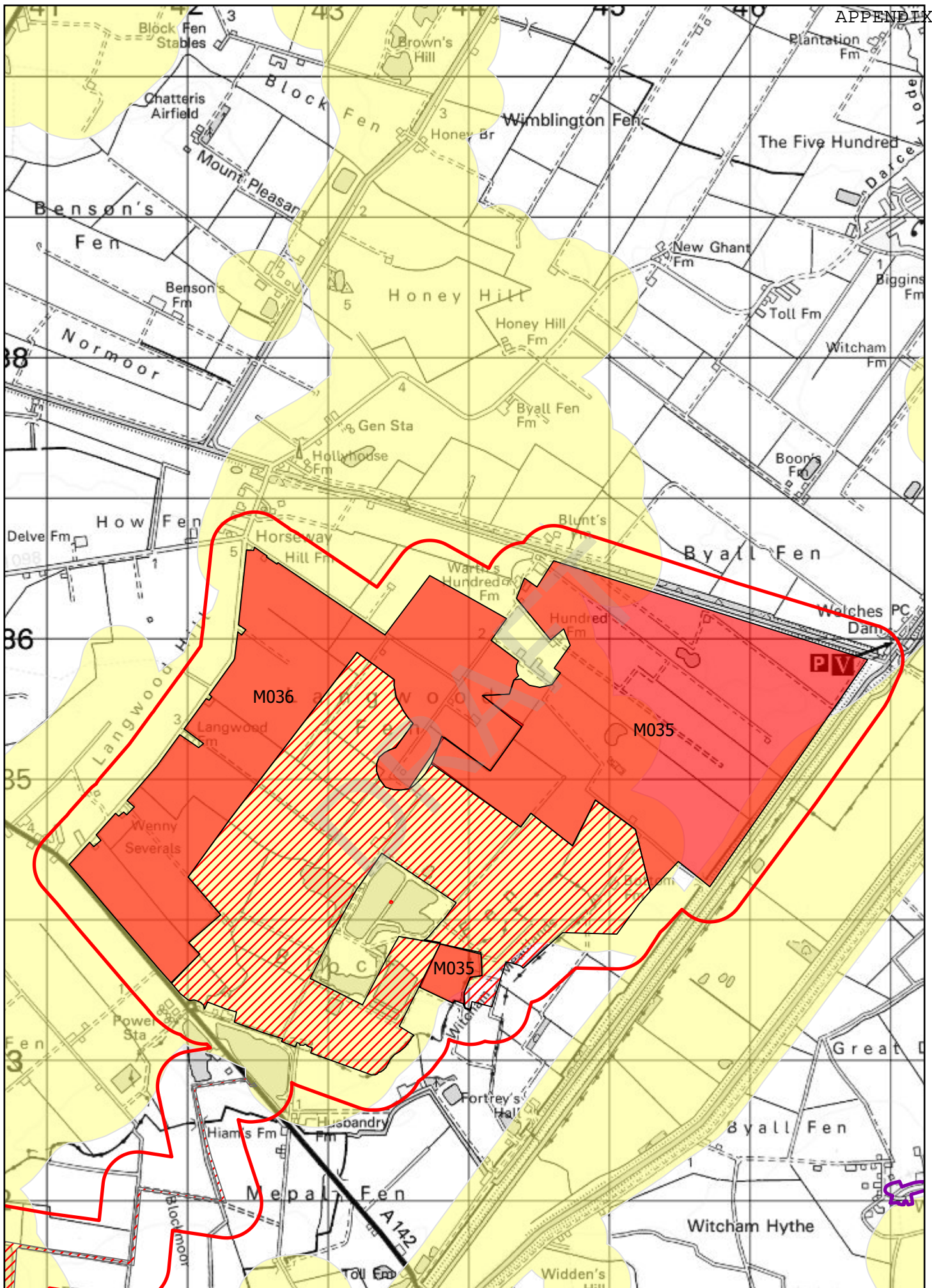


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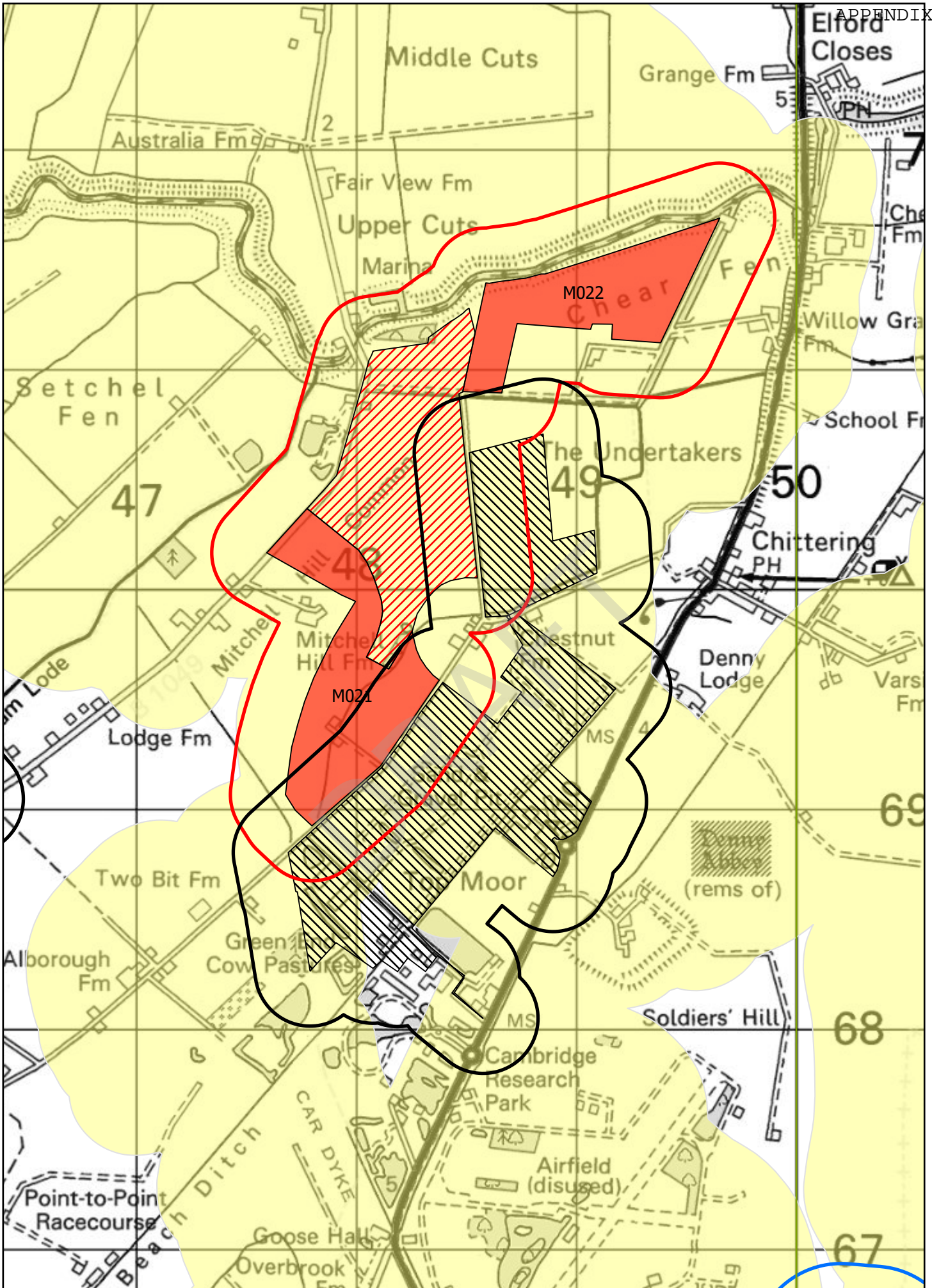
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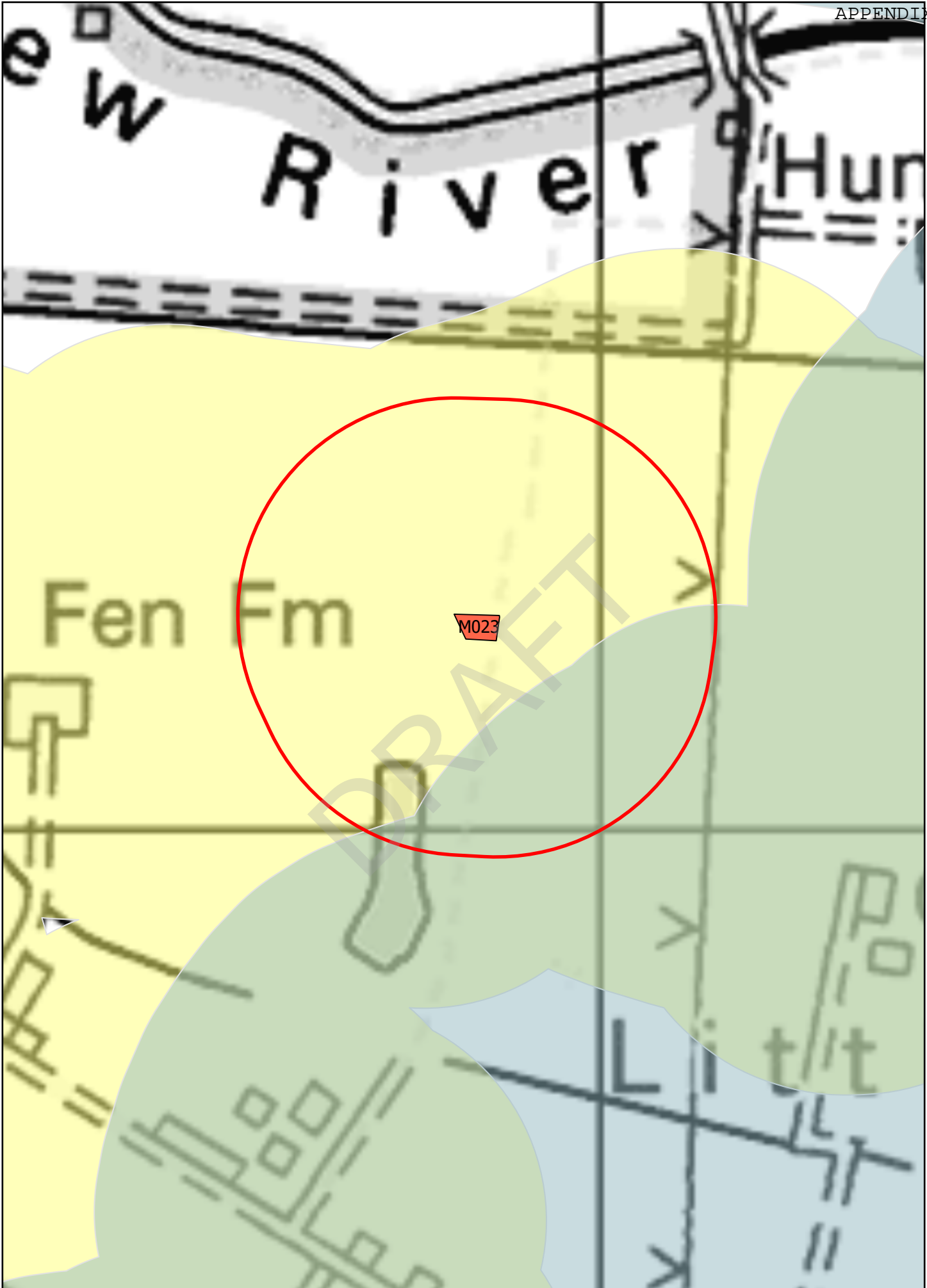
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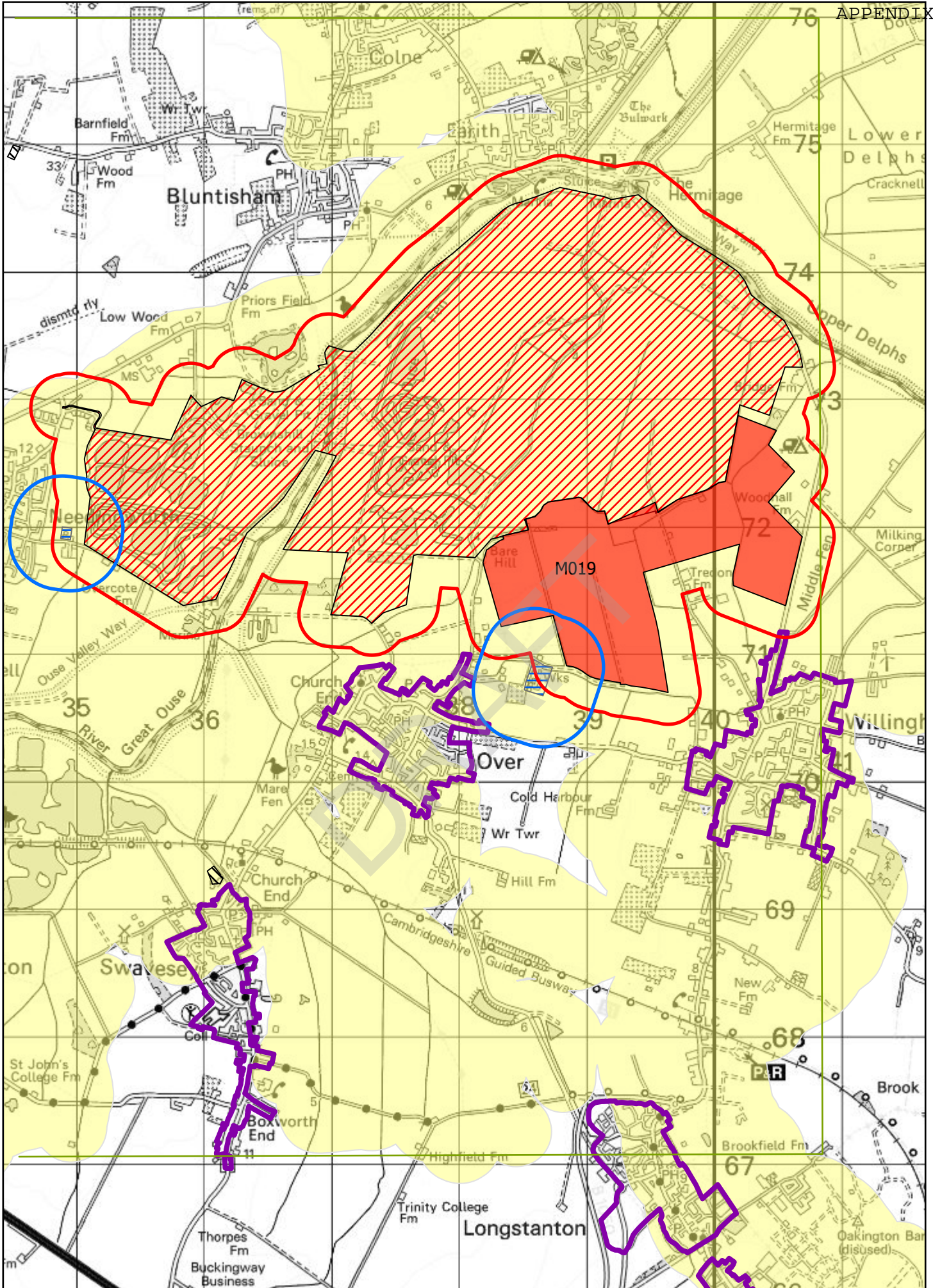












<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 7
<b>9 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

Report of:	Acting Corporate Director for Resources	
Cabinet Member(s) responsible:	Cllr John Holdich OBE- Leader of the Council Peter Carpenter - Cabinet Member for Resources	
Contact Officer(s):	Peter Carpenter - Acting Corporate Director for Resources	01733 452520

### Shared Services Update

RECOMMENDATIONS	
<b>FROM:</b> Acting Corporate Director for Resources	<b>Deadline date:</b> n/a
<p>It is recommended that Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>Note the progress on Shared Services across both Peterborough City Council and Cambridgeshire County Council.</li> </ol>	

#### 1. ORIGIN OF REPORT

1.1 The Growth, Environment and Resources Scrutiny Committee requested as part of its Work Programme an update on progress on Shared Services. This report complies with that requirement.

#### 2. PURPOSE AND REASON FOR REPORT

2.1 This report is being presented to update the Growth, Environment and Resources Scrutiny Committee on progress on Shared Services .

2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No. 2.1 Functions determined by Council:

10. Partnerships and Shared Services

2.4 Shared services links into Council service delivery and Medium Term Financial Strategy (MTFS) objectives in undertaking work with Cambridgeshire County Council.

#### 3. TIMESCALES

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

4.1 Peterborough City Council has been working on an ambitious programme of transformation for several years, with a determination to improve lives for local people despite an increasingly

challenging financial context. Building a whole system approach which puts community outcomes firmly at the centre of all that it does and which is built around shared priorities, outcomes and cost efficiencies is a crucial part of the programme. This work requires a greater degree of collaboration between local public services, their partners and providers, and with the public, than has been ever previously been experienced in Local Government.

As part of this new model of Local Government, Peterborough City Council (PCC) and Cambridgeshire County Council (CCC) have come together to explore the merits of shared and integrated services, looking at how both organisations might further develop their close working relationship to reduce cost to serve, avoid duplication and ensure that outcomes for people are put at the heart of service delivery.

This approach is not new. Over the last few years both Councils have taken advantage of opportunities for shared services as they arose. In 2015, Dr Liz Robin, was appointed as joint Director of Public Health in PCC and CCC under a shared services arrangement. In June 2016, Gillian Beasley was appointed as Chief Executive of both Councils after a trial period which demonstrated the benefits of the shared role. Later that year, following the resignation of the CCC Executive Director for Children, Families and Adults (now the People and Communities (P&C) Directorate), Members in both Councils agreed a programme of integration for senior roles and all Directors in P&C are now in shared roles.

Following the success of these opportunistic arrangements and the benefits they delivered to both Councils, in November 2017 Peterborough City Council asked the Chief Executive to explore delivery of further shared services and asked Members in CCC to support a joint programme of work. This was agreed and Members in both Councils acknowledged that opportunities could take a number of forms but principally the aim is to save money, make efficiencies and manage demand on Council services.

In January 2018, following a high level review of opportunity areas, members in PCC and CCC approved a programme of work to identify and maximise opportunities in the following areas:

- Sharing back office functions
- Reducing leadership costs
- Maximising purchasing power
- Reducing duplication of systems and processes
- Reducing estate costs
- Building resilience through shared teams, shared systems and processes

4.2 The Shared Services Cabinet Report of the 24th September 2018 sets out how joint work will be undertaken. This will be via a Joint Working Agreement (JWA). A key part of this JWA are the aims, benefits, principles and intended outcomes of entering into the Agreement and these are set out in Section 4.3.

In addition to this there are the following items that set out rules within which both Councils work:

- The S113 Agreement (Agreements that allow sharing)
- The Human Resources Protocol
- The Financial Protocol
- The Information Sharing Protocol
- The Technology Sharing Protocol
- Governance Arrangements
- The Sovereignty Guarantee

#### 4.3 **Aims, Benefits, and Intended Outcomes And Principles**

##### **The Objective**

Lead Members and officers in Peterborough City Council and Cambridgeshire County Council have committed to exploring the merits of shared and integrated services. Opportunities could

take a number of forms but principally the aim is to save money, increase resilience and manage the increasing demand on Council services

The current proposed scope of the programme is to identify and maximise opportunities in the following areas:

- sharing corporate and transactional functions
- reducing leadership costs through further opportunities for shared roles
- combining the expertise of both councils and other partners to bring wider solutions to the same demand and resource challenges
- maximising purchasing power
- joint commissioning of services to increase purchasing leverage and achieve best value
- maximising return from assets and commercial activity; and
- building resilience, increasing efficiency and reducing duplication through shared teams, shared systems and processes

## **KEY ELEMENTS**

### **Context**

Over the last two years, Peterborough and Cambridgeshire Councils have been working closely and already have several shared senior roles – including the Chief Executive – and an increasing number of shared or fully integrated functions and services. The relationship has been fruitful and positive, delivering savings for both councils and improving outcomes for citizens in both places.

Each council has been successful to date in meeting budget challenges without significant service reductions however, the predicted increase in complexity and demand over the next three years means that the situation is becoming financially unsustainable for both councils. Savings have already been achieved through joining senior roles across PCC and CCC and believe there are further prospects for savings across both Councils.

### **Design principles**

As part of the scoping and feasibility work, a cross council workshop of Directors and key officers agreed the design principles for the initial stages of the programme. The group agreed that all areas of both Councils should be considered in scope and that the following principles should be applied when considering all options:

- be outcomes focused
- not organisation focused;
- put people at the heart of a system that makes sense to them;
- maximise opportunities for generating income and reducing cost to serve;
- be ambitious, bold and innovative;
- manage demand to meet future needs;
- preserve and maintain local representation, championing equality and diversity in our communities;
- use evidence and best practice to inform our decisions; and
- do what has the best chance of success.

Seeking out best practice, external perspectives and cross sector learning will be essential to developing new service models. A number of public, private and voluntary sector organisations are joining roles, sharing services and maximising the financial benefits of joint commissioning; providing an increasing knowledge base on the advantages and opportunities from shared and integrated services which the programme will draw on to inform options appraisal.

### **Business Model**

Both councils are committed to a business model which is focused on the best outcomes for citizens across Cambridgeshire and Peterborough, securing investment where it is needed and exploring a wide range of options.

Business cases for any proposed change will be developed, taking into consideration:

- strategic fit
- impact on outcomes
- financial and non-financial benefits
- operational and financial baseline and efficiency
- needs and demand
- local identity, diversity and demography
- economies of scale
- potential for quality improvement
- workforce requirements
- deliverability and transition plans including governance and cost

### **Benefits**

Through transforming the way the Councils works in partnership and by making improvements to how we manage our business, our people and our money we can release benefits which reduce the need to make savings which negatively impact against outcomes:

- financial efficiencies, freeing up resource and increasing productivity to reinvest in delivery of services;
- commercial returns on our assets and investment to fund our core services and support for communities;
- career development and learning experiences for our officers, supporting talent management, recruitment and retention
- better use of existing expertise, providing access to a wider resource and increased resilience and a reduction in cost to serve across multiple functions and services;
- increased partnership work, making it easier, faster and more cost effective to work with us leading to better outcomes for our residents;
- reduced hand-offs between teams and across geographical areas, increasing efficiency and productivity and;
- getting more from our systems leadership role by aligning our footprint with other governance structures in the public sector system (i.e. CCG, Combined Authority)

Delivery of these strategic benefits will be reliant on political leadership, good governance and effective management arrangements as well as the compatibility of Peterborough and Cambridgeshire Councils in relation to their scope of services and strategic direction.

The financial benefits from the Shared and Integrated Programme will be detailed and monitored through the business plans of both Councils. Non-financial benefits will be reported on twice a year through the appropriate member governance in both Councils.

### **Workforce**

In order to achieve these benefits, the following workforce characteristics will be needed:

- strong systems leadership skills and behaviours;
- a multi-skilled, flexible and motivated workforce;
- collaboration in everything we do;
- positive political influence;
- strong technical knowledge and expertise in corporate and service functions;
- in-depth understanding of working in partnership with the community;
- personal empowerment and accountability coupled with strong leadership and governance.

A significant benefit of the Shared and Integrated Services Programme is the opportunity to enhance strategic capacity, which includes:



<b>Benefit</b>	<b>Benefit Description</b>
<b>Scope to undertake new functions and major projects to enhance collaboration across public services in Cambridgeshire and Peterborough</b>	The two councils have already taken steps to enhance regional collaboration, through the Combined Authority, the NHS Sustainability and Transformation Partnership and community led projects. Further integration of the two councils will have the ability to directly increase this regional collaboration.
<b>A more robust revenue base for both Councils</b>	Savings for both councils would mean an increased revenue base across the region – to support growth, employment and living standards – and by having a more sustainable revenue base, the impact of any adverse growth effects is minimised.
<b>Ability to employ and retain a wider range of skilled staff</b>	As the two Councils join services, there will be increased opportunity for development and progression for the workforce in both PCC and CCC. This will lead to better recruitment and retention and encourages a diverse range of professional skills and qualities.
<b>Fostering learning, creativity and innovation</b>	Research shows that ‘cross pollination’ of staff between organisations and sharing of skills, knowledge and behaviours fosters a culture of creativity and increased innovation. In the current technology-led era, contemporary service delivery models and innovative practice can radically improve services to communities, especially in remote rural areas.
<b>Advancing skills in strategic planning and policy development</b>	These higher conceptual skills increasingly demand well developed research, analysis and community engagement. With centralised services and targeted resource, both Councils will have more scope to invest in staff and external specialists and to build the engagement of Councillors and communities in these processes.
<b>Enhancing credibility for more effective advocacy</b>	Closer working between the two authorities will give both Councils a louder voice when it comes to working with local and national government, public and third sector partners and business leaders. This can help influence outcomes and bring about change that may otherwise be lost against competing demands from other regions
<b>Stronger partners for other public sector organisations</b>	As we align Council services across the Peterborough and Cambridgeshire footprint, it will be easier for partner organisations – Health, Police, Fire, and District authorities – to engage with us to meet common goals for

	communities.
<b>Better equipped to cope with complex and unexpected changes</b>	Sharing or fully integrating services will give both Councils greater resilience against challenging circumstances, allowing us to deploy resource effectively to cope with sudden or complex change.
<b>Potential for higher quality political and managerial leadership</b>	Larger, stronger councils have a greater ability to attract, remunerate and retain more highly skilled and experienced leaders, both at the political and executive management levels.

## **Governance**

Programme governance structure has been established to provide transparency about accountability, roles and responsibilities and decision making. There are controls in place to effectively monitor the delivery of the programme and its intended financial and non-financial benefits and to identify and mitigate against significant risk. This governance will assess effectiveness of strategies and actions and will modify and respond as needed.

### **5. CONSULTATION**

- 5.1 As per the detail given in Section 4 above, Shared Services items are following a set protocols which includes the appropriate consultation for the initiatives concerned.

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

- 6.1 That the Growth, Environment and Resources Scrutiny Committee understand the rules under which Shared Services is working and the progress to date.

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

- 7.1 The Growth, Environment and Resources Scrutiny Committee requested an item as part of it's work programme and this report complies with that request.

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

- 8.1 This is an information report, as such alternatives are not required for this report.

### **9. IMPLICATIONS**

#### **Financial Implications**

- 9.1 The City Council have a £4.5m Savings Target to achieve as part of the 2019/20 MTFS with a further £4.5m required in 2020/21. These requirements are being monitored as part of the 2019/20 MTFS process.

The latest update was given as per Tranche 2 which set out the following:

## Shared Services progress.

The £9.0m Shared Services savings, as set out in the 2018/19 MTFS had initial allocations which are illustrated within the following Table.

### **Shared Services Allocation**

<b>Savings Initiative Areas</b>	<b>2019/20 £000</b>	<b>2020/21 £000</b>
Serco PSSP Contract	1,850	1,850
Serco IT Contract	600	600
Back Office Finance, HR, Legal	1,200	1,200
P&C Initiatives	850	850
<b>Total</b>	<b>4,500</b>	<b>4,500</b>

Additional work is required to reach the overall target, however initial work undertaken sets out the following savings that will be delivered in 2019/20:

- £0.450m that can be delivered in ICT, mainly from the consolidation and rationalisation of Amazon Web Services
- Circa £1.0m from Business Support over a range of initiatives
- More work is required to be delivered on the Contact Centre, as the existing Salesforce contract ceases on the 30 September 2019.
- People and Communities initiatives are showing a £0.771m savings in 2019/20, with a further £0.798m savings in 2020/21.

Taking into consideration the savings which have been identified, approximately £2.3m, of the 2019/20 has been allocated to a specific work stream. A further £2.2m of savings options are to be identified to fully achieve the £4.5m shared service saving in 2019/20. Work will continue on the development of full business cases and an updated position will be included within the MTFS 2019/10 Tranche Three report.

### **Legal Implications**

- 9.2 This report is an information update and the reports that went to cabinet in September had full legal clearance.

### **Equalities Implications**

- 9.3 Equalities Impact Assessments will be required for changes where appropriate through the business case process.

## **10. BACKGROUND DOCUMENTS**

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

- 10.1
- 2018/19 MTFS Report - Council March 2018
  - Medium Term Financial Strategy 2019/20 To 2021/22 - Tranche One - Council July 2018
  - Peterborough City Council (PCC) And Cambridgeshire County Council (CCC) Shared Services Joint Working Agreement And Protocols - Cabinet 24th September 2018.
  - Medium Term Financial Strategy 2019/20 To 2021/22 – Tranche Two - Council December 2018

## **11. APPENDICES**

- 11.1 N/A

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<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 8
<b>9 JANUARY 2019</b>	PUBLIC REPORT

Report of:	Acting Corporate Director for Resources	
Cabinet Member(s) responsible:	Cabinet Member for Resources	
Contact Officer(s):	Peter Carpenter - Acting Corporate Director for Resources	01733 - 452520

## COUNCIL ASSET STRATEGY

R E C O M M E N D A T I O N S	
<b>FROM:</b> Acting Corporate Director for Resource	<b>Deadline date:</b> n/a
<p>It is recommended that the Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>1. Notes this report and provide comments on the Asset Acquisition and Asset Management Plan so that these can be incorporated in these plans which are approved at Audit Committee in February and then Full Council in March.</li> </ol>	

### 1. ORIGIN OF REPORT

- 1.1 The Acting Corporate Director of Resources is responsible for the update of these plans and their inclusion each year in the Medium Term Financial Strategy (MTFS).

### 2. PURPOSE AND REASON FOR REPORT

- 2.1 The Asset Acquisition Strategy and Asset Management plans set out how the Council ensures its assets are properly maintained and the rules by which the Council can purchase assets in the future.

These strategies are updated on a yearly basis as part of the Medium Term Financial Strategy (MTFS). This report gives the scrutiny committee the time to comment on the draft updates to be included in the 2019/20 MTFS papers.

- 2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No. 2.1 Functions determined by Council:

9. Strategic Financial Planning

- 2.3 This report sets out how the Council will maintain its existing assets and purchase new assets in order to fulfil service and corporate and service objectives.

### 3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	<b>YES</b>	If yes, date for Cabinet meeting	<b>Feb 2019</b>
Date for relevant Council meeting	<b>March 2019</b>	Date for submission to Government Dept. ( <i>Please specify which Government Dept.</i> )	<b>N/a</b>

#### 4. BACKGROUND AND KEY ISSUES

4.1 The Asset Acquisition Strategy and Asset Management plans set out how the Council ensures its assets are properly maintained and the rules by which the Council can purchase assets in the future.

These strategies are updated on a yearly basis as part of the Medium Term Financial Strategy (MTFS). This report gives the scrutiny committee the time to comment on the draft updates to be included in the 2019/20 MTFS papers.

There have been significant changes in legislation in terms of how Councils can purchase assets following the significant resources that have been invested in Property by a number of Councils. The acquisition paper takes account of the latest government guidance.

#### 4.2 Asset Management Plan (AMP)

Peterborough City Council has a continued commitment to creating vibrant local communities with a strong local economy and good provision of infrastructure, housing and employment. Buildings are important in creating a sense of place and the property assets which the council owns make a contribution to creating sustainable communities within Peterborough. This presents the Council with the challenge of reviewing its property portfolio to ensure that it is optimised in terms of its resources and so that it can contribute to community needs and the Council's budget. The AMP describes the Council's asset management policy and practice.

The AMP identifies the key strategic policy and resource influences affecting the Council and sets parameters for asset management over the medium term. The plan has a five year horizon with annual reporting on progress.

The AMP defines how the Council:

- Integrates property decisions with wider Council policy;
- Enhances the financial value from its property holdings;
- Maintains and improves its assets;
- Drives efficiencies within the portfolio;
- Supports the Council's aspirations as an environmental city;
- Listens and responds to its residents' evolving needs.

The Council owns a diverse property portfolio. These properties are:

- Operational – those supporting direct service provision;
- Investment – those producing a positive financial return;
- Surplus – property no longer used in service provision which are sublet or vacant;
- Strategic land or property with growth and regeneration potential.

This diverse property estate is spread throughout its administrative area. The bulk of the estate is operational property used for direct delivery of services for which the Council has a statutory or discretionary responsibility and is predominantly freehold. The broad dimensions of the portfolio are:

- The portfolio comprises 1,741 land and property assets;

- £3.8m rent generated per annum;
- Is worth £425.5m in terms of book value (this excludes the asset categories: infrastructure assets; vehicles, plant and equipment; asset under construction);
- Incurs running costs of £18.8m per annum;

The AMP includes within its appendices further detail on:

- Appendix A - Service Strategies and Property Portfolio Implications
- Appendix B – How the Council is consistency with 'Best Practice'
- Appendix C – Asset Management Policies and Partnerships
- Appendix D – A summary of the present Property Portfolio
- Appendix E - The process the Council would follow to let surplus Office Accommodation space.

#### 4.3 Asset Investment Strategy

The Asset Investment Strategy is updated to take account of both:

- the changes to legislation around how and where Councils can invest funds in Property, and,
- ensuring there is a framework within which commercial investment decisions can be made quickly - as long as investment rules are adhered to.

The Strategy sets out the rationale of Property as an investment class including:

- Defining Property as an asset class;
- Setting out different approaches to property investments;
- Setting out the differences between Investment and Strategic decisions;
- Setting out the relationship between risk and return.

An overall context is given to this asset class including the national and local market outlooks.

The requirements of an effective property portfolio is then set out including:

- Operating principles and governance arrangements;
- Day to day management (including performance measures);
- Acquisition, Review & Disposal Criteria.

This framework gives the council the rules within which it can look to acquire property as part of commercial and operational requirements as well as the Governance arrangements required to ensure these decisions can be made quickly.

## 5. CONSULTATION

- 5.1 This paper is the first stage of an ongoing process for the MTFS. After being presented to this Scrutiny Committee for comment, the report will then go to Audit Committee for approval in February and then inclusion in the MTFS document pack for final approval in March 2019.

## 6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 That the Growth, Environment and Resources Scrutiny Committee have the opportunity to review and comment of the updated versions of the Asset Acquisition Strategy and Asset Management Plans before they are included in the MTFS paper pack in February 2019.

## 7. REASON FOR THE RECOMMENDATION

- 7.1 That the Asset Acquisition Strategy and Asset Management Plans have been reviewed by the appropriate Scrutiny Committee.

## 8. ALTERNATIVE OPTIONS CONSIDERED



- 8.1 These strategies have to be updated on a yearly basis. This report is part of that update process.

## **9. IMPLICATIONS**

### **Financial Implications**

- 9.1 The financial implications from these plans feed into

- The five year capital programme
- The asset disposal programme
- The asset acquisition programme

All of these will form part of the 2019/20 MTFs and the present yearly Capital Programme spending limit.

### **Legal Implications**

- 9.2 There is the requirement to publish these reports and run them through the full scrutiny process on a yearly basis.

### **Equalities Implications**

- 9.3 The Council's property strategy includes equalities access and associated legislative requirements.

### **Rural Implications**

- 9.4 The Asset Management plan includes the Council's rural estate.

## **10. BACKGROUND DOCUMENTS**

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

- 10.1 2018/19 Asset Management Plan  
2018/19 Asset Acquisition Strategy

## **11. APPENDICES**

- 11.1 2019/20 Asset Management Plan  
2019/20 Asset Acquisition Strategy

# Peterborough City Council

## Asset Management Plan

January 2019



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## Foreword

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Peterborough City Council has a continued commitment to creating vibrant local communities with a strong local economy and good provision of infrastructure, housing and employment. Buildings are important in creating a sense of place and the property assets which the council owns make a contribution to creating sustainable communities within Peterborough. This presents the Council with the challenge of reviewing its property portfolio to ensure that it is optimised in terms of its resources and so that it can contribute to community needs and the Council's budget. This document describes the Council's asset management policy and practice.

## Executive Summary

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The current operating context for public services is challenging and those challenges are exacerbated by demographic changes and financial pressures due to diminishing central government funding. Peterborough is a rapidly growing city which puts pressure on demand for housing, infrastructure, employment opportunities and council services.

The Council has a vision for a bigger and better Peterborough – for improving quality of life in its communities and creating a sustainable thriving place to live, work and visit. It also has aspirations to be the environmental capital of the UK. Accordingly, the asset management plan must have a continued focus on using property to support growth, inward investment and financial security whilst having a positive impact on the environment.

The Council and their joint venture partners need to be clear about their objectives for operational, investment, surplus and strategic assets. Any deficiency in resources required to manage the portfolio needs to be identified.

There should be a financial assessment of surplus assets to ensure that they are making contribution either from a financial or community perspective. Where they are not, the Council can consider refurbishment, redevelopment or disposal. Buildings need to be reviewed to understand whether operational costs can be mitigated. In some cases there will be synergies between environmental objectives and cost reduction. Efficient use of services such as sharing buildings between Council services should be considered. Efficient asset management can help to optimise property's contribution to the revenue budget and meet the Council's growth and regeneration priorities.

# 1 Introduction

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## 1.1 Purpose & Scope of AMP

This Asset Management Plan (AMP) identifies the key strategic policy and resource influences affecting the Council and sets parameters for asset management over the medium term. The plan has a 5-year horizon with annual reporting on progress.

The AMP is to define how the Council:

- Integrates property decisions with wider Council policy
- Enhances the financial value from its property holdings
- Maintains and improves its assets
- Drives efficiencies within the portfolio
- Supports the Council's aspirations as an environmental city
- Listens and responds to its residents' evolving needs

## 1.2 Overview of the Portfolio

The Council owns a diverse property portfolio. These properties are:

- Operational – those supporting direct service provision
- Investment – those producing a positive financial return
- Surplus – property no longer used in service provision which are sublet or vacant
- Strategic land or property with growth and regeneration potential

## 1.3 Links to Other Plans

The AMP is aligned with a number of wider supporting policies, corporate and service strategies which are listed in appendix A.

## 2 Strategic Context & Direction

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### 2.1 Influences for Change

#### National

At a national level there is a drive to promote sustainable communities and an aspiration to create vibrant, attractive places to live and work. Current policy has a strong emphasis upon encouraging community participation and place-shaping with a view to the Council and community working together to improve the character of an area.

The government's localism agenda has a focus on decentralisation – moving resources and decision-making towards individuals, communities and councils. Voluntary groups, social enterprises and parish councils now have a 'community right' to challenge local authorities over their services. New rights mean communities can ask councils to list certain assets as being of value to the community. Where a listed asset comes up for sale, communities have the right to bid for it.

Under Community Asset Transfer (CAT) initiatives there is also potential for the transfer of management, sometimes ownership of council property to community organisations in order to achieve a social, economic or environmental benefit.

There is a strong drive for partnership working - a policy exemplified by the One Public Estate (OPE) initiative. OPE is an established national programme coordinated by the Cabinet Office and the Local Government Association. Its objective is to encourage public sector partnerships and a strategic approach to asset management. By bringing national and local government together and supplying the necessary expertise, OPE has been able to achieve tangible results and is now working with over 300 councils. Their main aims and outcomes have been:

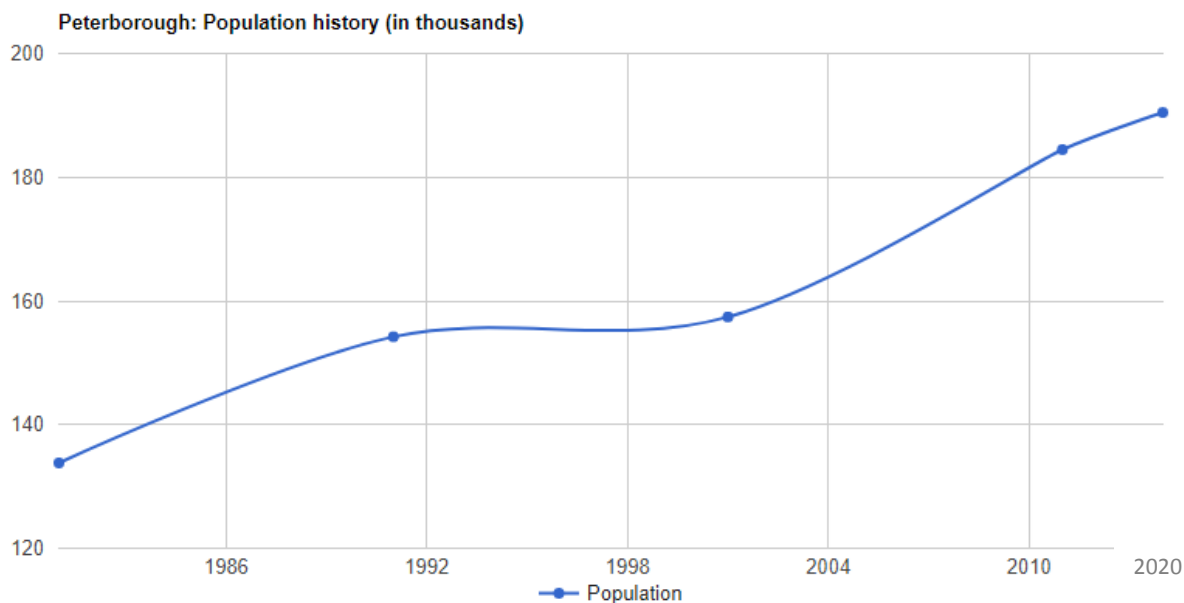
- Driving local growth and job creation
- Creating efficiencies and reducing cost
- Releasing capital to reinvest in communities
- Sharing best practice in asset management
- Using dedicated local teams to work on specific projects
- Freeing up sites to promote the building of new homes

#### Regional

Under the government's devolution agenda, the Cambridgeshire & Peterborough Combined Authority was created in March 2017; the Combined Authority has a directly elected mayor and more discretion on how services are provided. It has new powers and access to funding for new homes and infrastructure. The Council is part of the Local Enterprise Partnership (LEP) that covers Greater Cambridgeshire and Greater Peterborough. The LEP's role is to provide a broad vision for the area to explore ways of building infrastructure and to encourage the development of local skills.

## Local

Peterborough has seen a period of sustained population growth with population for the Council's administrative area estimated to be c.200,000 in 2018 and 204,000 by 2020 (source - Office of National Statistics).



Whilst the number of migrants has contributed to this growth, the city also enjoys one of the highest birth rates and lowest death rates in the country. The area's proximity to London and good transport links continue to act as a draw to the area. This growth requires investment in infrastructure, especially housing and increases demand on essential services.

## 2.2 Council & Service Priorities

The key priorities underpinning the Council's vision are:

- Growth, regeneration and economic development of the city to bring new investment and jobs; supporting people into work and off benefits
- Improving educational attainment by developing university provision and employment opportunities
- Safeguarding vulnerable children and adults
- Pursuing the Environment Capital agenda to position Peterborough as a leading city in environmental standards



- Supporting Vivacity (Peterborough’s culture and leisure trust) to deliver arts and culture
- Keeping our communities safe, cohesive and healthy

There are a range of corporate strategies to which the Council’s property portfolio must align.

The most significant of these are highlighted briefly below.

- **People & Communities Strategy** – The Council will develop new models of service delivery working with constrained financial resources. The focus will be upon targeting services and moving further towards a commissioning model. There is a need to adapt service delivery with fewer services being provided directly by the Council, increasing ‘shared services’ provided by partner agencies and more use of community / voluntary resources. The Council will retain a regulatory role but it is likely to employ fewer staff in the future.
- **UK’s Environmental Capital** – The Council has a vision to be a sustainable city. Its aspirations are encapsulated in ‘*Creating the UK’s Environmental Capital: Action Plan*’.

This sets targets out themes which include:

- Reducing carbon emissions
- Sustainable water management
- Protection of wildlife
- Use of sustainable materials
- Sustainable food production
- Sustainable waste management
- Sustainable transport solutions
- Heritage preservation

All of these will impact how the Council manages and uses its property portfolio.

### 2.3 Service Strategies & Partnerships

There are a range of existing service strategies and partnerships which directly affect properties which the AMP addresses. These are shown in appendix B.

## 2.4 Resource Context

The Council's budget is set within a national context of continuing funding cuts and PCC is itself facing a significant funding gap. To meet this challenging environment it will need to operate more commercially and pursue efficiency savings wherever possible. Where there is no commercial, community or strategic case for retaining property, assets will be disposed of; the proceeds of which will be used to support the revenue budget. Within the operational portfolio there is a need to reduce cost through more efficient utilisation, sharing between services and use of energy.

## 2.5 Challenges in the Portfolio

A number of challenges have been identified in the portfolio which need to be addressed.

- Ageing Portfolio – The operational portfolio is ageing and thus has increasing maintenance and repair needs. There is a need to identify and agree Planned Preventative Maintenance (PPM) programmes and if appropriate dispose of assets which are a drain on resources. The capital expenditure budget for the portfolio is significant and for 2019 is circa £1.75 million.
- 'Portfolio Intelligence' and data management. The council has robust data from managing the property portfolio however it needs to ensure the information is collated to provide the necessary high level reporting. That will allow oversight of the portfolio and ensure strategic opportunities are maximised.
- Asset Management – A clear role for the Council's joint venture Estates and Strategic Asset Services Partner NPS Property Consultants is key to delivery of the actions identified in this AMP, as are clarity of roles within the Council's client function.

## 2.6 Strategic Direction

The context outlined suggests a requirement for asset management to focus on using property to support growth, inward investment and financial security. Going forward, there are specific objectives for the various elements of the portfolio.

For example:

- Operational portfolio.
  - Focus on core council assets
  - Increase sharing between services
  - Promote agile working
  - Use planned preventative maintenance to spread cost
  - Reduce energy use
  - Support provision of integrated public services with partners to create multi-agency service facilities

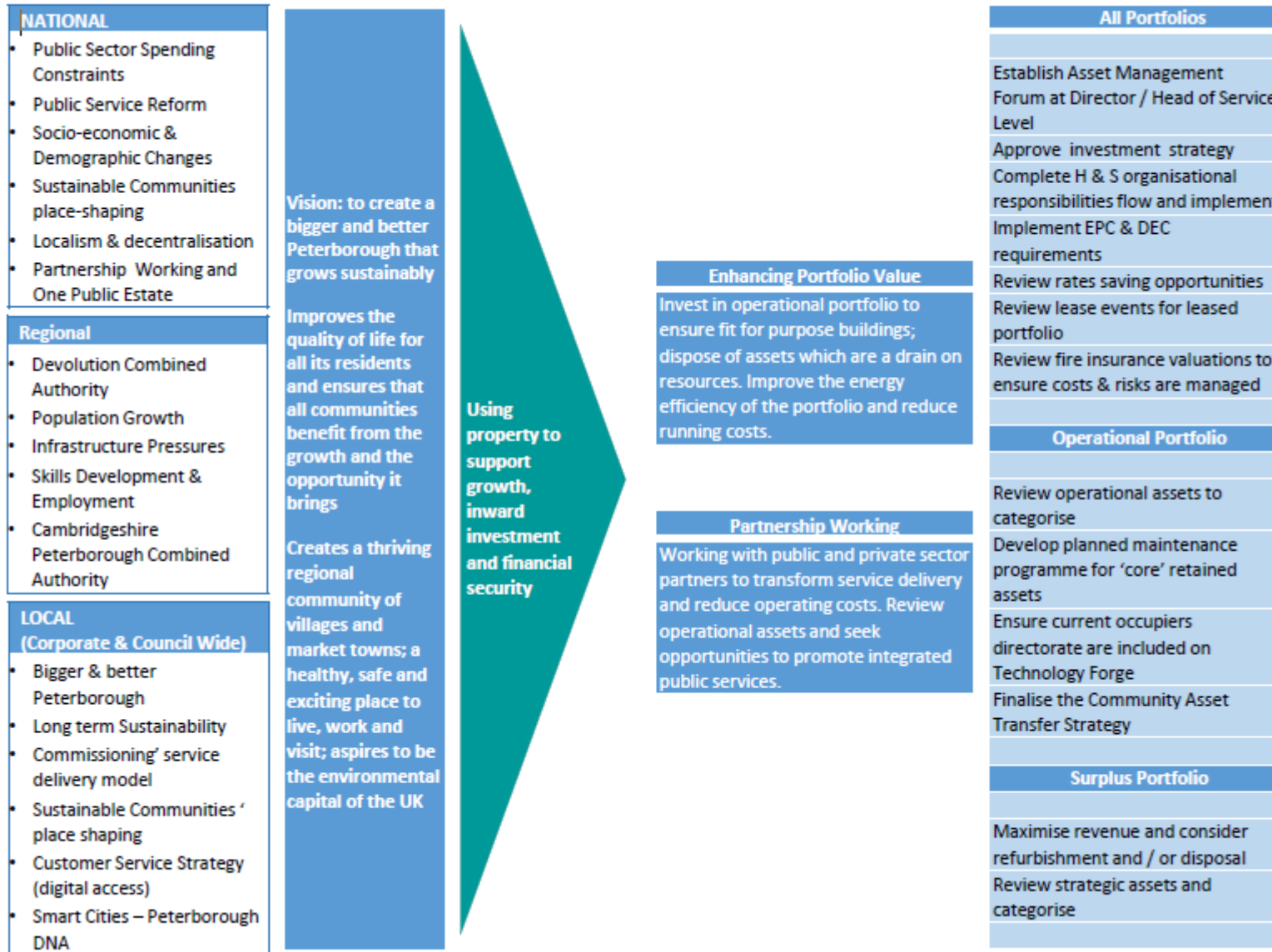
- Surplus portfolio:
  - Refurbish property where there is potential to create long term income and transfer the asset to a dedicated investment portfolio
  - Dispose of assets that are a drain on the Council's resources and where retention does not present a wider community or strategic benefit
  
- Strategic land and property
  - Keep reviewing opportunities to meet growth and regeneration objectives, and potential opportunities to create income.

There are a number of actions required to respond to the challenges identified above. Given the Council's resource constraints it will need to determine the relative priority of each action and analyse the cost / benefit.

#### Key Actions

- Set out schedule of properties with status showing suitability for retention, disposal or review
- Review potential for shared use
- Establish an asset management forum at director level; meet quarterly with NPS to review portfolio
- Approve Investment Acquisition Strategy
- Clarify roles within 'intelligent client' and NPS Peterborough
- Review forthcoming lease events of the 54 leased properties and identify areas for cost reduction
- Review fire insurance valuations on a rolling programme to ensure costs & risks are managed
- Develop planned maintenance strategy for 'core' retained
- Finalise the Community Asset Transfer strategy for remaining community buildings
- Develop plan for strategic sites

## 2.7 Making it Happen – A Framework for Action



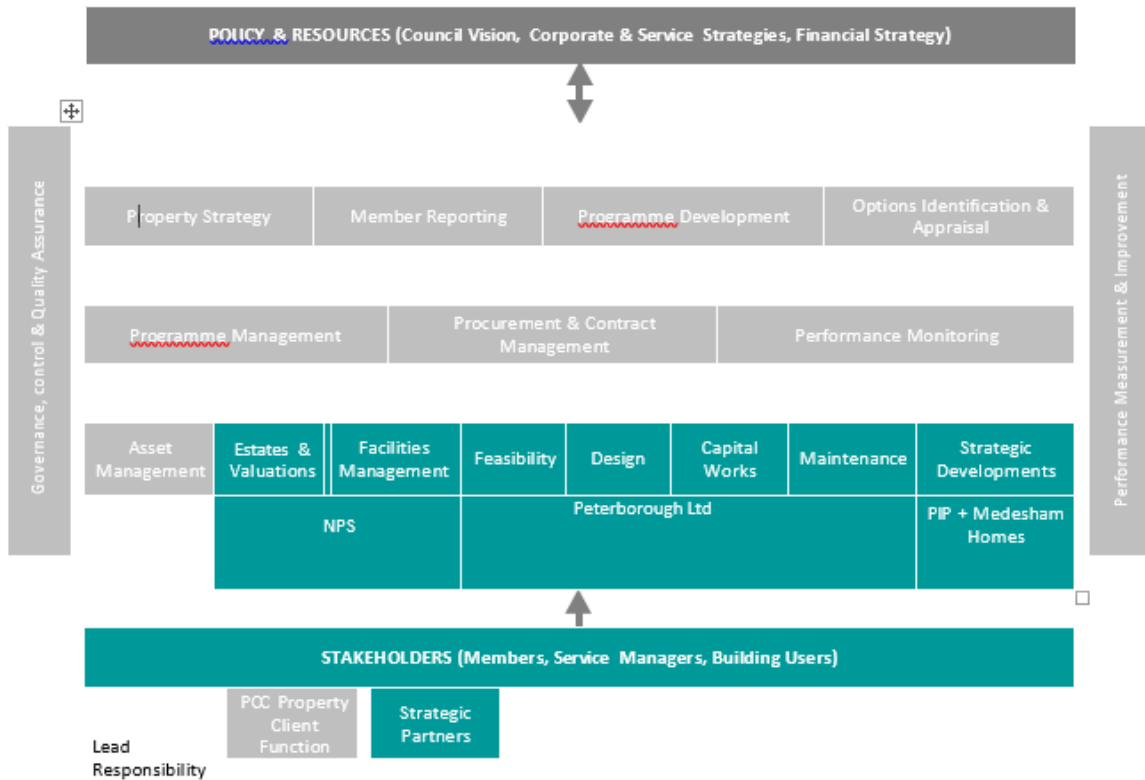
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### 3 Asset Management Policy & Practice

#### 3.1 Organisational Arrangements

The main professional property services are conducted through NPS Peterborough Ltd for the broad range of estates and valuation services and Peterborough Ltd carry out design, capital works, facilities and property maintenance. The Peterborough Investment Partnership (PIP) – a 50/50 joint venture with the private sector established in December 2014, supports growth and regeneration through the development of strategic sites. Medesham Homes and Cross Key Homes work with PCC to deliver social housing. The Council also has partnerships with Skanska for highways work and Vivacity for culture and leisure services.

The Council’s operating model is shown in the diagram below.



### **3.2 Governance & Decision Making**

The Cabinet Member for Resources has the lead political role for property matters and acting under delegated powers reports on property issues. The Cabinet or the Cabinet member acting with the Corporate Property Officer (CPO) are responsible for decisions on acquisitions, use and disposal of assets and for ensuring asset management policy and actions are consistent with the Council's corporate strategies and objectives.

The prioritisation of projects in the capital programme is undertaken as part of the budget setting process. The responsibility for service buildings and their operating budgets lies with service departments. Service managers can place orders directly with strategic partners, without necessarily involving property staff and this may mean at times works can be placed without appropriate professional advice. Client managers within the Council oversee the specific contracts and budgets for the various joint ventures that underpin the delivery of the Council's property activities. This approach will be reviewed.

### **3.3 Consistency with 'Best Practice'**

The Council working with East of England LGA undertook a 'health check' of its asset management governance arrangements, processes and practice in 2013; with a further analysis of asset management services in 2015. This review acknowledged the Council's areas of good practice and innovation in asset management but also identified some areas of risk where further development work was required. The Council has made progress in addressing the identified deficiencies. Appendix C provides a review of the Council's existing practices against 'best practice' in asset management as a reference point to help clarify further development according to the Council's priorities and resources.

### **3.4 Supporting Policies & Procedures**

This AMP is amplified by a range of further property policies and procedures. These are referenced through Appendix A.

## 4 The Property Portfolio

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### 4.1 Summary dimensions of the portfolio

The Council has a diverse property estate spread throughout its administrative area. The bulk of the estate is operational property used for direct delivery of services for which the Council has a statutory or discretionary responsibility and is predominantly freehold.

The broad dimensions of the portfolio are:

- The portfolio comprises 1741 land and property assets
- £3.8m rent generated per annum
- Is worth £425.5 M in terms of book value (*December 2018*)
- Incurs running costs of 18.8m per annum

### 4.2 Tenure & Use

The portfolio is predominantly in freehold ownership. There are 54 leasehold buildings currently and these will be reviewed to identify what opportunities there may be to terminate leases in order to reduce the running cost of the portfolio.

### 4.3 Condition & Fitness for Purpose

It is important to survey and record the condition of the building stock in order to be aware of immediate health and safety issues in the portfolio, risks and liabilities to the Council, its service delivery obligations and statutory requirements. It is also an important element of 'Best Practice' within current asset management guidance. Currently the Council's maintenance spend is directed predominantly to reactive maintenance. An important aim of the asset management strategy should be to formalise a maintenance programme with a view to reducing reactive maintenance costs. Regular review of property can reveal whether or not a property is fit for purpose or is in need of refurbishment or even replacement.

A backlog summary is given in Appendix D.



#### 4.4 Value, Cost & Income

The objective should be to minimise property expenditure in order to release revenue for service priorities. Property running costs for the entire portfolio are £18.8 M (2017/18), whilst the Council’s utilities costs for 2017/2018 were £4.6 M.

The asset value of the portfolio is £425.5M. The asset value is a ‘notional value’ required for capital accounting purpose and reported on the Council’s Balance Sheet through the annual statement of the accounts. It does not necessarily represent the achievable market value of the portfolio. See Assets Investment Receipts Summary at the end of this report for further details about the capital receipts figures expected in 2018/19 and 2019/20.

Profile of Capital Receipts (£m)							
Achieved					Expected		
13/14	14/15	15/16	16/17	17/18	18/19	19/20	20/21
£1.489	£1.769	£1.027	£5,978	£12.738	£2.922	£4.319	Nil

#### 4.5 Sustainability & Energy

Energy use in buildings is becoming increasingly important, as organisations lead by example in reducing carbon emissions to meet the UK’s national target of reducing carbon emissions by 80% by 2050. The Council also has an aspiration to reduce its carbon emissions and the energy efficiency of Council buildings is important as these represent a significant element of the Council carbon emissions. The Council has entered into an Energy Performance Framework agreement with Honeywell Control Systems with the intention to make energy efficiency improvements to Council properties; with the potential of widening the scheme to other local authorities and partners.

#### 4.6 Statutory Compliance

Ensuring the portfolio conforms to statutory obligations is a high priority of the Council. Failure to do so may expose Council staff and clients to health and safety risks or expose the Council to financial risks. The statutory obligations for the portfolio and related professional services are varied and subject to continued revision and therefore need to be monitored closely.

- Asbestos Management - Asbestos surveys of all properties have been undertaken. Asbestos removal work is carried out on a reactive basis as and when required for refurbishment or demolition.

- Display Energy Certificates (DECs) and Energy Performance Certificates (EPCs). Ensuring these are kept up to date and property meets the necessary legislative requirements.
- Water Safety – water management testing (including legionella) is undertaken on a systematic basis in accordance with legislative requirements.
- Fire Safety – Fire Risk Assessments are undertaken within the Council’s corporate buildings to identify risks, issues and whether mitigation is required. Remedial works to address issues identified from the surveys are undertaken as required.

## 5 Performance & Monitoring

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### 5.1 Measurement of Portfolio Performance

The Council could adopt a simple reporting approach which is based on each of the principle asset types:

- Asset types
  - Operational
  - Investment
  - Surplus
  - Strategic

These will concentrate on a small number of indicators chosen to review each portfolio which will provide a framework for the management of each portfolio.

### 5.2 Review Arrangements

The AMP will be reported upon annually to Cabinet and updated periodically with progress reported to Cabinet through the Corporate Property Officer. These will concentrate on the progress of the specific Key Actions identified in the AMP.

## Appendix A – Asset Management Policies and Partnerships

### Strategies & Policies

- Asset Management Plan
- Investment Strategy
- Capital Strategy
- Community Asset Transfer Policy
- Farms Estate Strategy
- Disposals Strategy
- Service asset strategies (to be improved)
- Carbon Reduction strategy
- Protocols, Procedures & Partnerships
- Skanska Highways Partnership
- NPS Peterborough Partnership
- Cross-Keys Housing Joint Venture Partnership
- PiP – Peterborough Investment Partnership

## Appendix B - Service Strategies and Portfolio Implications

Asset Type	Number Of Assets	Existing & Future Perspectives of the Portfolio
<b>Operational Assets</b>		
Car Parks	12	The Council has 12 designated paying car parking sites, the majority of which as surface car parks. There is a need to review the car parks to assess car parking capacity against current and future demand and to identify whether individual car parking sites may have some strategic development potential.
Offices		The development of a modern work environment for the Council has been completed, along with strategic partners in the form of a new 90k square foot office scheme at Fletton Quays. This is the largest office built in the city for over 20 years. The Council have taken a new long term lease, using its covenant strength to support regeneration of this part of the city. The office forms a key part of the 17 acre regeneration site adjoining the river, south of the city centre. In addition, it will include a 160 bed hotel, 400 residential units (mainly apartments) a further 60,000 sq. ft. of offices, a 410 space multi-storey car park and 90 space surface car park (now complete), new retail units and Listed goods shed which become a distillery and visitor centre. This will be complemented by new public realm works including riverside walkways, new public square and improved cycle routes.
Libraries	10	The Council has recently reviewed its library service and implemented Open+ technology enabled facilities which will allow libraries to stay open for longer hours. Libraries are open for a set number of staffed hours with additional hours operating on a self-service basis. The mobile & library at home service has not changed. The Open+ technology is designed to allow libraries to stay open for longer. The future direction for the library service is to encourage greater and more innovative use of the library facilities to promote neighbourhood based multiuse facilities. Reductions in the existing number of libraries are not anticipated.

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## Community Assets

Community assets are those properties in the Council's ownership which have a community use or from which a community based activity or service is delivered. The Community Asset Transfer Strategy aims to encourage retention of local facilities without the use of Council funds, increase effectiveness of community assets through local community management and to explore innovative ways to enhance existing community facilities. The Strategy sets out the Council's objectives for community assets and the process and criteria around the transfer of assets to community bodies.

## Farms

- The Council has developed a strategy for its Rural Estate which is focussed on retaining it as a viable land holding, providing opportunities for new entrants into farming, farm amalgamations to create larger more financial sustainable holdings and service provision for environmental and educational objectives.
- An annual Action Plan is drawn up from the Management Strategy with input from councillors, Country Land and Business Association and the tenants themselves to explain in practical terms how the Strategy will be delivered each year, and where amalgamations and capital expenditure will be targeted.
- Repairs are proactive rather than reactive, with an emphasis on drainage schemes – this in term supports more robust rents.
- Capital receipts are generated from the disposal of small areas of garden extension land, and realising the potential of old buildings unfit for agriculture which can be converted under Class Q (of permitted development regulations) to residential dwellings.

## Strategic Assets

The focus of developing the Strategic portfolio is to retain market awareness of potential opportunities and to intervene where there are strategic opportunities to support the regeneration of the city.

## Appendix C - Consistency with Best Practice; key themes and requirements

<b>Roles &amp; Responsibilities</b>	Current corporate asset management plan	Running cost performance known	Statement of data needs & priorities
The council has a designated corporate property function	AMP linked to corporate objectives	Statutory obligations met	Processes to ensure data quality
There is Corporate Property Officer with defined responsibilities	Asset management integrated with service planning	Targets set for running costs	Organisational focus for data management
Corporate Property Officer reports to a strategic committee	Key areas for change in the portfolio defined	Suitability of buildings assessed	Information easily available to users (cost, suitability etc)
Cross-service forum established on property matters	Commercial portfolio strategy identified	Satisfaction with buildings measured	Non-core data available
Property occupiers / users role defined	<b>Capital programme management</b>	<b>Review of need, utilisation and cost</b>	Property IT systems periodically reviewed
Group to oversee development of AM practice & AMP	Option appraisal / prioritisation / whole life costings	Profile of capital receipts	<b>Performance management</b>
Cabinet member lead on property matters	Outcome targets for capital spend	Systematic review programme	Reporting on national performance indicators
<b>Decision making and consultation</b>	Processes for identifying projects	Criteria to challenge retention	Portfolio performance reported to members
Clearly defined decision making processes on property matters	Projects assessed using an agreed methodology	Incentives to release property	KPIs related to defined property objectives
Consultation process on the AMP	Authority-wide group to oversee programme	Identification of under-utilisation	Agreed targets for KPIs
Views of service users & occupiers sought	Process for post-project evaluation	Specific organisational focus on property review	Comparisons made with others
Public consultation on property matters	Projects completed on time & to budget	Disposal processes monitored	Local KPIs in place
Full member reporting	<b>Managing properties in use</b>	Shared use of buildings promoted	Improvement plan (informed by performance data)
<b>Partnership Working</b>	Maintenance backlog know and reported to members	Framework for assessing performance of the portfolio	<b>Data management</b>
Integrated approach to assets with other agencies	Periodic assessment of building condition	Identifying property needs	Inventory & core data available
Policy on community asset transfer	Maintenance spend prioritised	Defined aims & objectives for asset management	

## Appendix D – Summary of Property Portfolio

Portfolio	Sub-Portfolio	Type / Use	Number			
<b>Operational</b>	Operational (excl. Schools)	Car parks				
		Children's Centres				
		Day centres				
		Depots / stores				
		Libraries				
		Sports Centres				
		Play centres				
		Pools				
		Public Conveniences				
		Residential homes				
		Waste / Infill sites				
		Youth Centres				
		Operational (Schools)				
		Administrative	Offices			
	Community assets	Allotments				
	Cemeteries					
	Community Centres					
	Community related asset land					
	Open Spaces (incl Section 120)					
	Recreation grounds					
	Community Use					
			<b>744</b>			
<b>Investment</b>	Industrial					
	Public House					
	Retail					
	Farms Estate					
		Farms / Agricultural land	<b>156</b>			
<b>Growth</b>		Options to PIP Dev Partner	<b>3</b>			
<b>Miscellaneous</b>		Former housing land				
		Land				
			<b>838</b>			
Summary of Repair Backlog (£000s)						
Condition	Total Value	%	Category	Total Value	%	
A-Good	£292.	0.63	Urgent	£2,812	6.05	
B-Satisfactory	£8,831	18.99	Essential	£11,331	24.37	
C-Poor	£28,37	61.02	Desirable	£23,370	50.25	
D-Bad	£9,004	19.36				
	<b>£46,505</b>			<b>£37,513</b>		

Note: The backlog figures are based on the assumption that all properties in the portfolio have a useful life of at least 10 years if all works are progressed as scheduled and do not allow for inflation. These assumptions may not be applicable to the existing portfolio and financial budgeting.



**Peterborough City Council**  
**Investment Acquisition Strategy**  
**November 2018**



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## Executive Summary

Under the Local Government Act 2003 and the Localism Act 2011 Local authorities have extensive statutory powers allowing them to invest and to borrow, either for purposes relevant to the performance of any of their functions or generally for the prudent management of their financial affairs. On this basis land and property can be acquired, developed or sold.

Local authorities have well established policies and procedures in place for their estate management activities. These do not however include a specific policy governing land and property acquisition, albeit there are a number of policy documents governing more generic capital investment within the public sector. Property investment may be for income generation, for strategic purposes or where there are wider community and economic benefits that can be achieved. This can be achieved by investing and/or developing property within their existing ownership, whether for onward sale or income generation. With the changing climate for local government finance and significant budget pressures in the foreseeable future, local authorities are embracing a more innovative, commercial and entrepreneurial approach to closing the budget gap and the development of a property investment portfolio is one element of this approach.

This strategy sets out the principles, approach and governance for a new enabling policy covering the selective acquisition of property assets within Peterborough and its immediate environs. This approach will have a range of benefits including the generation of income to support Peterborough City Council's revenue budget. The strategy identifies an approach based on the direct ownership and management of property assets, to enable the Council to acquire or redevelop property.

All such acquisitions will be subject to robust appraisal and undertaken in accordance with agreed governance procedures. The regulatory environment and best practice around local authorities investing in property is changing. The Council will need to be aware of this, take a balanced approach to risk and ensure appropriate review and performance arrangements are in place. The strategy sets out the rationale for acquiring properties and the criteria upon which asset selection will be based and reviewed. It also identifies the nature of risk associated with property investment and how the Council can mitigate it. The procedures, criteria and metrics presented through this strategy will be subject to annual review.

Of critical importance in adopting the strategy will be the need for a single point of accountability for the development of an investment portfolio. Equally important is, the ability to intervene in the market in a swift manner, subject to robust business case appraisal and governance, and taking a long term perspective of the portfolio (10 year+).

## **1.0 Introduction**

### **1.1 The Importance & Nature of Property**

Property is a multi-faceted and multi-purpose resource which is used to deliver a broad range of services within the public sector. It can both consume and generate cash. Increasingly it is being recognised in having strategic importance over the long term in supporting community prosperity and vibrancy. It is proposed that the Council holds different property assets for different purposes. In simple terms these fall within four distinct categories. An operational portfolio for service delivery, a surplus portfolio, an investment portfolio (principally for generating income or capital growth) and a strategic portfolio for assets to support corporate priorities such as regeneration and meeting housing need. The operational portfolio consumes cash, the investment portfolio generates cash and the strategic portfolio has long term 'latent value.'

The Council has a vision for a 'bigger and better Peterborough' that grows in the right way - improving quality of life for all its people and communities and creating a sustainable and thriving sub-regional centre which is an exciting place to live in, work and visit; and which is the environmental capital of the UK. How the Council uses its property assets will be a critical underpinning element in meeting this vision. As revenue budget pressures continue to impact on the Council so it will increasingly need to take a strategic perspective on its property assets. To do this means recognising and developing two key dimensions of property – its ability to generate cash (income or capital) and its ability to support wider strategic priorities, such as regeneration and meeting housing demand. Both are important and point to the need to grow and develop the investment and strategic property portfolios. This strategy focusses on the development of the Council's investment and strategic portfolios, and in particular the rationale for acquisition to grow these portfolios.

### **1.2 The Scope & Purpose of the Strategy**

The Council is focussed on investing in property to enhance its financial resilience, safeguard services and to meet regeneration objectives. Adopting a commercial approach will ensure that investment returns, capital growth and long term latent value can be used to meet those objectives.

This strategy is designed to define a broad direction for developing the Council's investment and strategic property portfolios over the long term in order to ensure they are optimised to support the Council's vision for the city. The strategy is not a static document but rather part of a process designed to promote discussion about the nature of, and future direction for the management of the Council's investment and strategic property assets.

The strategy is a practical tool that will:

- Provide a rationale for developing the investment and strategic portfolios.
- Set out governance arrangements covering management of the portfolios.
- Define key objectives and operating principles for day to day management.
- Identify how investment decisions are made (acquisition & review criteria).
- Define an approach to managing risk across its asset holdings.
- Define how the financial viability of the portfolio will be sustained.
- Identify how the performance of the portfolio will be measured.

The strategy takes a medium term planning horizon of over 5 years plus but will be reviewed on an annual basis.

## **2.0 The Rationale for an Investment Portfolio**

### **2.1 Property as an Investment Class**

The Council's approach to investment is to obtain the optimum return while maintaining a proper level of security and liquidity. Property is one of several asset classes the Council can invest in. Other assets will include cash, fixed interest securities (bonds) and shares. An overall approach is required which ensures a degree of diversification in order to balance risk; with cash (held in savings accounts) and bonds having the lowest risk profile, followed by property. The Council needs to periodically review its balance across these asset classes and take a judgement on return versus risk.

### **2.2 The Legal Framework**

Councils have the legal power to acquire and hold both commercial and residential property for investment purposes. Historically commercial property could be acquired and operated directly by councils, providing that the clear purpose was investment. If the purpose was to undertake a trading activity, the commercial property would need to be held in a company vehicle. Residential property can be acquired if the assets are being held and operated indirectly through a local authority controlled Special Purpose Vehicle. It can also be held and operated directly where a council has a Housing Revenue Account (HRA). As PCC does not have an existing HRA it may need to reinstate one in order to participate in any significant residential property investment.

Currently local authorities have broadly drawn powers allowing them to invest and to borrow, either for purposes relevant to the performance of any of their functions or generally for the prudent management of their financial affairs (s.1 & s.12 of the Local Government Act 2003).

They have also been able to acquire property either inside or outside of their administrative area to support any of their functions, including their investment functions, or otherwise for the benefit, improvement or development of their area (s.120 of the Local Government Act 1972).

Lastly, they have been able to take any action (whether or not involving the expenditure, borrowing or lending of money or the acquisition or disposal of any property or rights) which is calculated to facilitate, or is conducive or incidental to, the discharge of any of their functions, which would again include their investment functions (s.111 of the Local Government Act 1972).

Under the general power of competence set out in s.1 of the Localism Act 2011 local authorities have also built and managed investment property. In accordance with this Act, councils have all the necessary powers to purchase assets inside or outside of their administrative area and manage them for investment and commercial gain.

However, revised Statutory Guidance on Local Authority Investments issued in April 2018 by Ministry of Housing Communities & Local Government is directed towards curbing local authorities borrowing to invest in commercial property solely to raise revenue. There is a distinction between authorities who are taking on debt for regeneration and meeting local objectives, and those who borrow purely to get a return on investment.

The guidance contains a number of key points:

- A call for transparency and democratic accountability with regard to local authority investment.
- Councils should prepare a new investment strategy each financial year.
- Investments by local authorities can be classified into two main categories:
  - investments held for treasury management purposes or other investments.
- Where local authorities hold treasury management investments, they should apply the principles set out in the Treasury Management Code 2011.
- They should disclose the contribution that these investments make to the objectives of the local authority to support effective treasury management.
- Local authorities should disclose the contribution that all other investments make towards the service delivery objectives and/or place making. It is for individual authorities to define the types of contribution that investments can make and a single investment can make more than one type of contribution.
- There is a requirement to prioritise security, liquidity and yield in that order of importance when considering investment strategy

- The local authority’s reporting should include quantitative indicators that allow councillors and the public to assess a council’s total risk exposure as a result of its investment decisions. This should include how investments are funded and the rate of return received. Where investments are funded by borrowing, indicators should reflect the additional debt servicing costs.

This guidance will be supported by new advice to be released by the Chartered Institute of Public Finance and Accounting (CIPFA) before the end of the year. CIPFA issued a statement on Borrowing in Advance of need and Investments in Commercial Properties in October 2018. This statement guards against local authorities ‘borrowing more than or in advance of their needs purely in order to profit from the investment of the extra sums borrowed.’ The statement goes on to say that commercial investments including property must be proportionate to the resources of the authority, otherwise they are unlikely to be consistent with the requirements of the Prudential Code or the Treasury Management Code.

**2.3 Approaches to Investing in Property**

There are a range of approaches to investing in property assets, from on the one hand investing in a commercial property fund, (or real estate investment trust etc.) and on the other hand owning the physical assets – each with its own advantages and disadvantages. The simple diagram below is intended to provide a framework for developing a strategy based on two broad criteria, ownership and management. The proposed positioning of PCC is shown - which favours both direct ownership and direct management of investment property. This is a considered choice of the Council and the respective pros and cons of this strategy are identified.

Pros & Cons of Direct Ownership & Management of Investment Property	
Pros	Cons
Ownership of property assets	Potential over-reliance on investment property to fund essential services
Achieve direct return	Reliance on own expertise
Control over property decisions	Management time & expense
No fund management costs	Relative lack of liquidity

The advantage of PCC’s approach is that it will retain direct ownership of the assets with any returns coming direct to the Council. The Council will also retain control over decision making regarding strategy and management of the portfolio, including flexibility as to when to dispose of assets to generate capital.

With this approach the costs associated with other parties holding and managing properties on the Council’s behalf are kept to a minimum. Conversely



it requires resources to participate in direct property investment and requires a degree of capacity and expertise to manage the portfolio. There can be staff time (and thus cost) tied-up in managing a portfolio and there is a relative lack of liquidity in comparison with other indirect forms of property investment.

When considering direct ownership and management of property the selection of individual acquisitions becomes a critical factor. There are decisions to be made about the property sector and risks in relation to the broad portfolio asset mix, the risk profile of the tenants and the opportunities in the market. At one end of the scale (lower risk but lower opportunity) is a building already let, with a good lease length and tenant; whilst at the other end is a property coming to the end of its lease which is likely to need upgrading / expenditure prior to re-letting.

Alternatively, there may be freehold property which is untenanted but could be redeveloped, providing greater risk but greater opportunity. PCC’s strategy will tend towards low risk investments where the covenant strength of the tenant is strong and where there is a good length of lease. There may occasionally be times where PCC may wish to invest in assets it already owns to get a return which would present a low-moderate risk and moderate opportunity. This issue of asset selection is considered in Section 4.4 and Appendix C

**2.4 Benefits from Investing Directly in Property**

The range of benefits that can arise from investing in property assets are more than simple financial returns, although this will be the prime objective of the portfolio. The table below summarises the range of benefits that can be realised and the combination of these need to be borne in mind when managing the portfolio. The relative priority given to these benefits needs to be considered when deciding on the key objectives.

<b>Benefits from Investing Directly in Property</b>	
<b>Direct Returns</b>	Income Capital growth
<b>Multiplier Effects</b>	Supporting growth of key local industries Improving confidence in local economy Supporting the local planning framework
<b>Indirect Returns</b>	Local job creation Increase in NDR (Business Rates)
<b>Strategic Advantages</b>	Key site assembly Long term strategic perspective

## **2.5 Difference between Investment & Strategic Acquisitions**

Acquisition opportunities often arise unexpectedly and it is important to be quick to mobilise in order to take advantage of them when they occur. It is therefore important that the Council has an appraisal framework that permits them to respond without delay when opportunities arise, to save time and allow them to compete in a market where competition is fierce and demand outstrips supply. To do this the Council needs to be in a position to assess opportunities in a systematic but timely manner and to understand the nature of the opportunity in terms of its financial or strategic perspective.

A simple scorecard approach to support this initial appraisal is given below. This looks at a set of financial or strategic criteria to determine whether the Council should proceed. It recognises that some assets will be acquired for investment reasons (long term financial returns) whereas other assets will be acquired for strategic reasons (longer term latent value). Some assets will also have a combination of investment and strategic potential.

An initial set of criteria from both financial and non-financial perspectives can be developed to give a simple score to assess whether to proceed. An initial appraisal 'scorecard' is illustrated in Appendix D.

## **2.6 Risk & Return**

At its simplest, a property investment is an investment in land or buildings which has the potential to give the investor a return in the form of rental income and capital growth. Capital growth may come over time by holding the asset and can be maximised through asset management initiatives (for example by re-gearing a lease to obtain a greater length of lease). Risk and return in property investment come both at a market level and from individual asset choice. In practice, property investment can be structured to create a range of different risk / reward profiles from stable bond-like annuity income performance to more volatile equity-like returns. A summary of the main risks and the PCC approach to mitigating these is given in Appendix A.

## **3.0 Strategic Context for the Strategy**

### **3.1 Overall Context**

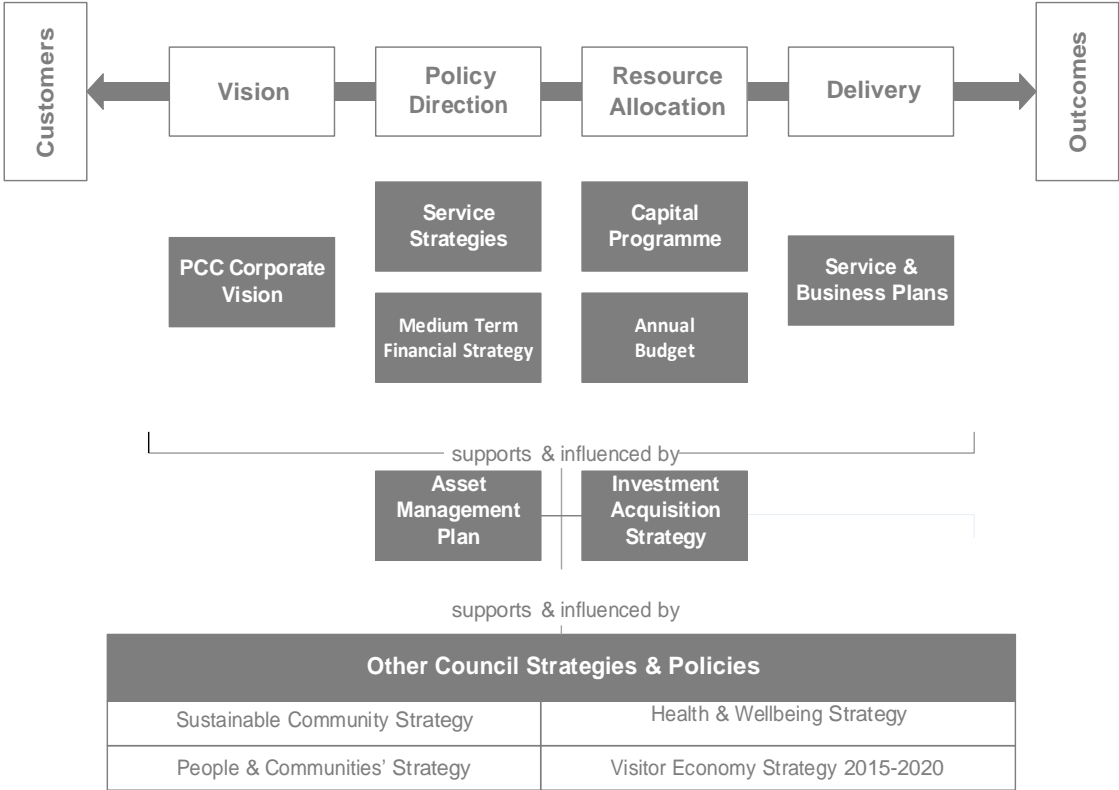
This strategy is set within the context of broader changes in the operating context for local government. The most impactful of these is the move towards a 'self-funding' model for local government as traditional sources of central government funding are reduced (as in the case of the Revenue Support Grant) or possibly withdrawn. This profound change in the funding basis of local government is prompting the need for councils to explore new ways of generating income to support their revenue budgets.

It is also encouraging councils to become more entrepreneurial and to invest in commercial property with a view to generating stable long term income. This strategy is designed to help support the delivery of council services in the future and allow councils to have more influence in shaping the local economy.

**3.2 Key Council Strategies & Policies**

This property investment strategy does not exist in isolation. It is related to the Council’s wider corporate and service strategies and in particular the Council’s Medium Term Financial Strategy.

This strategy underpins the overall management of the Council’s property portfolio, the broad framework for which is articulated through the Council’s Asset Management Plan (AMP). Whereas the AMP sets the context and direction for management of the portfolio as a whole, which includes operational and surplus property, this strategy is focused on the property assets the Council holds for investment or strategic purposes.



**3.3 Resource Context**

Over the medium term PCC is seeking to address the potential revenue gap from changes to local government through a range actions. There will be a renewed focus on innovation and efficiency with a view to mitigating and

controlling service demand, maximising funding and expanding commercial income.

A key strand of the action will be in placing a greater focus on income generation. This will be reflected in the Acquisition Strategy and AMP, both through leveraging existing commercial property assets and investment acquisition. The Council has agreed an initial capital allocation of £70m in order to grow its portfolio with an emphasis on acquiring income bearing assets or strategic assets which may have long term latent value.

Whilst no specific income target has been set there is an expectation that there will be a significant and sustained growth in income from property as a contribution to bridging an identified funding gap in the Council's revenue budget.

### **3.4 Market Outlook**

#### **3.4.1 National**

Commercial property returns tend to be linked to national economic performance and to the relative prosperity of the economy. The short term outlook is therefore likely to be generally a positive one but also potentially turbulent given that the implications of Brexit are not yet clear. How the national economy will perform over the long term cannot be guaranteed.

The investment portfolio does however need to be seen over the longer term, as reactions to short term market changes can distort yields which are likely to be more stable if viewed over a greater timeframe. In this context it will be important to balance a one year budget cycle and any expenditure required for this with the longer term perspective that is required for investment management of either a commercial or residential portfolio.

The changing nature of the economy, globalisation the growth in home-working, automation and the use of artificial intelligence (AI) may yet have unforeseen impacts on the demand for different types of buildings. As businesses strive to become more agile many are seeking shorter lease lengths than was historically the case or regular break options so they can react quickly to change. Increasing use of artificial intelligence and automation will change the demand for commercial space over time. Currently there is a very strong demand for industrial and warehouse space, driven to some extent by a change in consumer shopping habits. The trend for internet shopping is also impacting on demand for more traditional retail space. The outcome of such trends and the speed at which they are developing is ever-changing so a degree of forward thinking is required in terms of the portfolio strategy.

The conventional wisdom of retaining a balanced portfolio (between industrial, office and retail) to mitigate risk is therefore shifting and to optimise overall returns from investment a new portfolio balance may be required. This may also necessitate a greater emphasis on residential development where long term demand has proven to be very stable.

In the current climate with rates of return on cash reserves very low (typically between 0.5% and 2.0%) property still presents an opportunity for better returns and also has a potential for significant capital growth over the long term.

### 3.4.2 Local

It will be important for the Council to understand the local property market and its outlook over the medium term. This should include the city and its immediate surroundings and also the Cambridge area because of emerging working relationships across the authorities and its strength as a technology centre.

A local market report for Peterborough published in September 2018 by Savills identified a strong demand for residential and commercial property in Peterborough. This demand is being driven by strong population and economic growth in the area. Whilst demand for accommodation is strongest in the commercial and residential sectors, it is strong across all sectors.

The Savills "[\*Peterborough: A growing city\*](#)" report highlights that whilst the area is responding to strong residential demand and a healthy land supply, high levels of development are still required to meet housing need.

Both the adopted and emerging local plan targets for Peterborough are well in excess of 1,200 homes each year.

The largest share of housing supply will be on the city fringe with planning consent granted for 5,300 homes at Great Haddon. The residential market therefore offers a long term investment opportunity for the City Council as this land supply comes on stream.

The industrial market has benefitted from a shift towards online retailers, many of whom have established large distribution centers in the city. Due to strong demand, vacancy rates are at a historic low. Attracted by strong rail and road links, Amazon, Debenhams and Ikea have established large scale distribution centers in Peterborough. At present, there is just one unit of 100,000 sq.ft of industrial space available within a 50 mile radius of Peterborough and the opportunity exists to take advantage of second hand units to undertake refurbishments to bring poor quality stock up to standard. It is a similar picture in the office market with low vacancy rates creating upward pressure on rents.

## **4.0 Managing the Portfolio**

### **4.1 Aims & Objectives**

As this is the Council's first Investment Acquisition Strategy it is important to explicitly state the aims and objectives in developing a property investment portfolio. These are summarised in Appendix B along with basic operating principles for the portfolio. The overall aim has a dual purpose, both to create a financial return and to promote local economic prosperity, however these objectives may sometimes conflict. There is a risk that the pursuit of socio-economic aims through for example supporting job creation, may dilute the purely financial goals. However there should also be many opportunities where these objectives can be aligned.

### **4.2 Operating Principles & Governance Arrangements**

In order to manage the portfolio effectively it is important to have a set of explicit operating principles which include a clear rationale for holding each asset and an understanding of the expectations, (financial or otherwise) for managing it. To do this the Council has a set of basic operating principles as shown in Appendix B and a simple framework for assessing the portfolio in terms of acquisition, performance and disposal.

In practice this will mean making judgements around the acquisition and disposal of assets, the portfolio structure, portfolio mix, holding period for individual assets and the performance of the portfolio. A framework for assessing individual assets and the portfolio as a whole is given in Appendix C.

- Acquisitions & Disposals – The management of the portfolio will from time to time require the acquisition and disposal of individual assets. These must be undertaken in accordance with the Council's financial procedures, but will need to be expedited to take advantage of investment opportunities.
- Development – the Council will seek to invest in developing commercial property assets or land which is already within their ownership either using internal resource or in partnership with existing suppliers, subject to a robust business case.
- Portfolio Structure – the Council will seek to create a balanced investment portfolio that provides long term rental returns and capital growth. A core portfolio of property assets will be sought with a view to diversification in individual assets by sector (industrial, offices and retail), location and risk.



- **Portfolio Mix** – the Council will take an opportunity led approach to investments but seek to maintain a balance between different assets types (office, industrial and retail assets) with a guideline approach of maximum of 50% of any type. Given that the portfolio is relatively small and a single transaction can adjust the balance significantly this is only seen as an initial guideline. The Council will seek to avoid investing in specialist asset types (such as hotel & leisure) or distressed property requiring extensive capital expenditure which would necessitate a higher risk investment strategy.
- **Holding Period** – The Council will determine a ‘holding period’ for each property at the point of acquisition. This is so that provisions can be made where a property is likely to need refurbishment in the future and to ensure a formal periodic review of the rationale for holding individual assets.
- **Measuring Performance** – Individual assets and the whole portfolio will need to be subject to periodic performance assessment.

A set of clear, simple governance arrangements will be required which will allow speedy intervention in the market whilst also ensuring consistency with financial regulations and robust business case appraisal. An outline of these is given in Appendix E.

#### **4.3 Day to Day Portfolio Management**

Effective day to day management of the portfolio is critical to its overall performance. This management needs to happen at both a strategic and operational level.

The key activities include:

At a strategic level:

- Annual refresh of strategy and measurement of performance.
- Effective financial management including rent collection.
- Effective void management and marketing.
- Identifying new investment opportunities.
- Minimise management costs associated with direct ownership.
- Ensure there is a regime of planned maintenance and statutory compliance where PCC manage.



At a property level:

- Preparation of strategies for individual properties.
- Identifying opportunities to add value for example by refurbishing premises or regearing leases.
- Identifying 'marriage value' arising from acquisition of adjoining properties.
- Identifying properties for disposal where performance prospects are poor.
- Ensuring premises are secure and safe and are regularly inspected.

#### **4.4 Acquisition, Review & Disposal Criteria**

Appendix C identifies a range of criteria that will be used in the acquisition of properties. The same criteria for selecting acquisitions can also be used for asset review. All assets will be reviewed on a periodic basis to ensure that the criteria in Appendix C are still met and in light of any wider portfolio considerations. It is recommended that a 'holding period' is identified for assets when first acquired which should act as a guide for subsequent disposal. Such an approach allows for the portfolio to be refreshed on a regular basis and promotes a long term perspective for portfolio management. Individual assets identified for disposal will follow the same governance procedures.

#### **4.5 Performance Management**

The performance indicators for the portfolio should be based on industry benchmark standards. These should be measured at an individual property and whole portfolio level with indicative targets set for each. A simple set of initial performance measures are presented in Appendix F. This is an evolving framework which will be need to be developed as the portfolio grows, especially given the changing regulatory and best practice environment identified in Section 2.2.

The return on investment (or property yield) is perhaps the single most important performance indicator and this should be judged against IPD (Investment Property Database) which is generally considered to be the most authoritative benchmarking index. Property should be considered as a long term investment and whilst its value can fluctuate in the short term due to specific circumstances, it will tend to provide stable long term returns. A degree of judgement will need to be used in evaluating the portfolio performance which will need to take into consideration the long term perspective.

## **5.0 Implementation**

### **5.1 Action Plan**

- The lead officers with accountability for managing the investment portfolio will be the Head of Growth and Regeneration and the Corporate Director of Resources.
- Governance: as detailed in Appendix E, the Corporate Property Officer will have delegated authority to approve investments up to a level of £20 million. For opportunities which are in excess of £20m a Cabinet Member Decision Notice would need to be completed.

### **5.2 Implementation Considerations**

Effective and successful management of an investment portfolio requires a combination of skills including, but not restricted to building surveying, valuation, market intelligence, legal, financial and property management. It will also require specific senior officers to be accountable and appropriate capacity to ensure there is adequate focus on the portfolio.

### **5.3 Monitoring Arrangements**

It is important to measure the overall progress in the management of the investment portfolio. Whilst property will be held for the medium to long term, there needs to be monitoring over shorter timescales to measure performance and the impact of any actions, such as building improvements. The portfolio will be kept under review by:-

- PCC head of property and financial director. NPS Property Consultants are to advise and seek agreement to decisions on specific actions (e.g. acquisitions or disposals).
- An annual report on performance of the portfolio, with the report based on a set of performance indicators as suggested in Appendix E.
- Formal review of each asset holding at least every two years using the acquisition and review criteria set out in Appendix C.
- Informal leader briefings by the joint venture property team as required.

**Appendix A – Summary of Risks and PCC Approach to Mitigation**

<b>Risk</b>	<b>PCC Approach to Mitigation</b>
<p><b>Costs</b> - Abortive costs, including legal costs, survey fees, officer time, may all be incurred in abortive transactions including costs for initial feasibility investigations.</p>	<p>PCC will adopt a ‘whole portfolio’ view of costs and accept risk associated with occasional abortive costs whilst also undertaking due diligence to reduce the likelihood of these.</p>
<p><b>Market forces</b> - Fluctuation in demand and supply and in the wider economy may see the value of assets and income rise and fall, with a risk that the Council may not recoup the original amount invested in full.</p>	<p>To limit this risk due diligence will be followed for all transactions. PCC will adopt a ‘whole portfolio’ and medium term (10 year +) view of its investment to mitigate the potential losses from one individual investment asset.</p>
<p><b>Competition</b> – Where the local market is very strong (for example Cambridge), there will be increased competitive activity for limited supply of high quality investment property. This means that the Council are likely to be one of several bidders for available assets.</p>	<p>PCC will adopt procedures which will allow them to compete in the market but with appropriate governance procedures covering the necessary delegated authority and decision making.</p>
<p><b>Liquidity</b> - The process of buying and selling investment property is fairly lengthy (e.g. an investment disposal will usually take between 3 to 6 months from heads of terms to completion), making it a more illiquid than other asset classes such as equities or bonds.</p>	<p>PCC will manage the portfolio by adopting the Institute of Public Finance (IPF)’s best practice advice contained in "Readiness for sale - A guide for streamlining commercial property transactions". Furthermore PCC will identify a recommended ‘holding period’ for each investment which will be aligned with the strategic aim of long term income.</p>
<p><b>Opportunity</b> - The availability of property stock for investment in the Council’s administrative area may be limited. As the Council seeks to grow the portfolio it may at times be frustrated by a lack of opportunity.</p>	<p>To counter this PCC will seek out as many appropriate opportunities as possible, build relationships and communicate to the market the Council's requirement and ability to perform.</p>

<p><b>Management</b> - The portfolio may have the risk of void periods or tenants may default on rent payment. Voids create holding and re-letting costs; if they persist for prolonged periods these costs can be significant.</p>	<p>Active portfolio management will be undertaken by PCC during the holding period to anticipate and reduce such risks where possible.</p>
<p><b>Capacity &amp; Expertise</b> - Management of an investment portfolio requires specific skills, expertise and capacity. Direct ownership and direct management means this can be resource intensive. As the portfolio grows, so the management burden will grow.</p>	<p>This specific issue along with knowledge of the local market opportunities will be critical. PCC will identify a 'lead officer' with appropriate expertise to provide a focus on the investment portfolio.</p>
<p><b>Reputation</b> - How the Council acts to intervene in the market and deals with day to day management of its properties and tenants will have an impact on the Council's overall reputation.</p>	<p>PCC will seek to adhere to 'best practice' in all its transactions and ensure effective regular liaison with tenants. Reviews of individual assets and the portfolio as a whole will identify any works required to protect or enhance the fabric of buildings which may be needed in order to re-let a void property.</p>
<p><b>Regulatory Compliance</b> - The Council should ensure it operates within the applicable regulatory framework and regularly takes steps to review that framework.</p>	<p>PCC will act in accordance with appropriate statutes and in line with current financial regulations and 'best practice' including the Chartered Institute of Public Finance and Accounting (CIPFA) Prudential Code, CIPFA's treasury management guidance for local authority funds and the Department for Communities and Local Government (DCLG) statutory guidance on local authority investment.</p>

**Appendix B – Summary of Aims, Objectives & Operating Principles**

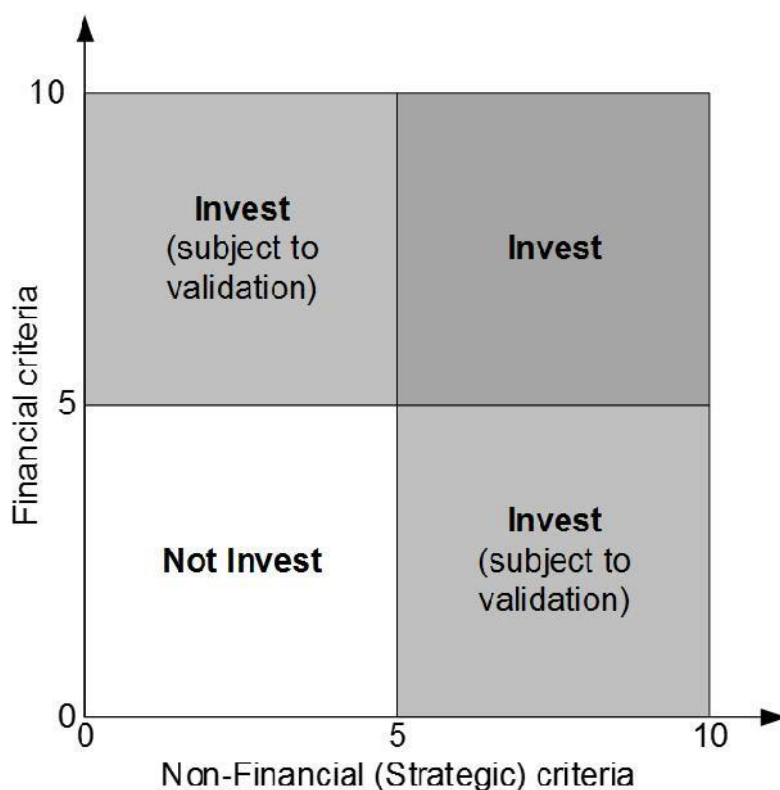
<p><b>Aim</b></p> <p>To acquire and manage investment property (the investment portfolio) in order to support the Council’s revenue budget and its priority in ensuring the economic prosperity and well-being of Peterborough.</p>
<p><b>Objectives</b></p> <ul style="list-style-type: none"><li>• To acquire property that can provide long term income and capital growth.</li><li>• To maximise returns whilst minimising risk through sound property selection and effective governance.</li><li>• To prioritise investment towards property that can provide strong stable long term income.</li><li>• To maintain and enhance the condition of property to ensure long term income strength and income growth.</li></ul>
<p><b>Operating Principles</b></p> <ul style="list-style-type: none"><li>• The Council will retain direct ownership of all its investment property assets.</li><li>• The Council will undertake the management of the investment portfolio in-house (as a landlord) or with established suppliers / joint ventures.</li><li>• The geographical operating scope of the portfolio will be restricted to Peterborough City Council’s administrative area and its immediate surroundings.</li><li>• The council will seek to retain a ‘balanced’ portfolio through its mix of asset types and lease lengths with emphasis on industrial, office and retail uses.</li><li>• To minimise management and risk, preference will be for single occupancy investments although multi-let properties may be considered.</li><li>• Preference will be for full repairing and insuring (FRI) terms or FRI by way of service charge, meaning that all costs relating to occupation and repairs are borne by the tenant(s) during the lease term.</li><li>• There will be an annual portfolio review with an executive summary report to the Audit Committee which will examine the portfolio’s performance and allow for strategic decision making.</li></ul>

## Appendix C - Acquisition & Review Criteria for Investment Assets

Criteria	Scoring					Score
	1 Poor	2 Marginal	3 Acceptable	4 Good	5 Very good	
<b>Location</b>	Tertiary	Micro Secondary	Major Secondary	Micro Prime	Major Prime	1-5
<b>Tenancy Strength</b>	Tenants with unstable or poor financial covenant	Multiple tenants with good financial covenant	Multiple tenants with strong financial covenant	Single tenant with good financial covenant	Single Tenant with strong financial covenant	1-5
<b>Tenure</b>	Lease less than 20 years	Lease between 20 & 50 years	Lease between 50 & 125 years	Lease 125 years with option to buy freehold	Freehold	1-5
<b>Lease Length</b>	Less than 2 years or vacant	Between 2 & 4 years	Between 4 & 7 years	Between 7 & 10 years	Greater than 10 years	1-5
<b>Repairing Terms</b>	Landlord	Internal repairing – non recoverable	Internal repairing – partially recoverable	Internal repairing – 100% recoverable	Full repairing & insuring	1-5
<b>Physical Condition</b>	In a poor state of repair with significant liabilities	In a poor condition with some repairs required	In a reasonable condition with limited repairs required	In a good condition with only limited repair issues	Fit for purpose, well maintained with no outstanding repairs	1-5
<i>Note: This is an initial framework which will be updated and refined in use. The exact criteria and scoring approach is subject to review</i>					<b>Maximum Score</b>	<b>30</b>

## Appendix D – Initial Investment Appraisal ‘Scorecard’

Financial Criteria	Strategic Criteria
Does the net yield exceed PCC agreed target?	Does the investment support local community vibrancy?
Is the location classified as major prime, micro prime or major secondary?	Will the investment support local job creation or retention?
Is the property freehold or have a lease in excess of 150 years?	Will it facilitate strategic site assembly / increase scope for intervention?
Is the lease an ‘operating lease’ so all income can be treated as revenue?	Will it support improvement in infrastructure?
Can it be let on full repair & insuring terms or with 100% recovery of internal repairs?	Will it support local place shaping in line with PCC objectives?
Is the occupier’s lease length greater than 5 years?	Does it support equity of prosperity & opportunity across Peterborough?
Is there a single tenant with good or strong covenant?	Does it support anti-poverty or deprivation policies?
Does the location reflect good potential for rental growth & high letting prospects	Will it support education, skills or apprenticeship policies?
Does the asset improve the balance of the PCC portfolio (risk management)?	Is it in a specific priority area for regeneration or growth?
Does the asset have good market exit (sales) prospects?	Does it contribute to better balance within and between ‘places’?





## Appendix E – Governance Arrangements

The Council will acquire assets where it can demonstrate:

- An investment return can be generated
- Value can be added to existing assets held by the Council
- There is a strategic benefit from acquiring the assets.
- A contribution to the maintenance of a balanced commercial property portfolio.

All acquisitions will be assessed through a robust business case and with particular reference to the cost, benefit, impact and risk of the property. How it relates to the Council's corporate objectives and its assessment against the acquisition and review framework (See Appendix C) will also be key. In all cases an independent valuation will be obtained by a member of the Royal Institution of Chartered Surveyors to ensure that the transaction represents market value.

Acquisitions and disposals relating to the commercial portfolio, whilst needing to be consistent with the Council's financial strategy, will need to be completed quickly. This is even more likely to be in the case of acquisition, as securing a good investment will require the ability to respond and act quickly to secure it ahead of the competition.

Acquisitions and disposals will, under the Council's Rules of Financial Governance require consultation with and agreement of the Section 151 Officer. In all cases, they will need to be supported by a financial appraisal setting out all the financial and budgetary implications. Under the Council's practice of delegated authority nominated senior officers along with the Corporate Property Officer can approve acquisitions or disposals subject to a maximum value of £20M. Acquisitions over this value will be identified as 'key decisions' and included in the Council's standard processes around key decisions.

## Appendix F – Performance Measures

Indicator	Target	Actual
Rate of Return	5% - 8%	
Revenue Growth (over 5 years)	To be defined	
Capital Growth (over 5 years)	To be defined	
Management & Ownership Costs (as a % of gross income)	To be defined	
Average portfolio score under 'Acquisition & Review Criteria'	20+	

Below is a list of further possible performance indicators that could be used to measure the performance of the portfolio.

Debt to net service expenditure (NSE) ratio	<i>Gross debt as a percentage of net service expenditure, where net service expenditure is a proxy for the size and financial strength of a local authority.</i>
Commercial income to NSE ratio	<i>Dependence on non-fees and charges income to deliver core services. Fees and charges should be netted off gross service expenditure to calculate NSE.</i>
Investment cover ratio	<i>The total net income from property investments, compared to the interest expense.</i>
Loan to value ratio	<i>The amount of debt compared to the total asset value.</i>
Target income returns	<i>Net revenue income compared to equity. This is a measure of achievement of the portfolio of properties.</i>
Benchmarking of returns	<i>As a measure against other investments and against other council's property portfolios.</i>
Gross and net income	<i>The income received from the investment portfolio at a gross level and net level (less costs) over time.</i>
Operating costs	<i>The trend in operating costs of the non-financial investment portfolio over time, as the portfolio of non-financial investments expands.</i>
Vacancy levels and Tenant exposures for nonfinancial investments	<i>Monitoring vacancy levels (voids) ensure the property portfolio is being managed (including marketing and tenant relations) to ensure the portfolio is productive as possible.</i>

## References

Local Government Act 2003

Localism Act 2011

CIPFA Prudential Code for Capital Finance In Local Authorities

CIPFA Treasury Management in Public Services Code of Practice

DCLG Statutory Guidance on Local Authority Investment (3<sup>rd</sup> Edition) issued under section 15(1)(a) of the Local Government Act 2003

House of Commons Briefing Paper 16 February 2018; Commercial Property Investment

CIPFA Statement on borrowing to invest by Rob Whiteman and Richard Paver 18 October 2018

<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 9
<b>9 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

Report of:	Director of Law and Governance	
Contact Officer(s):	David Beauchamp, Democratic Services Officer	Tel. 01733 384628

**MONITORING SCRUTINY RECOMMENDATIONS**

<b>R E C O M M E N D A T I O N S</b>	
<b>FROM:</b> Director of Law and Governance	<b>Deadline date:</b> N/A
<p>It is recommended that the Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>1. Considers the responses from Cabinet Members and Officers to recommendations made at previous meetings as attached in Appendix 1 to the report and provides feedback including whether further monitoring of each recommendation is required.</li> </ol>	

**1. ORIGIN OF REPORT**

1.1 The Growth, Environment and Resources Scrutiny Committee agreed at a meeting held on 28 June 2017 that a report be provided at each meeting to note the outcome of any recommendations made at the previous meeting held thereby providing an opportunity for the Committee to request further monitoring of the recommendation should this be required.

**2. PURPOSE AND REASON FOR REPORT**

2.1 The report enables the Growth, Environment and Resources Scrutiny Committee to monitor and track progress of recommendations made to the Executive or Officers at previous meetings.

2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference No. *Part 3, Section 4 - Overview and Scrutiny Functions, paragraph 3.3:*

*The Scrutiny Committees will:*

- (a) *Review and scrutinise the Executive, Committee and officer decisions and performance in connection with the discharge of any of the Council's functions;*
- (b) *Review and scrutinise the Council's performance in meeting the aims of its policies and performance targets and/or particular service areas;*
- (c) *Question Members of the Executive, Committees and senior officers about their decisions and performance of the Council, both generally and in relation to particular decisions or projects;*
- (d) *Make recommendations to the Executive and the Council as a result of the scrutiny process.*

### 3. **TIMESCALES**

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

4.1 Appendix 1 of the report sets out the recommendations made to Cabinet Members or Officers at previous meetings of the Scrutiny Committee. It also contains summaries of any action taken by Cabinet Members or Officers in response to the recommendations.

4.2 The progress status for each recommendation is indicated and if the Scrutiny Committee confirms acceptance of the items marked as completed they will be removed from the list. In cases where action on the recommendation is outstanding or the Committee does not accept the matter has been adequately completed it will be kept on the list and reported back to the next meeting of the Committee. It will remain on the list until such time as the Committee accepts the recommendation as completed.

### 5. **ANTICIPATED OUTCOMES OR IMPACT**

5.1 Timelier monitoring of recommendations made will assist the Scrutiny Committee in assessing the impact and consequence of the recommendations.

### 6. **REASON FOR THE RECOMMENDATION**

6.1 To assist the Committee in assessing the impact and consequence of recommendations made at previous meetings.

### 7. **BACKGROUND DOCUMENTS**

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

7.1 Minutes of the Growth, Environment and Resources Scrutiny meeting held on 7 November 2018

### 8. **APPENDICES**

8.1 Appendix 1 – Recommendation Monitoring Report

**RECOMMENDATIONS MONITORING REPORT 2018 - 2019**

**GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE**

Meeting date Recommendations Made	Portfolio Holder / Directorate Responsible	Agenda Item Title	Recommendation Made	Action Taken	Progress Status
7 NOVEMBER 2018	Cllr Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development	<b>AFFORDABLE HOUSING NEED AND DELIVERY</b>	<p><b>RECOMMENDATION</b></p> <p>The Growth, Environment and Resources Scrutiny Committee <b>RESOLVED</b> to recommend that Cabinet examines the viability of setting up a Housing Revenue Account (HRA).</p>	The Cabinet Member for Growth, Planning, Housing and Economic Development advised that he would be recommending to Cabinet that the Council examines the viability of setting up a Housing Revenue Account (HRA).	<b>Ongoing.</b>

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<b>GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE</b>	AGENDA ITEM No. 10
<b>9 JANUARY 2019</b>	<b>PUBLIC REPORT</b>

Report of:	Interim Director of Law and Governance		
Cabinet Member(s) responsible:	Cabinet Member for Resources		
Contact Officer(s):	David Beauchamp, Democratic Services Officer	Tel. 01733 384628	

**FORWARD PLAN OF EXECUTIVE DECISIONS**

R E C O M M E N D A T I O N S	
<b>FROM:</b> David Beauchamp, Democratic Services Officer	<b>Deadline date:</b> N/A
<p>It is recommended that the Growth, Environment and Resources Scrutiny Committee:</p> <ol style="list-style-type: none"> <li>1. Considers the current Forward Plan of Executive Decisions and identifies any relevant items for inclusion within their work programme or request further information.</li> </ol>	

**1. ORIGIN OF REPORT**

1.1 The report is presented to the Growth, Environment and Resources Scrutiny Committee in accordance with the Terms of Reference as set out in section 2.2 of the report.

**2. PURPOSE AND REASON FOR REPORT**

2.1 This is a regular report to the Growth, Environment and Resources Scrutiny Committee outlining the content of the Forward Plan of Executive Decisions.

2.2 This report is for the Growth, Environment and Resources Scrutiny Committee to consider under its Terms of Reference No. Part 3, Section 4 - Overview and Scrutiny Functions, paragraph 3.3:

The Scrutiny Committees will:

(f) Hold the Executive to account for the discharge of functions in the following ways:

- ii) By scrutinising Key Decisions which the Executive is planning to take, as set out in the Forward Plan of Executive Decisions;

**3. TIMESCALES**

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

- 4.1 The latest version of the Forward Plan of Executive Decisions is attached at Appendix 1. The Forward Plan contains those Executive Decisions which the Leader of the Council believes that the Cabinet or individual Cabinet Member(s) can take and any new key decisions to be taken after 21 January 2019.
- 4.2 The information in the Forward Plan of Executive Decisions provides the Committee with the opportunity of considering whether it wishes to seek to influence any of these executive decisions, or to request further information.
- 4.3 If the Committee wished to examine any of the executive decisions, consideration would need to be given as to how this could be accommodated within the work programme.
- 4.4 As the Forward Plan is published fortnightly any version of the Forward Plan published after dispatch of this agenda will be tabled at the meeting.

#### **5. CONSULTATION**

- 5.1 Details of any consultation on individual decisions are contained within the Forward Plan of Executive Decisions.

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

- 6.1 After consideration of the Forward Plan of Executive Decisions the Committee may request further information on any Executive Decision that falls within the remit of the Committee.

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

- 7.1 The report presented allows the Committee to fulfil the requirement to scrutinise Key Decisions which the Executive is planning to take, as set out in the Forward Plan of Executive Decisions in accordance with their terms of reference as set out in Part 3, Section 4 - Overview and Scrutiny Functions, paragraph 3.3.

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

- 8.1 N/A

#### **9. IMPLICATIONS**

##### **Financial Implications**

- 9.1 N/A

##### **Legal Implications**

- 9.2 N/A

#### **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 1 – Forward Plan of Executive Decisions

## **FORWARD PLAN**

### **PART 1 – KEY DECISIONS**

In the period commencing 28 clear days after the date of publication of this Plan, Peterborough City Council's Executive intends to take 'key decisions' on the issues set out

# **PETERBOROUGH CITY COUNCIL'S FORWARD PLAN OF EXECUTIVE DECISIONS**

373

PUBLISHED: 21 DECEMBER 2018

below in **Part 1**. Key decisions relate to those executive decisions which are likely to result in the Council spending or saving money in excess of £500,000 and/or have a significant impact on two or more wards in Peterborough.

If the decision is to be taken by an individual Cabinet Member, the name of the Cabinet Member is shown against the decision, in addition to details of the Councillor's portfolio. If the decision is to be taken by the Cabinet, this too is shown against the decision and its members are as listed below:  
Cllr Holdich (Leader); Cllr Fitzgerald (Deputy Leader); Cllr Ayres; Cllr Cereste; Cllr Hiller, Cllr Lamb; Cllr Smith; Cllr Seaton and Cllr Walsh.

This Plan should be seen as an outline of the proposed decisions for the forthcoming month and it will be updated on a fortnightly basis to reflect new key-decisions. Each new Plan supersedes the previous Plan and items may be carried over into forthcoming g Plans. Any questions on specific issues included on the Plan should be included on the form which appears at the back of the Plan and submitted to philippa.turvey@peterborough.gov.uk, Democratic and Constitutional Services Manager, Legal and Governance Department, Town Hall, Bridge Street, PE1 1HG (fax 08702 388039). Alternatively, you can submit your views via e-mail to or by telephone on 01733 452460. For each decision a public report will be available from the Democratic Services Team one week before the decision is taken.

### **PART 2 – NOTICE OF INTENTION TO TAKE DECISION IN PRIVATE**

Whilst the majority of the Executive's business at the Cabinet meetings listed in this Plan will be open to the public and media organisations to attend, there will be some business to be considered that contains, for example, confidential, commercially sensitive or personal information. In these circumstances the meeting may be held in private, and on the rare occasion this applies, notice will be given within **Part 2** of this document, 'notice of intention to hold meeting in private'. A further formal notice of the intention to hold the meeting, or part of it, in private, will also be given 28 clear days in advance of any private meeting in accordance with The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012.

The Council invites members of the public to attend any of the meetings at which these decisions will be discussed (unless a notice of intention to hold the meeting in private has been given).

### **PART 3 – NOTIFICATION OF NON-KEY DECISIONS**

For complete transparency relating to the work of the Executive, this Plan also includes an overview of non-key decisions to be taken by the Cabinet or individual Cabinet Members, these decisions are listed at **Part 3** and will be updated on a weekly basis.

You are entitled to view any documents listed on the Plan, or obtain extracts from any documents listed or subsequently submitted to the decision maker prior to the decision being made, subject to any restrictions on disclosure. There is no charge for viewing the documents, although charges may be made for photocopying or postage. Documents listed on the notice and relevant documents subsequently being submitted can be requested from Philippa Turvey, Democratic and Constitutional Services Manager, Legal and Governance Department, Town Hall, Bridge Street, PE1 1HG (fax 08702 388038), e-mail to [philippa.turvey@peterborough.gov.uk](mailto:philippa.turvey@peterborough.gov.uk) or by telephone on 01733 452460.

All decisions will be posted on the Council's website: [www.peterborough.gov.uk/executivedeisions](http://www.peterborough.gov.uk/executivedeisions). If you wish to make comments or representations regarding the 'key decisions' outlined in this Plan, please submit them to the Democratic and Constitutional Services Manager using the form attached. For your information, the contact details for the Council's various service departments are incorporated within this Plan.

**PART 1 – FORWARD PLAN OF KEY DECISIONS**

**KEY DECISIONS FROM 21 JANUARY 2019**

<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>School Admission Arrangements for Community and Voluntary Controlled Schools Academic Year 2020/21 – KEY/21JAN18/01</b></p> <p>Approve and determine the proposed changes to admission arrangements for Community and Voluntary Controlled Schools for whom Peterborough City Council is the admission authority, for the 2020/21 academic year.</p>	<p><b>Councillor Lynne Ayres, Cabinet Member for Education, Skills and University</b></p>	<p><b>Before 28th February 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p> <p>Consultation took place in accordance with statutory requirements of the School Admissions Code between 19th November 2018 and 13th January 2019.</p>	<p>Sam Surtees - Strategic Admissions and Attendance Manager (Cambridgeshire and Peterborough) - sam.surtees@peterborough.gov.uk, 01733 864418 or 07768068342</p>	<p>The School Admissions Code 2014</p> <p><a href="https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf">https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/389388/School_Admissions_Code_2014_-_19_Dec.pdf</a></p>

<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>Award of Management Consultancy Framework agreement to support PCC Savings Programme – KEY/21JAN18/02</b></p> <p>Appointment of a successful partner to deliver the savings programme for Peterborough City Council and to work in partnership with Cambridge County Council where appropriate</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p>	<p>Katherine Hlalat Head of Projects, Programmes and Assurance katherine.hlalat@peterborough.gov.uk</p>	<p>Evaluation outcome report</p>
<p><b>Work Required to Transition Amey Services to Peterborough Limited – KEY/21JAN18/03</b></p> <p>Significant work is required to Transition services from Amey Ltd to Peterborough Limited, including Property Matters, the most effective routes of financing and final dates of transfer for each service.</p>	<p><b>Councillor Cereste, Cabinet Member for Waste and Street Scene</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p>	<p>Pete Carpenter, Acting Corporate Director Resources, Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>LACTo Reports to Cabinet - July 2018 and December 2018</p>

**PREVIOUSLY ADVERTISED KEY DECISIONS**

<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p>1. <b>Affordable Warmth Strategy 2019 – 2021 - KEY/17APR17/03</b>                      Recommendation to approve the Affordable Warmth Strategy 2019 – 2021</p> <p>377</p>	<p><b>Councillor Walsh, Cabinet Member for Communities</b></p>	<p><b>2019</b></p>	<p>Adults and Communities Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders.</p> <p>The draft strategy will be placed on PCC Consultation pages for 3 week consultation period</p>	<p>Sharon Malia, Housing Programmes Manager, Tel: 01733 863764                      sharon.malia@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p>BRE Integrated Dwelling Level Housing Stock Modelling Report July 2016 Housing Renewals Policy 2017 – 2019</p>



<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>2.</b> <b>Award of Contract - Social Care Platform - KEY/24JULY17/01</b> To approve the award of a contract to develop and implement a technology platform that would sit across the current adult and children's social care IT systems</p>	<p><b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.  N/A</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>
<p><b>3783.</b> <b>Award of Contract - Social Care e-marketplace – KEY/24JULY17/02</b> To approve the awarding of a contract to provide a social care e-marketplace IT system</p>	<p><b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.  N/A</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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<p>4. <b>Award of Contract - Social Care Operating Model – KEY/24JULY17/05</b> To approve the awarding of a contract to develop a social care operating model</p>	<p><b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.  N/A</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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380	<p><b>5. Acquisition of Regeneration Site – KEY/24JULY17/06</b> To approve the acquisition of a local regeneration site.</p>	<p><b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>Central</p>	<p>Relevant Internal and External Stakeholders.</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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<p>6. <b>Continuation of Housing Renewal Policy grants through the Care &amp; Repair Agency – KEY/18SEP17/02</b>            Permission is sought to continue to use the current tendering processes for non framework works funded through Repairs Assistance Grants and Disabled Facility Grants. A full procurement process is being undertaken to introduce frameworks for all of this work which is aimed to be in place by the 1st May 2018. This interim arrangement will allow the capital programme to be continued</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Adults and Communities Scrutiny Committee</p>	<p>All</p>	<p>Relevant internal and external stakeholders.             CMDN published on website</p>	<p>Sharon Malia, Housing Programmes Manager, Tel: 01733 863764 Email: sharon.malia@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>7. <b>Award of contract for the expansion and partial remodelling of Ken Stimpson Community School – KEY/18SEP17/03</b>  The intention is to expand the school by 2 forms of entry (300 additional pupils plus 150 sixth form) to meet the growing need for secondary school places. A new building block is planned on the site with an extension to the dinning hall and minor remodelling to an adjacent building. As part of the remodelling the on site library will be demolished - following its relocation to a suitable site close by.</p>	<p><b>Councillor Lynne Ayres, Cabinet Member for Education, Skills and University</b></p>	<p><b>January 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>Werrington</p>	<p>Relevant internal and external stakeholders.</p> <p>Consultation will include: Senior School Management team, Sport England, local residents and the Department For Education</p>	<p>Stuart Macdonald, Property Manager.</p> <p>Tel: 07715 802 489.  Email: stuart.macdonald@pet-erborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p>School Organisation Plan 2015 -2022</p>

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<p>383</p> <p>8. <b>Approval of contract for the delivery of Lot 1 - General Information, Advice and Guidance Services and Lot 2 - Specialist Information, Advice and Guidance Services – KEY/16OCT17/04</b> Following competitive procurement of these services, to approve the contract to deliver Lot 1 Generalist Information, Advice and Guidance Services - Homelessness Prevention; and Lot 2 Specialist Information, Advice and Guidance Services - supporting protected characteristic groups.</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Adults and Communities</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p> <p>Voluntary sector advice agencies consulted in service design. Market testing of providers has also taken place.</p>	<p>Ian Phillips, Senior Policy Manager Tel: 01733 863849 Email: <a href="mailto:ian.phillips@peterborough.gov.uk">ian.phillips@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published</p>

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<p>9.</p> <p><b>ICT Infrastructure works for Fletton Quays – KEY/13NOV17/02</b> To agree to the procurement of ICT infrastructure works for Fletton Quays</p> <p>384</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>N/A</p>	<p>Relevant internal and external stakeholders</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published. The decision will include an exempt annex. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</p>



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<p>10. <b>Expansion and Remodelling of Marshfields School – KEY/11DEC17/03</b> To approve the proposed expansion and remodelling of Marshfields school</p>	<p><b>Councillor Lynne Ayres, Cabinet Member for Education, Skills and University</b></p>	<p><b>January 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>Dogsthorpe Ward</p>	<p>Relevant internal and external stakeholders.  Public Consultation Meeting</p>	<p>Sharon Bishop, Capital Projects &amp; Assets Officer Tel: 01733 863997 Email: <a href="mailto:Sharon.bishop@peterborough.gov.uk">Sharon.bishop@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  School Organisational Plan</p>
<p>11. <b>Purchase of land and building in the centre of Peterborough – KEY/11DEC17/06</b> To delegate authority to the Corporate Director of Growth and Regeneration to purchase the property</p>	<p><b>Councillor David Seaton Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Central</p>	<p>Relevant internal and external stakeholders</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published. <b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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12. <b>Purchase of building in the centre of Peterborough – KEY/11DEC17/08</b> To delegate authority to the Corporate Director of Growth and Regeneration to purchase the property	<b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b>	<b>January 2019</b>	Growth, Environment and Resources Scrutiny Committee	Central	Relevant internal and external stakeholders	Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published. <b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b>
13. <b>Purchase of land to the east of the city - KEY/25DEC17/02</b> Delegate authority to the Corporate Director of Growth and Regeneration to purchase the property.	<b>Cabinet Member for Resources, Councillor Seaton</b>	<b>January 2019</b>	Growth, Environment and Resources Scrutiny Committee	East	Relevant internal and external stakeholders	Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published. <b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b>

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<p>14. <b>A605 Whittlesey Access Phase 2 - Stanground Access - KEY/25DEC17/03</b>            To approve the design and construction of the A605 Stanground East Junction Improvements for the financial year of 2017/18 - 2018-19 and authorise the associated package of work to be issued to Skanska Construction UK Limited under the Council's existing agreement with SKANSKA dated 18th September 2013 (the Highways Services Agreement).</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Stanground South</p>	<p>Relevant internal and external stakeholders.</p> <p>The scheme is included in the fourth Local Transport Plan. Further consultation will be undertaken during the design process, including ward Councillors.</p>	<p>Lewis Banks, Principal Sustainable Transport Planning Officer.</p> <p>Tel: 01733 317465, Email: lewis.banks@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p>Fourth Local Transport Plan:  <a href="http://www.peterborough.gov.uk/ltpl">www.peterborough.gov.uk/ltpl</a>            National Productivity Investment Fund for the Local Road Network Application Form:  <a href="https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/residents/transport-and-streets/A605Application.pdf?inline=true">https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/residents/transport-and-streets/A605Application.pdf?inline=true</a></p>

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<p>15. <b>Approval of funding allocation for the improvement to open spaces in the CAN Do area of the city as part of the capital regeneration programme for the area - KEY/25DEC17/04</b> Improvement to open spaces in the CAN Do area of the city as part of the capital regeneration programme for the area</p>	<p><b>Councillor Cereste, Cabinet Member for Waste and Street Scene</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Central, North &amp; Park wards</p>	<p>Relevant internal and external stakeholders.  Community engagement with local residents, businesses &amp; partner organisations</p>	<p>Cate Harding, Community Capacity Manager.  Tel: 01733 317497. Email: Cate.harding@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  Budget allocation in MTFP 2017/18</p>
<p>16. <b>Approval of funding allocation for community facility improvements in the CAN Do area of the city as part of the capital Regeneration Programme for the area - KEY/25DEC17/05</b> community facility improvements in the CAN Do area of the city as part of the capital Regeneration Programme for the area</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Central, North &amp; Park wards</p>	<p>Relevant internal and external stakeholders.  Community engagement with residents, groups, businesses and partner organisations</p>	<p>Cate Harding, Community Capacity Manager. Tel: 01733 317497. Email: cate.harding@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  Budget allocation of £4m in MTFP 2017/8</p>

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17. <b>Approval of funding allocation for the public realm improvements within the CAN Do area of the city as part of the capital regeneration programme for the area - KEY/25DEC17/06</b> public realm improvements within the CAN Do area	<b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b>	<b>January 2019</b>	Growth, Environment and Resources Scrutiny Committee	Central, North & Park wards	Relevant internal and external stakeholders.  Community engagement with local residents, groups, businesses and partner agencies	Cate Harding, Community Capacity Manager. Tel: 01733 317497. Email: cate.harding@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  Budget allocation £3m in MTFP 2017/18
18. <b>Extension to the Section 75 Agreement for Learning Disabilities Services - KEY/30APRIL18/01</b> Extension of the existing staff and commissioned arrangements for a period of 12 months	<b>Councillor Fitzgerald, Deputy Leader and Cabinet Member for Integrated Adult Social Care and Health</b>	<b>January 2019</b>	Health Scrutiny Committee	All wards	Consultation with key stakeholders to agree this interim approach	Cris Green Tel: 01733 207164 Email: <a href="mailto:cris.green@peterborough.gov.uk">cris.green@peterborough.gov.uk</a>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.

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<p>19. <b>Authority to enter into contracts with suppliers following termination of the Amey Contract – KEY/14MAY18/01</b>            To authorise the Corporate Director for Growth &amp; Regeneration to enter into contracts for a limited period with suppliers originally subcontracted by Amey whose arrangements will cease in September 2018. The services supplied are managed by NPS Ltd and will be included in an upcoming tender as follows:            (i) Building Management Services (Plumbing and Water, Gas Maintenance, Fire Equipment, Lifts etc.            (ii) External Maintenance            (iii) General Repairs</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Extensive consultation with colleagues within the Council and the subcontracted suppliers. The consultation with suppliers has focused on the immediate arrangements post Amey and alerting them to the fact that this business will be subject to full procurement within the next 3 months.</p>	<p>Andy Cox, Senior Contracts &amp; Partnerships Manager, Tel: 452465, Email: andy.cox@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published</p>

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<p>20. <b>Approval for contract to be awarded to Skanska to deliver widening of the A605 Oundle Road between Alwalton and Lynch Wood Business Park - KEY/11JUN18/03</b>            Approval for contract to be awarded to Skanska to deliver widening of the A605 Oundle Road between Alwalton and Lynch Wood Business Park. The council has received funding (£720k) from the Cambridgeshire and Peterborough Combined Authority to deliver the scheme. In addition the council has also allocated internal funding (£773k) towards the scheme.</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Orton Waterville</p>	<p>Relevant internal and external stakeholders</p> <p>Consultation will take place once the scheme design is completed. This is expected to be later this summer.</p>	<p>Lewis Banks, Principal Sustainable Transport Planning Officer.</p> <p>Tel: 01733 317465,            Email: lewis.banks@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p>Cambridgeshire and Peterborough Combined Authority meeting notes confirming grant funding allocation. Also CMDN for award of contract to Skanska for provision of Professional Services under Peterborough Highway Services partnership.</p>



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392	<p><b>21. Disposal of freehold in Centre of the City - KEY/12JUN18/01</b> To delegate authority to the Corporate Director of Growth and Regeneration to sell the property</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Central</p>	<p>Relevant internal and external stakeholders</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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<p>303</p> <p><b>22. To approve the awarding of contracts to external providers following a competitive tender exercise led by Cambridgeshire County Council. - KEY/25JUNE18/02</b>            Cambridgeshire County has recently conducted a tendering exercise to establish a Dynamic Purchasing System for the provision Supported Living Services for Adults with a Learning Disability (Reference number: DN311905). Peterborough City Council is the named authority under this arrangement and would want to commission care and support packages (call-off).</p>	<p><b>Councillor Fitzgerald, Deputy Leader and Cabinet Member for Integrated Adult Social Care and Health</b></p>	<p><b>January 2019</b></p>	<p>Adults and Communities Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders</p> <p>Relevant consultations has been carried out with the service users, family carers, Health colleagues and care and support providers across Cambridgeshire and Peterborough.</p>	<p>Mubarak Darbar, Head of Integrated Commissioning, Tel: 07718654207, Email: mubarak.darbar@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>23. <b>IT Strategy – KEY/3SEP18/01</b> Approval of an IT Strategy and associated investment for the 2019 to 2022 time period</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>N/A</p>	<p>Relevant internal and external stakeholders</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a></p>	<p>IT Improvement Plan 23/07/18. There will be the possibility of an exempt annex if the report contains commercial information.</p> <p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>
<p>24. <b>University Delivery Vehicle – KEY/3SEP18/02</b> Approval and setting up of an appropriate delivery vehicle with University project partners to move council assets to enable the deliver of the university.</p>	<p><b>Councillor Lynne Ayres, Cabinet Member for Education, Skills and University</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Central</p>	<p>Relevant internal and external stakeholders</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

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<b>DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p>25. <b>Approval of funding for the provision of accommodation to reduce homelessness – KEY/17SEP18/0</b>            Following Cabinet Decision JAN18/CAB/18 this is a new project to increase the supply of housing and address the demand for accommodation resulting from the increase in homelessness</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All wards</p>	<p>The issues associated with homelessness in Peterborough have been subject to significant discussion in various forums, including the Council's Adults and Communities Scrutiny, Cabinet and Full Council</p>	<p>Adrian Chapman, Service Director for Communities and Safety.            adrian.chapman@peterborough.gov.uk</p> <p>carole.coe@peterborough.gov.uk</p>	<p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p> <p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

<b>DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p>26. <b>Award of contract for the provision of a Regional Adoption Agency by a Voluntary Adoption Agency– KEY/01OCT18/01</b> To agree an award of contract relating to the regional adoption services.</p> <p>396</p>	<p><b>Cabinet</b></p>	<p><b>4 February 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant Internal and External Stakeholders</p>	<p>Helene Carr, Head of Children's Social Care Commissioning - Peterborough &amp; Cambridgeshire, 07904 909039, helene.carr@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published</p>
<p>27. <b>Approval to award six contracts that make up the Community Short Breaks portfolio – KEY/12NOV18/02</b> Approval to award six contracts that make up the Community Short Breaks portfolio.</p>	<p><b>Councillor Smith, Cabinet Member for Children's Services</b></p>	<p><b>January 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All Wards</p>	<p>Consultation took place with parents and carers of children and young people with disabilities and complex needs to develop the portfolio of services. The service specifications were coproduced with parent carer representation and social care colleagues.</p>	<p>Carrie Gamble, Commissioner, 01733 863931, 07507 889388, carrie.gamble@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>28. <b>Award of Dynamic Purchasing System for external placements for looked after children and/or those with an Education, Health and Care Plan [EHCP] – KEY/12NOV18/04</b>  As per above, for: Independent Fostering Agencies, Residential Children's Homes, Residential [non-maintained] Special Schools and Out of School Tuition. This is a joint commissioning activity with CCC pan CCC and PCC.</p>	<p><b>Councillor Smith, Cabinet Member for Children's Services</b></p>	<p><b>February 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All Wards</p>	<p>None planned</p>	<p>Helene Carr - Head of Children's Commissioning,  helene.carr@peterborough.gov.uk.  07904909039</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

<b>DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p>29. <b>Amendment to Loan Facility – KEY/12NOV18/05</b> A loan facility previously approved by Cabinet requires approval of an amendment to that facility</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Detail consultation was undertaken in the original decision to offer the loan facility.</p>	<p>Peter Carpenter, Acting Corporate Director Resources 01733 384564 email peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>
<p>30. <b>Award of Contract – Environmental Enforcement – KEY/12NOV18/06</b> Award of contract after completion of procurement process to successful provider for environmental enforcement</p>	<p><b>Councillor Walsh – Cabinet Member for Communities</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>		<p>Internal and external stakeholders.</p>	<p>Rob Hill- Assistant Director, Communities and Safety, rob.hill@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>



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<p><b>31.</b> <b>Award of contracts for children's centres in Peterborough – KEY/12NOV18/07</b>  Peterborough City Council, Cambridgeshire County Council and Peterborough and Cambridgeshire Clinical Commissioning Group are working together on transforming the Children, Young People and Families services, delivering the healthy child programme. The children's centre contracts, which support the healthy child programme delivery, end on 31 March 2019. In order to maintain service delivery, whilst work is completed on the transformation programme, approval is to be sought to place contracts with existing providers for a 12 month period, until 31 March 2020.</p>	<p><b>Councillor Smith – Cabinet Member for Children's Services</b></p>	<p><b>January 2019</b></p>	<p>Children and Education</p>	<p>All Wards</p>	<p>The Joint Commissioning Board has been consulted on this item, which includes legal, procurement and finance. The providers delivering the services have also been engaged.</p>	<p>Pam Setterfield, Children's Commissioner, Tel 01733 863897, pam.setterfield@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p><b>32.</b> <b>Section 75 for health visiting and school nursing - KEY/26NOV18/03</b>            Delegate authority to Cambridgeshire County Council to act as lead local authority in commissioning the Healthy Child Programme (HCP) across Peterborough and Cambridgeshire by way of a section 75 agreement with Cambridgeshire Community Services NHS Trust and Cambridgeshire and Peterborough NHS Foundation Trust (and the associated transfer of HCP funding).</p> <p>400</p>	<p><b>Councillor Lamb, Cabinet Member for Public Health</b></p>	<p><b>January 2019</b></p>	<p>Health Scrutiny Committee</p>	<p>All</p>	<p>Relevant internal and external stakeholders.</p>	<p>Dr Liz Robin, Director of Public Health,            Email: liz.robin@peterborough.gov.uk, Tel: 01733 207175</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>33. <b>Adoption of the “Dynamic Purchasing System” (DPS) procedure for Public Health contracts with Primary Care providers – KEY/10DEC18/01</b>            To seek the approval to adopt the “Dynamic Purchasing System” (DPS) procedure for contracts with Primary Care providers for the duration of up to five years. The proposals have been approved by the Cambridgeshire and Peterborough Joint Commissioning Board.</p>	<p><b>Councillor Lamb, Cabinet Member for Public Health</b></p>	<p><b>January 2019</b></p>	<p>Health Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p>	<p>Claire-Adele Mead            Commissioning Team Manager- Primary care and Lifestyles            Claire-Adele.Mead@cambridgeshire.gov.uk            07884 250909</p> <p>Val Thomas,            Consultant in Public Health            Val.Thomas@cambridgeshire.gov.uk            01223 703264/            07884 183374</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p><b>34.</b> <b>Recommendation to approve the Local Transport Plan programme of capital works for 2019/20 - 2021/22 – KEY/24DEC18/01</b>  The Council expects to be allocated a total transport settlement of £4,193k per year between 2019/20 – 2021/22 comprising of £1,407k Integrated Transport Block Grant and £2,786k Capital Maintenance Block Grant, although this funding has been devolved to the Combined Authority by Government.</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders.</p> <p>Appropriate consultation will be undertaken on individual schemes in the programme as required. A briefing note will be prepared for the Growth, Environment and Resources Scrutiny Committee</p>	<p>Lewis Banks, Principal Sustainable Transport Planning Officer, 01733 317465, lewis.banks@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>
<p><b>35.</b> <b>To approve additional Local Highways Maintenance funding – KEY/24DEC18/02</b>  The Department for Transport is expected to give Peterborough City Council an additional £1,535,000 for local highway maintenance which will be spent this financial year.</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders.</p> <p>Appropriate consultation will be undertaken on individual schemes as required.</p>	<p>Martin Brooker, Senior Engineer, 01733 452691, martin.brooker@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>36. Interim integrated Contraception and Sexual Health service awarded to Cambridgeshire Community Services – KEY/24DEC18/04</b>  The Cabinet Member is recommended to award an interim contract for the delivery of an Integrated Contraception and Sexual Health services (iCaSH) within Peterborough to Cambridgeshire Community Services (CCS) for a value of £1,167,524.25. This is in order to allow sufficient time for the transformational recommissioning of sexual and reproductive health services collaboratively between Cambridgeshire and Peterborough local authorities, Cambridgeshire and Peterborough CCG and NHS England.</p>	<p><b>Councillor Lamb, Cabinet Member for Public Health</b></p>	<p><b>January 2019</b></p>	<p>Health Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders</p>	<p>Charlene Elliott, Sexual Health Commissioner for Cambridgeshire and Peterborough, 01733 863603, charlene.elliott@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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37.	<p><b>Enhanced highway patch repair funding – KEY/24DEC18/05</b></p> <p>An additional £500k p.a. of capital funding is to be spent on enhanced patch repairs on the highway network from 1 April 2019 for 5 years. This is in lieu of a revenue reduction of £520k p.a.</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders</p> <p>Consultation was undertaken as part of the budget setting process. Relevant consultation will occur on a scheme by scheme basis.</p>	<p>Kevin Ekins, Asset and Contract Performance Manager, 01733 453448, kevin.ekins@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published</p>
40/41 38.	<p><b>Authority to spot-purchase externally commissioned placement services for looked after children until the mobilization of the new Dynamic Purchasing System – KEY/24DEC18/06</b></p> <p>Authority to spot-purchase externally commissioned placement services for looked after children, pending the launch of the Dynamic Purchasing System [DPS] for external placements in April 2019.</p>	<p><b>Councillor Smith, Cabinet Member for Children's Services</b></p>	<p><b>January 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders</p>	<p>Helene Carr, Head of Children's Social Care Commissioning - Peterborough &amp; Cambridgeshire, 07904 909039, helene.carr@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published</p>

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<p><b>39.</b> <b>To seek the approval to implement the Peterborough City Council Permit Scheme – KEY/24DEC18/07</b>  The Permit Scheme (as a scheme defined within the Traffic Management Act) is designed to control and facilitate better consistency and co-ordination of the undertaking of relevant activities on the public highway. It would replace the current system of noticing, but retains similar concepts regarding categories of roads and works.</p>	<p><b>Councillor Hiller, Cabinet Member for Growth, Planning, Housing and Economic Development</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant Internal and External Stakeholders</p> <p>Full external consultation with affected external parties has been undertaken</p>	<p>Peter Tebb, Network and Traffic Manager, 453519 peter.tebb@peterborough.gov.uk</p>	<p>The Peterborough Permit Scheme for Road Works and Street Works, the Permit Scheme Order and Form of Undertaking</p>

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<b>KEY DECISION REQUIRED</b>		<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
406	<p><b>40. Bus Operator Concessionary Fare Reimbursement - KEY/07JAN19/01</b> Approval is sought for spend on reimbursement to bus operators for ENCTS (English National Concessionary Travel Scheme) for the financial years 2018/19, 2019/20 &amp; 2020/21</p>	<p><b>Councillor Hiller, Cabinet Member For Growth, Planning, Housing And Economic Development</b></p>	<p><b>31 March 2019</b></p>	<p>Growth, Environment And Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p> <p>Negotiations with bus operators will be undertaken in order to get an agreed rate at which they will be reimbursed.</p>	<p>Andy Bryan, Passenger Transport Officer, Tel: 01733 317458, andrew.bryan@peterborough.gov.uk Charlotte Palmer, Group Manager - Transport &amp; Environment, Tel: 01733 453538, charlotte.palmer@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</b></p>

<b>KEY DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>41. Approval of funding for the provision of accommodation to reduce homelessness - KEY/07JAN19/02</b>            Following Cabinet Decision JAN18/CAB/18 this is a new project to increase the supply of housing and address the demand for accommodation resulting from the increase in homelessness</p>	<p><b>Councillor Seaton, Cabinet Member For Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment And Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.</p> <p>The issues associated with homelessness in Peterborough have been subject to significant discussion in various forums, including the Council's Adults and Communities Scrutiny, Cabinet and Full Council</p>	<p>Adrian Chapman, Service Director for Communities and Safety            Tel 01733 863887            Email: <a href="mailto:adrian.chapman@peterborough.gov.uk">adrian.chapman@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</b></p>

**PART 2 – NOTICE OF INTENTION TO TAKE DECISIONS IN PRIVATE**

**KEY DECISIONS TO BE TAKEN IN PRIVATE**

<i>KEY DECISION REQUIRED</i>	<i>DECISION MAKER</i>	<i>DATE DECISION EXPECTED</i>	<i>RELEVANT SCRUTINY COMMITTEE</i>	<i>WARD</i>	<i>CONSULTATION</i>	<i>CONTACT DETAILS / REPORT AUTHORS</i>	<i>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER</i>
None.							

**PART 3 – NOTIFICATION OF NON-KEY DECISIONS**

**NON-KEY DECISIONS**

<i><b>DECISION REQUIRED</b></i>	<i><b>DECISION MAKER</b></i>	<i><b>DATE DECISION EXPECTED</b></i>	<i><b>RELEVANT SCRUTINY COMMITTEE</b></i>	<i><b>WARD</b></i>	<i><b>CONSULTATION</b></i>	<i><b>CONTACT DETAILS / REPORT AUTHORS</b></i>	<i><b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b></i>
None.							

**PREVIOUSLY ADVERTISED DECISIONS**

<b>DECISION REQUIRED</b>		<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
410	<b>1. Proposal for Loan of Senior Management Staff Under Joint Arrangements –</b> To approve a sharing agreement for senior management staff.	<b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b>	<b>January 2019</b>	Growth, Environment & Resources Scrutiny Committee	All wards	Relevant internal and external stakeholders.	Fiona McMillan Interim Director of Law and Governance Tel: 01733 452361 Email: Fiona.McMillan@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
	<b>2. Funding of Information, Advice and Guidance services within the voluntary sector -</b> To authorise award of grants.	<b>Councillor David Seaton</b> <b>Cabinet Member for Resources</b>	<b>January 2019</b>	Growth, Environment & Resources Scrutiny Committee	All wards	Relevant internal and external stakeholders	Ian Phillips Senior Policy Manager Tel: 01733 863849 Email: ian.phillips@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.

<b>DECISION REQUIRED</b>	<b>DECISION MAKER</b>	<b>DATE DECISION EXPECTED</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>3.</b> <b>Daily cleanse around Gladstone Street and nearby streets -</b> Daily mechanical cleanse in the area focused around Gladstone Street and other nearby streets. This will encompass a mechanical sweeper and operative.</p> <p>411</p>	<p><b>Councillor Cereste, Cabinet Member for Waste and Street Scene</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>Central Ward</p>	<p>Relevant internal and external stakeholders. Cross party task and finish group report which went to the Growth, Environment and Resources Scrutiny Committee</p>	<p>James Collingridge, Head of Environmental Partnerships, Tel: 01733 864736 Email: james.collingridge@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>
<p><b>4.</b> <b>A Lengthmans to be deployed on Lincoln Road Millfield -</b> There will be a daily presence along Lincoln Road, the operative will litter pick, empty bins as well as report fly-tips and other environmental issues.</p>	<p><b>Councillor Cereste, Cabinet Member for Waste and Street Scene</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment &amp; Resources Scrutiny Committee</p>	<p>Central Ward</p>	<p>Relevant internal and external stakeholders.  Cross party task and finish group report which went to the Growth, Environment and Resources Scrutiny Committee and it was also approved at Full Council as part of the 2017-18 Budget.</p>	<p>James Collingridge, Head of Environmental Partnerships, Tel: 01733 864736 Email: james.collingridge@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<b>5.</b>	<b>2017/18 VCS grant funding -</b> Award of grant to VCS organisations to provide Information, Advice and Guidance services	<b>Councillor Seaton, Cabinet Member for Resources</b>	<b>January 2019</b>	Adults and Communities Scrutiny Committee	All wards	Relevant internal and external stakeholders.	Ian Phillips Senior Policy Manager Tel: 863849 Email: <a href="mailto:ian.phillips@peterborough.gov.uk">ian.phillips@peterborough.gov.uk</a>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
412 <b>6.</b>	<b>Inclusion of Investment Acquisition Strategy in the Council's Medium Term Financial Strategy (MTFS) -</b> To recommend to Council that the Investment Acquisition Strategy be included in the Medium Term Financial Strategy to enable the Council to acquire investment properties	<b>Cabinet</b>	<b>4 February 2019</b>	Growth, Environment and Resources	N/A	Relevant internal and external stakeholders	Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: <a href="mailto:Peter.carpenter@peterborough.gov.uk">Peter.carpenter@peterborough.gov.uk</a>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.

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413	<b>7. Grant funding for voluntary organisations –</b> To provide funding for voluntary organisations in Peterborough to carry out essential support for vulnerable people, particularly in relation to welfare benefits assistance and other crisis support.	<b>Councillor Seaton, Cabinet Member for Resources</b>	<b>January 2019</b>  Adults and Communities Scrutiny Committee	N/A	Relevant internal and external stakeholders.	Ian Phillips Social Inclusion Manager Tel: 01733 863849 Email: Ian.Phillips@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
	<b>8. Approval of Additional Powers to the Combined Authority (Transfer of Powers) -</b> Approve additional powers for the Combined Authority via a Statutory Instrument for Adult Skills Commissioning.	<b>Councillor Holdich, Leader of the Council and Member of the Cambridgeshire and Peterborough Combined Authority</b>	<b>January 2019</b>  Growth, Environment and Resources Scrutiny Committee	All	All Councils in Peterborough and Cambridgeshire have to agree to the transfer	Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  Combined Authority Statutory Instrument Request



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<b>9.</b>	<p><b>To approve consultation on amendments to the Council Tax Reduction Scheme (CTRS) -</b> To approve public consultation to enable comments to be considered prior to amendments being introduced to the 2019-20 scheme</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny</p>	<p>All Wards</p>	<p>Public Consultation</p>	<p>Peter Carpenter, Acting Corporate Director of Resources, 01733 452520, peter.carpenter@peterborough.gov.uk</p> <p>chris.yates@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>10. <b>To approve the Think Communities approach for Peterborough and the Think Communities Strategy –</b>            Across Cambridgeshire and Peterborough, the public sector are seeking to bring together a combined approach to developing community resilience. The aim of the Think Communities approach is to unite key public sector organisations behind a common set of goals and priorities which support the development of communities, deliver better outcomes and through better early intervention at community level, reduce demand on statutory services.</p> <p>Cabinet will be asked to approve this approach as a key partner in Think Communities and to approve the Integrated Communities Strategy.</p>	<p><b>Councillor Walsh, Cabinet Member for Communities</b></p>	<p><b>4 February 2019</b></p>	<p>Adults and Communities Scrutiny Committee</p>	<p>All wards</p>	<p>Relevant internal and external stakeholders.</p>	<p>Sarah Ferguson,            Assistant Director Housing Communities and Youth,            sarah.ferguson@peterborough.gov.uk            0791 723 5538</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>11. <b>Implementation of School Transport Policy for children aged 4 to 16 years</b>            – Cabinet member to approve the implementation of an updated School Transport Policy for children aged 4 to 16 years, in line with guidance. Policy outlines the Council's duties and how it will exercise its responsibilities in accordance with relevant legislation and guidance. No change to current procedures or eligibility.</p>	<p><b>Councillor Lynne Ayres, Cabinet Member for Education, Skills and University</b></p>	<p><b>January 2019</b></p>	<p>Children and Education Scrutiny Committee</p>	<p>All Wards</p>	<p>Relevant internal and external stakeholders.             28 consultation period to commence on 12th November. All relevant PCC teams, schools, parents, Family Voice, Appeal Panel Members, transport providers            Consultation to placed on the Council website.</p>	<p>Emma Everitt, Capital Projects and Assets Officer, 01733 863660 emma.everitt@Peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>12. <b>Implementation of the Post-16 Transport Partnership Policy</b> – Approval to implement a new Post-16 Transport Partnership Policy, developed in partnership with parental support groups for young people with SEN.</p> <p>417</p>	Councillor Lynne Ayres, Cabinet Member for Education, Skills and University	February 2019	Children and Education Scrutiny Committee	All Wards	<p>Relevant internal and external stakeholders.</p> <p>Policy to be developed with stakeholders. Consultation to follow with all relevant Council teams, schools, colleges, parents. Consultation to be published on the Council website</p>	Emma Everitt, Capital Projects and Assets Officer, 01733 863660 emma.everitt@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.
<p>13. <b>Adoption of the Regulation 123 List and the Community Infrastructure Levy (CIL) governance policies-</b> To approve the adoption of the revised Regulation 123 List and the consolidated Community Infrastructure Levy (CIL) governance policies</p>	<b>Cabinet</b>	<b>4 February 2019</b>	Growth, Environment & Resources Scrutiny Committee	All Wards	<p>Relevant Internal and External Stakeholders</p> <p>Policy to be developed with stakeholders. Consultation to follow with all relevant Council teams, schools, colleges, parents. Consultation to be published on the Council website</p>	Philip Hylton, Senior Strategic Planning Officer, Tel: 01733 863879, Email:philip.hylton@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.

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<b>14. Approval of the Further Draft version of the Joint Peterborough and Cambridgeshire Minerals and Waste Local Plan for Public Consultation –</b> Approval of the Further Draft version of the Joint Peterborough and Cambridgeshire Minerals and Waste Local Plan for Public Consultation	<b>Cabinet</b>	<b>4 February 2019</b>	Growth, Environment & Resources Scrutiny Committee	All Wards	Relevant Internal and External Stakeholders  The draft Plan will undergo public consultation once it has gained approval from Cabinet.	Richard Kay Head of Sustainable Growth Strategy Email: richard.kay@peterborough.gov.uk Tel: -01733 863795	Further Draft version of the Joint Peterborough and Cambridgeshire Minerals and Waste Local Plan

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419	<b>15. Disposal of part of freehold in West of the City -</b> Disposal of part of freehold in West of the City	<b>Councillor Seaton,</b> <b>Cabinet Member for Resources</b>	<b>January 2019</b>	Growth, Environment and Resources Scrutiny Committee	Bretton	Relevant internal and external stakeholders	Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.  <b><i>The decision will include an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b>

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16.	<p><b>Decision Request for Variation of the Woodston Public Spaces Protection Order</b></p> <p>Following the outcome of public consultation, this decision request is to seek approval from the Cabinet Member to implement the proposed changes to the order area and conditions for the Woodston Public Spaces Protection Order</p>	<p><b>Councillor Walsh, Cabinet Member for Communities</b></p>	<p><b>January 2019</b></p>	<p>Adults and Communities Scrutiny Committee</p>	<p>Fletton and Woodston Ward</p>	<p>Relevant internal and external stakeholders.</p> <p>Ward councillors, Police &amp; Crime Commissioner, Chief Constable and general public</p>	<p>Laura Kelsey, Senior Prevention &amp; Enforcement Officer Tel: 01733 453563 Email: <a href="mailto:laura.kelsey@pete.rborough.gov.uk">laura.kelsey@pete.rborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>

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<p>17. <b>Approval to dispose of Thorney Youth Centre and Library by auction.</b></p> <p>Thorney Youth Centre has been unused for over three years. The library is next door to it and both buildings are old and require significant maintenance. The proposal is to sell these assets and reinvest in some more modern buildings including a new sports pavilion. The library will be relocated potentially alongside other community services (such as the museum) at an alternative location in Thorney.</p>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>January 2019</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>Eye, Thorney and Newborough</p>	<p>Cabinet Member Decision Notice plus in depth community consultation (Thorney Futures Group amongst others)</p>	<p>Tristram Hill, Strategic Asset Manager Tel: 07849 079787 Email: <a href="mailto:tristram.hill@peterborough.gov.uk">tristram.hill@peterborough.gov.uk</a></p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p>



**PART 4 – NOTIFICATION OF KEY DECISIONS TAKEN UNDER URGENCY PROCEDURES**

<b>DECISION TAKEN:</b>	<b>DECISION MAKER</b>	<b>DATE DECISION TAKEN</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>Amendment of Existing Loan Arrangements to Empower - NOV18/CMDN/57</b></p> <p>The Cabinet Member:</p> <p>422</p> <ol style="list-style-type: none"> <li>1. Approved the amendment of the terms of the Strategic Partnership with Empower Community Management LLP</li> <li>2. Approved the amendment of the financing agreement with ECS Peterborough 1 LLP</li> <li>3. Approved the Council entering into such further agreements with ECS Peterborough 1 LLP and any other body necessary to facilitate the arrangements set out in this report.</li> <li>4. Delegate to the Corporate Director, Resources and Director of Law and Governance the ability to finalise matters 1 to 3 above.</li> <li>5. Delegate to the Corporate Director, Resources the ability to extend the funding facility which will be included in the financing agreement at 3. above on a monthly basis for up to 4 months based on the methodology for extending the facility set out in this report</li> </ol>	<p><b>Councillor Seaton, Cabinet Member for Resources</b></p>	<p><b>30 November 2018</b></p>	<p>Growth, Environment and Resources Scrutiny Committee</p>	<p>All Wards</p>	<p>N/A</p>	<p>Peter Carpenter, Acting Corporate Director, Resources Tel: 01733 384564 Email: Peter.carpenter@peterborough.gov.uk</p>	<p>It is not anticipated that there will be any documents other than the report and relevant appendices to be published.</p> <p><b><i>The decision included an exempt annexe. By virtue of paragraph 3, information relating to the financial or business affairs of any particular person (including the authority holding that information).</i></b></p>

<b>DECISION TAKEN:</b>	<b>DECISION MAKER</b>	<b>DATE DECISION TAKEN</b>	<b>RELEVANT SCRUTINY COMMITTEE</b>	<b>WARD</b>	<b>CONSULTATION</b>	<b>CONTACT DETAILS / REPORT AUTHORS</b>	<b>DOCUMENTS RELEVANT TO THE DECISION SUBMITTED TO THE DECISION MAKER INCLUDING EXEMPT APPENDICES AND REASONS FOR EXEMPTION</b>
<p><b>Delegation of duties from Peterborough City Council to Cambridgeshire County Council - DEC18/CMDN/61</b></p> <p>The Cabinet Member authorised:</p> <p>423</p> <ol style="list-style-type: none"> <li>1. The Council enter into a Delegation Agreement (DA) with Cambridgeshire County Council for the provision of an Integrated Front Door Service for Children across Peterborough and Cambridgeshire for a period of 5 years from 1 January 2019 with an option to extend for up to a further 5 years, with Cambridgeshire County Council as the lead authority;</li> <li>2. That a shared Integrated Front Door Service for Children is provided by Cambridgeshire for both Peterborough City Council and Cambridgeshire County Council;</li> <li>3. That Cambridgeshire County Council accepts the delegation of functions from Peterborough City Council as agreed and listed in the DA; and</li> <li>4. That the Director of Governance amends the constitution to reflect the delegated functions to Cambridgeshire County Council.</li> </ol>	<b>Cabinet Member for Children's Services</b>	<b>13 December 2018</b>	Children and Education Scrutiny Committee	All Wards	<p>Relevant internal and external stakeholders.</p> <p>Staff within Cambridgeshire County Council</p>	<p>Nicola Curley, Assistant Director for Children's Services, 864065, Email: <a href="mailto:nicola.curley@peterborough.gov.uk">nicola.curley@peterborough.gov.uk</a> Tel: 01733 864065.</p>	It is not anticipated that there will be any documents other than the report and relevant appendices to be published.

## **DIRECTORATE RESPONSIBILITIES**

### **RESOURCES DEPARTMENT Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY**

City Services and Communications (Markets and Street Trading, City Centre Management including Events, Regulatory Services, Parking Services, Vivacity Contract, CCTV and Out of Hours Calls, Marketing and Communications, Tourism and Bus Station, Resilience)

Strategic Finance

Internal Audit

Schools Infrastructure (Assets and School Place Planning)

Waste and Energy

Strategic Client Services (Enterprise Peterborough / Vivacity / SERCO including Customer Services, ICT and Business Support)

### **PEOPLE AND COMMUNITIES DEPARTMENT Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY**

Adult Services and Communities (Adult Social Care Operations, Adult Social Care and Quality Assurance, Adult Social Care Commissioning, Early Help – Adults, Children and Families, Housing and Health Improvement, Community and Safety Services, Offender Services)

Children's Services and Safeguarding (Children's Social Care Operations, Children's Social Care Quality Assurance, Safeguarding Boards – Adults and Children's, Child Health, Clare Lodge (Operations), Access to Resources)

Education, People Resources and Corporate Property (Special Educational Needs and Inclusion, School Improvement, City College Peterborough, Pupil Referral Units, Schools Infrastructure)

Business Management and Commercial Operations (Commissioning, Recruitment and Retention, Clare Lodge (Commercial), Early Years and Quality Improvement)

Performance and Information (Performance Management, Systems Support Team)

### **LAW AND GOVERNANCE DEPARTMENT Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY**

Democratic Services (Town Hall, Bridge Street, Peterborough, PE1 1HG)

Electoral Services (Town Hall, Bridge Street, Peterborough, PE1 1HG)

Human Resources (Business Relations, HR Policy and Rewards, Training and Development, Occupational Health and Workforce Development)

Information Governance, (Coroner's Office, Freedom of Information and Data Protection)

### **GROWTH AND REGENERATION DEPARTMENT Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY**

Development and Construction (Development Management, Planning Compliance, Building Control)

Sustainable Growth Strategy (Strategic Planning, Housing Strategy and Affordable Housing, Climate Change and Environment Capital, Natural and Built Environment)

Opportunity Peterborough

Peterborough Highway Services (Network Management, Highways Maintenance, Street Naming and Numbering, Street Lighting, Design and Adoption of Roads,

Drainage and Flood Risk Management, Transport Policy and Sustainable Transport, Public Transport)

Corporate Property

### **PUBLIC HEALTH DEPARTMENT Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY**

Health Protection, Health Improvements, Healthcare Public Health.

## PETERBOROUGH CITY COUNCIL'S CABINET MEMBERS WOULD LIKE TO HEAR FROM YOU

The Leader of Peterborough City Council is offering everyone a chance to comment, or raise queries on the decisions highlighted on the Council's Forward Plan.

Your comments and queries can be submitted to the Council's Governance Team using the form overleaf, or alternatively by telephone or email. The Governance team will then liaise with the appropriate Cabinet Member and ensure that you receive a response. Members of the Cabinet, together with their areas of responsibility, are listed below:

Councillor Holdich	Leader of the Council and Member of the Cambridgeshire and Peterborough Combined Authority
Councillor Fitzgerald	Deputy Leader and Cabinet Member for Integrated Adult Social Care and Health
Councillor Ayres	Cabinet Member for Education, Skills and University
Councillor Cereste	Cabinet Member for Waste and Street Scene
Councillor Hiller	Cabinet Member for Growth, Planning, Housing and Economic Development
Councillor Lamb	Cabinet Member for Public Health
Councillor Smith	Cabinet Member for Children's Services
Councillor Seaton	Cabinet Member for Resources
Councillor Walsh	Cabinet Member for Communities

# SUBMIT YOUR COMMENTS OR QUERIES TO PETERBOROUGH CITY COUNCIL'S CABINET

Your comment or query:

How can we contact you with a response?  
(please include a telephone number, postal and/or e-mail address)

Name .....

Address .....

.....

Tel: .....

Email: .....

Who would you like to respond? (if left blank your comments will be referred to the relevant Cabinet Member)

## Growth, Environment and Resources Scrutiny Committee Work Programme 2018/2019

Updated: 29 November 2018

Meeting Date	Item	Indicative Timings	Comments
<b>18 JUNE 2018</b> Joint Scrutiny of the Budget Meeting	<b>Medium Term Financial Strategy 2019/20 to 2021/22 - Tranche One</b> To scrutinise the Executives proposals for the Medium Term Financial Strategy 2019//20 to 2021/22 Tranche One Proposals. <b>Contact Officer: Peter Carpenter</b>		
<b>4 JULY 2018</b> <i>Draft Report 13 June</i> <i>Final Report 22 June</i>	<b>Co-opted Member Report</b> To agree to the appointment of co-opted members to the committee for the municipal year 2018.2018. <b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b>		
	<b>Proposal for Task and Finish Group to Review Waste Policies and Fly Tipping</b> To agree to the establishment of a Task and Finish Group to review Waste Polices and Fly Tipping as requested by the Leader at Annual Council on 21 May. <b>Contact Officer: Richard Pearn</b>		
	<b>Peterborough Statement of Community Involvement (SCI)</b> To seek comments on the draft Statement of Community Involvement (SCI) prior to it being considered by Cabinet for adoption. <b>Contact Officer: Phil Hylton / Kate Eales</b>		

	<p><b>Updated Regulation 123 list and Community Infrastructure Levy (CIL) Supporting Policies</b> To seek the endorsement on the revised Community Infrastructure Levy Supporting Policies Document, the draft revised Regulation 123 List, and the revised Governance Proposals, prior to those items being considered by Cabinet.</p> <p><b>Contact Officer: Phil Hylton</b></p>		
	<p><b>Active Lifestyles and Sports Strategy</b> To scrutinise the progress made on those aspects of the Active lifestyles and sports strategy, relevant to this Committee by providing challenge where necessary and to suggest ideas and initiatives to support the continued delivery of priorities within that portfolio.</p> <p><b>Contact Officer: Lisa Roberts</b></p>		
	<p><b>Review Of 2016/2017 And Work Programme For 2018/2019</b> To review the work undertaken during 2017/18 and to consider the work programme of the Committee for 2018/2019</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Forward Plan of Executive Decisions</b> That the Committee identifies any relevant items for inclusion within their work programme which are relevant to the remit of this Committee.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		

<p><b>5 SEPTEMBER 2018</b>  <i>Draft Report 14 August</i>  <i>Final Report 23 August</i></p>	<p><b>Peterborough Rural (Farms) Estate Action Plan Update</b></p> <p>To scrutinise and note the update on the Rural Estate Action Plan and the Rural Estate as a whole, as well as the new management documents.</p> <p><b>Contact Officer: Bridget Slade</b></p>		
	<p><b>Portfolio Progress Report for Cabinet Member for Growth, Planning, Housing and Economic Development</b></p> <p>To scrutinise the progress of items under the responsibility of the Cabinet Member for Growth, Planning, Housing and Economic Development.</p> <p><b>Contact Officer: Annette Joyce</b></p>		
	<p><b>Proposal for Task and Finish Group to Review Air Quality</b></p> <p>To approve the proposal for to establish a cross-party scrutiny task and finish group to inform the development of the Council's air quality ambitions.</p> <p><b>Contact Officer: Charlotte Palmer</b></p>		
	<p><b>Skanska Annual Report</b></p> <p>To review and scrutinise the contractual performance and Key Performance Indicators (KPI's) for the Peterborough Highway Services contract with Skanska.</p> <p><b>Contact Officer: Andy Tatt</b></p>		
	<p><b>Monitoring Scrutiny Recommendations</b></p> <p>To monitor progress made on recommendations made at the previous meeting.</p>		



	<b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b>		
	<p><b>Forward Plan of Executive Decisions</b> That the Committee identifies any relevant items for inclusion within their work programme which are relevant to the remit of this Committee.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Work Programme 2018/2019</b> To consider the Work Programme for 2018/2019</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
<p><b>7 NOVEMBER 2018</b> <i>Draft Report 17 October 2018</i> <i>Final Report 26 October 2018</i></p>	<p><b>Serco Annual Report 2017-18</b></p> <p>This is an opportunity for the Committee to hear from and question both officers of the Council and the Serco Partnerships Director, Mark Bennett on the performance of Serco during 2017/18.</p> <p><b>Contact Officer: Peter Carpenter / Mark Bennett</b></p>		
	<p><b>NPS Peterborough Limited 2017-18</b></p> <p>This is an opportunity for the Committee to hear from and question both officers of the Council and the NPS Peterborough Joint Venture Director, Alex Gee on the performance of NPS Peterborough during 2017/18.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		

	<p><b>Portfolio Progress Report for the Cabinet Member for Resources</b></p> <p>This report is provided to update the Scrutiny Committee on the progress of items under the responsibility of the Cabinet Member for Resources.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		
	<p><b>Annual Corporate Complaints Report – 2017/2018</b></p> <p>The effective management of complaints is important to ensure action is taken when customers express dissatisfaction about the delivery of any of our services. Complaints are also an important factor to aid in the identification of service improvements. Failing to take customers concerns seriously would impact the reputation of the Council and Scrutiny of the complaints process and performance on complaint handling across the Authority helps to identify areas for further scrutiny.</p> <p><b>Contact Officer: Belinda Evans</b></p>		
	<p><b>Affordable Housing Need and Delivery in Peterborough</b></p> <p>This report is being presented to the Committee to provide a current picture of affordable housing need and delivery in Peterborough against the backdrop of any significant policy, legislative or funding developments that have occurred since the adoption of the Housing Strategy in April 2017.</p> <p><b>Contact Officer: Anne Keogh</b></p>		
	<p><b>Monitoring Scrutiny Recommendations</b></p> <p>To monitor progress made on recommendations made at</p>		

	<p>the previous meeting.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Forward Plan of Executive Decisions</b></p> <p>That the Committee identifies any relevant items for inclusion within their work programme which are relevant to the remit of this Committee.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Work Programme 2018/2019</b></p> <p>To consider the Work Programme for 2018/2019</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
<p><b>28 NOVEMBER 2019</b> Joint Scrutiny of the Budget Meeting</p>	<p><b>Medium Term Financial Strategy 2019/20 to 2021/22 - Tranche Two</b></p> <p>To scrutinise the Executives proposals for the Medium Term Financial Strategy 2019//20 to 2021/22 Tranche Two Proposals.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		
<p><b>9 JANUARY 2019</b> <i>Draft Report 10 December</i> <i>Final Report 19 December</i></p>	<p><b>Report of the Task and Finish Group to Review Fly Tipping and Waste Policy</b></p> <p><b>Contact Officer: Richard Pearn</b></p> <p>This report is submitted to the Committee following a</p>		

	<p>review of fly tipping and waste policy. The purpose of this report is to seek the Committee's approval for submission of the recommendations contained within the report to Cabinet on 4 February 2019.</p>		
	<p><b>Minerals and Waste Local Plan – Further Draft for Consultation</b> To scrutinise the draft Minerals and Waste Local Plan and to make any recommendations if required.</p> <p><b>Contact Officer: Richard Kay</b></p>		
	<p><b>Shared Services Update</b> To scrutinise the progress on delivering Shared Services.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		
	<p><b>Council Asset Strategy</b> To scrutinise the Council's Asset Strategy and to make any recommendations if required.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		
	<p><b>Monitoring Scrutiny Recommendations</b> To monitor progress made on recommendations made at the previous meeting.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Forward Plan of Executive Decisions</b> That the Committee identifies any relevant items for inclusion within their work programme which are relevant to</p>		

	<p>the remit of this Committee.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Work Programme 2018/2019</b> To consider the Work Programme for 2018/2019</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
<p><b>12 FEBRUARY 2019</b> Joint Scrutiny of the Budget Meeting</p>	<p><b>Medium Term Financial Strategy 2019/20 to 2021/22 - Tranche Three</b></p> <p>To scrutinise the Executives proposals for the Medium Term Financial Strategy 2019//20 to 2021/22 Tranche Three Proposals.</p> <p><b>Contact Officer: Peter Carpenter</b></p>		
<p><b>13 MARCH 2019</b> <i>Draft Report 20 February 2019</i> <i>Final Report 1 March 2019</i></p>	<p><b>Opportunity Peterborough Annual Report (to include Rural Economy and Business Case)</b></p> <p><b>Contact Officer: Tom Hennessey</b></p>		
	<p><b>Vivacity Annual Report</b></p> <p><b>Contact Officer: Lisa Roberts</b></p>		
	<p><b>Local Authority Trading Company</b></p> <p><b>Contact Officer: Annette Joyce</b></p>		

	<p><b>Portfolio Progress Report Cabinet Member for Waste and Street Scene to include update on transfer of Amey Services</b></p> <p><b>Contact Officer: Annette Joyce</b></p>		
	<p><b>City Centre Update / Annual Report</b></p> <p><b>Contact Officer: Annette Joyce</b></p>		
	<p><b>Monitoring Scrutiny Recommendations</b> To monitor progress made on recommendations made at the previous meeting.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		
	<p><b>Forward Plan of Executive Decisions</b> That the Committee identifies any relevant items for inclusion within their work programme which are relevant to the remit of this Committee.</p> <p><b>Contact Officer: Paulina Ford, Senior Democratic Services Officer</b></p>		

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