

CABINET

MONDAY 4 FEBRUARY 2019
10.00 AM

Bourges/Viersen Room - Town Hall
Contact – philippa.turvey@peterborough.gov.uk, 01733 452268

AGENDA

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Circulation

Cabinet Members

Scrutiny Committee Representatives

Directors, Heads of Service

Press

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

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**MINUTES OF THE CABINET MEETING
HELD AT 10:00AM, ON
MONDAY, 3 DECEMBER 2018
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

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

Cabinet Advisors Present: Councillor Allen and Councillor Fuller.

51. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Walsh

52. DECLARATIONS OF INTEREST

No declarations of interest were received.

53. MINUTES OF THE CABINET MEETINGS HELD ON 19 NOVEMBER 2018

The minutes of the meeting held on 19 November 2018 were agreed as a true and accurate record.

54. PETITIONS PRESENTED TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

55. MEDIUM TERM FINANCIAL STRATEGY 2019/20 TO 2021/22 - TRANCHE TWO

The Cabinet received a report in relation to Tranche Two of the Medium Term Financial Strategy (MTFS) 2019/20 to 2021/22.

The purpose of this report was to report to Cabinet as part of the Council's formal budget process. This required Cabinet to initiate and propose service proposals and updated assumptions to set a balanced and sustainable budget for the financial years 2019/20 to 2021/22.

The Cabinet Member for Resources introduced the report and advised that the proposals have first been shared in October and had been consulted upon. The documents presented to Cabinet set out the approach for a sustainable budget. It was advised that £14.5 million worth of savings was required following pressures in Children's Services and ICT changes. Careful financial management was in the long term best interests of the Council, including the protecting of vulnerable people and the prioritisation of spending in education, street cleaning, improved infrastructure and growth. The MTFS had been consulted on by Connect, local disability forums, trade unions, the Youth Council, parish Councils and the Council's Joint Scrutiny Committee.

32 responses had been received through the public survey, raising key question around bus routes, road maintenance and impact on jobs. Nothing brought forward from the consultation resulted in a change to the recommendations.

The Cabinet Member further advised that the Government's Fair Funding Review would be closely followed and that future budget proposals would consider the Council's core offer, rationalisation and improvement commission and procurement, and integration with partners. An additional proposals was put forward to clarify that no proposals would be implemented until consultation with end users had been completed. If any issues arose from such consultation than the proposal would be brought back to Cabinet to consider as part of the MTFS Tranche Three.

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

- There was little information in relation to the Local Government settlement, however, it had been confirmed that Cambridgeshire County Council and the districts would be taking part in a business rates pilot.
- Comment was made that the lack of advanced notice of Government grants made proper budgeting very difficult.
- The key matters raised through online consultation responses included a good understanding of why the Council needed to make savings and that more funding was required in the long term. Suggestions were made around a volunteer system being introduced at the Job Centre, cutting senior staff salaries, embracing the tourism and hospitality industries and changes to car parking administration.
- The Council was seeking to mitigate the pressures it faced by becoming more commercial in its approach. This commercialisation should be carried on in a more strategic and considered way, working joint with Cambridgeshire County Council for the benefit of both.
- Proposals for a Commercialisation Strategy had been considered in draft with senior officers and would need to be discussed further with cross party Members to be report to Cabinet formally in due course. Indicative savings could be up to £5 million, however, this was yet to be translated into specific projects.
- It was advised that a bid had been submitted to the Cambridgeshire and Peterborough Combined Authority for £1 million to enhance tourism. This would help to improve overnight stays in Peterborough, which while where increase, would benefit from an increase.
- It was commented that the Hilton Hotel to be built at Fletton Quays would assist in promoting Peterborough internationally.

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

1. The Tranche Two service proposals, outlined in Appendix E.
2. The updated budget assumptions, to be incorporated within the Medium Term Financial Strategy (MTFS) 2019/20- 2021/22. These are outlined in section 5.4 of the report.
3. The revised capital programme approach outlined in section 5.7 and referencing Appendix D.

4. The Medium Term Financial Strategy 2019/20-2021/22-Tranche Two, as set out in the body of the report and the following appendices:
 - Appendix A – 2019/20-2021/22 MTFFS Detailed Budget Position-Tranche Two
 - Appendix B – Local Government Finance Event Timeline
 - Appendix C – Performance Data
 - Appendix D – Capital Programme 2018/19- 2021/22
 - Appendix E – Budget Consultation Document, including Budget Proposals
 - Appendix F – Equality Impact Assessments
 - Appendix G– Budget Consultation Feedback

Cabinet **RESOLVED** to:

5. Note the future strategic direction for the Council outlined in section 5.6 of the report.
6. Note the forecast reserves position outlined in section 5.8 of the report.
7. Note the feedback received on the budget proposals, received via the consultation detailed in Appendix G.
8. Approve the proposed methodology for reviewing the Bus Subsidy in order to achieve savings of £150,000 as put forward in the Council's Tranche Two savings proposals.
9. Note that no changes would be implemented until consultation with end users had been completed. Progress on implementation would be reviewed at Cabinet on 3 February 2019. If consultation responses indicated that a different approach was required, this would be brought back to Cabinet and Council as part of the Council's Tranche Three proposals.

REASONS FOR THE DECISION

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

ALTERNATIVE OPTIONS CONSIDERED

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

Chairman
10:00am – 10.18pm
3 December 2018

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**MINUTES OF THE CABINET MEETING
HELD AT 10:00AM, ON
MONDAY, 3 DECEMBER 2018
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

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

Cabinet Advisors Present: Councillor Allen and Councillor Fuller.

56. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Lamb.

57. DECLARATIONS OF INTEREST

Agenda Item 4 – ‘Local Authority Trading Company (LATCo)’

Councillor Cereste declared that he was a Director of the LATCo Board and would therefore stand down from Cabinet for that item, to present the report as a Director. He would not take part in the debate or vote.

58. PETITIONS PRESENTED TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

59. COUNCIL TAX SUPPORT SCHEME 2019/20

The Cabinet received a report in relation to the Council Tax Support Scheme for 2019/2020.

The purpose of the report was to commence consultation for a localised Council Tax Support Scheme, with a statutory requirement to set a local scheme by 11 March 2019.

The Cabinet Member for Resources introduced the report and advised that following the revisions to the funding provided by Government in 2013, the Council was required to fund their own support schemes. The key changes set out in the support scheme for the new schemes were that the existing 30% reduction applied at the end of the benefit calculation be replaced with a 30% liability reduction applied at the start of the calculation, and that child benefit was included as income in calculating support figures.

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

- It was requested that care leavers were specifically consulted with on the proposals, as they may be directly affected.

- Cabinet was informed that online consultation responses would be open until the end of January. Officers would directly consult with specific groups. Paper copies of the consultation document would also be available in the receptions of Council buildings and the Central Library.
- The total figure of support provided by the Council was £9.2 million. £4.2 million of that, however, was provided to pensioners, who were excluded from any proposed changes.
- PCAS would be involved in the consultation process, where a member of Dial would also be represented.
- It was estimated that a saving of £200,000 to £800,000 could be made, depending on the options taken forward.
- An Equality Impact Assessment had been undertaken on the proposals and further work would be carried out once a preferred option make clear.

Cabinet considered the report and **RESOLVED** to approve consultation on Peterborough's Council Tax Support Scheme 1 April 2019 – 31 March 2020 that contained the following local components:

- a) Amendment of the existing scheme for all eligible working age claimants as follows:
 - The existing 30% reduction that is applied at the end of the benefit calculation is replaced with a 30% liability reduction applied at the start of the calculation
 - Alternative options for increasing the above 30% reduction, including: (1) increasing by 1% a year for 3 years; (2) increasing to 35%; (3) increasing to 40%
 - Introducing a minimum award level of either £1 or £2 per week
 - A restriction to support being provided at up to band C/D equivalent only (higher bands will be limited to the band C/D level with their parish)
 - An increase to the non-dependent deduction levels
 - An assumed minimum earnings level for self-employed claimants
 - Removal of second adult rebate
 - Removal of extended payments
 - Removing the current disregard of Child Benefit and treating it as income
 - Reducing the capital limit from £16,000 to £6,000
 - Treating Universal Credit claim notifications as claims for Council Tax Support.

- b) To amend appropriate rates in line with annual upratings.

REASONS FOR THE DECISION

The council was statutorily required to approve a council tax support scheme by the 11 March 2019 having had regard for the council's financial position and feedback from responses to the consultation. As part of this consultation, the council was consulting on a council tax discretionary hardship policy.

ALTERNATIVE OPTIONS CONSIDERED

The council was statutorily required to approve a local scheme by 11 March. An alternative option which would be to not propose any changes to the current 2018/19 local scheme and manage the resulting costs of the scheme accordingly.

60. COUNCIL TAXBASE 2019/20 AND COLLECTION FUND DECLARATION 2018/19

The Cabinet received a report in relation to the Council Tax Base for 2019/20 and the Collection Fund declaration for 2018/19.

The purpose of this report was for Cabinet to consider the tax base and Collection fund balances in order for council tax and business rates balances to be used in setting the Council's overall budget, and to notify other affected authorities for the same purpose.

The Cabinet Member for Resources introduced the report and advised that the Council Tax Base formed part of the preparation for the budget. The proposals were based on Council Tax Band D set at a level of 57,555.25. The surplus from the council tax would be shared between the Local Authority, the Police and the Fire Authority. Any surplus from the Business Rates received would be shared between Government, the Local Authority and the Fire Authority. 31 March 2019 was the statutory date required for such figures.

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

1. Propose the calculation of the Council Tax Base for 2019/20 set at a level of 57,555.25 Band D equivalent properties based on the existing council tax support scheme of 30%;
2. Note the estimated position on the Collection Fund in respect of Council Tax as at 31 March 2019 being:

£0.243m surplus

3. Note the estimated position on the Collection Fund in respect of Business Rates as at 31 March 2019 being:

£0.524m surplus

4. Delegate to the Acting Corporate Director Resources authority for approving the final estimated position on the collection fund balance as at 31st March 2019 for both council tax and business rates.

REASONS FOR THE DECISION

The Council Tax Base could be set at a higher or lower level. However, this could have the effect of either inflating unnecessarily the amount of Council Tax to be set or setting the tax at a level insufficient to meet the Council's budget requirements. A similar position could arise if the surplus or deficit were set at a higher or lower level.

The calculation and return of the information included in the NNDR1 was a statutory requirement which can be formally delegated to an officer. As with council tax if the amount of business rates estimated to be collected was increased or reduced or the surplus or deficit was set at a higher or lower level then the amount of income available to the council would change with the consequent effect on service provision or council tax levels.

ALTERNATIVE OPTIONS CONSIDERED

This report covered calculations that were all prescribed by regulations with the effect that no other options needed to be considered.

MONITORING ITEMS

61. BUDGET CONTROL REPORT OCTOBER 2018

The Cabinet received a report in relation to the Budget Control Report.

The purpose of this report was to update Cabinet on the budget monitoring position for October 2018.

The Cabinet Member for Resources introduced the report and advised that the £4.9 million overspend at September 2018 had been reduced to a £4 million overspend. The decrease had resulted from extending the loan to Empower and revised Business Rates income.

Adults Services had spent £254,000, however, this had been offset by a £251,000 saving elsewhere in the People and Communities Directorate.

There were still risks apparent for the Council, which were being monitored. The Acting Corporate Director for Resources was ensuring that all staff were kept up to date and engaged in relation to budget matters with regular communication.

The Capital Programme was making good progress, with further work anticipated before the end of the year.

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

1. The Revenue Budgetary Control position for 2018/19 at October 2018 includes a £4.015m overspend position on the revenue budget.
2. The key variance analysis and explanations as contained in Appendix A to the report.
3. The estimated reserves position for 2018/19 outlined in Appendix B to the report.
4. In year budget risks as highlighted in Appendix C to the report.
5. The Asset Investment and Treasury Budget Report as contained in Appendix D to the report.

REASONS FOR THE DECISION

This report provided Cabinet an update as at October 2018 of the Budgetary Control position.

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

STRATEGIC DECISIONS

62. LOCAL AUTHORITY TRADING COMPANY (LATCO)*

At this point Councillor Cereste withdrew from the Cabinet and moved to present the report as a Director of the LATCo.

The Cabinet received a report in relation to the Local Authority Trading Company, named Peterborough Limited. The report set out the Business Plan of the Company and its proposed trading arrangements from 2 February 2019.

The purpose of this report was to seek Cabinet's approval of the Business Plan and training arrangements and to propose changes to the Council's own constitutional arrangements to ensure effective oversight and contract management.

Officers and Directors of the LACTCo introduced the report and advised that approval was sought for the company's business plan and trading arrangements to commence on 2 February 2019. The company, named Peterborough Limited, would take over from Amey and deliver to the present specification. A four stage plan was in place, however, in relation to the takeover of service delivery and the growth of new activities. It was advised that all relevant due diligence had been undertaken. Details of finances had been included within the paperwork that highlighted the validity of the funding relating to staffing, vehicle, plant and income for 2019/2020. The purchase of refuse vehicles had been included within the costs for year one.

It was noted that the delivery of these services would be an additional cost to the Council, however the cost would be less than the potential cost of a full year's payment to Amey for an extension to their contract.

Revised governance arrangements were proposed to set up a sub-committee of Cabinet; the Shareholder Cabinet Committee. This would have decision making powers in relation to Peterborough Limited, excluding decision relating to policies and standards, which would remain with Cabinet. The Council would appoint a Director to Peterborough Limited and two non-executive members.

In accordance with Standing Orders, Cabinet was asked to determine whether the exempt annexes relation to agenda item 4 'Local Authority Trading Company (LATCo)', which contained exempt information as defined by Paragraph 3 of Schedule 12A, Part 1 of the Local Government Act 1972, should be exempt and the press and public excluded from the meeting when they were discussed, or whether the public interest in disclosing this information outweighed the public interest in maintaining the exemption.

Cabinet unanimously agreed to the exclusion of the press and public for the discussion of exempt annexes in relation to agenda item 4. At this point the press and public were asked to leave the meeting.

Cabinet debated the report and raised a number of points in relation to the plan for the transition period, company aims, staff training, key risks, mitigation measures, fly-tipping, articles of association, and health and safety requirements.

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

1. Adopt the Business Plan of Peterborough Limited.
2. Approve the Governance structure and arrangements described in section 4 of the report for the purposes of formal oversight of the Council's companies and organisations
3. Recommend to Full Council the changes to the Executive Delegations and agree the Terms of Reference and functions of a Shareholder Cabinet Committee, and amendments to the Audit Committee's Terms of Reference and the Executive Procedure Rules set out in Appendix B to the report.

4. Approve the amendment of Peterborough Limited's Articles of Association to adopt the list of reserved matters as set out in Appendix D to the report.
5. Delegate to the Leader, after consultation with the Chief Executive, the appointment of the Council's officer nominees to represent the Council on the Peterborough Limited Board.
6. Delegate to the Leader, after consultation with the Chief Executive, any future changes to the appointment of nominees to represent the Council on the Peterborough Limited Board.
7. Agree to indemnify the Council's nominees to the Peterborough Limited Board under the Local Authorities (Indemnities for Members and Officers) Order 2004.
8. Approve the terms of the suite of documents including a loan agreement, services agreement, support services agreement, property documentation, pension and employment documentation to be extended or agreed to with or in connection with Peterborough Limited by the Council and delegates authority to the Director of Law and Governance in consultation with the Director of Resources and relevant Service Director to make decisions and enter into legal agreements necessary to give effect to these arrangements.
9. Note the budget implications of these changes as detailed in section 9.1 of the report, and that they are reflected in the Council Medium Term Financial Strategy for agreement in the February 2019 Cabinet meeting.

REASONS FOR THE DECISION

There was a requirement for the Council to carry out the services presently provided by Amey. The Amey contract currently terminated on the 1 February 2019 and at the moment the Council had agreed to transfer operation of these Services on the 2nd February 2019 to Peterborough Limited to ensure continuity of service to its stakeholders and customers.

ALTERNATIVE OPTIONS CONSIDERED

The alternative options available to the Council had previously been considered by Cabinet and were included in Cabinet Reports DEC17/CAB/76 and KEY/11JUN18/04.

Chairman
10:00am – 11.13pm
3 December 2018

CABINET	AGENDA ITEM No. 5
4 February 2019	PUBLIC REPORT

Report of:	Annette Joyce, Service Director Environment and Economy	
Cabinet Member(s) responsible:	Councillor Holdich, Leader of Peterborough City Council	
Contact Officer(s):	Annette Joyce, Service Director Environment and Economy	Tel.01733 452520

GOVERNANCE OF COUNCIL COMPANIES, PARTNERSHIPS AND CHARITIES

RECOMMENDATIONS	
FROM: Councillor Holdich, Leader of Peterborough City Council	Deadline date: N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Notes the Leader of the Council's approval of the revised Executive Procedure Rules, Executive Delegations, and related structure chart as set out Appendix A and B to this report for the purposes of formal oversight of the Council's companies partnerships and charities which comprise of additions to the delegations to Cabinet and the setting up of a Shareholder Cabinet Committee. 2. Notes the proposed Membership of Council's Shareholder Cabinet Committee as detailed in section 3.6 of this report. 3. Approves the amendment of Peterborough Limited's Articles of Association to adopt the revised list of reserved matters as set out in Appendix C to this report. 4. Recommends to Full Council the revised Audit Committee Terms of Reference set out in Appendix A of this report. 	

1. PURPOSE AND REASON FOR REPORT

- 1.1 Over a number of years the Council has secured delivery of its services through a number of different arrangements. These have ranged from wholly owned companies of the Council, joint venture partnerships, charities through to private outsourced arrangements. At its meeting on 17th December 2018, the Cabinet approved a business plan for its new local authority trading company, Peterborough Limited (the "Company") to take back from Enterprise Managed Services Limited a range of services including waste collection and disposal. In the report to Cabinet it was agreed that a new Cabinet Committee to be called the "Shareholder Cabinet Committee" would be set up to monitor and oversee the performance of this company. This report acknowledges that all of the arrangements the Council has established to deliver services need to be brought together in a single framework to ensure consistent and robust oversight and challenge. The report therefore sets out the Leader's decision to ensure the proper governance of the council's companies, partnerships and charities through Cabinet and a new Shareholder Cabinet Committee.

- 1.2 The report also recommends to Council that the Audit Committee’s term of reference are revised to consider reports on the performance of the Council’s companies, partnerships and charities alongside comments from the Shareholder Cabinet Committee.
- 1.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, ‘*To take collective responsibility for the delivery of all strategic Executive functions within the Council’s Major Policy and Budget Framework and lead the Council’s overall improvement programmes to deliver excellent services.*’

2. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
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3. ARRANGEMENTS IN DETAIL

3.1 The Council’s Constitution at part 3, Delegations Section 3 states that:-

“All executive functions are delegated to the Leader who may then delegate further to the Cabinet, Committees of the Cabinet, Cabinet Members and Officers.”

3.2 This provision enables the Leader to delegate the necessary decisions for Cabinet to make in relation to the governance of the Council’s companies, partnerships and charities as well as operational aspects of that governance through the new Shareholder Cabinet Committee. Appendix A, Part 1 sets out the Leader’s delegations and associated constitutional amendments in relation to these functions and in essence the Cabinet will set the policy, strategy and objectives for the operation of these organisations as well as approval of their business plans and the Shareholder Cabinet Committee will monitor the financial and service performance of these organisations against the approved business plan. In the following paragraphs these arrangements are set out in detail.

3.3 This new framework, though approved by the Leader and before Cabinet for noting, is designed to achieve the following objectives:-

- Clear transparent and consistent accountability for the setting of policy, strategy and objectives for these organisations;
- Clear transparent and consistent accountability for the financial and service performance and monitoring of the organisations for the services provided to the residents of Peterborough;
- Oversight by a single Shareholder Cabinet Committee of all these organisations, meeting in public and subject to scrutiny through the Scrutiny Committee for Growth, Environment and Resources and accounting to the Council’s Audit Committee.

- 3.4 The Companies, Partnerships and Charities that will be covered by these new arrangements and which are set out in the structure chart at Appendix B are:-
- a) Peterborough Limited,
 - b) Blue Sky Peterborough,
 - c) Empower Peterborough,
 - d) Opportunity Peterborough,
 - e) Peterborough Investment Partnership LLP,
 - f) Medesham Home LLP,
 - g) NPS Peterborough Ltd,
 - h) Peterborough Museum and Art Gallery
 - i) The Mayor's Charity, and
 - j) Vivacity Culture and Leisure ("Vivacity").

3.5 **Functions Reserved to Cabinet**

Cabinet will be responsible for the following functions in relation to the Council's companies, partnerships and charities:

- a) The establishment of any new company, partnership or charity;
- b) The decommissioning/winding up of existing companies, partnerships and charities;
- c) The determination of Articles of Association;
- d) The determination of the percentage share of ownership;
- e) The determination of the investment of funds or assets;
- f) The determination of any lending facilities to the Council's companies, partnerships and charities;
- g) The determination of decisions reserved to the Council as shareholder or member of a company, partnership or charity;
- h) Scheme of delegations to the Shareholder Cabinet Committee;
- i) Approval of Business Plans;
- j) Approval of changes to service agreements in respect of KPIs, service levels and service standards;
- k) The setting of Policy Strategy and objectives for the operation of the Council's companies, partnerships and charities."

3.6 **Shareholder Cabinet Committee**

The Shareholder Cabinet Committee will act as a decision making body in relation to the functions delegated to it as well as an advisory body to Cabinet. Support and advice will be provided to the Shareholder Cabinet Committee by the Monitoring Officer, the Section 151 Officer and other client officers as appropriate.

The Shareholder Cabinet Committee would be responsible for making decisions:

- a) To monitor performance and financial delivery of the companies, partnerships and charities set out above in line with Cabinet approved business plans by means of monthly performance monitoring and scrutiny;
- b) To ensure that those companies, partnerships and charities comply with relevant Council policies, strategies and objectives;
- c) To exercise decisions, where delegated by Cabinet, in relation to a company, partnership or charity's reserved matters;
- d) To make recommendations to Cabinet in relation to investments, loans and assets;
- e) To oversee the relationships between with the Council and the Council's companies, partnerships and charities, and any such relationships between the Council's companies, partnerships and charities in accordance with the Council's objectives.
- f) To review any reports in relation to the Council's companies, partnerships or charities prior to their submission to the Audit Committee to ensure compliance with Council policies, strategies and objectives;

- g) To determine for each individual company, partnership or charity whether the Shareholder Cabinet Committee recommends to Cabinet the delegation of any functions to the officers of the Council.”

3.7

Membership, frequency of meetings and quorum of the Shareholder Cabinet Committee

The Shareholder Cabinet Committee will comprise a maximum of 5 Members determined annually by the Leader of Peterborough City Council. The Leader has determined that the following members will be appointed to that committee from 4th February 2019:-

Councillor Fitzgerald (Chairman)
Councillor Cereste
Councillor Smith
Councillor Seaton
Councillor Walsh

Councillor Fitzgerald has been appointed as first Chairman of the Shareholder Cabinet Committee by the Leader with its Membership determining the Vice Chairman at its First meeting.

Meetings will be scheduled quarterly or at alternative times at the discretion of the Chairman. 3 Members will be required in order for the Committee to be quorate.

3.8

Revised List of Reserved Matters for Peterborough Limited only

Peterborough Limited adopted model Articles of Association on its incorporation. The Articles are the rules according to which the Company will operate and are subject to modification to fit the Company’s particular requirements.

Cabinet is now being asked to approve the amendment of Peterborough Limited’s Articles of Association by adopting a revised list of matters in relation to which the Council will be the decision-maker (the “Reserved Matters”) which are set out at Appendix C. If approved, amended Articles of Association will be presented to the next Board of Peterborough Limited for its adoption.

The Reserved Matters shall be applicable only to those items of Peterborough Limited’s business which are not already included within a Cabinet approved Business Plan. The parties will adopt an agreed process by which approval of Reserved Matters may be requested by Peterborough Limited and approved by the Council.

- 3.9 As stated in paragraph 1.2 above there are also revisions to be made to the Audit Committee delegations which Cabinet need to recommend to Council and all the constitutional changes are set out in Appendix A to this report.

4. CONSULTATION

- 4.1 We are in discussion with the relevant internal and external partners and will continue to keep them informed as these arrangements come into effect.

5. ANTICIPATED OUTCOMES OR IMPACT

- 5.1 The anticipated outcome is improved and consistent monitoring of the performance of Council companies and organisations and greater Council control and oversight over activities than previously enjoyed.

6. REASON FOR THE RECOMMENDATION

- 6.1 There is a requirement for the Council to have in place appropriate Governance arrangements

for all its activities including those operated via partnerships, Companies or Charities.

7. IMPLICATIONS

7.1 Financial implications

There are no financial implications arising from the recommendations.

7.2 Legal implications

The Council has previously received both internal and external legal advice regarding the creation of its Local Authority Company and the best way to achieve an appropriate and effective governance framework for both Peterborough Limited and its other companies, partnerships and charities.

This advice has been detailed in previous Cabinet Reports KEY/11JUN18/04 and DEC18/CAB/65 and included consideration of the clarity of the chosen governance framework, that roles and responsibilities do not conflict or are properly managed, how strategic decisions are made, the parameters and monitoring of operations and board appointments.

As a result of the legal advice received, the Council has developed the Governance framework detailed within this report to regulate its relationship with Peterborough Limited and with its other companies, partnerships and charities.

7.3 Equalities implications

There are no negative equalities implications.

7.4 Property implications

None resulting from issues covered by this report.

7.5 HR implications

- Currently the Council structure has a client side function, fulfilled by 2 posts, for the management of the current contracted services.
- It is essential that the account management governance structure is maintained which is supported by external legal advice.
- This Client side function will monitor performance of Peterborough Limited and support the arrangements and co-ordination of information between Companies and the Shareholder Cabinet Committee.

8. BACKGROUND DOCUMENTS

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

8.1 Cabinet decision DEC18/CAB/65

9. APPENDICES

9.1 Appendix A – Amendment to the Council's Constitution
Appendix B – Revised Governance Arrangements
Appendix C – Revised Reserved Matters

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Appendix A – Governance Terms of Reference: Amendments to the Council’s Constitution

PART 1: LEADER’S AMENDMENTS

Amendment to the Executive Procedure Rules

To Part 4 Section 7 paragraph 1.2 Delegation by the Leader sub-section (c) shall be amended to read as follows with the addition highlighted in yellow:

“the terms of reference and constitution of any executive committees, the names of Cabinet Members appointed to them, and the appointment of the Chairman and Vice-Chairman of any executive committee.”

Addition to Executive Delegations

The following wording will be added to Part 3, Section 3.2, Functions of the Cabinet:

3.2.12 Cabinet will be responsible for the following functions in relation to the Council's companies, partnerships and charities:

- a) The establishment of any new company, partnership or charity;
- b) The decommissioning/winding up of existing companies, partnerships and charities;
- c) The determination of Articles of Association;
- d) The determination of the percentage share of ownership;
- e) The determination of the investment of funds or assets;
- f) The determination of any lending facilities to the Council’s companies, partnerships and charities;
- g) The determination of decisions reserved to the Council as shareholder or member of a company, partnership or charity;
- h) Scheme of delegations to the Shareholder Cabinet Committee;
- i) Approval of Business Plans;
- j) Approval of changes to service agreements in respect of KPIs, service levels and service standards;
- k) The setting of Policy Strategy and objectives for the operation of the Council’s companies, partnerships and charities.”

The following wording will be added to Part 3, Section 3.3, Functions of Cabinet:

“3.3.2 Shareholder Cabinet Committee

Purpose

The Committee will have functions relating to the Council’s companies, partnerships and charities set out below including, but not limited to:

- a. Peterborough Limited,
- b. Blue Sky Peterborough,
- c. Empower Peterborough,
- d. Opportunity Peterborough,
- e. Peterborough Investment Partnership LLP,
- f. Medesham Home LLP,
- g. NPS Peterborough Ltd,
- h. Peterborough Museum and Art Gallery;
- i. The Mayor's Charity; and
- j. Vivacity Culture and Leisure.

The Shareholder Cabinet Committee will act as a decision making body in relation to the functions delegated to it as well as an advisory body to Cabinet. Support and advice will be provided to the Shareholder Cabinet Committee by the Monitoring Officer, the Section 151 Officer and other client officers as appropriate.

Membership and Operation of the Shareholder Cabinet Committee

The Shareholder Cabinet Committee will comprise a maximum of five Cabinet Members to be determined by the Leader annually. The Chairman and Vice-Chairman of the Committee will also be appointed by the Leader on an annual basis.

The quorum of the Shareholder Cabinet Committee shall be 3 and meetings shall take place quarterly or as determined by the Chairman.

Functions of the Shareholder Cabinet Committee

- a. To monitor performance and financial delivery of the companies, partnerships and charities set out above in line with Cabinet approved business plans by means of monthly performance monitoring and scrutiny;
- b. To ensure that those companies, partnerships and charities comply with relevant Council policies, strategies and objectives;
- c. To exercise decisions, where delegated by Cabinet, in relation to a company, partnership or charity's reserved matters;
- d. To make recommendations to Cabinet in relation to investments, loans and assets;
- e. To oversee the relationships between with the Council and the Council's companies, partnerships and charities, and any such relationships between the Council's companies, partnerships and charities in accordance with the Council's objectives.
- f. To review any reports in relation to the Council's companies, partnerships or charities prior to their submission to the Audit Committee to ensure compliance with Council policies, strategies and objectives;
- g. To determine for each individual company, partnership or charity whether the Shareholder Cabinet Committee recommends to Cabinet the delegation of any functions to the officers of the Council."

PART 2 AMENDMENTS FOR RECOMMENDATION TO FULL COUNCIL

Addition to the Audit Committee Terms of Reference

Part 3, Section 2, Regulatory Committee Functions, paragraph 2.2 relating to the Audit Committee shall include new paragraph 2.7.2.12 which will read:

"To consider reports in relation to the performance of the Council's companies, alongside comments from the Shareholder Cabinet Committee."

CABINET

Cabinet decisions (where Shareholder Cabinet Committee is used)

Decisions:

- a) Establish new companies, partnerships or charities
- b) Decommissioning or winding up of existing companies, partnerships or charities
- c) Determination of Articles of Association
- d) Determination of percentage of share ownership
- e) Determination of investment of funds or assets
- f) Determination of any lending facilities to the Council's companies, partnerships or charities
- g) Identify reserved matters eg appoint or dismiss directors
- h) Scheme of delegations to Shareholder Cabinet Committee
- i) Approval of Business Plans
- j) Approval of changes to service agreements in respect of KPIs, service levels and service standards.

Audit Committee
To consider reports in relation to the performance of the Council's companies, partnerships and charities alongside comments from the Shareholder Cabinet Committee

Overarching Shareholder Cabinet Committee (new)

Scrutiny

Shareholder Cabinet Committee - Decision Making + Advisory

Membership: 5 Members of Cabinet appointed by Leader

Functions:

- a) Monitor performance and financial delivery in line with BP
- b) Act within powers delegated by Cabinet over reserved matters for example. appoint/dismiss directors,
- c) Recommend to Cabinet re investment/loans/assets
- d) Manage interactions with PCC and other PCC organisations
- e) To review reports in relation to the company, partnership or charity prior to submission to the Audit Committee
- f) To determine for each individual company, partnership or charity whether to delegate any of its functions to PCC Client Officer Team

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PCC Client officer team

PCC Client officer team

Functions:

- a) Project management, commission services, negotiate and agree service agreements, monitor performance, payments, timelines, obtain approvals in line with internal governance process, obtain finance, HR and legal support, report to Shareholder Cabinet Committee
- b) Occasionally attend the company's board meetings on invite purely in an advisory role -first stop forum to consider matters outside the Business Plan or matters reserved to PCC.
- c) Acting in PCC's best interest.

Peterborough Limited

Blue Sky Peterborough (BSP)
dormant, never traded

Empower Peterborough
Community Interest Company active

Opportunity Peterborough
active

Peterborough Investment Partnership LLP
active

Medesham Homes LLP
active

NPS Peterborough Ltd
active

Peterborough Museum and Art Gallery
not dormant, but not actively trading

The Mayor Charity
active

Peterborough Limited Board

Functions:

- a) management and operation of the company and the services
- b) to produce and act within the remit of the approved Business Plan
- c) to represent PCC but act in the company's best interests
- d) to operate within the company's articles of association including the reserved matters for example, appointing and dismissing directors in accordance with the articles, but not entering into any agreement or transaction of more than £10,000 otherwise than in the ordinary course of the Business and to the extent provided for in the Business Plan., nor changing the name of the company or its registered office.
- e) Report on KPIs and performance to the PCC Client officer team, Shareholder Cabinet Committee and Audit Committee as required
- f) comply with policy and procedures approved by Cabinet or the Shareholder Cabinet Committee

Reserved Matters

PETERBOROUGH LIMITED LIST OF RESERVED MATTERS

1. Admit any person as a new Shareholder of Peterborough Limited.
1. Adopt any Business Plan of Peterborough Limited.
2. Alter any of the provisions of the Business Plan after it has been adopted, the Articles or any rights attaching to the Shareholders' interests in the Shares that they hold.
3. Make any capitalisation, repayment or other distribution of any amount standing to the credit of any reserve of Peterborough Limited or declare any dividend or other distribution to Shareholders.
4. Create any encumbrance over the whole or any part of the undertaking or assets of Peterborough Limited.
5. Extend Peterborough Limited's activities outside the scope of the Business Plan or cease to carry on any part of the Business or over any Shareholder's interest.
6. Alter Peterborough Limited's accounting reference date.
7. Approve or sign the annual accounts of Peterborough Limited.
8. Appoint or remove any Director of Peterborough Limited otherwise than in accordance with the Articles.
9. Make any petition or resolution to wind up Peterborough Limited (or any subsidiary) or any petition for an administration order or any order having similar effect in a different jurisdiction in relation to such company unless, in any case, such company is at the relevant time insolvent and the Directors reasonably consider (taking into account their fiduciary duties and other obligations under the Companies Act 2006) that it ought to be wound up.
10. Sell, lease (as lessor), license (as licensor), transfer or otherwise dispose of any of its assets at a total price per transaction exceeding £10,000, otherwise than in the ordinary course of the Business and to the extent provided for in the Business Plan.
11. Purchase, lease (as lessee), license (as licensee) or otherwise acquire any assets at a total cost to Peterborough Limited per transaction exceeding £10,000 otherwise than in the ordinary course of the Business and to the extent provided for in the Business Plan.
12. Acquire or agree to acquire any freehold or leasehold interest in or licence over land.
13. Enter into or make any contract with a cost to Peterborough Limited of more than £10,000 ("a Material Contract") unless provided for in the Business Plan.
14. Give notice of termination of any Material Contract or make any Material Variation or amendment to any such contract.
15. Appoint or remove the Operations Director of Peterborough Limited.
16. Enter into any contracts or arrangements with any of the Shareholders or Directors or any person with whom any Shareholder or Director is connected, associated or interested (whether as Director, consultant, Shareholder or otherwise).

17. Change the name of Peterborough Limited or its registered office.
18. Form any subsidiary of Peterborough Limited, or acquire any shares in any other company, whether through subscription or transfer, such that the company concerned becomes a subsidiary of Peterborough Limited.
19. Enter into any contract which cannot be terminated within a 12 month period and under which the liability for such termination could exceed £10,000.
20. Give or take any loans, borrowing or credit (other than normal trade credit in the ordinary course of the Business) in excess of £10,000, or cause the aggregate indebtedness of Peterborough Limited to exceed £10,000.
21. Enter into any agreement not in the ordinary course of the Business and/or which is not on an arm's length basis or amend its standard terms of business.
22. Give any guarantee, suretyship or indemnity to secure the liabilities of any person or assume the obligations of any person.
23. Incur any item or series of items of capital expenditure of more than £10,000 unless provided for in the Business Plan.
24. Recruit or dismiss any employee whose remuneration exceeds £40,000 per annum unless provided for in the Business Plan provided always that any employee may be dismissed for gross misconduct without the prior consent of the Shareholders. Save as provided for in the Articles, pay any fees, remuneration or other emoluments to any Director or vary any such fees, remuneration or emoluments. For the avoidance of doubt this paragraph 25 shall not apply to the payment or reimbursement of expenses properly incurred by any Director in the course of carrying out his duties in relation to Peterborough Limited nor to any indemnity by Peterborough Limited to which the Director is entitled pursuant to the Articles or under any relevant law.
25. Consolidate or amalgamate with any company, association, partnership or legal entity or acquire any business or undertaking of any other person (for the avoidance of doubt, excluding the consolidation of accounts with Peterborough City Council).
26. Enter into any joint venture, partnership or profit sharing arrangement with any person.
27. Change any of Peterborough Limited's accounting or reporting practices.
28. Create any share option, bonus or other incentive scheme.
29. Make an offer of employment or alter the remuneration or conditions of employment of any employee or any consultant of Peterborough Limited unless provided for in the Business Plan or unless obliged to do so by statute.
30. Make any agreement with any revenue authorities or any other taxing authority, or make any claim, disclaimer, election or consent of a material nature for tax purposes in relation to Peterborough Limited, its assets or undertakings, or the Business.
31. License, assign or otherwise dispose of intellectual property rights owned by Peterborough Limited.

32. Commence, settle or defend any claim, proceedings or other litigation brought by or against Peterborough Limited, except in relation to debt collection in respect of a sum not exceeding [£XXX] in the ordinary course of the Business.

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CABINET	AGENDA ITEM No. 6
4 February 2019	PUBLIC REPORT

Report of:	Wendi Ogle-Welbourn - Executive Director: People and Communities	
Cabinet Member(s) responsible:	Councillor Sam Smith- Cabinet Member for Children's Service	
Contact Officer(s):	Helene Carr - Head of Children's Commissioning	Tel. 07904 909039

Regional Adoption Agency Services

RECOMMENDATIONS	
FROM: Executive Director: People and Communities	Deadline date: Cabinet - 04 February 2019
<p>It is recommended that Cabinet delegate authority to the Executive Director of People and Communities to:</p> <ol style="list-style-type: none"> 1. Vary the existing contract with The Adolescent and Children's Trust (TACT) relating to adoption services; via a Notice of Change (NOC) 2. Authorise the decision for Cambridgeshire County Council to appoint a Voluntary Adoption Agency on behalf of the Council; 3. Enter into a Partnership Agreement with Cambridgeshire County Council, and authorise any subsequent variations required; 4. Authorise the Director of Governance or authorised legal officers to enter into any other legal documentation necessary to document the contractual, and other legal arrangements in relation to Regional Adoption Agency services. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet at the request of the Executive Director for People and Communities.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to request Cabinet authorise the delegation of duties to the Executive Director for People and Communities as listed above.

The report is being presented following a report to cabinet on 23 July 2018 - Permanency Service and Arrangements for Regional Adoption, which included a brief overview of the proposals to develop a Regional Adoption Agency in line with expectations of the Department for Education affecting all top tier authorities in England. A commissioning and procurement exercise has been jointly undertaken between the two authorities and a competitive tendering process is underway.

- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1 'To take collective responsibility for the delivery of all strategic Executive functions within the

Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.'

3. **TIMESCALES**

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

- 4.1 A contract to deliver a range of services including fostering, adoption and various functions associated with the assessment and support of permanent carers providing care to children under Special Guardianship Orders was awarded to TACT, in 2017. The new service was launched on 1 April 2017, with a number of members of staff transferring to TACT under TUPE arrangements.
- 4.2 In 2015, the Government announced its intention to establish new Regional Adoption Agencies (RAAs) across the country by 2020. The rationale for introducing RAAs is based around the belief that existing structures have in-built inefficiencies linked to their scale of operation, and that there are barriers around adoption created by individual local authorities and voluntary adoption agencies working separately to deliver the same core aspects of adoption provision.
- 4.3 Establishing RAAs is expected to deliver a system with a larger footprint, improving adoption recruitment, matching and support and avoiding duplication. More formalised collaborative working will help drive innovation, sharing of best practices and staff development. It is also anticipated that the new structure will give a stronger voice to children and adopters.
- 4.4 The government has said that Regional Adoption Agencies must be fully operational by 2020 at the latest. Every top tier Local Authority must be able to demonstrate significant progress by early 2019.
- 4.5 The Department for Education confirmed in the summer of 2018 that a Regional Adoption Agency consisting of Peterborough and Cambridgeshire passed the necessary tests. A small amount of funding has been allocated to support some implementation costs including legal costs.
- 4.6 In both authorities, adoption services are currently provided by Voluntary Adoption Agencies – TACT in Peterborough and Coram Cambridgeshire Adoption in Cambridgeshire. Both adoption services are recognised as 'good' by Ofsted, our vision is to build on the strengths of each authority, share best practice and develop an outstanding adoption service across the region and beyond
- 4.7 Given this background, and the commitment of both authorities to developing innovative approaches with partners to deliver services where this makes sense because it delivers better outcomes for children, better value for money, or both, we have agreed in principle with the Department for Education that we will develop a Regional Adoption Agency hosted by a Voluntary Adoption Agency.
- 4.8 In order to progress the RAA, a notice of change will need to be agreed with TACT to remove the adoption services function from the existing contract. Irrespective of the award of contract to the successful bidder, this is a new commissioned provision under specific contractual terms and conditions covering adoption functions across the two

local authorities.

- 4.9 A Partnership Agreement will be formalised and agreed between the parties, prior to the award of contract. The purpose of this agreement is to set out the local authorities obligations and liabilities in relation to the regional adoption services.
- 4.10 Peterborough and Cambridgeshire have worked closely to develop a service specification and associated contract documents, with Cambridgeshire acting as the lead commissioner for the purposes of this particular contract. Oversight and scrutiny of this activity has been through the RAA Governance Steering Group chaired by the Assistant Director - Commissioning. Cambridgeshire County Council advertised the services in the Official Journal of the European Union (OJEU). The procurement process is being undertaken in accordance with the light touch regime of the Public Contracts Regulations 2015. The tender documents have been issued to prospective bidders and the tender bids are due to be submitted in December 2018.
- 4.11 The award of the RAA contract by CCC to the successful bidder is likely to be in April 2019, with a mobilisation period factored in prior to contract commencement on 1 August 2019.

5. CONSULTATION

- 5.1 There is a wealth of skill, knowledge and experience regarding adoption across both Peterborough and Cambridgeshire, not least amongst those who have adopted, have been adopted and those working within the sector. Therefore in September 2018 both authorities created the opportunity for people to come together and contribute to the development of the Cambridgeshire and Peterborough Regional Adoption Agency through informal consultation, sharing ideas and workshops. The outcome of these sessions helped to inform the service specification and design of the regional adoption agency.
- 5.2 In addition, the project team engaged Adoption UK to ensure the voice of adopters was heard at every stage of our commissioning activity. Adoption UK have assisted by facilitating engagement with a selected group of adopters to provide a suite of evaluation questions based on the experiences of adoptive families. The same adopters are due to evaluate and score responses from the perspective of 'what works for adoptive families'. This work will help to inform the decision about what organisation will deliver the RAA.
- 5.3 Adoption UK are a national charity independent from both local authority and with no affiliation with any particular voluntary adoption agency.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 The authorisation of the requests to Cabinet will;
1. Ensure the appropriate governance framework is in place via the Partnership Agreement to support the management of the RAA contract.
 2. Enable the existing contract for the provision of the Permanency Service to be varied to reflect the extraction of the adoption functions, as listed within the existing contract.
 3. Ensure that the successful Voluntary Adoption Agency will be in a position to deliver a RAA within timeline to improve the ability of each authority to recruit, assess and approve adopters for those children identified as having adoption as their permanency plan. This would negate the reliance on inter agency arranged adoptions [in particular within CCC].
 4. Create efficiencies by bringing two services together in terms of management

costs and overheads.

5. Deliver improved progress in relation to the Adoption Scorecard indicators, specifically in relation to a reduction in delay between a child's plan for adoption, and an adoption order being made.

7. REASON FOR THE RECOMMENDATION

7.1 The development of Regional Adoption Agencies is a Government requirement; the agreement to deliver this based on a partnership between Peterborough and Cambridgeshire offers a model that is in line with current direction of travel for both authorities, as will be underpinned by a formal Partnership Agreement. Bringing adoption services together in this way also offers the opportunity for benefits in the recruitment of adopters and matching of children.

7.2 In order to secure this objective, both authorities have worked collaboratively to deliver a RAA within dedicated timescales. Appropriate governance arrangements have been in place throughout the commissioning activity both via the RAA Governance Board, and Joint Commissioning Board.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The government have said that RAAs will need to be fully operational by 2020 at the latest, and every Local Authority will need to demonstrate significant progress by early 2019. There are few alternative options available to the authority given the DfE mandate that Regional Adoption Agencies will be in place across England by 2020. Peterborough and Cambridgeshire are in the third wave of authorities to develop a Regional Adoption Agency service model.

9. IMPLICATIONS

Financial Implications

9.1 The DfE has awarded a grant of £125k to aid in the development of the RAA and its associated legal and support costs. This grant runs from July 2018 through to July 2019.

The amount of the contract that has been allocated to the RAA from Peterborough is £582,567 which will be extracted from the TACT budget for each year of the contract.

Legal Implications

9.2 The legal implications are set out within the report.

Equalities Implications

9.3 There are no equalities implications, either positive or negative.

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 None.

CABINET	AGENDA ITEM No. 7
4 February 2019	PUBLIC REPORT

Report of:	Amanda Askham – Director of Business Improvement and Development	
Cabinet Member(s) responsible:	Cllr David Seaton – Cabinet Member for Resources Cllr Howard Fuller – Cabinet Adviser	
Contact Officer(s):	Amanda Askham, Director of Business Improvement and Development Pete Carpenter, Acting Corporate Director of Resources	07919 166328 01733 452520

COMMERCIAL STRATEGY 2018-2021

R E C O M M E N D A T I O N S	
FROM: Director of Business Improvement and Development	Deadline date: N/A
It is recommended that Cabinet comment on and endorse the proposed Commercial Strategy 2018 – 2021 for consideration by the Joint Meeting of the Scrutiny Committees.	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a referral from CMT on 21st November 2018.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to:
- To provide an overview of the proposed Commercial Strategy 2018-21.
 - To seek Cabinet approval for the Council's Strategy 2018-21 attached as Appendix 1 of this report to be considered by the Joint Meeting of the Scrutiny Committees.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, '*To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.*'

3. TIMESCALES

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

- 4.1 The Council has a range of experience in generating income and using commercial opportunities in order to supplement other forms of income, such as that received from the Government, Council Tax collection and other grants. However, it is recognised that the situation now faced by the Council requires a more fundamental shift in the way in which these activities are identified, coordinated, implemented and monitored.

- 4.2 Peterborough City Council has a robust approach to financial planning - with a rolling programme of budget monitoring and budget setting - that allows us to identify where savings and investment need to be made. Based on current plans, we estimate that the Council will need to make another £20 million of savings over the next three years - and we are proactively planning to meet the financial pressures in the years ahead. It has been identified that commercial opportunities and associated income generation provide significant scope for alleviating financial pressures and creating commercial returns which underpin the delivery of crucial frontline services.
- 4.3 The proposed Commercial Strategy signals an intention - driven by necessity - to enter a new phase of enterprise, investment and commercial growth. We will work with partners who share our ambition and values and we shall continue to put the best interests of Peterborough residents at the heart of everything we do.

5. CONSULTATION

- 5.1 The Commercial Strategy, its themes and design principles have been developed in consultation with Members, lead officers and our partners over the last six months. The strategy builds on the breadth and depth of commercial experience and practice which already exists in the Council whilst also introducing new skills and experience. The Portfolio Holder, members of the Cabinet Policy Forum, the Corporate Management Team and the Council's Section 151 Officer are supportive of the Strategy.
- 5.2 In preparing the Strategy, officers have consulted with leading consultants and looked at case studies and local authority investment processes, structures and activity published by other Councils.
- 5.2 If approved, detailed workplans will be developed under each Commercial Theme in the strategy. As a way of initiating the delivery of this work, an Opportunity Appraisal Framework has been developed in consultation with Members and Officers in order to ensure a clear vision and consistency in the way future activity is managed.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 The purpose of developing a strong commercial strategy is ensure that the Council makes the best use its assets, skills and position to generate significant levels of new income to support delivery of crucial front line services.

The 2018-21 Commercial Strategy articulates the three priority themes for this period, which are more fully described in the strategy document:

- **Contract management, market shaping and procurement**
- **Contribution and funding**
- **Acquisitions and Investment**

- 6.2 The Strategy also describes more detailed objectives and targets along with governance arrangements, control measures and performance indicators to manage the risks associated with developing a more ambitious commercial portfolio.

7. REASON FOR THE RECOMMENDATION

- 7.1 A Commercial Strategy and workplan is needed to build on existing initiatives, increasing the pace of portfolio development to ensure that commercial income makes a significant contribution to the Council's budget.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The Council has been exploring strategies for achieving a balanced budget and options which included a range of commercial targets have been modelled alongside efficiency savings and service reductions.

- 8.2 As part of the development of the Commercial Strategy, the working group consider a range of options including alternative delivery models, acquisition and investment, contracts and procurement and trading income. The resulting Strategy proposes a mixed portfolio of commercial activity with ambitious but deliverable targets.

9. IMPLICATIONS

Financial Implications

- 9.1 Current financial projections indicate that the Council will be required to make savings of at least £20 million from its revenue budget over the next three financial years. Like many local authorities the Council is keen to pursue commercial opportunities to generate financial returns to support the revenue budget. The Commercial Strategy will contribute positively towards the achievement of savings targets and enable continued delivery of and investment in crucial front line services whilst achieving a balanced budget.
- 9.2 Implementation of the Strategy is likely to give rise to the need for additional internal and external resource, dependent upon the extent, nature and specific timing of acquisition, development and asset management activities.

The requirement for additional external resources will be managed on a case by case basis in order that implementation of the strategy is not affected, including both the ability to deliver improvements to the existing portfolio and to make further investments.

Legal Implications

- 9.4 The Legislative Framework within which the Council operates is a vital consideration for income generating activity and includes, but is not limited to:
- Sections 1, 12, 15 and 95 of the Local Government Act 2003;
 - Sections 111, 120, 123 of the Local Government Act 1972;
 - Sections 1 and 4 of the Localism Act 2011.
- 9.3 The Legal implications and relevant legislative frameworks for individual proposals will be managed on a case by case basis as part of Business Case development and in conjunction with the Council's Legal advisers.

Equalities Implications

- 9.3 Commercial income will underpin the strategic priorities of the Council's Corporate Strategy 2019-2021 which focuses on reducing inequality and designing services with citizens - mandating inclusion of a diverse range of views and voices.

10. BACKGROUND DOCUMENTS

- 10.1 None.

11. APPENDICES

- 11.1 Draft Commercial Strategy 2018-2021

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Commercial Strategy 2018 - 2021

Version 2 – January 2019

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Contents

Welcome to the Council's Commercial Strategy which outlines our **commercial strategic aims**, how we will achieve them and how we will know that we have been successful.

The audience for this strategy is primarily the Council – its Members, its staff and its partners. Our commitment and aspirations for the next three years will be communicated to the public through a variety of channels and conversations so they know what to expect from us and can hold us to account.

Strategy

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Introduction to the Commercial Strategy
The Council's Strategic Framework

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Commercial Vision

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Commercial Themes

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Opportunity Appraisal Framework

Introduction

The current financial conditions faced by every Local Authority are very challenging. The funding for our services comes from Government grants and funding raised by the Council through collection of Council Tax and commercial activity. Since 2010, successive governments have reduced funding for Local Government in England as part of their efforts to reduce the fiscal deficit and there has been a move away from central government grants towards a greater reliance on locally sourced taxation such as Council Tax and Business Rates.

The sector has done well to manage substantial funding reductions since 2010, but many Local Authorities are now nearing a cliff edge, with growing overspends and reducing reserves. Based on our current levels of service and the expected national and local demand trajectory, Peterborough City Council will need to make another £20m of savings over the next three years and we are proactively planning to meet the financial pressures in the years ahead.

As part of our 2018 -2021 Corporate Strategy the Council has recognised the need to become more commercially focused, developing strength and depth in our activity and creating commercial returns which underpin the delivery of crucial frontline services.

This Commercial Strategy aligns closely with other key strategies including the Medium Term Financial Strategy, Transformation, Demand Management, Energy and IT & Digital and Asset strategies and incorporates our Acquisition and Investment Strategy, our Fees and Charges Policy and our Procurement framework.

Through this strategy, the Council is signaling an intention - driven by necessity - to enter a new phase of enterprise, investment and commercial growth. We will work with partners who share our ambition and values and we shall continue to put the best interests of Peterborough residents at the heart of everything we do.

Strategic Priorities 2019-2021

Pride in our communities and environment.

First rate futures for our children, young people - and quality support for our adults and elderly.

Better jobs and quality homes.

Commercial Vision

Our commercial vision is...

To develop a range of commercial activity which delivers financial and social return by becoming a Council which uses its assets, skills and position to generate significant levels of new income to support delivery of crucial front line services.

Our ability to deliver this vision will depend on a number of internal and external factors including: how well we use our powers and delegations; strength of our MTFs; the amount of physical, intellectual and brand assets which can be exploited; political appetite to accept new risk and our capacity to implement change and maximise opportunities.

In this strategy, commercialism includes:

- making a profit - from trading and investments;
- maximising value for money from contractual relationships;
- making robust decisions on a consistent basis with evidence and a sound business case;
- thinking about the return on investment for every pound we spend;
- considering the whole life cost of policy decisions, including market impact;
- collaborating with the market and with partners to develop alternative models for greater return;
- considering new and innovative ways of generating income; and
- maximising use of revenue and assets.

We shall adopt a commercial approach which allows everybody to share their ideas and for these to be evaluated swiftly using a robust methodology. We want our workforce, our partners and our communities to feel valued and involved in our new enterprising and commercial approach and our staff will receive appropriate skills development and training.

We accept that the Council may need to take more risk than in recent times in order to achieve its ambitions and commercial success. Governance, management and performance of new commercial enterprises, partnerships and contracts will continue to be robust to ensure that the Council adheres to its statutory responsibilities and that public money continues to be appropriately used and accounted for.

Commercial Themes

This strategy applies whenever we spend money with external suppliers, enter into or manage our commercial arrangements, generate income or make a commercial decision. Whilst the Commercial Services team will lead on delivery, they will work in partnership with all service teams across the organisation and externally with partners and customers. The 2018-21 Commercial Strategy prioritises three themes for this period:

Commercial Themes		
Contract management, market shaping and procurement	Contribution and funding	Acquisitions and Investment
<ul style="list-style-type: none"> ◆ Short term focus on contract re-negotiations, joint commissioning and contract management. ◆ Entrepreneurial approach to procurement – working with the market to create different solutions. ◆ Improved contract negotiation and management with a professionally specified and negotiated contract <u>every</u> time. ◆ Extended joint commissioning arrangements across all services. ◆ Increase benefits realisation from payment terms and conditions. 	<ul style="list-style-type: none"> ◆ Develop a clear view of baseline position of all commercial activities. ◆ Ensure that income from fees and charges is optimised. ◆ Model options for alternative delivery – e.g. spin outs, joint ventures, mutuals - and ensure maximum return from existing initiatives. ◆ Develop an external income stream from sponsorship, business investors and philanthropists. ◆ Determine the profit and loss of current activities and define full cost recovery for all commercial services. ◆ Maximise return from all our assets. 	<p>All investment decisions should focus on achieving <u>at least</u> one of:</p> <ul style="list-style-type: none"> ◆ Increase number and type revenue generation/ invest to earn investments – for example investment in land and property development, rental property, renewables, schemes that grow Council's business rates income, or proposals to enable existing revenue streams to be maintained longer into the future. ◆ Invest to save - for example, proposals to introduce new technologies which reduce demand and spend on Council services. ◆ Invest for social value - for example, proposals that will bring collective benefit to a community.

Commercial Objectives and KPIs

Objectives

The Council's Corporate Strategy identifies a number of key objectives that are directly linked to commercial activity;

- An overarching increase in return from commercial activity to support delivery of crucial front line services.
- A wider range of investments, providing a portfolio approach to risk and reward.
- Additional, sustainable income streams from external funding.
- A reduction in spend across contracted activity.
- An embedded commercial culture across the organisation.
- A reduction in net budget for traded or semi traded services.
- An increased return from energy schemes

Measures of success (KPIs)

These objectives will be measured in a number of ways, for example;

- (£) Additional income generated to support front line services.
- (%) reduction in the net budget of a service by reducing variable cost of a service.
- (No.) of procurement exercises completed using new framework.
- (%) increase in contribution to fixed costs and overheads (%) and contribution to staff costs (%).
- Increase in commercial activity in services demonstrated by the level of additional income contributing to fixed costs, staff and overheads (%).
- (No.) of staff reporting more confidence in commercial decision making
- % increase in the number of partnerships with private and public sector bodies for commercial benefit.

(Indicative) Targets

Work streams and associated KPIs for each of these commercial objectives and for priority themes are being developed. Once completed and risk-assessed, return will be built into budgets for 2019 - 2021. In the meantime the following aspirational targets have been proposed and will be further refined during the early part of 2019:

- To invest in schemes and projects which can deliver £15m to £20m of new revenue income over a period of five to ten years
- To deliver a minimum of £5m of new revenue income by the 31st March 2020.
- To deliver £4m of capital receipts by 31st March 2020.
- To deliver commercial skills development to 33% of Council staff by the end of 2019, rising year on year by 33% to 100% by end of financial year 2021.
- To make a 2% saving across the contracts annually for the lifetime of the strategy.

Appendices

Business Case Methodology

To ensure that commercial return is optimised and that public money is appropriately used, it is crucial that decision making is robust and consistent and is always based on a sound business case. The methodology which will be used to develop business cases for all commercial proposals will be taken from HM Treasury guidance on how to appraise and evaluate policies, projects and programmes – known as ‘The Green Book’.

Business cases will always reflect financial value AND social value and will be built on *Five Case Model Methodology* which is applicable to programmes and projects and comprises of five key areas:

The Strategic Case: makes the case for change and demonstrates how the project will deliver against strategic priorities.

The Economic Case: shows that the project will deliver best public value (financial and social) to society.

The Commercial Case: demonstrates that the preferred option will result in a well-structured deal between the Council and its providers.

The Financial Case: demonstrates the affordability and funding of the preferred option, including the support of stakeholders and customers.

The Management Case: details robust arrangements for the delivery, monitoring and evaluation of the project.

Business cases will developed through VERTO, the Council’s programme and project management IT system which will guide managers through these areas. Further, detailed information is available at:

<https://www.gov.uk/government/publications/the-green-book-appraisal-and-evaluation-in-central-government>

Commercial Assets

The Council has a number of assets which can be classified as:

Land and buildings	Using our physical assets to generate income, capital receipts and reduce costs.
Place shaping role	Using our strategic role in society to shape and create the market for growth and enterprise.
Workforce	Using the knowledge and skills of our workforce to create commercial value
Infrastructure	Using and developing infrastructure assets such as digital platforms and IT highways for commercial gain.
Business intelligence	Using our vast amount of business and service data intelligently to create new commercial opportunities and better service delivery models which will generate new income for the Council.
Partnerships	Using and selecting the most appropriate private, public and third sector partner to deliver the schemes and projects that derive the maximum level of income for the Council and value for customers, residents and communities.
Customer intelligence	Using the various channels that the Council has to communicate with the public and use the customer information and contacts we have to help design and develop new commercial opportunities
Market Strength	Use our economic, infrastructure and asset strength to influence how the supply chain and infrastructure providers operate and partner with the Council to derive commercial benefits and new income streams.
Liquid assets	Access to cash, cheap borrowing and liquid assets to enable investment.
Brand	Use of brand value to promote our trading and commercial activities and those which we can partner with others to receive a financial return.

Statutory Guidance

In February 2018, MHCLG published updated statutory guidance on Local Government Investments and statutory guidance on Minimum Revenue Provision after issuing a consultation and response.

<https://www.gov.uk/government/consultations/proposed-changes-to-the-prudential-framework-of-capital-finance>

The guidance sets out the requirement to prepare an investment strategy at least once a year which must be approved by Full Council. We can decide how the information is presented, and it can form part of another document such as the capital strategy or the treasury management strategy, but it must disclose the contribution that investments make “towards the service delivery objectives and / or place making role of the local authority” and must describe how commercial decision are governed.

The commentary published alongside the guidance specifies indicators for the investment strategy, including measuring gross debt as a percentage of net service expenditure and commercial income as a percentage of net service expenditure and we are required to set limits for these indicators in both Councils.

A key part of the guidance states that councils may not “borrow in advance of need” to profit from the investment of the sums borrowed and Local Authorities in England are also directed to have regard to the Statutory Investment Guidance the informal commentary to which cautions local authorities against:

- becoming dependent on commercial income;
- taking out too much debt relative to net service expenditure; and
- taking on debt to finance commercial investments.

Issued under section 15(1)(a) of the Local Government Act 2003 and effective for financial years commencing on or after 1 April 2018:

Borrowing in advance of need

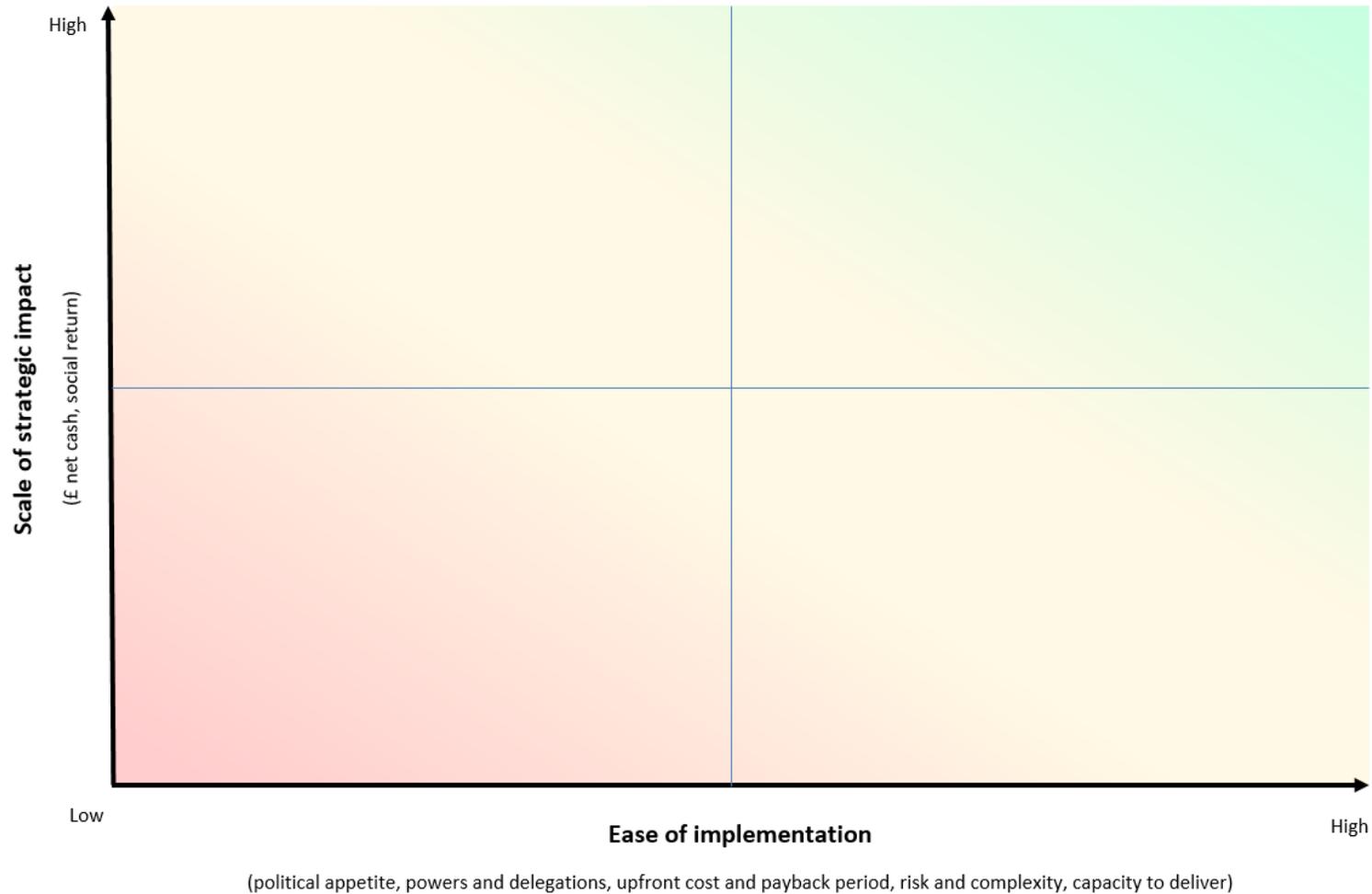
“Authorities must not borrow more than or in advance of their needs purely in order to profit from the investment of the extra sums borrowed.”

Where a local authority chooses to disregard the Prudential Code the Strategy should explain:

- **Why the local authority has decided to disregard; and**
- **The policies in investing the money borrowed, including management of the risks.**

Opportunity Appraisal Framework

To be developed on approval of commercial objectives



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This Commercial Strategy, its themes and enablers have been developed in consultation with Members, lead officers and our partners. The strategy is intended to foster engagement in the commercial culture and builds on good practice and approaches we have been testing and refining over the last two years.

We hope the ambition and themes are inclusive and engaging and this strategy encourages leaders, employees, partners, stakeholders and customers across Peterborough to participate in the important work of public service.

We welcome any feedback, offers of collaboration or ideas for improvement to Business.Improvement@Peterborough.gov.uk Thank you.

CABINET	AGENDA ITEM No. 9
4 FEBRUARY 2019	PUBLIC REPORT

Report of:	Wendi Ogle Welbourn, Executive Director, People and Communities	
Cabinet Member(s) responsible:	Cabinet Member for Education, Skills and University Councillor Ayres	
Contact Officer(s):	Jonathan Lewis – Service Director (Education)	Tel. 01223 507165

IMPROVING EDUCATIONAL OUTCOMES IN PETERBOROUGH

RECOMMENDATIONS	
FROM: <i>Jonathan Lewis – Service Director (Education)</i>	Deadline date: <i>Cabinet meeting of 4 February 2019</i>
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Note the contents of the report and the actions being taken 2. Support both Elected Members and Officers in their efforts to support and challenge schools to improve outcomes for children and young people in Peterborough. 	

1. ORIGIN OF REPORT

- 1.1 The report brings to cabinet the key findings presented to Children and Education Scrutiny meeting on the 1st November with a focus on the structural changes currently being undertaken within the education service.

2. PURPOSE AND REASON FOR REPORT

- 2.1 This report is offered to the Committee to inform Committee Members of the progress made on implementing the recommendations contained within the Education Review report previously presented.
- 2.2 This report is for Cabinet to consider under its Terms of Reference 3.2.3., 'To take a leading role in promoting the economic, environmental and social well-being of the area.'
- 2.3 This Reports links in particular to the council's strategic objective, '*Improve educational attainment and skills*'.

3. TIMESCALES

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

- 4.1 Following the publication and release of outcomes for 11 year olds in Peterborough schools in the 2016 National Curriculum tests and teacher assessments, the Leader of the Council

commissioned a report to be undertaken to review the reasons for such poor outcomes and make recommendations as to how outcomes in schools might be improved.

4.2 The report was concluded in August 2017 and was reported to the Scrutiny Committee in September 2017. The recommendations contained within the report were accepted by the Committee in full and they were endorsed by the Cabinet.

4.3 2018 provisional outcomes have been published and the challenges remain in both the primary and secondary sector with both sectors in the lowest quartile for performance although both sets of data have shown improvement since 2016. Ofsted outcomes continue to perform well at a national level and are shown in the table below:

	% of Pupils in Schools Judged Good or better by Ofsted		% of Schools Judged Good or better by Ofsted	
	Peterborough	National	Peterborough	National
Primary	86.7%	88.9%	90%	89.3%
Secondary	100%	83.1%	100%	80.3%

4.4 The report will cover the key strands of the report, outlining progress and suggested next steps in order to address the educational challenges that Peterborough faces. The action plan is a constantly changing programme that needs to develop in line with challenges and opportunities when they arrive.

Vision for Education in Peterborough

4.5 The emerging vision for education in Peterborough has been developed in the context of the changing landscape of Education and the role of the Local Authority. It can be outlined as being -

- We need to set the highest expectation for both the education leaders but also for local authority services. National averages are not what we need to aim for – we need to be better than our peers.
- Every child has access to a great school place in their communities – they are all our children.
- We must be able to look outside of the area and support best practice coming to the area.
- The education system in Peterborough needs to be built upon true partnerships, working together for improvement. This means we know our strengths and weaknesses and everyone agrees on how we move forward together.
- Every vulnerable and disadvantaged pupil receiving the support they need.
- Peterborough needs an education vision that will attract education professionals to the City ensuring a sustainable supply of good quality teachers, leaders and multi-academy trusts.
- We should be proud of what we do and the success we have together.

4.6 Having the highest aspiration is critical in ensuring rapid progress. The Education Review supports this vision well along with the requirement for change in the Local Authority.

Leadership of Education Services within the Local Authority

4.7 In February 2018, a joint Service Director was appointed to lead on Education for both Cambridgeshire and Peterborough. Both authorities have significant challenges and the role was brought in to be outward facing and support the develop of the school led system to reflect the changing role of the Local Authority as responsibilities for educational outcomes are shared across a wider range of stakeholders. Much of the updates in this report reflect the progress made since this appointment.

- 4.8 In order to understand the performance of education services provided by the LA in Peterborough, the Service Director undertook a survey of schools based on the former Audit Commission survey of the Local Authority which ran until 2008. The school survey was a collaborative tool that was designed to act as a source of evidence about schools' perceptions of the support they receive from their council and the statutory services provided locally for children and young people. The questions from the last survey in 2008 were updated to reflect legislative changes and to include a number of specific questions relevant to the local area.
- 4.9 Overall services provided by the Local Authority were judged to be adequate. The key areas of strength emerging from the feedback (using the questions asked in the survey) were identified as -
- The effectiveness of LA support for Education Safeguarding
 - The effectiveness of LA support for looked-after children i.e. the Virtual School
 - The LA's support for early years education
 - Your LA's knowledge and understanding of your school
 - The quality of payroll services provided by the LA
 - The effectiveness of LA support for combating racism and the wider 'Prevent' agenda
 - The effectiveness of your LA's support for promoting pupil attendance
 - The effectiveness of the leadership provided by senior officers
 - The quality of your LA's financial information, including comparative data
 - The quality of financial support and advice provided by the LA
- 4.10 This feedback shows there are strong building blocks for supporting the key statutory function of the local authority. It is also pleasing to see recognition on vulnerable groups and areas of recent focus including attendance.
- 4.11 The weaker areas of services were identified as being –
- The effectiveness of LA support to schools in bidding for external grants
 - Your LA's support for the recruitment and retention of teachers
 - The efficiency with which statutory assessments of pupils with SEN are made
 - The quality of your LA's SEN strategy
 - Your LA's planning of SEN provision to meet identified needs
 - The clarity of your LA's rationale for the deployment of SEN funding
 - The effectiveness of your LA's co-ordination of the admissions process
 - Your LA's support to make you an effective purchaser of traded services, whether from the LA or from external providers
 - The effectiveness of LA support for meeting the needs of pupils with English as an additional language
- 4.12 These areas for concern will be fully considered as part of the wider review of education services. Following analysis of these results and the significant level of qualitative feedback that was given, the specific themes that emerge from the report as follows -
- **Leadership** – Schools still want PCC to provide leadership of Education system in Peterborough but some responses perceived a lack of PCC facilitating schools to work together. It was identified that PCC could do more to help build the local education community as this had slowed in recent years. Respondents noted the importance of PCC as leading and facilitating, rather than necessarily always providing services directly – an example quoted was the oversight of what is offered in terms of CPD in the entire system is necessary, and PCC might provide leadership in this area.
 - **Visibility in supporting schools and clarity on what PCC can deliver:** Responses accept the limited capacity of PCC but sought clarity on what it can offer (particularly with respect to secondary issues) and a focus on delivering those things well. Respondents perceived that PCC's support was becoming less visible in many areas, and that PCC could better support them in purchasing services, from PCC or elsewhere.
 - **School Improvement** - There was a focus on school improvement and respondents cited a lack of clarity about how far PCC's responsibilities for school improvement stretch, compared to that of schools/trusts etc. Clarity on this might help to drive the whole system forwards. It was identified that school improvement priorities set by PCC are too short-term focused, and not appropriate for all schools individually as one size

did not fit all.

- **Communication:** a common theme emerging was the request for better, more regular and consistent communication from PCC especially around key strategic developments and school improvement focus. Finding information from the LA was often problematic.
- **Review the relationship with Academies:** Respondents noted this was an ideal opportunity to redefine the relationships between academies and the LA with a common purpose at the core. Questions are raised as to why joint working may have been more effective pre-academisation.
- **Supporting Headteacher wellbeing:** PCC offer for Headteacher well being was seen as being weak, particularly for secondary heads.
- **Transparency of mainstream and SEND Admissions:** whilst respondents appreciated pressures on the service, they discussed the need for more transparency and communication around admissions policy and arrangements – both for schools and SEND parents getting the right advice they need in the admissions process.
- **Alternative Provision options could be enhanced** – including support for dealing with low level behaviour in schools and avoiding the need for fixed term exclusions.
- **Lack of coherent vision for vulnerable pupils:** respondents generally claimed to be unaware of any overarching vision or strategy for the delivery of services to support vulnerable learners.

4.13 Despite these challenges, schools were positive about the role of the Local Authority and were keen that we play a key role in leading and shaping the education landscape but we acknowledge further work is needed. The emerging strategy objectives identified later in this report reflect much of this feedback.

4.14 The feedback from the survey gives a good basis to consider how we review the services provided for Education. The appointment of a joint Director of Education between Peterborough and Cambridgeshire gives an opportunity to review services and potentially deliver more services on a shared basis. It was agreed in early 2018 by Members of both councils that a programme would be undertaken to explore opportunities for improving services and ensuring financial sustainability through greater sharing and integration of services (in various forms).

4.15 The programme will look more closely at the opportunities for better outcomes from shared/integrated service delivery across the two Councils, with all areas of delivery considered. Any redesign has improving educational standards explicitly at its core and any change in service design should consider –

- Quality – any change should improve the quality of the services we provide.
- Capacity – the new service should have sufficient capacity to support improved outcomes through reducing duplication or standardising processes.
- Innovation – services should be evidence based and reflect best practice. Any design should allow for appropriate changes to become innovative.
- Value for money – services should be cost effective but also add value in the services they deliver. This includes meeting any statutory obligation or legislation.

4.16 A Programme Board has been established to oversee the shared services programme comprising of the Service Director; Lead Elected Members from both PCC and CCC; representatives of HR and Finance. The key responsibilities of the group are to provide strategic direction, monitor delivery of objectives through workstreams, provide challenge to ensure the best possible outcomes and act as sign off at key stages.

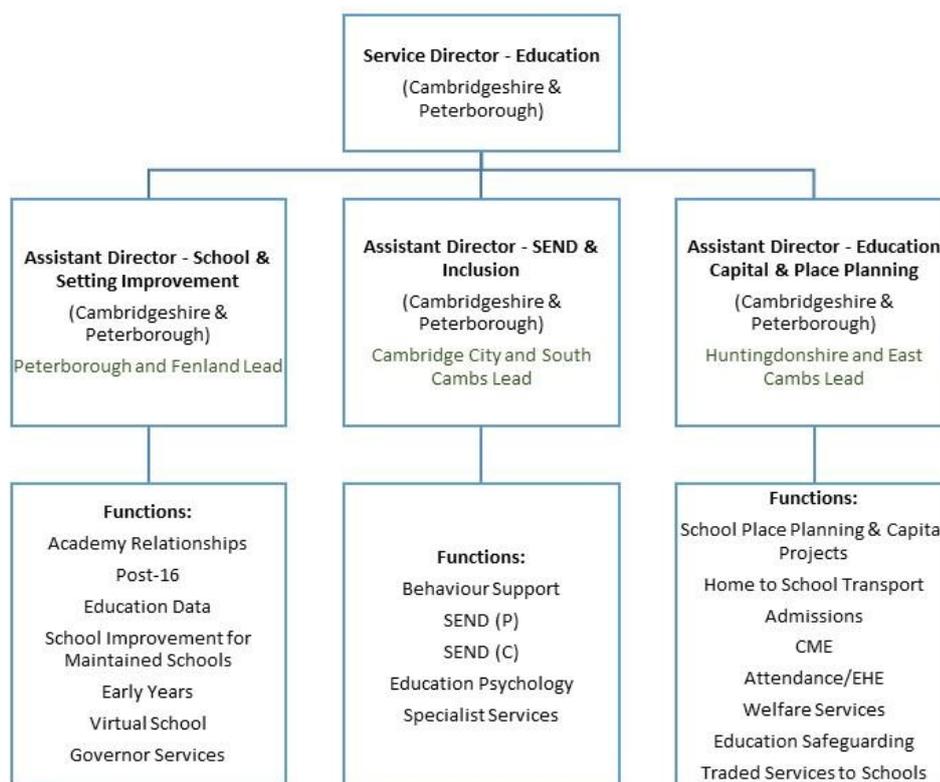
4.17 A key component of the shared services programme is the reviewing leadership. The focus for the LA leadership must be on developing the school led system and working with academy trusts and teaching schools to enhance the capacity in the Education system. Only 46% of the schools in Peterborough remain maintained by the Local Authority so this need for partnership is essential. The LA needs to act as 'glue' to ensure educational outcomes are collectively improved.

4.18 A senior management review was undertaken in October to ensure service leadership is fit for

purpose for the challenges of both authorities and there is appropriate skills and capacity to deliver the very challenging agenda.

- Developing a model of leadership within the local authority that can best support improving educational outcomes across Cambridgeshire and Peterborough.
- Establishing a single strategic leadership structure that is fit for purpose to realise the potential benefits of joint delivery of Education services across Cambridgeshire and Peterborough.
- Introducing an explicit place-based strategic focus, alongside the existing service delivery focus.
- Introducing a higher profile to the Assistant Director role in the local education system, to improve system leadership and the capacity of the senior management team as a whole.
- Facilitating innovation and providing a platform for further development of integrated services across the two local authorities, and breaking down silos in existing service delivery.
- Strengthening our capacity to enhance value for money across the Directorate through better strategic resource planning and delivery of change.

The proposal focused on the leadership of School improvement, capacity to deliver further reforms in SEND and ensuring both LA's work together to meet changes of school place planning which provides value for money and capacity. The new management structure can be found below -



4.19 Following an internal appointment process, Hazel Belchamber was appointed to the role of Assistant Director – Education Capital and Place Planning. The roles of Assistant Director for Schools and Setting Improvement and SEND & Inclusion were externally advertised in December and interviews will be held at the end of January. It is anticipated it will be around April 2019 before all the posts are filled.

4.20 As a result of the restructure, Gary Perkins (Assistant Director Education) has chosen to leave the authority. His many years of determination, hard work and commitment for Peterborough will be much missed.

Create a Strategic Board for Education, Further Education and Skills to drive forward improvements and develop further the school led system across the two authorities

- 4.21 Education partnerships are school led, area based organisations, working in new ways to raise standards and to minimise the current dangers of fragmentation and isolation with the education system. They represent the voices of their local schools through membership and consultation and seek to create a contemporary sense of the middle layer. They have differing ways of working with local authorities but all are committed to a local model that works 'beyond multi academy trusts' and beyond a narrow view of attainment and all are ambitious advocates of a school led, self-improving system.
- 4.22 Previously, Peterborough had a school improvement board but the arrangements lapsed in 2016 with the end of funding. It is proposed to review this board and develop a new strategic leadership arrangement which will own the challenge of Peterborough. Officers continue to work with education leaders to define these arrangements. It had hoped that the DfE support Sub-regional School Improvement Boards would be a vehicle but these have been removed with the end of the Strategic School Improvement Fund. Primary and Secondary schools each need their own forums to drive improvement but there must be oversight at a higher level where performance from early years into higher education is owned by all the key stakeholders. Cambridgeshire is currently exploring a similar model but given the challenges in Peterborough, it is not proposed this is joined together at this stage.
- 4.23 It is proposed the Area based partnership for Peterborough consists of the LA (including political leads), Ofsted, Diocesan bodies, early years, teaching schools and key leaders from schools, MATs and the community. It is proposed there is an independent chair to challenge schools and the LA on their performance. There are some excellent models which are being explored in the AEPA including one in Tower Hamlets 'THE Partnership' which has focused on improving schools through CPD and a centrally commissioned approach. A group of officers and Headteachers are meeting counterparts from Tower Hamlets in January to find out more about their model of improving schools improvement.
- 4.24 Internally, we have re-establishing the Education Performance Clinic to provide greater insight in performance and challenge to officers on progress. Officers are held to account for the challenge and support they are providing to improve schools. The meeting will be attended by the Leader of the Council, Lead Member for Education, Chief Executive, Executive Directors – People and Communities and the Chair of the Children and Education Scrutiny Panel. The first meeting took place in November.

Review structures and support arrangements for governance in Cambridgeshire and Peterborough to ensure effective challenge and support arrangements are in place to drive school improvement

- 4.25 Schools succeed or fail on the quality of their leadership. Whilst the focus of this is often on the Headteacher, the role of the governing body, trust board or local governing body are critical in ensuring effective leadership. The focus of governance is to provide effective challenge and support arrangements to leaders in schools including their role in supporting Headteacher wellbeing. Peterborough has had real challenges in filling governor vacancies and ensuring we have the right skills to support highly effective schools. Governors need to have a range of skills including HR, finance, property, education and legal, as well as links to the community of the school.
- 4.26 Actions which have been undertaken in this area include -
- Linking Peterborough's governor services with Cambridgeshire has allowed a wider offer and joint opportunities. This includes an enhanced shared training programme and the development of annual governor conference. The first conference led to 6 new governors being appointed into schools. We are also beginning to share governors between the authorities for issues such as investigation and to provide additional

- capacity / challenges to governors.
- Reinvigorated our governor reference group. This a group of experienced governors who support the LA in improve governance in schools and help schools where governance is not strong. Membership of this group has expanded significantly and are being used to help develop this part of the action plan. They also provide challenge to the LA on their strategic proposals for improvement.
- We have undertook a survey of governing bodies has been launched to identify where gaps exist in skills and where schools currently have vacancies. We are intending launching a targeted recruitment campaign based upon skills and we have asked schools to identify where they have gaps in skills e.g. finance, HR, education etc.
- We have worked with our recruitment partner to expand www.teachpeterborough.gov.uk to allow schools to advertise governance vacancies. The site holds information on the school and also links to social media. A series of excellent short videos have been developed to encourage people to become a governor by comparing the role to one of a superhero.
- We intend working with businesses across Peterborough to support the challenges in our schools and it is hoped that they can contributed skilled individuals to support the development of strong governance in every school in Peterborough. We are also going to have an internal marketing campaign to encourage PCC staff to become governors.

4.27 Future activities include -

- A Chair of Governance network event is being established to encourage mutual support and sharing best practice.
- We are looking to set up a governor observation process to allow governors to observe other governing bodies to widen their understanding and experience of governance and reflect on their own practice.
- Following the merging of our governor team with CCC we hope to provide additional capacity to enhance our knowledge of and challenge to governing bodies. This will include reviewing governing meetings and minutes and having focused intervention where we believe governance is not strong.
- Encouraging more governors to become National Leaders in Governance (experienced governors to provide support to governing bodies that need additional support) and create a wider pool of high quality governors who can provide short term support where weaknesses are identified i.e. a wider range of governors to become members of interim executive boards when they are required.

Create robust and effective system to collect and analyse data that is easily accessible and interpreted across the education system

4.28 Ensuring schools have access to high quality data and management information is absolutely key in ensuring schools know their performance promptly and make appropriate changes.

Actions in this area include -

- Two working group meetings have been held with primary heads from Cambridgeshire and Peterborough to develop a new approach to managing data.
- All primary schools in Peterborough were given access the Nexus Perspective Lite system. This enabled them to get a robust national comparison for their 2018 KS2 outcomes in July and also a calculated progress figure ahead of the DfE publication. This meant that immediate action could be taken to identify gaps in teaching instead of waiting for published data in the autumn.
- Secondary schools shared their early results data with Cambridgeshire and Norfolk. This has enabled them to compare and seek best practice. We have recently negotiated to open this data sharing up to include Suffolk and Essex.
- A school on a page approach to data has been re-instigated to ensure that data is shared effectively with governors in a common and consistent format. The original version of this tool ended in 2015. Essentially, all the schools data and its context is shared with comparator information both to Peterborough and National. We hope this will save leaders time in preparing information and also ensure discussion focuses on challenge and increases governor understanding of data.

- There is a significant capacity gap within our performance team to provide the information the Education directorate needs to effectively undertake their role. A meeting was held with performance teams in both CCC and PCC and a proposal for moving forward has been agreed. Challenge has been made around the capacity to deliver timely and effective data support for schools and officers.
- A new workforce analysis tool has been created to enable schools to compare their workforce data against all other schools in Peterborough and Cambridgeshire. This includes information such as average salaries, pupil:teacher ratios, sickness levels and vacancies.
- Primary schools in Peterborough have all shared their 2019 predictions via an electronic portal to the LA. There is now an agreement to share data three times a year for all key year groups. The projected outcomes will be used to target support and offer collective support from the group.

Schedule in regular meetings with Ofsted Senior HMI / Develop joint training programme with Ofsted

- 4.29 Ofsted have a key role to play in judging the improvement in the city. Most schools are inspected on a three to five year cycle and Ofsted look holistically at a school – its data, what they see in the classroom, the quality of leadership and governance. Actions to date include –
- Paul Brooker, Regional HMI (Her Majesty Inspector) for the East of England for Ofsted, attended our governor conference on the 16th June.
 - A meeting was held in September with Peterborough’s Senior Ofsted HMI to review provisional outcome data for Peterborough schools (both academies and maintained). A series of actions were agreed and the Education Action plan was shared. In this academic year, two Ofsted inspections have taken place in Peterborough and both schools inspected retained their ‘good’ Ofsted grade.
 - In order to address the concerns around attainment, two joint conferences with Ofsted in the Autumn term –
 1. 15th November – 48 cross-phase schools attended a full day session organised and introduced by the Assistant Director (Education) and led by Tim Bristow HMI on the increased focus to be placed on the curriculum and overall quality of education within the Ofsted Framework to be introduced from September 2019. The session was the same as that delivered to Ofsted Inspectors and was well received by schools. The timing of this has given schools the opportunity to plan well ahead and consider any changes they wish to make in school in terms of curriculum and teaching and learning before September 2019.
 2. 16th November – 15 primary schools (14 of whom were graded GOOD at their last inspection and one of whom was Requiring Improvement but is improving rapidly in the view of the Local Authority) but with low attainment outcomes attended a session led by Tim Bristow HMI and supported by four additional HMI. The Headteacher and Chair of Governors attended with one or two additional senior teaching staff. The focus of the day was for schools to reflect upon their context, the barriers to improving attainment, their successes to date overall and for key groups. They were also asked to consider actions they still need to take in order to overcome their specific barriers in the short-term, to help to impact on 2019 outcomes and over the longer term.

Improve recruitment and retention of teachers across the county

- 4.30 The TeachPeterborough website was introduced in 2015 in response to the recruitment challenges in the city, especially in competing with other authorities for attracting teachers to roles. Since the site was created, there have been nearly half a million page views on the site. 872 jobs have been advertised and we have had 4,287 job applications initiated since the site went live. The ratio of applications to jobs since the start of the site has been around 5:1 which is competitive compared to other recruitment sites but this number has been declining in recent years as the content has not been updated and currently application ratio sits around 2.5:1. As a result, we have formed a working group with Headteachers and Teaching Schools to refresh the information and restructure the site to try and increase the number of applications. Each

school has a profile page and these are being reviewed and updated. The website was a pioneer in the schools recruitment process but now needs to develop to keep pace with the very challenging recruitment market.

4.31 Future actions in this area are -

- Development of a marketing programme to support teacher recruitment including the use of social media during the key recruitment timeframes i.e. April / May via Facebook to target key demographic individuals.
- Our teaching schools both ran 'Get in to Teaching' events in November on the 12th November (Teach East) and the 15th November (Paragon). Both events seek to attract graduates to become teachers and find other routes into teaching for suitably qualified individuals. We need to create a sustainable supply of teachers to deal with our increasing pupil numbers and the need to improve the quality of teaching in the school. Our pupil:teacher ratios are higher than national and similar local authorities. We have particular challenges around teacher numbers in primary and shortages in certain subjects in secondary (physics, computer science being two examples)
- The TeachPeterborough website will be further developed to allow the rich continuing professional development (CPD) offer in Peterborough to be found in one place including the ability to book courses online. This development is to create a focal point for teachers to show career routes and make sure we retain and develop the very best teachers.
- Teaching schools are a key strand of the Department for Education strategy for school to school support. We have two effective teaching schools in the city and we need to ensure the teaching schools understand the challenges of the city and are effectively commissioned to help improvement. They are a key partner for improvement. We also need them to help develop their capacity and access to schools.
- Develop a workforce charter which reflects the DfE review of teacher workload and provides a stimulus to attract teachers to come and work in Peterborough and helps retain teachers thinking of leaving the profession.
- We are currently reviewing the options around extending the success internship programme from Cambridgeshire into Peterborough. The teacher internship is a two year programme that is an alternative route to Qualified Teacher Status.
- Developing Leadership programmes including additional support for Headship needs to be considered. We are working with Ambition School Leadership (ASL) to support the development of some pilot programmes in senior leadership development and the Service Director for Education has been invited to join the national executive leader development group for ASL.

Emotional health and wellbeing of children and young people in and out of education and to develop a strategic approach to improving the attainment of vulnerable learners

4.32 Both areas are the focus on the 'Vulnerable Pupils Group' which is developing an action plan to look at how to best support these groups and accelerate outcomes. However, other key actions in this area include -

- Drive on improving vulnerable pupils take up on the pupil premium. Currently each pupil signed up to the free school meal process receives £1,320 in primary and £935 in secondary. Our analysis comparing our level of deprivation to other local authorities shows that overall we are around the 42nd most deprived LA in the UK but our free school meal take up suggests we are only recording numbers that correlate to around 62nd most deprived. This gap means that we are losing a significant amount of take up of the grant and schools are losing resources. We intend sharing the Education Welfare Benefits team excellent work in Cambridgeshire into the Peterborough area and have a targeted campaign with parents on getting sign up to their entitlement. Parents only need to provide some basic details including their national insurance number to claim and they don't have to take up the free school meal entitlement.

- Supporting with behaviour in schools – there is ongoing challenges in the city around behaviour which can escalate and has an impact on wider learning in classrooms. We are looking to share the ‘Cambridgeshire Steps’ behaviour management with schools. It is a therapeutic approach to behaviour managements, with an emphasis on consistency, on teaching internal discipline and on care and control, not punishment. It uses techniques to de-escalate a situation before a crisis occurs and, where a crisis does occur, it adopts techniques to reduce the risk of harm. A taster session is being planned in the autumn to allow schools to review the approach.
- An open forum was held on 26th September with leaders from education, social care and early help to review the challenges faced in terms of supporting children with challenging contexts. A wide ranging discussion took place and it was agreed to review the interaction between all services and how we can work more effectively together to help de-escalate challenges cases and ensure that schools are supported. A further forum will be held to see where changes can be made.

Examine pupil mobility in schools against the wider national and local context

4.33 The context of Peterborough in terms of its pupil mobility is significant. It is a key challenge we face and

- Further analysis of 2018 outcome data will focus on challenge and how to address the changes in mobility especially with the impact of leaving Europe. The Peterborough EAL strategy was launched in 2013 and ran until 2017. Its impact needs reviewing and the need to support EAL learners revisited. A new strategy will also need to be developed which has a key focus on transient groups.
- As a result of low outcomes for Peterborough in phonics and reading outcomes in Peterborough for 2018, we are offering a targeted Improving Phonics Programme for schools in Peterborough, Wisbech and Fenland. Phonics outcomes for 2017/18 show that whilst some Peterborough schools have seen good improvement at end of Y1 and end of KS1, 29% of schools have outcomes which are more than 10 percentage points below national average. For end of KS1, 25% of schools continue to have outcomes which are more than 5 percentage points below national average. In order to address this, we have looked at good practice in Peterborough schools and also looked at the good practice in the London Borough of Newham. Advisers and headteachers from both Peterborough and Cambridgeshire have visited schools in Newham (high EAL, high mobility and high social deprivation) to discuss leadership and observe teaching. The key strands identified as making the greatest difference in low-achieving schools relate directly to leadership of phonics: monitoring of teaching and learning, robust assessment and tracking, and parental engagement and support. As a result we have organised a programme designed to provide both challenge and support to identified schools in Peterborough, Wisbech and the Fenland areas of Cambridgeshire. The programme is split into three elements –
 - Autumn Term Meeting for Phonics Leaders: analysis of phonics data for groups; action planning for 18/19; target setting for 2018/19; current assessment and tracking of phonics learning; identifying support needed for leadership and/or teaching.
 - A conference (provisional date 8th February) for Headteachers, Phonics Leaders and Early Years Leaders where good practice will be shared by schools from the London Borough of Newham and from Peterborough/Cambridgeshire schools.
 - Early Summer Term Meeting for Phonics Leaders and Early Years Leaders: following up on actions from the conference; reviewing action planning; reviewing teaching and learning; preparing for phonics screening checks; transition planning
- Supporting first language teaching for Children with English as an Additional Language (EAL) – In the summer term a meeting was held with supplementary schools in Peterborough (including schools from the Latvian, Lithuanian, Polish and Portuguese communities). Supplementary schools offer this range of educational support

(language, core curriculum, faith and culture) outside the school day and within the context of a specific ethnic, national, faith or physical community. They are established and managed by community members, generally on a voluntary basis. Given the challenges of Peterborough and the rapidly changing context of the city, we are keen to support these schools as they our aim to enhance the 'life chances' of children by increasing their confidence and self-esteem. The meeting covered how the LA might support the group of schools including with areas such as safeguarding and accessing training the council offered. Having a strong education focused supplementary offer outside of school supports our schools through creating access points with parents but also the opportunity to sit first language GCSE exams which support the overall outcomes of the city e.g. Polish GCSE outcomes are some of the strongest in region. In order to provide strength in this area, we have encouraged the group to look at models of sustaining supplementary schools such as the one operating in Northamptonshire (Association of Northamptonshire Supplementary Schools) which gives each schools a legal and social framework to work in and ensure that member are DBS checked, offer training courses in Safeguarding, First-Aid and Effective Teaching. They also broker affiliated to the National Resource Centre of Supplementary Education (NRCSE). We hope to look at the Integrated Communities Innovation Fund to help establish a partnership of which the LA hopes to be a partner.

Monitor progress of the SEND action plan following inspection in March 2017 in Cambridgeshire and prospective inspection in Peterborough.

- 4.34 At the start of October, we undertook a 4 day SEND Peer review through the Local Government Association to support our understanding of progress since the SEND reforms were introduced. In developing the scope we asked the team to review our self assessment of progress, gather feedback on how well the new arrangements and strategies have been delivered, identify areas for further attention and any innovative process we are undertaking. We are awaiting the final report from the reviewers but the headline responses are –
- It is clear that the reviewers observed us to be an open and honest system where leadership and relationships are good. The team felt we were compliant but need to work on the quality and consistency of work and ensure robust governance that reflects SEND being everyone's business.
 - They were impressed with our parent carer forum (Family Voice) and the creative methods they have employed to involve parents and carers.
 - They were impressed with some of the innovations we have delivered e.g. Hubs.
 - They observed that we had worked at pace to ensure compliance with reforms, we now needed to embed what we have done using the strategy as a springboard and focus on the key priorities.
 - They noted that our data systems do not lend themselves to ensuring we have regular real time data that informs our priorities now and in the future.
 - They want us to involve our schools more in the design and delivery of services.
 - We need to develop a good communication plan that ensures regular communications with all stakeholders and a robust workforce strategy.
- 4.35 The final report will be circulated to the committee and an action plan will be developed to address the areas of concern.
- 4.36 In October, we launched our joint consultation (with Cambridgeshire) seeking views on our draft strategy for supporting children and young people with special educational needs and disabilities (SEND). The strategy has been co-produced by professionals, parents, carers and young people from Cambridgeshire and Peterborough. It sets out how both local areas will work to support children, young people and their families with SEND in future. It is built upon a shared belief that considering and providing for the needs of children and young people with SEND should be 'everyone's business', with the aim of providing high quality multi-agency services which will enable children and young people to thrive. Our shared vision is for young people to:
- Lead happy, healthy and fulfilled lives, having choice and control over decisions about

- their health, education, employment, friendships and relationships.
- Achieve in line with, or better than, expectation in their early years, school, further education and training.
- Successfully participate in the community and access meaningful occupation employment and life-long learning opportunities.

4.37 We also have a key piece of work under way to look at the sufficiency of our offer for SEND pupils and how this might need to change in the future. Significant amounts of data has been collected and a model has been developed to show future demand. There are severe financial pressures in this area, particularly around our support for young people post 19, and we have to ensure we have the right provision locally to meet the needs of children and young people in their community.

Further areas supporting improvement in Peterborough

4.38 Following the 2018 KS2 results, two meetings have been held with Primary Heads to look at how the system can work differently together to ensure improved outcomes moving forward. There has been good attendance from all schools (regardless of status) and a number of actions already outlined in this report have taken place. However at this early stage, the following actions / lines of review will be developed further during the rest of this academic year to hopefully impact sustainably on outcomes in Peterborough –

- Review of the allocation of admissions places to reduce mobility of pupils including discouraging parents to move schools in year.
- The LA support for bids for Nursery Capacity Funding – a fund set up to allow nursery provision linked to schools in challenging communities to be developed. This will allow early engagement in schools of parents targeted at the most vulnerable
- Transparent sharing with schools for planning and decision making. Updated demographic forecasts have been developed and will be shared with schools.
- A focus on the ‘key’ marginal schools and their cohorts with targeted interventions for those identified including involving social care and early help to support.
- Reviewing schools who over the past 3 years have had a lower conversion rate of attaining reading, writing and maths into the combined measure in the KS2 league table. Support and interventions will then be targeted at supporting these schools.
- Review how schools set their pupil targets including a consideration of the tools available which provide aspirational but realistic target for the children of the city.
- Review our approach to supporting the moderation of writing outcomes with the use of outside advisors from other authorities to lead seminars or surgeries looking at specific borderline children.
- A citywide Y6 teacher workshop to help provide support and challenge on outcomes and set the highest expectations for improvement.
- A focus on supporting Maths in Year 4 /5 including a CPD programme in the areas identified in this year’s KS2 papers where Peterborough performed below national expectations.
- Ensuring the Primary Headteachers in Peterborough have up to date training on what good practice / pedagogy is in order for them to give effective feedback / take action.
- Use of teaching schools to target (not offer) support to head teachers and governors. Have to actively refuse.
- LA to work with teaching school to agree best practice list in agreement with schools and monitor use.
- The development of a curriculum peer review process to ensure children in Peterborough are getting the right teaching and knowledge to ensure they can succeed in the national assessments.

4.39 In addition, Secondary school Headteachers and Principals accept that there are issues with both attainment and progress which need to be resolved and improved. They are working, in partnership with the Service Director (Education) in work groups considering actions to take in relation to:

- The quality of leadership and management

- The quality and impact of the curriculum upon outcomes
- The recruitment and retention of high quality teachers
- Outcomes for vulnerable learners

In addition they are working to address concerns held about the increasing complexity of need displayed by those students who are judged to have either special educational needs or have behaviour issues which prevent effective learning. All of these areas will be considered at their Secondary Headteacher Conference in March.

4.40 Further meetings are planned for the spring to take forward these actions.

4.41 In addition to the actions outlined previously, the Local Authority is taking the following actions to support improved attainment –

- A Senior Adviser from PCC has joined the board of The Cambridge Maths HUB and is ensuring that schools are increasingly aware of the training opportunities available via the HUB. Securing further engagement from Peterborough schools is a key priority for the HUB in 2018-19. The aims of the maths hub is to improve maths achievement at all levels, increase maths participation, improve students problem solving ability, developing student fluency alongside conceptual understanding and supporting the recruitment and retention of maths teachers.
- Maths subject teams from Cambridgeshire and Peterborough are working together and recently held a schools subject leader forum to support this practice.
- Letters of Concern are being sent to LA-maintained primary schools (Headteachers and Chairs of Governors) where levels of attainment and rates of progress are not good enough – they will be expected to produce actions to bring about rapid improvement, and these actions will be monitored and reported upon. Where appropriate, there will be termly or half termly monitoring/accountability meetings where schools causing concern are Maintained schools.
- Letters of Concern are being prepared for CEOs of Academy Trusts where the LA believes that outcomes are not as good as they should be. These will also be shared with the RSC and OfSTED.
- Working with a group of schools from Kings Lynn to share their practice. They are in a similar context and have exceptional outcomes. We are also seeking to organise a visit to schools in Bradford in similar context.
- Publicising the good practice and support that is happening in Peterborough Schools. A proforma has been shared with schools to enable this to be easily reported and shared. There is outstanding practice and this is often lost when national comparisons are made.

5. CONSULTATION

5.1 All schools, Elected Members and relevant Officers have been consulted, and details of the Review outcomes have been published.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 That the Cabinet continues to support Officers and others to continue the work which has begun, noting that this is long term and will not necessarily have immediate impact upon outcomes.

7. REASON FOR THE RECOMMENDATION

7.1 To raise awareness amongst Cabinet and ask for their support for future actions to be taken as appropriate.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 None.

9. IMPLICATIONS

Financial Implications

- 9.1 The financial implications of the proposals are currently being considered. Existing resources will be used for the majority action but there may be further costs resulting from the need to seek additional support. Separate approval will be sought if this is the case.

Legal Implications

- 9.2 None.

Equalities Implications

- 9.3 None.

Rural Implications

- 9.4 The challenges in rural schools are included as part of the overall consideration of the actions in the report. A report on rural schools outcomes was shared in January Scrutiny Committee Meeting.

10. BACKGROUND DOCUMENTS

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

- 10.1 "Peterborough City Council Education Review" by Cllr Lynne Ayres, August 2017.

11. APPENDICES

- 11.1 Appendix 1 - Education Review Action Plan (January 2018)

CAMBRIDGESHIRE AND PETERBOROUGH EDUCATION ACTION PLAN

January 2018

Outcome to be Achieved	Action	Responsible Officer	Target Completion Date	Evidence of impact and outcomes	RAG / Progress
Local Authority Joint Actions					
Create a Strategic Board for Education.	<p>Executive Director and Service Director to agree membership, to reflect both Cambs and Pboro, schedule dates and draft terms of reference (align approach with RSC sub-regional arrangements).</p> <p>Focus areas to include succession planning and capacity building within Education Services to ensure sustainability and resilience of functions.</p> <p>Produce and confirm structure for Education Services and share across the education system / network</p> <p>Produce self-assessment using any available national criteria as appropriate</p>	Service Director	April 2018	<p>Greater understanding by officers, members and schools of issues, concerns, strengths</p> <p>Service resilience improved and clear structures in place</p> <p>Clarity of current quality of performance of Education Services</p>	
Create strategy for education across the county to include vision and priorities	<p>Strategic Board to set up a working group to prepare strategy.</p> <p>To include a range of representatives from across the education system (to include local authority, MATs, early years / primary / secondary school reps, young people.</p> <p>Create CEO Forum for MAT representation</p> <p>Focus on key areas of concern in the first instance including reviewing best practice elsewhere–</p>	Service Director	June 2018	<p>Working groups established, implemented and report regularly to provide updates to schools, officers and elected members</p> <p>Gaps to national average (attainment) close.</p>	

Outcome to be Achieved	Action	Responsible Officer	Target Completion Date	Evidence of impact and outcomes	RAG / Progress
	<ul style="list-style-type: none"> ● KS1 Phonics ● KS2 reading and Maths ● Outcomes for disadvantaged/vulnerable learners 				
<p>Create communications strategy</p> <p>Run a high profile media campaign to raise public awareness of education successes and challenges</p>	<p>Strategic Board to set up small working group to include communications staff from both authorities and termly reference group to prepare strategy.</p> <p>Strategy should include regular communication from the service director eg newsletter/blog</p> <p>Meet with communications staff to create a programme of key messages to be used across social media platforms, council website, schools network and a mechanism to monitor activity / impact</p>	<p>Service Director</p>	<p>May 2018</p>	<p>Regular media updates and an increasing number of positive messages in local media.</p>	
<p>Create robust and effective system to collect and analyse data that is easily accessible and interpreted across the education system</p>	<p>Set up working group with performance / business intelligence staff from PCC and CCC together with data representatives from schools, health etc</p> <p>Main objective is to produce a fully integrated and accessible data sharing portal, that would improve the process for educational leaders and impact the quality of education and services they provide</p>	<p>Service Director</p>	<p>March 2018</p>	<p>Improved clarity of understanding of outcomes for vulnerable groups and general localities</p>	
<p>Develop joint training programme with Ofsted</p>	<p>Meet with Tim Bristow HMI to produce training programme for 2018/19 (skilling up and self evaluation of staff)</p>	<p>Service Director /Assistant Director</p>	<p>April 2018</p>	<p>CPD programme agreed and in place</p>	
<p>Continue schedule of regular meetings with Tim Bristow HMI</p>	<p>Contact Tim to confirm dates and then create schedule for 2018/19 outlining key topics to be discussed</p>	<p>Service Director</p>	<p>Feb 2018</p>	<p>Continuing positive relationship / information sharing with OfSTED</p>	

Outcome to be Achieved	Action	Responsible Officer	Target Completion Date	Evidence of impact and outcomes	RAG / Progress
Arrange a follow up 'Big Conversation Conference' in 2018/19	Start preparations for a conference in 2018/19 to include sourcing a venue, agreeing a date, identifying keynote speakers to include a school who has similar demographics / issues to Cambridgeshire and Peterborough. Conference content to include activity / action / impact since the previous conference	Service Director/Helen Gregg	June 2018	Conference organised and planned	
Improve recruitment and retention of teachers across the county	Request the RSC sub-regional group to make this a focus area for the group and monitor progress	Service Director	Feb 2018	Raised awareness of recruitment/retention issues; Increased involvement of Teaching Schools / Teach East Retention rates improve Recruitment improves	
Emotional health and wellbeing of children and young people in and out of education	Joint Strategic Needs Assessment (JSNA) to be commissioned	Executive Director	Jan 2018	Greater awareness of mental/emotional needs of young people and plans in place to address these needs	
Prepare service information / delivery document which outlines LA's statutory responsibility for monitoring, challenge and support in relation to schools causing concern – maintained and MAT etc	Service Director to identify a lead person to prepare document to include information on responsibilities for Education Services and include in the communications strategy / plan	Service Director	April 2018	Clarity of understanding of statutory/voluntary duties and traded services.	
Develop further the school led system across the two authorities	Service Director to identify potential schools and meet with heads to discuss opportunities / packages available (consider bid writer / facilitator role) Teaching Schools / NLE / LLE / SLES including support from external areas	Service Director	March 2018	Clarity and resilience of the school-led system, leading to improved leadership and outcomes in schools.	

Outcome to be Achieved	Action	Responsible Officer	Target Completion Date	Evidence of impact and outcomes	RAG / Progress
Remodel aspects of the PSISN/School to school support across cambs and p'boro	Set up a working group of lead headteachers and LA officers to remodel aspects of the PSISN/school to school support. (including responding to the challenges identified by John Harris and the findings in the Nullam Report)	Service Director	April 2018	As above.	
Review the composition of the School Improvement Board	Meet with Assistant Director and lead Hts to review Board purpose and discuss Board membership	Service Director	April 2018	Clarity of understanding of role and responsibilities of SIB.	
Develop a strategic approach to improving the attainment of vulnerable learners	Establish a research group involving key LA officers and school leaders to investigate and identify schools with the most vulnerable learners. Work with these schools to put appropriate interventions in place Research group to produce an assessment of local and national trends which focuses on narrowing the gap and to monitor carefully the impact of the pupil premium grant	Service Director	May 2018	Improved outcomes for vulnerable learners Closing of the gap to national average	
Examine pupil mobility in schools against the wider national and local context	Co-ordinate a survey to gather the views of all school heads / leads Conduct an analysis of available statistical and documentary information relating to the scale, pattern and dynamics of mobility in the school system Identify best practice elsewhere and engage schools / MATs in addressing the concerns	Service Director	May 2018	Clear understanding of issues causing pupil mobility Plans in place to begin to address and mitigate issues of pupil mobility	
Set up Vulnerable Children Board	Monitor performance of SEN/CWD/LAC, children with emotional and behavioural problems; address challenges Ensure appropriate actions to ensure children are school ready	Executive Director	February 2018	Improved outcomes for vulnerable groups, including SEND Closing of the gap to national average.	

Outcome to be Achieved	Action	Responsible Officer	Target Completion Date	Evidence of impact and outcomes	RAG / Progress
Monitor progress of the SEND action plan following inspection in March 2017 in Cambs and prospective inspection in Pboro	Impact / outcomes of improvements made				

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CABINET	AGENDA ITEM No. 10
4 FEBRUARY 2019	PUBLIC REPORT

Report of:	Sarah Ferguson, Assistant Director Housing Communities and Youth		
Cabinet Member(s) responsible:	Cllr Irene Walsh, Cabinet Member for Communities		
Contact Officer(s):	Ian Phillips Cate Harding	Tel. 863849	

DEVELOPING A THINK COMMUNITIES APPROACH AND DELIVERING THE INTEGRATED COMMUNITIES STRATEGY

RECOMMENDATIONS	
FROM: <i>Adults and Communities Scrutiny Committee</i>	Deadline date: <i>N/A</i>
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Considers and approves the Think Communities approach across Cambridgeshire and Peterborough. 2. Reviews and notes the progress to deliver an Integrated Communities pilot programme, incorporating the work on Inclusive Cities. 	

1. ORIGIN OF REPORT

1.1 This report is presented at the request of the Adult and Communities Scrutiny Committee.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to request Cabinet approval of the Think Communities approach which will form the basis of a shared Demand Management Strategy for Cambridgeshire and Peterborough

To request Cabinet comment and approve the Integrated Communities Strategy delivery plan which forms a key part of the delivery of the Think Communities approach in Peterborough.

2.2 This report is for [Insert name of Committee] to consider under its Terms of Reference No. 3.2.2, 'To promote the Council's role as community leader, giving a 'voice' to the community in its external relations at local, regional and international level, and fostering good working relationships with the Council's partner organisations, Parish Councils and the relevant authorities for Police, Fire, Probation and Magistrates' Courts Services.'

3. TIMESCALES

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

Developing a Think Communities Approach across Peterborough and Cambridgeshire

- 4.1 Peterborough City Council's People and Communities Strategy acknowledges the important role communities play in helping to deliver local services and meeting the needs of our residents. This is even more important in the context of reducing levels of funding to local government, an increase in demand for some services coupled with the increased expectations of some of our communities, and our growing (and ageing) population. We need to find new ways to support citizens to find the right solution to meet their needs, including accessing services and support, when they need it.
- 4.2 The Strategy has focused on delivery against a broad range of strategic outcomes for people and communities across Peterborough including:
- Communities supported to understand their needs and where to find help or information
 - Empowering our communities to meet their own needs
 - Developing a sense of 'place'
 - Developing and supporting volunteers
 - Empowering communities to challenge and bid to run services
 - Developing young people

The Strategy remains live and will continue to deliver against these outcomes, including:

- **Can-Do regeneration programme:** The programme covers three neighbourhoods of Peterborough - Millfield, New England and Gladstone. £7.5 million capital core funding has been approved by Council to invest into the infrastructure and physical features of the area to improve the quality of life for people who live, work and visit the area. The programme has identified three strands of investment: Parks and Open Spaces; Community Assets; and Public Realm, and plans to complete the delivery by March 2020.
- **Parish Enablement Programme:** A successful programme supporting Peterborough's Parish Councils is now established. This includes a well attended and annual parish conference which brings together both Parish and Ward Councillors, Local Authority staff, Police and voluntary services to ensure joined up working. Parish Liaison Meetings are held every month to develop action plans including devolution of services / budgets (where appropriate), digital connectivity and support with developing neighbourhood plans.
- **Community infrastructure:** The Communities team continues to work with planning colleagues to ensure that any future planning gain agreements (Section 106 / CIL) are appropriate and investment meets the needs of the community. Projects and funding are matched through the community capacity team's database (which includes suggestions from Ward Councillors/community representatives). Past and current projects include investment into play areas in Stanground, Orton Goldhay and Welland. The team will continue to work with councillors and the community and explore utilising the funding to attract additional external funds from sources such as WREN and the Big Lottery.
- **Community Asset Transfer Programme:** the Community Asset Transfer programme explores options for the sustainable future of 33 community centres, three youth buildings and various sports and recreational facilities, including transferring them into community ownership or management. Peterborough City Council is working with Peterborough Council for Voluntary Services to bring together a programme to build capacity within the voluntary sector to run and maintain the buildings, ensuring future use for the community. The programme will be completed by the end of the current financial year.
- **National Citizens Service:** Continued progress is being made to ensure that as many young people in Peterborough have access to the National Citizen Service programme as possible. 188 young people completed the summer programme between 25th June and 24th August 2018 which is 90% of contracted target. Although our summer numbers were reduced, for the second year in a row we have partnered with Thomas Deacon

Academy to deliver the programme to all of their year 12 students (around 200 young people). We are on target to deliver these figures which would mean that 388 young people would have experienced NCS in the 2018-19 season. This would be an 8.5% increase from the previous year. Over the summer delivery over 5000 hrs of social action were completed supporting community cohesion across the City.

- 4.3 Building community capacity is a shared goal across the public sector. In addition to often delivering better outcomes, it is an underpinning driver to prevent or delay demand into more costly services. Many public sector organisations across the statutory, discretionary and voluntary sector are already doing a great deal to support and encourage community based work across Cambridgeshire and Peterborough which is making an impact. However, more could be done through an alignment of planning and resources at a local and Countywide level.
- 4.4 Extensive work has taken place during 2018 across the public sector to develop a shared approach to this work. Since October, this has gathered pace as the urgency for public sector reform has become more acute, and as the drivers to invest in demand management approaches have become more evident. This work has culminated in Cambridgeshire's Public Services Board endorsing the 'Think Communities' approach in November 2018. The Think Communities Approach is attached as Appendix One
- 4.5 Underpinning this are a set of key principles:
- the Strategy or shared approach will need to adopt a strengths-based approach
 - it will need to address the ways in which demand for statutory and sometimes costly services will be managed
 - it will need to be cognisant of and reflect the role and input of all of our key partners
 - it will need to allow a single cross-partnership conversation with communities to convey a shared vision to achieve mutual benefit
 - it will need to set out the principles of the participatory approach that will be taken to deliver against the Strategy or shared approach
 - it will need to demonstrate how we will build and sustain trust, transparency and accountability with and between communities and our partners
 - it will need to show how we will monitor the impacts of our work, how it will be evaluated, and how we will communicate outcomes to communities, partners and other Committees
 - it will need to show how we will use evidence to inform our planning and decision making.
- 4.6 The agreed collective vision and priorities of this shared approach focus on People, Places and System change.

The approach is to be fully aligned and collaboration will occur where it makes sense and there is agreement to do so. This will allow each partner to work independently and specialise in their own areas of service delivery and expertise, as well as with a shared approach which is compatible and consistent, enabling joint projects to still happen.

The priorities based on People, Places and System include:

- Taking a shared approach to work in areas of high risk and vulnerability
- Understanding and removing barriers for community led activity
- Building capacity for communities to work together for the benefit of all our services
- New Communities and growth areas and hidden communities are priorities for all of us and could benefit from a shared approach
- Introducing system change, taking a broader view to recognise the complexities and allow multi agency conversations with communities
- Supporting communities to develop and deliver their own priorities which will address our needs to delay or prevent the need for costly public service involvement and which may include and go beyond public sector plans, as part of a shared demand

management agenda.

- 4.7 A shared plan for action will be developed as part of the Think Communities/ Demand Management work early in 2019.

Taking the Think Communities approach to Communities: Integrated Communities Strategy and Inclusive Cities

- 4.8 For Peterborough, one of the key opportunities to put the Think Communities approach and demand management strategies into action, is through the City Council's involvement in two key initiatives of national significance.

- 4.9 Following the launch of the Integrated Communities Strategy Green Paper by Government in March 2018, Peterborough was invited to become one of five local 'Integration Areas'. The other four areas are Blackburn with Darwen, Bradford, Walsall, and Waltham Forest. Peterborough was invited to participate in the programme because we have "already demonstrated a keen grasp of the challenges we face and (have) shown a desire to try new things and learn from what works".

Peterborough City Council is also one of six cities also taking part in the Inclusive Cities programme, which is being led by Compas (Centre on Migration Policy and Society). The other cities are Glasgow, Cardiff, Liverpool, Bristol and London. The programme is providing an opportunity to share learning and understanding about how cities in the UK and the USA experiencing significant population change as a result of inward migration, develop inclusive and welcoming communities.

- 4.10 MHCLG requested a delivery plan to test new methods of delivery which can help achieve the outcomes outlined within the Green Paper (<https://www.gov.uk/government/consultations/integrated-communities-strategy-green-paper>) The Green Paper follows the Casey Review on integration in 2016, and proposes ambitions in these areas:

1. Strengthening leadership to drive integration in policy development and service delivery
2. Supporting newly arrived migrants to integrate and improve communities' ability to adapt to migration
3. Making sure all children and young people are prepared for life in modern Britain and have the opportunity for meaningful social mixing with those from different backgrounds
4. Boosting English language skills – which are fundamental to being able to take advantage of the opportunities of living in modern Britain such as getting a job, mixing with people and playing a full part in community life
5. Mitigating residential segregation and supporting people to build strong and integrated communities
6. Increasing economic opportunity
7. Challenging the practices that can hinder integration and equal rights
8. Learning what works in building integrated communities and sharing that learning

Over the summer, a Delivery Plan was developed setting out a number of proposals. This delivery plan incorporates the Inclusive Cities action plan. The plan was submitted to the Ministry of Housing, Communities and Local Government (MHCLG) at the beginning of September and we now have confirmation that Government has awarded funding.

- 4.11 In November 2018, Peterborough was awarded c.£1.6m over 2018/19 and 2019/20. Of this, £1,013,260 is confirmed for this financial year, (including £83,500 ring fenced for Department of Work and Pensions). The remainder of the funding allocation for 19/20 is not yet confirmed by Government, due to MHCLG budgetary processes. A decision is expected in January

- 4.12 The Delivery Plan was led by Peterborough City Council, but co-designed with input from a number of partners including the Department of Work and Pensions, Peterborough City

College, University Centre Peterborough, COMPAS (representing Inclusive Cities) and representatives of voluntary, faith and community sector organisations. It is made up of four key themes:

- a. Increasing Economic Opportunity
- b. Bringing Communities Together
- c. Young People
- d. English as a Second Language (ESOL)

4.13 Under each of the themes, a number of projects and activities have been identified. The programme focuses on developing a system wide approach to achieving integration. A full list of projects is set out in a draft joint Integration and Inclusive Cities action plan in appendix 2, some highlights of which are:

- Establishing a Time Credits programme in Peterborough. This builds upon a successful volunteering programme nationally, and across Cambridgeshire where people can earn rewards for volunteering in the local area. Rewards could then be "spent" at organisations either locally or nationally, such as cinemas, leisure centres, theatres etc.
- Helping people into work through the Job Smart programme - commissioned by the Job Centre, this project will provide dedicated support for those people who face multiple barriers to finding work. This will include ESOL for work courses for people who have little or no experience of finding work in the UK. They will be helped to learn English and supported to apply for jobs, develop their CV and develop new skills.
- Job and career fairs aimed at showcasing new employment opportunities and putting businesses in touch with people looking to develop a new employment opportunity. Again, these fairs will help people to develop new skills they need, or support them to develop their CV etc.
- Developing a community leadership programme that will look to develop and support both new and existing community leaders so that they can help to increase participation between different communities in civic life. This will create a Peterborough civil society alliance "Peterborough Citizens" which brings together community groups from across the city to share experiences and develop a common agenda for the good of Peterborough.
- Launching a Communities Fund that will offer the opportunity for community groups to bid for funds to deliver projects that can bring people together, promote cohesion and can demonstrate innovative ways of supporting people. We expect the fund to be launched from January.

4.14 Projects were originally intended to deliver until March 31 2020, however given the delays from MHCLG in confirming funding, projects will now deliver into summer 2020. At this stage, there is no further commitment from Government towards any further investment, pending the next Comprehensive Spending Review.

Whilst this is therefore a short window of programme delivery, our proposals are focussed on looking at system change and developing a greater understanding of integration issues across a number of areas, which impact on our mainstream business. Much of our work will involve research with communities to understand their issues, which in turn will lead to longer term improvements in outcomes as we develop more responsive services. It is important to also note that Peterborough's role in the Inclusive Cities programme provides an opportunity for national and international learning, and access to research material and support, independent of the MHCLG funding. This will support the delivery of the underlying ambitions in our plan.

4.15

Whilst the council are leading the development of the programme, this is a broader area of work involving multiple partners from the public, voluntary and community sectors. The delivery plan will be overseen by the Peterborough Together partnership.

Peterborough Together (PT) is a multi-agency partnership, consisting of representatives from the public sector, local businesses and community/voluntary organisations. It has initially been

established to oversee the delivery of the ICS but has the potential to do much more.

The PT has ambitions to work across the city to drive forward a vision that will help to bring communities together, develop greater pride, volunteering and active citizenship. This work is in the very early stages and will continue to be developed during the next few months.

5. CONSULTATION

5.1 The Think Communities approach has been co-produced by all Local Authorities across Cambridgeshire and Peterborough, in addition to the Office of Police and Crime Commissioner and now endorsed by the Public Services Board. Wider consultation has taken place throughout 2018 with numerous organisations in the private, public and voluntary sector services.

In developing the Integrated Communities Delivery Plan, there has been input from the Peterborough Together Partnership (a multi-agency partnership made up of representatives from the public sector, local businesses and community/voluntary organisations), and wider consultation across community, voluntary and community sector during summer 2108.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 The positive impact of taking a shared approach to Community Resilience will result in improved outcomes for our communities through alignment of resources.

6.2 Joint investment and delivery within communities will help to collectively better manage the demand for high cost services and will provide a joined up, 'one-team' approach with all eight partners and members of the Network making good use of collective resources, working together to equip local people to help themselves and each other.

6.3 Whilst the funding from the MHCLG for the Integrated Communities Strategy ceases at the end of March 2020, it is our intention to develop ways of working and system changes that lead to sustainable change within Peterborough. The work through the Integration programme is part of a much bigger piece of work looking at how the whole of the public sector can work differently to empower local communities and reduce demand on services.

6.4 This will lead to a city, where people of all ages and backgrounds mix socially, have reduced economic and health inequalities, and can benefit from greater employment opportunities. If successful, this will ultimately lead to reduced demand for council and other public sector services.

7. REASON FOR THE RECOMMENDATION

7.1 Officers are keen to ensure our communities are empowered and supported to become more resilient, that demand for statutory services is managed more effectively, and that outcomes for citizens are improved.

7.2 Cabinet is recommended to approve this report in order to deliver the outcomes within the delivery plan submitted to Government for funding.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The alternative is for organisations to work more in isolation, each with limited resources and more likelihood of duplication of effort and points of contact with communities.

8.2 Not to accept funding to deliver the Integrated Communities Strategy work with Government. This alternative has been rejected, due to the loss of funding and opportunity to test new methods of delivery which will improve outcomes for the city.

9. IMPLICATIONS

Financial Implications

At this stage there are no additional costs associated with the Think Communities approach. It is anticipated that the partnership will directly support demand management and therefore help reduce costs across statutory services. Some investment to enable this to happen may therefore become necessary, but this will be subject to a case by case business plan.

In November 2018, Peterborough was awarded c.£1.6m over 2018/19 and 2019/20. Of this, £1,013,260 is confirmed for this financial year, (including £83,500 ring fenced for Department of Work and Pensions). The remainder of the funding allocation for 19/20 is not yet confirmed by Government, due to MHCLG budgetary processes. A decision is expected in January.

The grant received from Government will be monitored and managed in accordance with PCC policy.

Legal Implications

- 9.2 There are no legal implications arising from this report.

Equalities Implications

- 9.3 One of the aims of the programme and its delivery is to reduce inequalities amongst all communities, including those from protected characteristic groups.

10. BACKGROUND DOCUMENTS

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

- 10.1 People and Communities Strategy

11. APPENDICES

- 11.1 Appendix 1 - Think Communities Approach
Appendix 2 - Integrated Communities and Inclusive Cities Delivery Plan

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Developed in collaboration by: Cambridge City Council, Cambridgeshire County Council, East Cambridgeshire District Council, Fenland District Council, Huntingdonshire District Council, Peterborough City Council, South Cambridgeshire District Council, and Cambridgeshire Constabulary.

Think Communities

Creating a shared vision, approach and priorities for building Community Resilience across Cambridgeshire and Peterborough partner organisations.

Our vision

- **People:** Resilient communities across Cambridgeshire and Peterborough where people can feel safe, connected and able to help themselves and each other.
- **Places:** New and established communities that are integrated, possess a sense of place, and which support the resilience of their residents.
- **System:** A system wide approach in which partners listen, engage and align with communities and with each other, to deliver public service and support community-led activity.

Our pledge

The **Think Communities** partners will work together to:-

- Empower and enable communities to support themselves and encouraging community-led solutions and intervention. (*People*)
- Work with communities to harness their local capacity targeted towards those in the community requiring the most help. (*Places*)
- Support active, healthy communities to play a clear and evidenced role in improving people's lives, thereby preventing, reducing or delaying the need for more intrusive and costly public services. (*Places*)
- Align resources to create multi-agency support which can flexibly meet the changing needs of our communities. (*Systems*)
- Be prepared to be experimental in our approach, in order to deliver individual local solutions and support ideas that can be replicated. (*Systems*)

Our approach

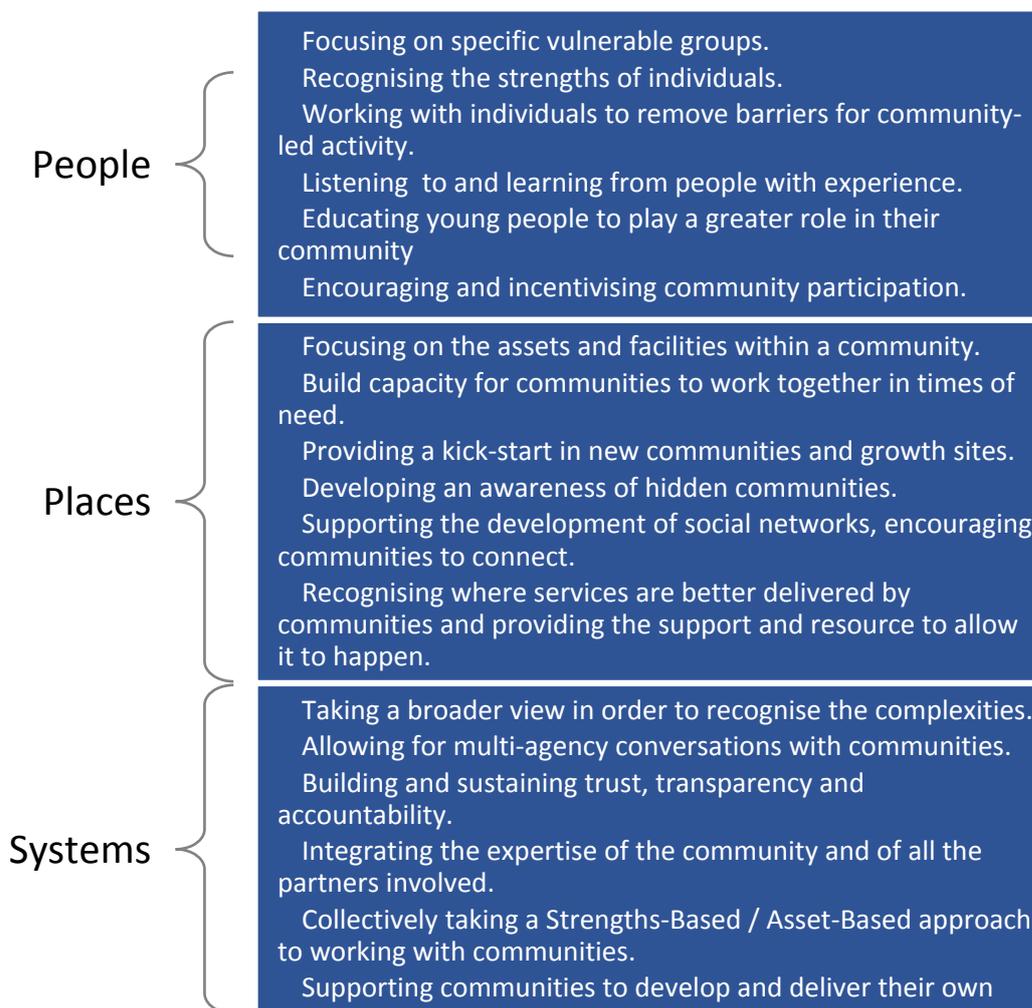
Our intention is to be fully aligned and to collaborate where it makes sense and there is agreement to do so.

A consistency of approach will enable communities to have a single conversation with **Think Communities** partners focussed on local priorities. **Think Communities** partners will provide support and resources to enable communities to decide how they wish to deliver their local priorities.

Working in an aligned way will enable each **Think Communities** partner to still specialise in their own areas of service delivery and expertise, to work independently or with a shared approach across the partnership, which is compatible and consistent, enabling joint projects to still happen.

Think Communities will take a **People, Places, System** approach to building resilience and supporting communities.

Figure 1 - A People, Places, System approach to Think Communities



Our Strategic Priorities and Actions

	Priority Area	Example Action
Priority 1:	Communities are connected and work together toward shared goals.	Develop a joined up, multi-agency campaign to promote the different ways vulnerable people and high-risk communities can be supported by community-led activity.
Priority 2:	Take a place-based approach to service design and delivery of services.	Identify key communities where a place-based approach in keeping with the Think Communities vision can be piloted
Priority 3:	Communities feel they are supported to help themselves.	Development of a shared toolkit which will offer access to consistent levels of support to community groups and organisations across Cambridgeshire and Peterborough.

An agreed and measurable Action Plan will complement the **Think Communities** partnership agreement

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

Priority 1: Increasing economic opportunity

How this supports the strategic priorities of the city:

All of our residents from all backgrounds need to have the best opportunities possible to develop their skills, work experiences and earnings potential. Increasing economic opportunity enables our residents to fulfil their potential, to improve their quality of life, to contribute to the economic vibrancy of the city, to sustain their home and to move in and around Peterborough. We want to ensure that the challenges that prevent people from accessing learning or employment opportunities are removed, especially amongst our most isolated communities, and that our employers are doing all they can to support their workforce to grow and develop.

	Priority area	Actions to achieve this priority	Taskforce lead(s) responsible for delivery	Local authority lead responsible for delivery	Resources needed to accomplish the priority and action - including budget for 18/19	Timescales	Success Criteria
1.1	Understanding and unlocking the potential of our workforce	Understanding the profile and barriers to economic potential for local people, with a focus on looking at specific communities and any disparities between them Engagement with employers and	Research lead Job Centre Plus, Employers and business	Economic Integrated Communities Lead	Engagement from planning services, Opportunity Peterborough, Combined Authority, Job Centre Plus Funding for DWP co-ordinator - £25k	March 2019 March 2020	Number of Engagements (Employers, Employees and Unemployed) Number and range of training courses provided Number of short term projects identified, proposed and delivered

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INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		planning department in relation to growth potential	community		Commissioned research via University Centre Peterborough - £24k		
1.2	Supporting people furthest from employment	<p>Extension and further targeting of the 'Job Smart' programme - provision of bespoke and tailored support</p> <p>Delivery of careers fairs in communities where there is low employment</p> <p>Increased opportunities in volunteering to act as a gateway into paid employment</p> <p>Support for people who fail their habitual residency test</p>	Job Centre Plus	Economic Integrated Communities Lead	<p>DWP, Job Centre Plus, Employers and Local Businesses</p> <p>Additional Job Smart provision - £40k</p> <p>Careers Fairs - £3k</p> <p>ESOL for work courses - £4k</p> <p>Volunteering coordinator - £11.5k</p>	<p>March 2019</p> <p>March 2019</p> <p>2019 - 2020</p>	<p>Number and range of Job Smart support packages delivered to communities</p> <p>Number of different community settings where support packages are delivered</p> <p>Number of referral sources</p> <p>Proportion of individuals engaged with who find a work placement</p> <p>Personal Interventions offered as a proportion of all HRT failures</p> <p>Uptake of ESOL for work</p> <p>Proportion of ESOL for</p>

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

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							<p>work candidates who progress to further ESOL courses</p> <p>Number of people supported via the 'Do it' website into voluntary action</p> <p>Increased Community Bespoke Careers Fairs</p> <p>Increased numbers of Employers signing up to Disability Confident</p> <p>Increased number of Employers utilising Access to Work</p>
1.3	<p>Childcare as an enabler into employment</p> <p>Note this project is on hold pending confirmation of MHCLG funding</p>	<p>Raising awareness of and improving access to the early years funded entitlement</p> <p>Improving 'school readiness' of children from targeted communities</p> <p>Increasing availability of childcare options within targeted areas</p>	Early Years and Childcare Community Access post	TBC	<p>Community engagement resources</p> <p>Childcare providers</p> <p>Early Years and Childcare Access Post</p>	TBC	<p>Increase take up of the 2, 3 & 4 year old funded entitlement, plus the extended entitlement, from those children and families within the targeted area/communities</p> <p>Improve Early Years Foundation Stage outcomes for those children considered most vulnerable and/or isolated</p> <p>Sufficient, appropriate early years and childcare options to</p>

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

							<p>meet family need for those within the targeted areas/ communities</p> <p>Raise parental awareness of early years and childcare offer</p>
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Priority 2: Bringing Communities Together

How this supports the strategic priorities of the city:

Our focus here is on improving integration within and between neighbourhoods and communities - developing community leadership, protecting the most vulnerable, and repositioning communities at the heart of the decision making and service delivery processes in their own neighbourhoods. Without this, we have little chance of achieving the breadth of ambition that we strive to through our work – it is essential that the whole system, and our communities, sees and feels something different, built on a foundation of trust, accountability and transparency, and where constructive challenge and shared innovation are the norm.

	Priority area	Actions to achieve this priority	Taskforce lead(s) responsible for delivery	Local authority lead responsible for delivery	Resources needed to accomplish the priority and action	Timescales	Success Criteria
2.1	Introduce planning mechanisms to support maintaining mixed and sustainable communities	Develop a new communities strategy to secure the right infrastructure to facilitate integrated communities of the future	Community Cohesion	Planning and Growth	<p>Survey and GIS Mapping to be commissioned - £60k</p> <p>Planning coordination and New Communities Strategy</p>	GIS mapping completed by March 2019	<p>(£) Revenue funding from S106/CIL</p> <p>Numbers of HMOs in key geographical areas</p> <p>Perceptions of Crime and Safety in Article 4 areas</p>

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INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		Use of legislation to manage and control numbers of HMOs (Article 4 direction)			Manager - £24k		Stable levels of Environmental crime and ASB Perceptions of integration
2.2	Community leadership	<p>Create a 'civic infrastructure' in Peterborough in which organisations that previously related to one another in a formal and strategic manner start to relate to one another substantively around shared values</p> <p>Promote active citizenship across gender, race and ethnicity, sexuality, disability and generational divisions, identifying and training new participants and new leaders</p>	Community Cohesion team, Faith and community groups	Community Cohesion	To be commissioned through Citizens UK - £105k	<p>2018/19 - recruit community leaders, carry out baseline mapping</p> <p>2019/20 - community leaders trained, community campaigns launched</p>	<p>Engagement from community organisations</p> <p>Stable community environment in which to deliver</p> <p>Capacity of individuals/ organisations</p>

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

<p>2.3</p>	<p>Integrated communities fund for local initiatives</p>	<p>Support local community-led initiatives that promote integration, for example, initiatives that build a sense of civic pride and celebrate local events, or those that bring local people together around a common cause or issue. Maximum funding bid of £20k per applicant</p> <p>Ensure community-led organisations can develop services to support people who are less integrated socially or economically</p>	<p>Community Cohesion team, Faith and community groups</p>	<p>Community Cohesion</p>	<p>£150k available, with a further possibility of an additional £150k subject to MHCLG funding</p> <p>Grant fund manager £20k</p>	<p>2018/19 - develop grant fund applications and criteria, publish and invite bids</p> <p>Funding awarded from March 2019, with further application rounds in 2019/20</p>	<p>Clear objectives and criteria within the funding processes</p> <p>Engagement from across different sectors and communities in Peterborough</p> <p>Diverse range of applications</p>
<p>2.4</p>	<p>Connecting Communities: Asset Based Community Development</p>	<p>To build relationships within local communities, identifying and training “connectors” to build on the strengths and</p>	<p>Public Health, Community and Faith groups</p>	<p>Public Health & Community Cohesion</p>	<p>To be commissioned - £105k</p>	<p>2018/19 - Identification and initial engagement of community leaders</p> <p>Promotion event and</p>	<p>Number and diversity of participants in the programme</p> <p>Willingness to be trained and to adopt ABCD approaches</p> <p>Number of citizen led</p>

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		assets within their communities				launch Recruitment & induction of community builders	activities
2.5	Time Credits	To improve opportunities for social mixing through volunteering, and through this to enable better access to opportunities and leisure and cultural activities	Community Cohesion team, faith and community groups	Community Cohesion	Commission Tempo to deliver the Time Credit programme - £30k	2018/19 - commission an organisation to develop the Time Credit model for Pboro Engage with local organisations to map existing and future volunteering opportunities Engage local businesses and stakeholders in the programme April 2019 launch	Engagement of Time Credit partners Engagement of local community groups/charities Engagement of local volunteers

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

2.6	Supporting the most vulnerable - domestic abuse and sexual violence (DASV) Note this project is on hold pending MHCLG funding	Improving the understanding of DASV by developing community awareness and the reporting mechanism Preventing DASV in our communities Developing community and faith champions to support victims of DASV, removing language and cultural barriers as well as providing support in familiar spaces	Community Cohesion, faith and community groups	DASV team		Jan 2019 - Spec developed Jan-Mar 2019 - Establishment of support network	Number of women attending the support network Number of women exposed to DASV who were signposted to relevant authorities thereby reducing reliance on limited emergency police response team involvement in such cases Number of women who sought early help before escalation of DASV
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Priority 3: Young People

How this supports the strategic priorities of the city:

Our focus on young people will help us and them to better understand the challenges they face, see or perceive in relation to integration, and to capture and develop their own ideas for how they can be overcome. We aim to embed a sense of place via our youth curriculum concept, and to strengthen the voice of young people in informing policy direction and decisions.

	Priority area	Actions to achieve this priority	Taskforce lead(s) responsible for delivery	Local authority lead responsible for delivery	Resources needed to accomplish the priority and	Timescales	Success Criteria
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INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

					action		
3.1	Through research, understand more about what the issues and opportunities are for young people in the City, in relation to integration and inclusion	<p>Pull together quantitative data to get a clear view of the demographics of young people in the City</p> <p>Undertake a youth survey, including in-depth focus group work with young people</p> <p>Consider inclusion issues through the lens of education settings, and where there is emerging best practice</p> <p>Establish a longitudinal behaviours and attitudinal survey with a cohort of young people</p> <p>Collate baseline data and good set of performance measures</p>	YMCA - Chair of Youth Select Committee	Ray Hooke, Intelligence Lead Integration Coordinator	<p>Research expertise</p> <p>Local and national examples of best practice</p> <p>Youth Integration Co-ordinator - £20k</p> <p>Commission a longitudinal study - £20k</p>	<p>March 2019</p> <p>March 2019</p> <p>September 2019</p> <p>July 2019</p> <p>July 2019</p>	Phase 2 of programme determined by August 2019

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		Host a citywide youth event to bring together the findings				July 2019	
3.2	Young People's voice	Strengthen role of current Youth Council and the Children in Care Council within PCC to influence and act more systematically to influence relevant policy areas which impact on inclusion and integration issues Deliver a programme of engagement and co-production activities	AD for Housing, Communities and Youth PCVS	Matt Oliver, Service Manager, Targeted Youth Support	Links to PCVS Youth Investment Fund initiative Youth Engagement worker - £20k Data and research - £12k Young people survey - £12k	August 2019 October 2019	The involvement of a representative sample of young people in Peterborough City Council's Youth Council, or equivalent forum
3.3	Developing a Youth Curriculum for informal and formal education spaces	Develop a 'prepare for life' curriculum - support for navigating challenges when young people leave home Build on the National Citizen Service to support	Education lead / representative PCC Community and Youth lead	Matt Oliver, Service Manager, Targeted Youth Support	Youth curriculum & partner forum project resources Youth Curriculum lead officer Total £90k		The number of key partners signed up to the curriculum The number of youth projects that are signed up to the Peterborough Together Youth Curriculum The number of access points to the curriculum

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		<p>and enable young people to see and feel themselves as a citizen of Peterborough</p> <p>Develop an appropriate schools based curriculum which builds a common set of values and meanings around the notion of being a citizen in modern Britain</p>					<p>The range of curriculum content being delivered</p> <p>% of young people in Peterborough aged 11 – 18 who have accessed the Youth Curriculum and report an increased level of understanding about what it means to be a citizen in Peterborough</p>
3.4	<p>To bring together young champions from across different faith and no faith organisations to form an interfaith network which actively participates in and organises or co-organises activities</p>	<p>Establish a young people’s Interfaith network</p>	<p>Interfaith Council - TBC</p>	<p>TBC</p>	<p>Engagement with faith partner and supporting networks including the Standing Advisory Council for Religious Education (SACRE), Youth Council, schools and academies along with youth groups in Peterborough.</p> <p>Commission an Interfaith Officer and provide project resources</p>	<p>March 2019</p>	<p>Number of young people taking part in young people interfaith network</p> <p>Number of young people signing up as champions to promote interfaith work in the city</p> <p>Number of young people organised interfaith activities</p> <p>Number of faith or other issues young people have been able to influence</p>

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

					- £37,500		
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Priority 4: Developing English Language opportunities

How this supports the strategic priorities of the city:

We recognise that, in order for communities to be truly integrated, the ability to easily communicate with one another in a shared language is vital, and so this theme proposes to develop a more strategic and effective approach to managing the demand and supply of English language training. The mismatch between the demand for English language learning opportunities and the availability of supply is a constant challenge for the city, and so we seek to rebalance this through work to develop the supply chain and to ensure those that want or need to learn are provided with the right opportunities to do so in the most appropriate and flexible way for them. Two of our key outcomes around improving English language are (i) helping people to develop their employment opportunities and (ii) supporting school age children.

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	Priority area	Actions to achieve this priority	Taskforce lead(s) responsible for delivery	Local authority lead responsible for delivery	Resources needed to accomplish the priority and action	Timescales	Success Criteria
4.1	To develop a sustainable model of ESOL delivery that meets the needs of learners in an efficient and effective way.	Undertake consultation with learners to determine their learning needs Work with ESOL providers to develop a stronger partnership and explore	City College Peterborough Community Cohesion team	Community Cohesion team	Commission research to map learner needs, map existing ESOL provision and produce report - £25k	2018/19 - research commissioned 2019/20 - research completed, results analysed and shared with	Learner engagement Ability to galvanise partnership of providers to adopt a common vision and model ESOL offer reflects the needs of learners Additional capacity of

INTEGRATED COMMUNITIES AND INCLUSIVE CITIES ACTION PLAN 2018-20

		<p>opportunities for joint funding bids</p> <p>Explore different ESOL infrastructure models that will enhance the current partnership, develop smaller providers and create a more effective offer for learners</p>				<p>providers</p> <p>National best practice of ESOL delivery explored and considered for implementation</p> <p>Preferred model developed</p>	ESOL provision locally
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System and Programme Support

The ICS programme will be supported by the following (costs are 2018/19 and are inclusive of on costs):

- Senior Analyst - £26,221
- Information Co-ordinator - £19,039
- Programme manager - £26,000
- Bringing Communities Together Project Officer - £20,000
- Business Support Officer - £14,000
- Communications and marketing - £70,000 (funded to 2020)

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CABINET	AGENDA ITEM No. 11
4 FEBRUARY 2019	PUBLIC REPORT

Report of:	Dave Anderson, Interim Director of Growth and Regeneration	
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

RECOMMENDATIONS	
FROM: <i>Dave Anderson - interim Director of Growth and Regeneration</i>	Deadline date: <i>Cabinet meeting of 4 February 2019</i>
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Approve the Cambridgeshire and Peterborough Minerals and Waste Local Plan - Further Draft (Appendix 1) and the associated Policies Map (Appendix 2) (which sets out the new or revised allocations), for the purpose of subsequent public consultation likely 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. 	

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 Cabinet 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 Cabinet to consider under its Terms of Reference 3.2.4., 'To promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.'

- 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?	YES	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.	Post first Full Council decision: 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, 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, Cabinet has already 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 (following Cabinet approval to do so, on 26 March 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).
- 4.6 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 that first round of consultation.
- 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, via the link below, 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

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 the 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, mineral and waste management needs. They also objected to some detailed wording of the policies of the Plan.
- Statutory agencies and district councils were broadly supportive of the plan, though various detailed suggestions were made to policy wording.
- 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.

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 or are 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) compared with the Preliminary Draft version of the Plan, 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 that '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 Cabinet is asked to consider the Plan (Appendix A) and Maps (Appendix B), and approve them for the purpose of consultation. The same proposals are scheduled to be put to the appropriate CCC meeting later in February, again with a recommendation for approval.

4.19 However, Cabinet has the option to make changes to the attached, prior to consultation. If it does so, any change of significance (i.e. something that materially affects the content of the proposals or policies in the Plan) may also require endorsement from CCC. Officers will manage that situation, if it does arise, in consultation with the Portfolio Holder, and only if necessary will this item be brought back to Cabinet for reconsideration prior to consultation. The recommendations of this report intend to accommodate these scenarios.

5. CONSULTATION

5.1 The purpose of the report to Cabinet is 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). Cabinet 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 (other than minor updates which have occurred since) was considered by

Growth, Environment and Resources Scrutiny Committee on 9 January 2019, and that Committee resolved/recommended three matters (precise wording subject to publication of minutes of such meeting):

- (a) for the committee to receive a briefing note explaining why Peterborough City Council does not have have an HGV route network, as Cambridgeshire does;
- (b) officers to ensure that the Plan is consistent with the revised National Planning Policy Framework, especially in relation to areas containing wildlife habitats; and
- (c) recommendation that the Plan should include reference to the nature reserve near the Maxey gravel extraction site and the fact that the existing reserve will be enhanced.

Officers response to the above is that (a) will be actioned accordingly, and (b) will be a matter picked up as an ongoing process as we prepare the Plan. In respect of (c), whilst the point is acknowledged, it is not considered a fundamental matter in need of addressing for this consultation version of the Plan. As such, officers believe the simplest way to address this point will be through some additional explanatory text to be added to the Plan, prior to the third and final consultation version of the Plan being presented to Cabinet later 2019. This will enable an accurate position to be established, and will avoid any complications with amending the Plan at this stage through the PCC and CCC democratic approval process.

The Plan is also scheduled to have been considered by the Planning and Environment Protection Committee on 29 January 2019, and its views will be orally presented to Cabinet.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 That Cabinet will 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 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 There are 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 area¹. 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

¹ 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 or 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 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 and 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
Sustainable mineral development		
1	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>
Sustainable waste management		
2	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>
Resilience and restoration		
3	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>
Employment and economy		
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>
Infrastructure		
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>
Natural environment and landscapes		
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
Built and historic environment		
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
Health and wellbeing		
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:

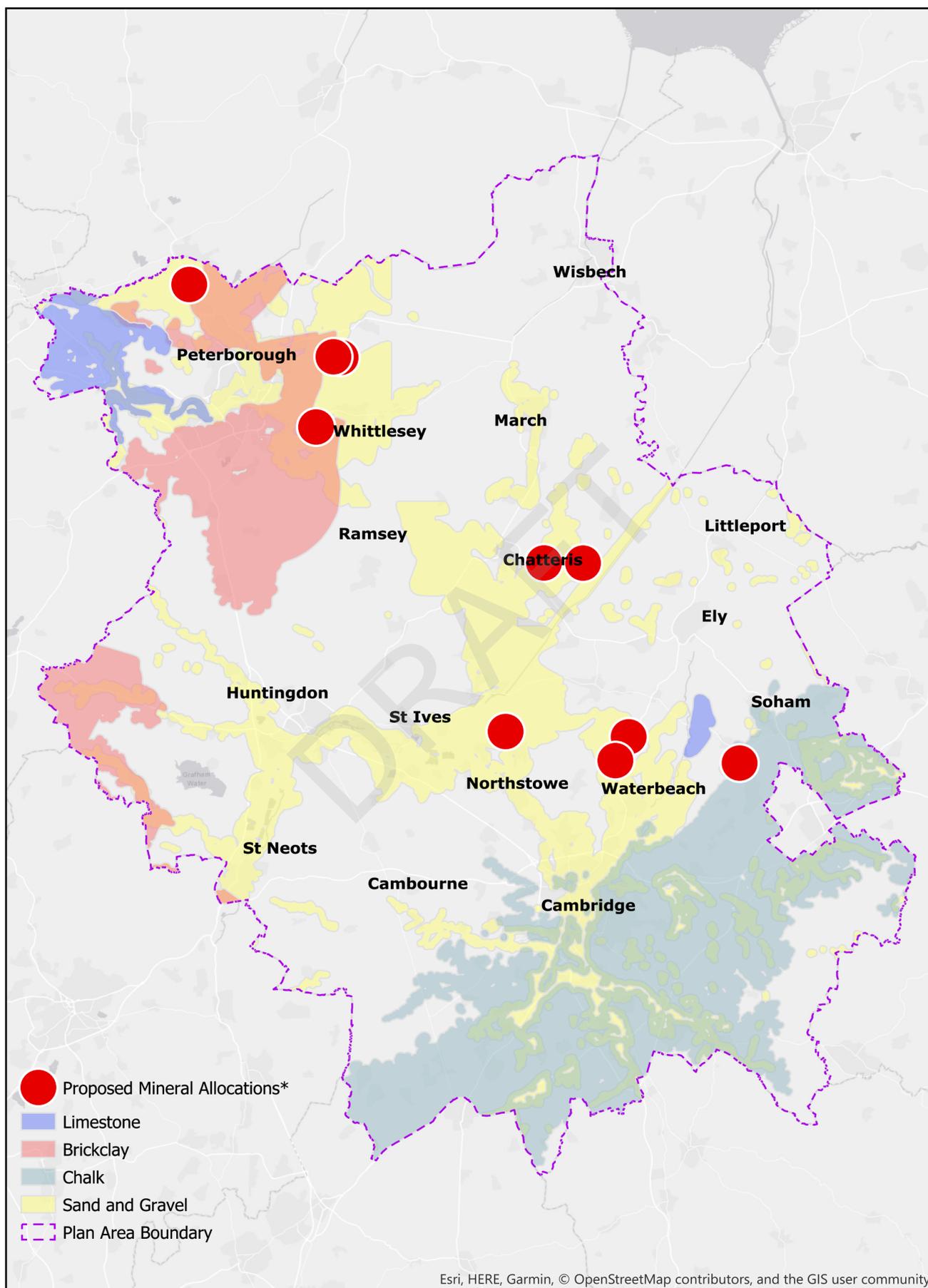
Figure 3: Strategic and Non-strategic Policies

Strategic Policies	Non-Strategic Policies
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	

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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)
Sand and Gravel	54.6	2.6
Limestone	6.3	0.3*

*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

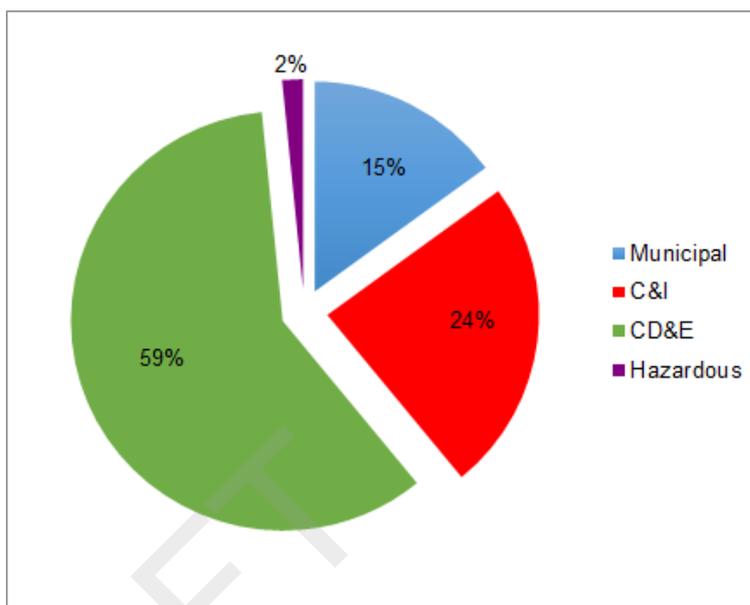
- 3.29 It is estimated that in 2017, waste arisings within the Plan area totalled around 2.778 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see figure below). The majority 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-hazardous² 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.

² 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-hazardous³ 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.

³ 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 2026⁴. 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 capacity⁵ 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).

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

⁵ 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.

Policy 3: Waste Management Needs			Indicative total waste management capacity needs					
			2016	2017	2021	2026	2031	2036
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):								
Non-hazardous waste management – Recovery (million tonnes per annum)								
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			
Non-hazardous waste management – Deposit to land and disposal (million tonnes)											
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 90% 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.

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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).

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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.
- 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

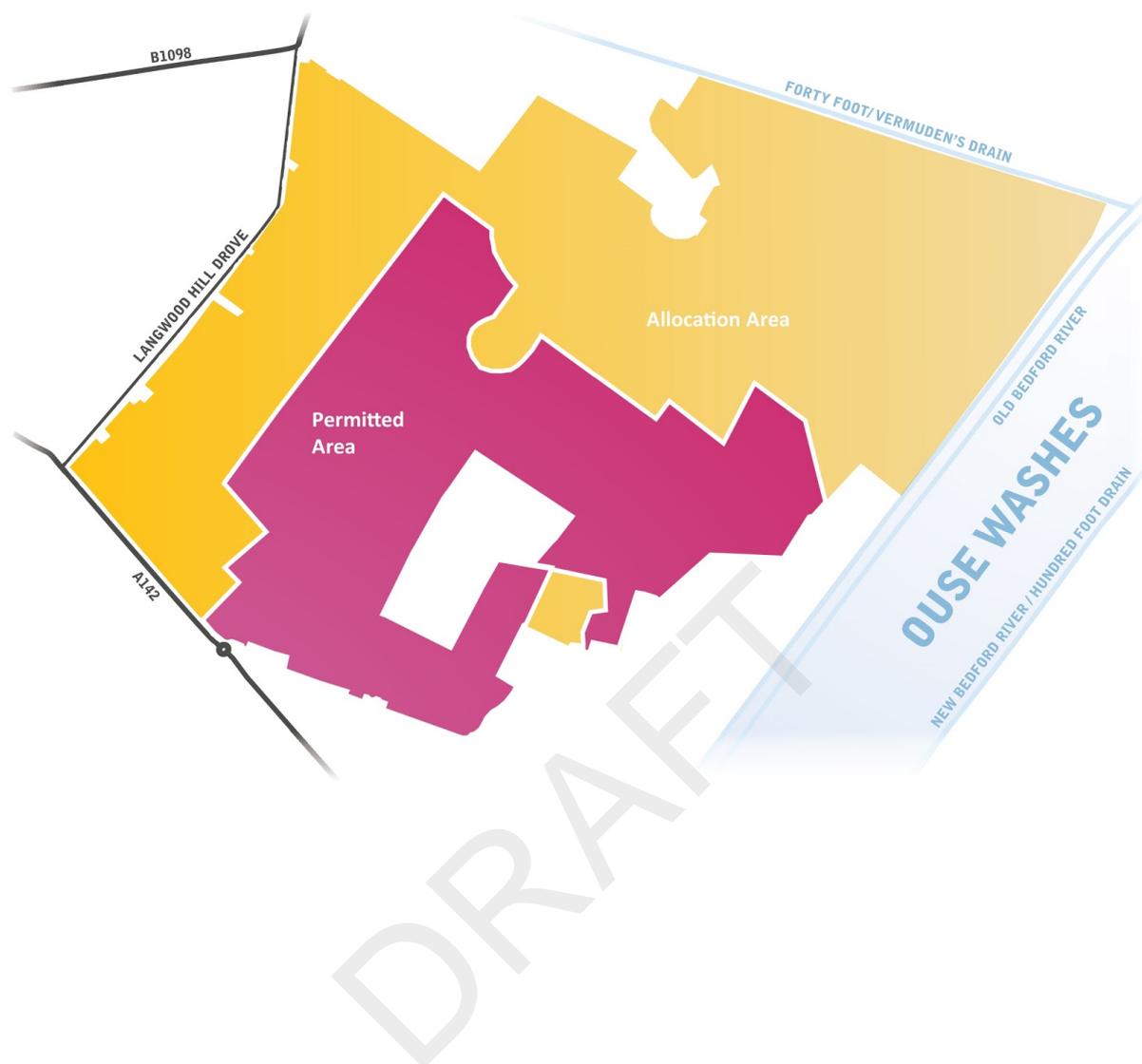
Proposals for developments (including golf courses and any other significant outdoor recreation facilities) which require the importation of significant quantities of minerals and/or inert waste, will only be permitted where it can be demonstrated that:

- (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

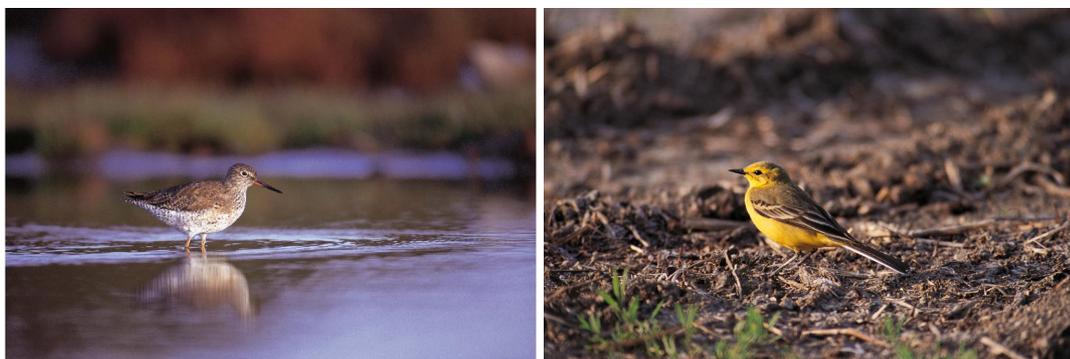
Purpose of the Master Plan

- 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 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:

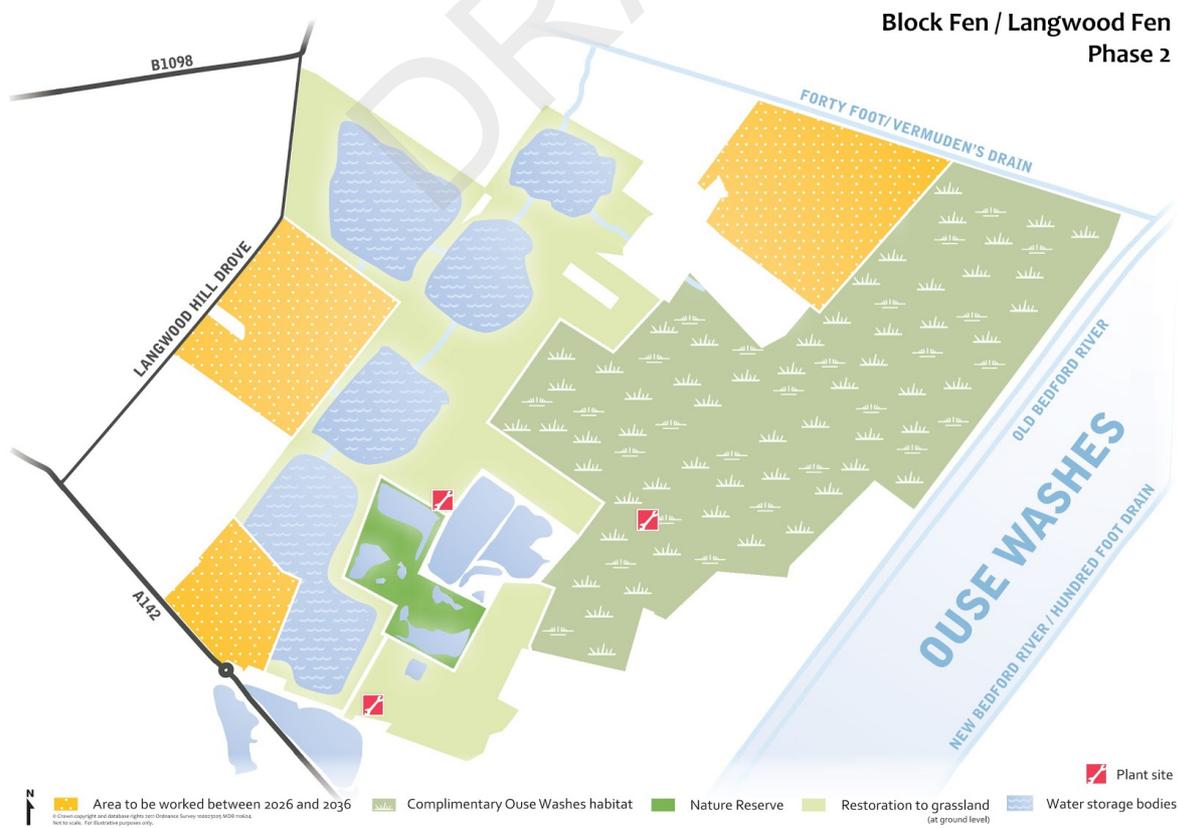
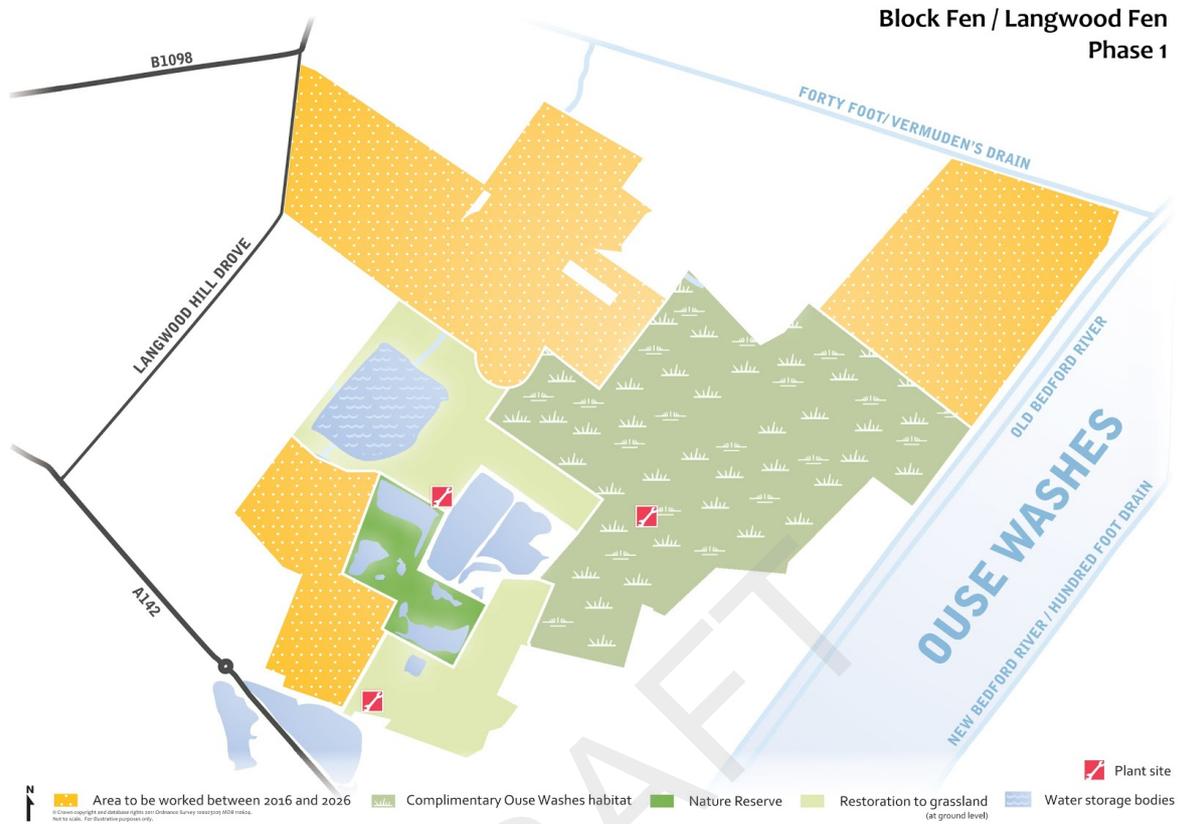
- enable the supply of an average of 1.1 million tonnes of sand and gravel per annum from Block Fen / Langwood Fen from 2016 onwards to 2036, with a reserve of 18.3mt to be worked post 2036;
- establish at least 3 long term construction waste recycling facilities, capable of recycling up to 50%, increasing 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 m³ and an ambition to achieve nearer 16.5 million m³ 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.

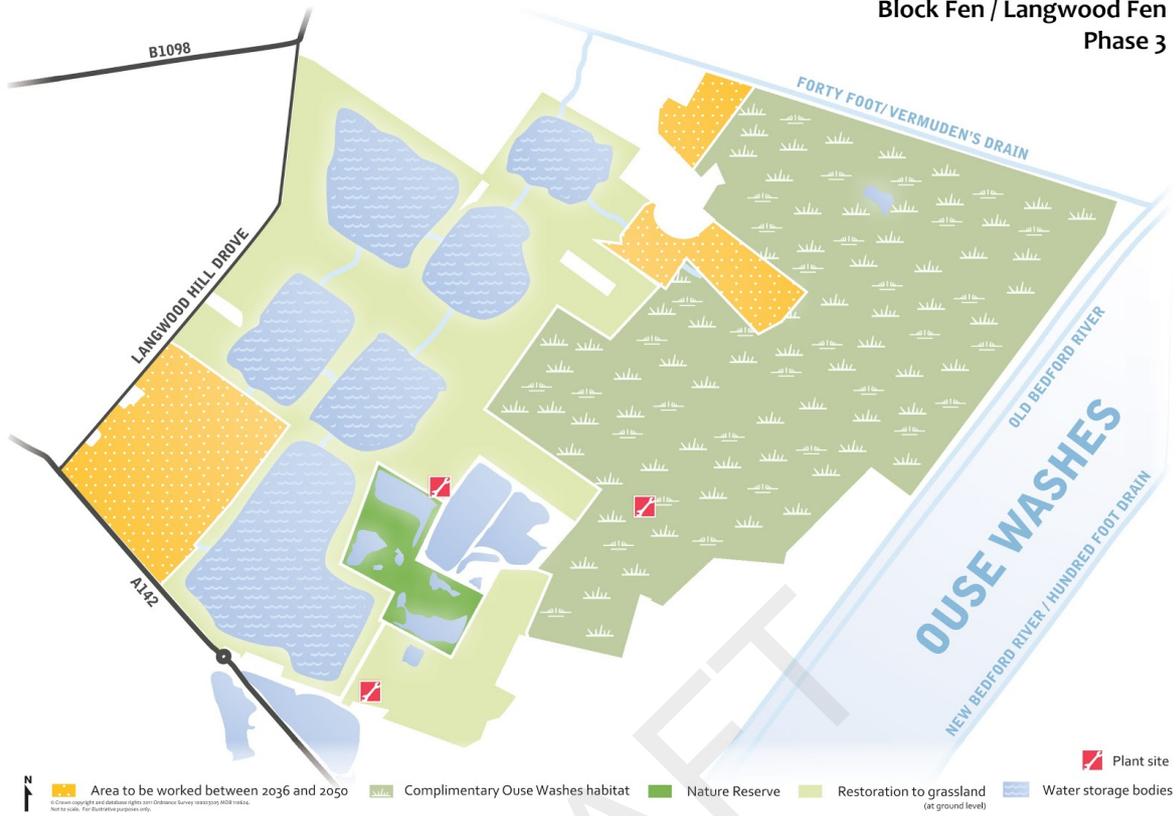
Delivering the Vision

- 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.

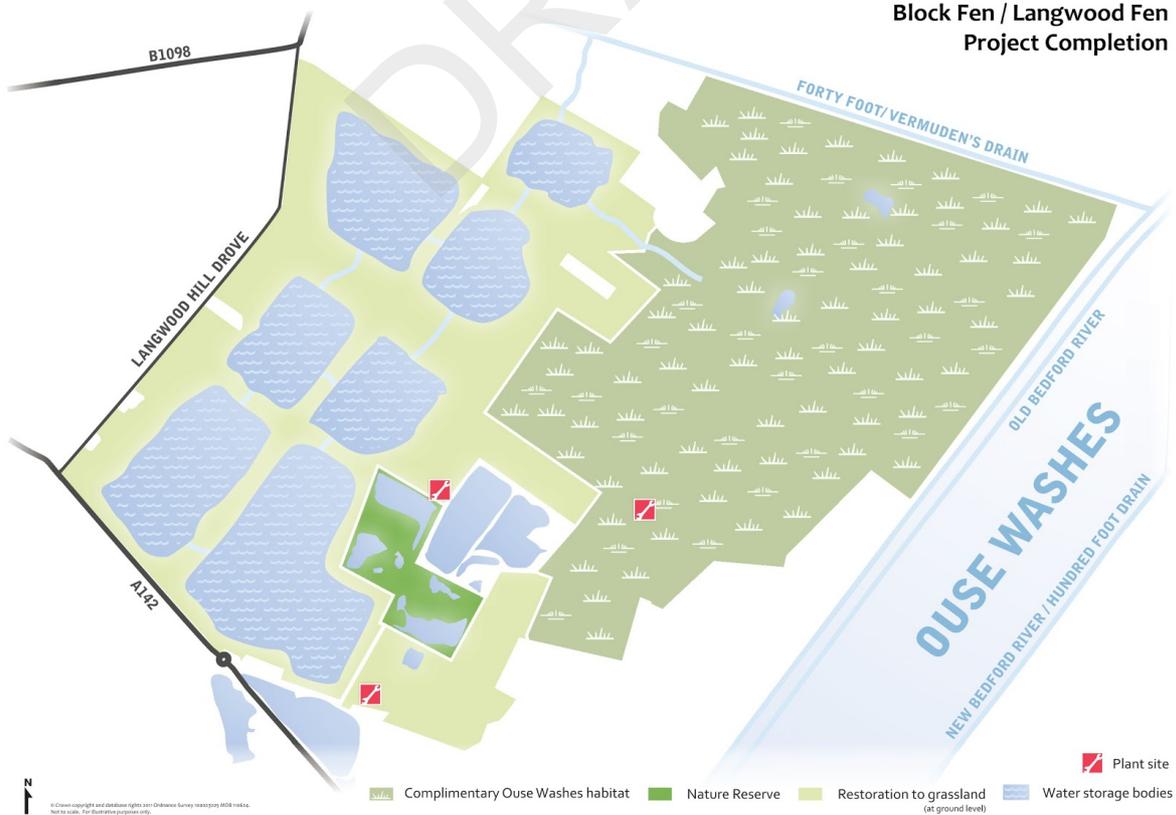
Figure 1: Indicative Phasing Plans



**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.

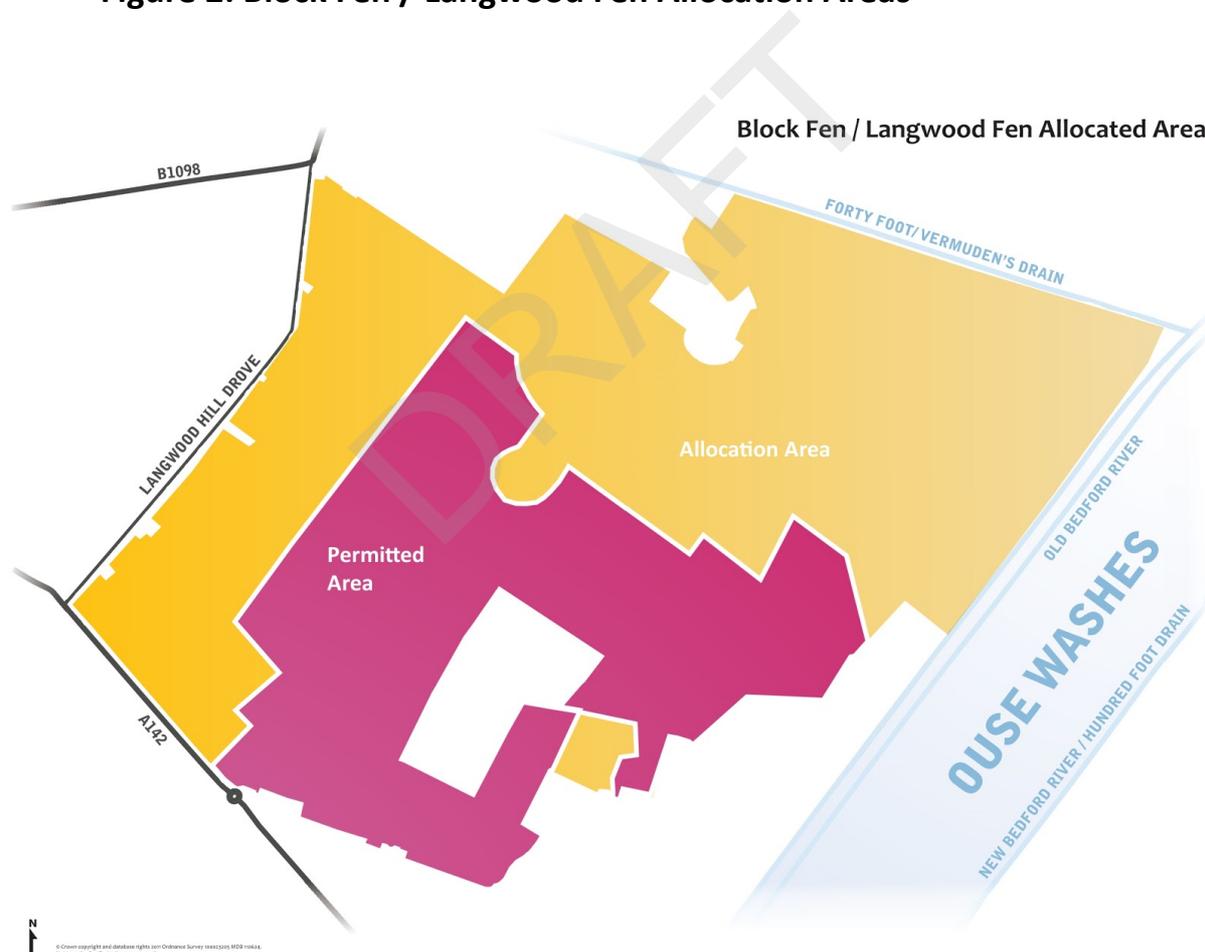
The Location of Sand and Gravel Extraction

- 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 Drove. 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

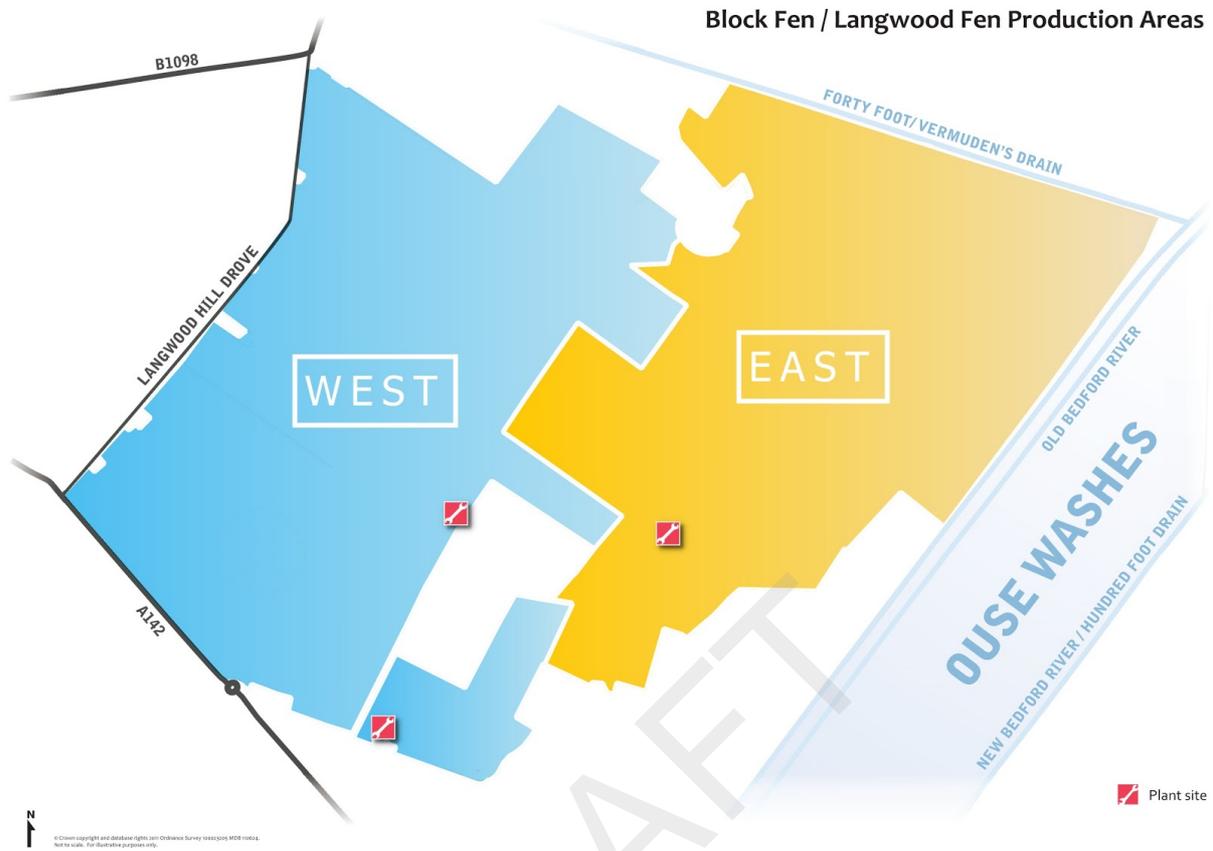
Table 1: Phasing for Working of Reserves (Million of Tonnes)

- 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
Total CD&E waste arisings		1.649	1.649	1.647	1.641	1.637
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
Total recovery		1.118	1.106	1.120	1.128	1.126

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.

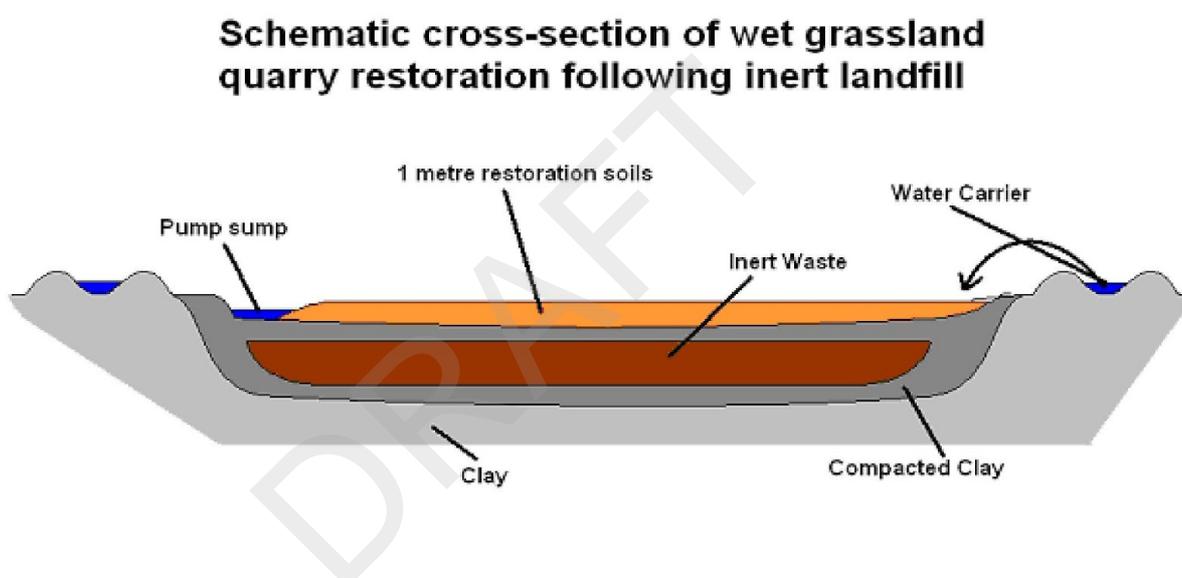
- 5.6. In order for any new enhancement habitat to be successful in attracting the species of birds which would normally nest on the Ouse Washes, it needs to be as close as possible, and ideally be immediately adjacent to the Ouse Washes. This requirement limits the geographical area that could potentially 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 m³ in an average year, and the site will need to have the capacity to deliver up to 810,000 m³ 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 m³ 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 m³. 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 m³, but ideally 16.5 million m³ 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 ³	5.5m m ³	4.5m m ³	10.0m m ³

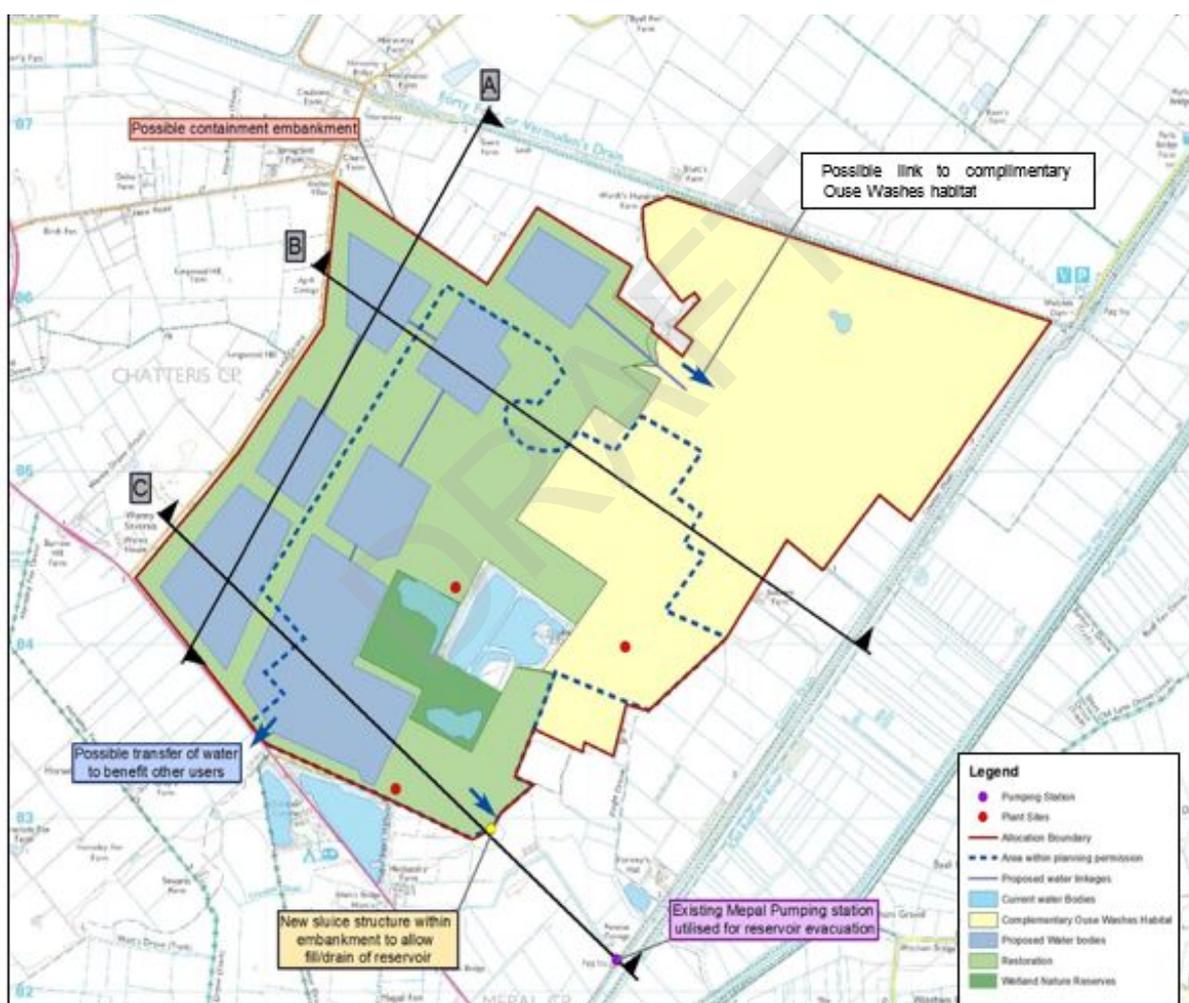
Table 4: Creation of Water Storage / Supply Capacity

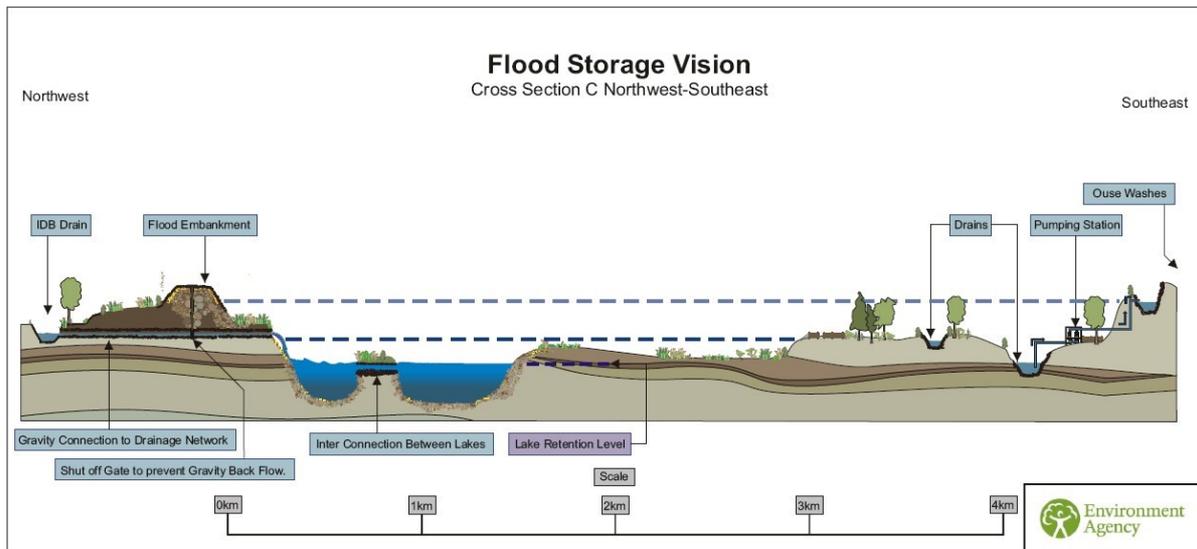
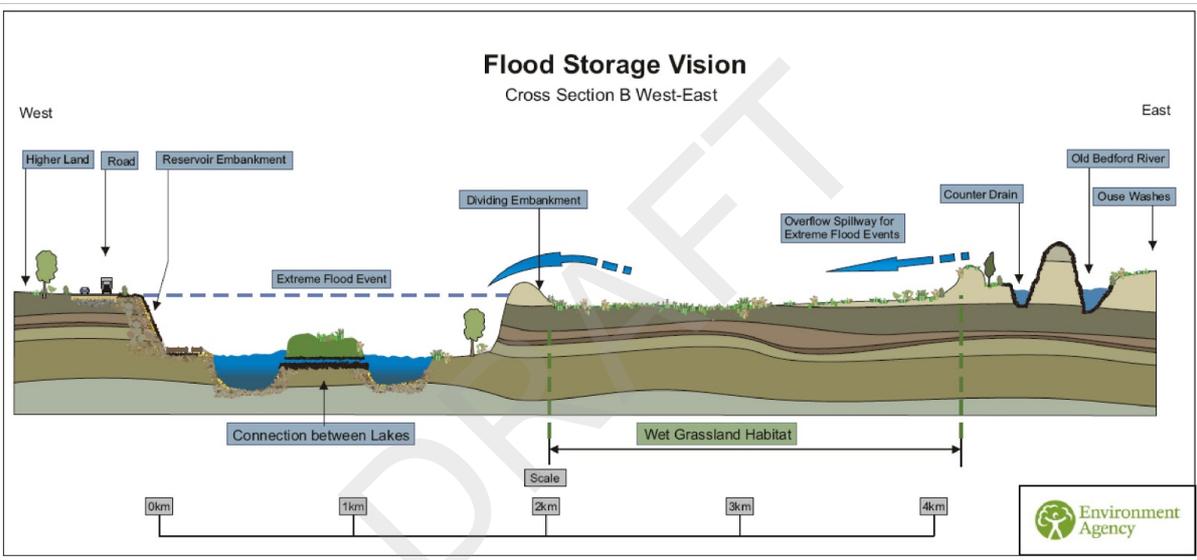
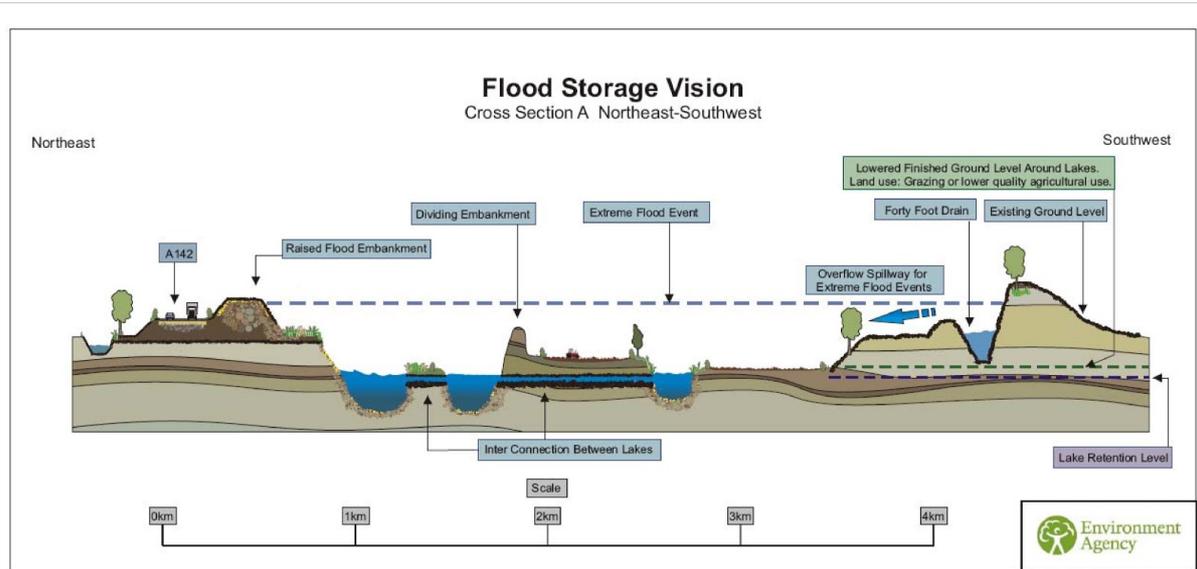
- 6.17. The above table reflects the total minimum capacity of the water storage bodies, but to safeguard the engineering some water will need to be kept in them at all times, and there will be a 'rest level'. If there is a rest level of between 0.5 to 1.0 metres, the volume available for storing external water is between 6 million m³ in an average year, increasing to 7 million m³ 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 m³ in a wet year, and around 5.5 million m³ 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 m³ 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 m³ of water to the external area in a dry year, and 6.75 million m³ 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, 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, 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 place before any planning permission will be granted.

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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.

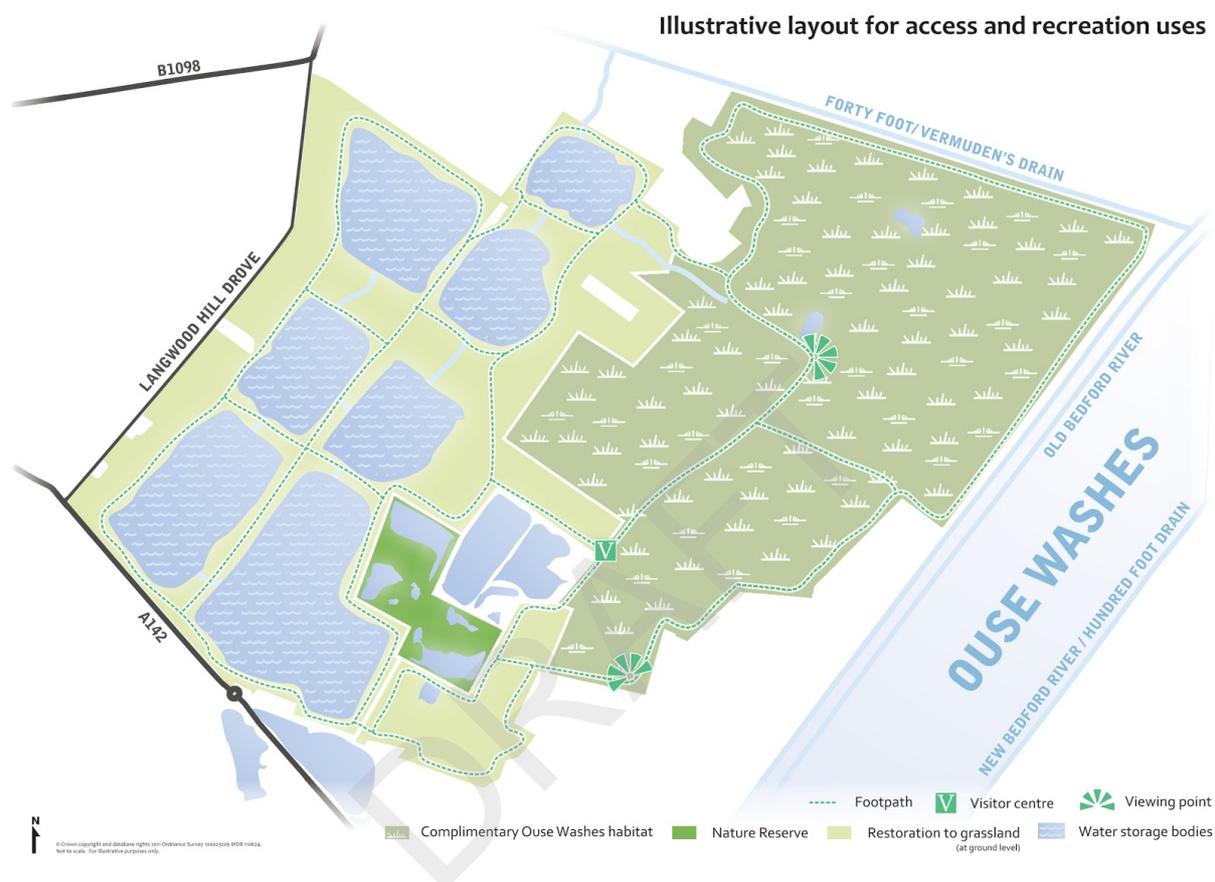


Above: Ouse Footpath

- 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 m² 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.

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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.

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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.

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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

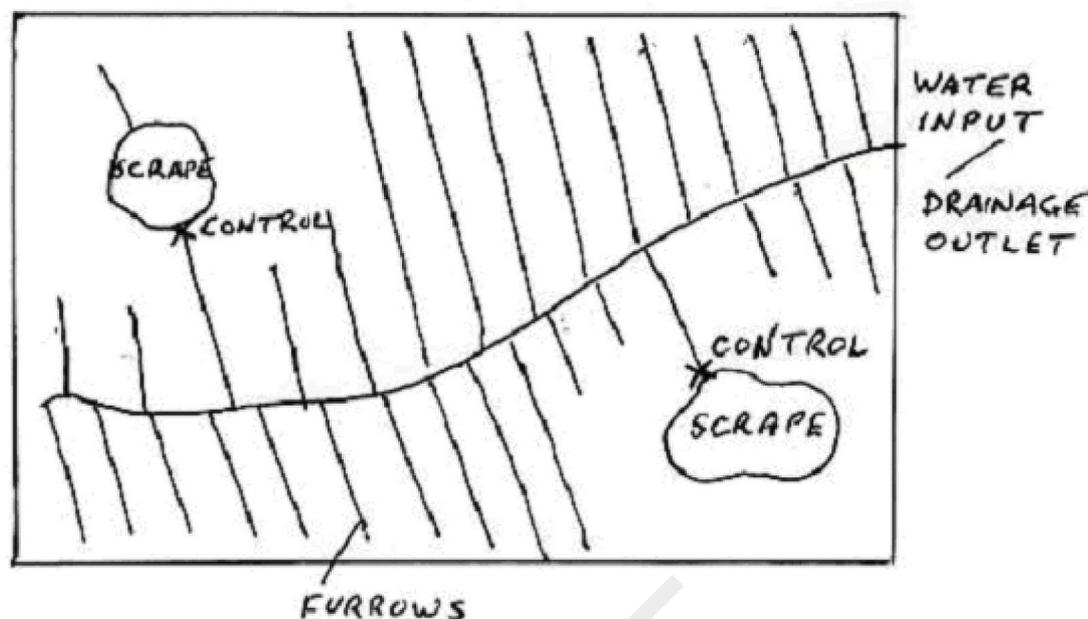
- 12.17. Assuming some 20% of the area will be open water held within the scrapes and furrows, and that the whole grassland surface can be kept moist, the dry year water losses through evapo-transpiration through to the end of June will be 1700 m³ / ha.
- 12.18. Allowing the open water levels to fall 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 ³ /ha
25cm	1200 m ³ /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.

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Rural Location Plan



Rural Locations

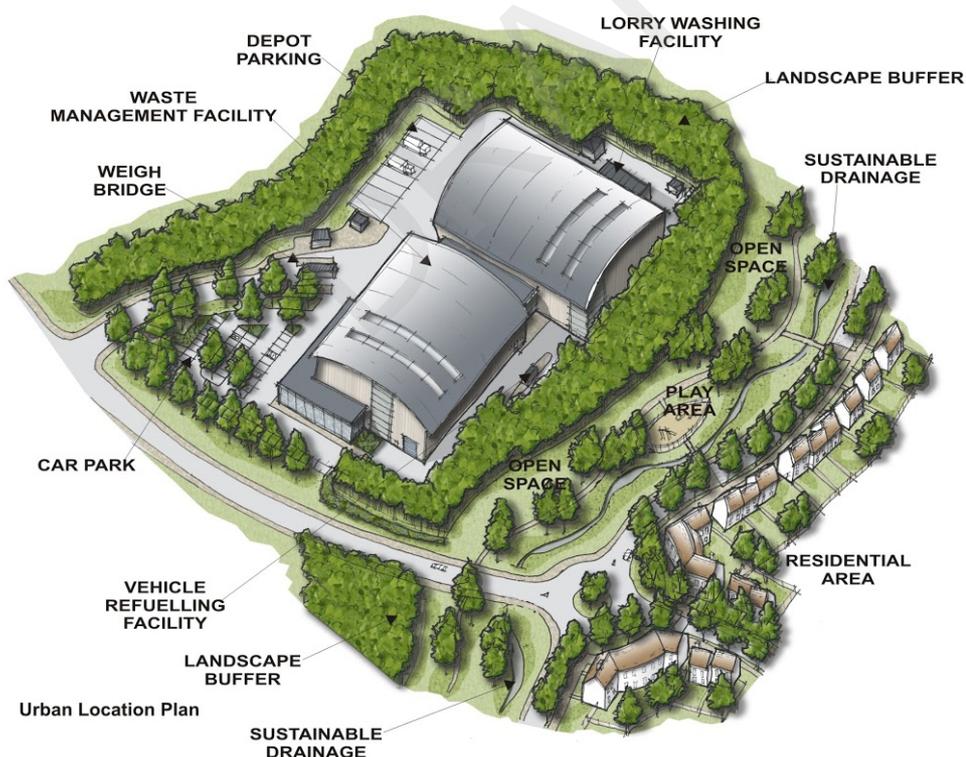
- 2.3. Rural locations on or close to the main road or rail networks are potentially appropriate for a range of waste management facilities. In rural locations the design of the facilities should reflect the scale and design of agricultural buildings, though there may be instances where more innovative 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.

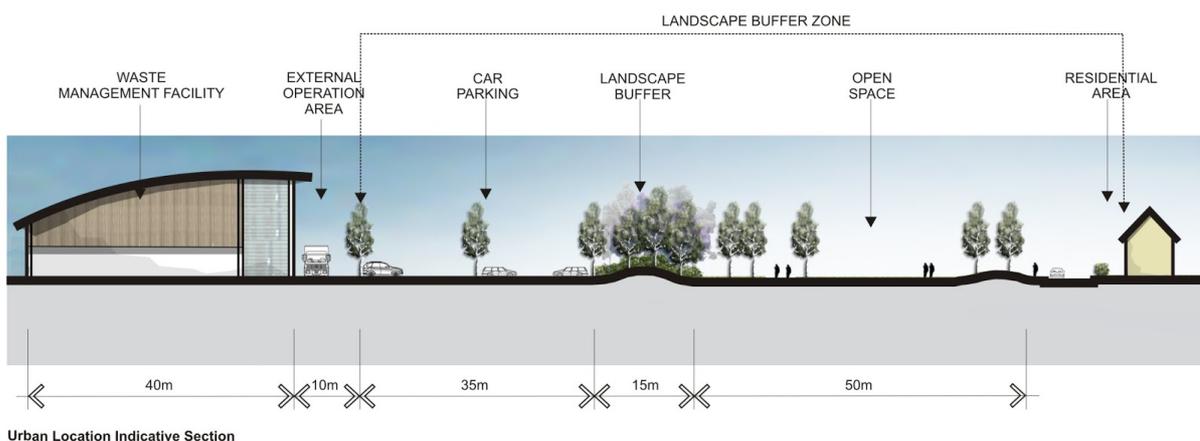
Rural Location Principles

- 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.





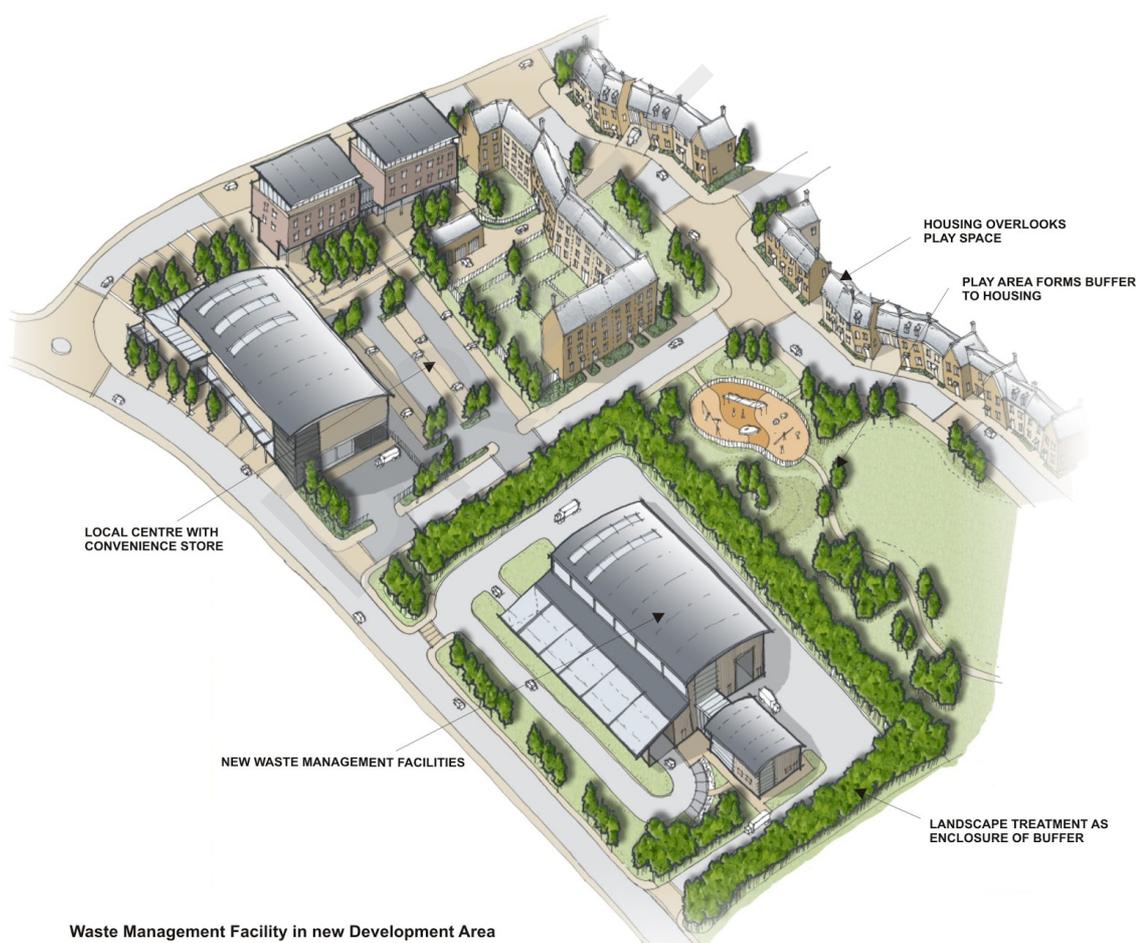
Urban Locations

- 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 - Design¹

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: Design²

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

¹ <https://www.gov.uk/guidance/design>

² <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 Pollution³; Institute of Lighting Engineers' Guidance Notes for the Reduction of Obtrusive Light GN01:2011⁴

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.

³ <https://www.gov.uk/guidance/light-pollution>

⁴ <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 Guidelines⁵; national: Planning Practice Guidance - Design - Local Character⁶

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

⁵ <https://www.cambridgeshire.gov.uk/residents/libraries-leisure-&-culture/arts-green-spaces-&-activities/protecting-and-providing-green-space/>

⁶ <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](#)⁷

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.

⁷ <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](#)⁸; [Cambridgeshire Insight - Air Quality](#)⁹.

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

⁸ <https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/>

⁹ <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](#)¹⁰

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](#)'¹¹ 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](#)¹²

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.

¹⁰ <https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/>

¹¹ <http://www.securedbydesign.com/>

¹² <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'¹³. Development proposals should seek to achieve a sustainability rating that results in high levels of performance against BREEAM¹⁴ 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)¹⁵, 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.

¹³ <http://www.bre.co.uk/greenguide/>

¹⁴ <https://www.breeam.com/>

¹⁵ <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"> • Design internal roads for ease of access and vehicle routing and manoeuvring. • Encourage use of sustainable transport and provision of cycle parking for visitors and staff, and adequate parking for staff. • Locate near good road or rail access. • Route traffic away from inappropriate roads, residential areas and schools. • Use traffic routing agreement. • Separation of public and operational traffic.
Air / Dust	<ul style="list-style-type: none"> • Dust suppression systems. • Landscaping, including soil bunds. • Negative pressure ventilation systems. • Operational management practices. • Mounding and planting. • Wheel cleaning facilities.
Odour	<ul style="list-style-type: none"> • Odour suppression incorporated into dust suppression system. • Operational managements practices. • Use of biofilters and deodorisers to treat exhaust air.
Noise	<ul style="list-style-type: none"> • Acoustic fencing. • Appropriate orientation of building. • Careful positioning of machinery / plant. • Design of building with acoustic features, e.g sound proofing. • Fit silencers to plant and machinery. • Hard landscaping including soil bunds. • Use of "smart" or 'white noise' reversing beepers.
Litter	<ul style="list-style-type: none"> • Appropriate storage. • Litter fences. • Operational management practices including litter picking.
Flies, Vermin & Birds	<ul style="list-style-type: none"> • Ventilation and ducts fitted with bird cages. • Drainage system to be fitted with grates. • Operational management practices. • Rapid shutting doors. • Vermin proof design.
Water Resources	<ul style="list-style-type: none"> • On site wastewater treatment. • Engineered containment. • Minimise water use and re-circulate used water. • Provision of sealed drainage system. • Separate collection of roof water.
Landscape visual impact	<ul style="list-style-type: none"> • Careful consideration of design, positioning and colour of boundary treatment. • Design of building and stack that is responsive to local context, taking an appropriate form, massing and size using appropriate materials,

	colours and detailing. <ul style="list-style-type: none"> • Tree and hedgerow planting.
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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.

DRAFT

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

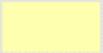
Further Consultation Draft Policies Map

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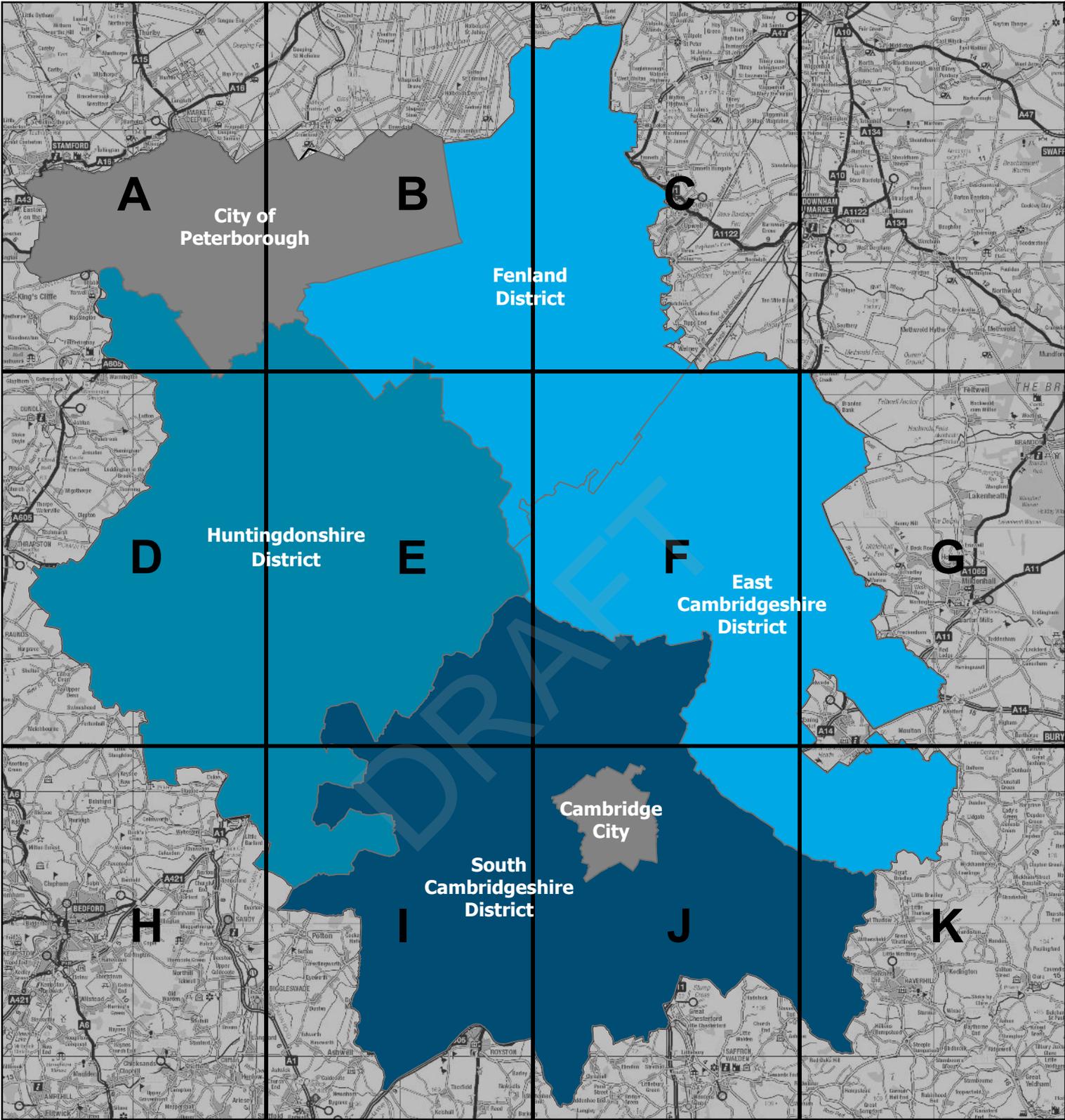
Map Key

-  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

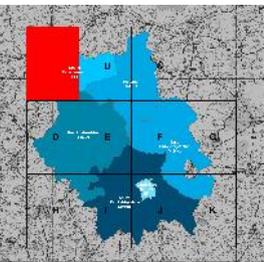
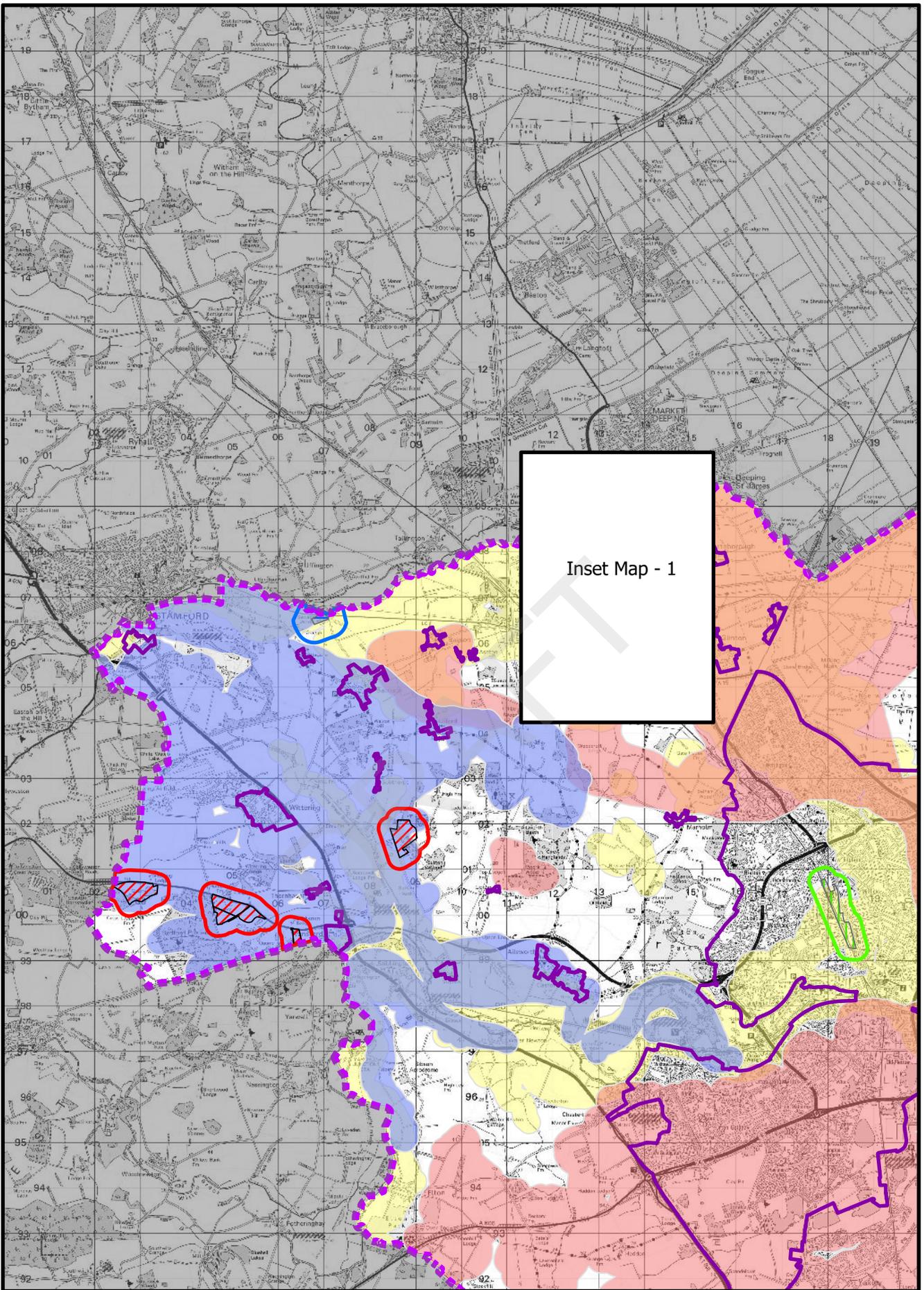
-  MSA – Mineral Safeguarding Area (Brickclay)
-  MSA – Mineral Safeguarding Area (Chalk)
-  MSA – Mineral Safeguarding Area (Limestone)
-  MSA – Mineral Safeguarding Area (Sand and Gravel)

-  Plan Area Boundary



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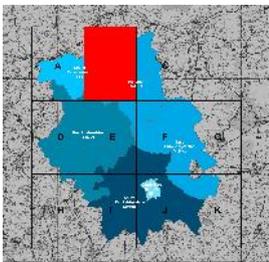
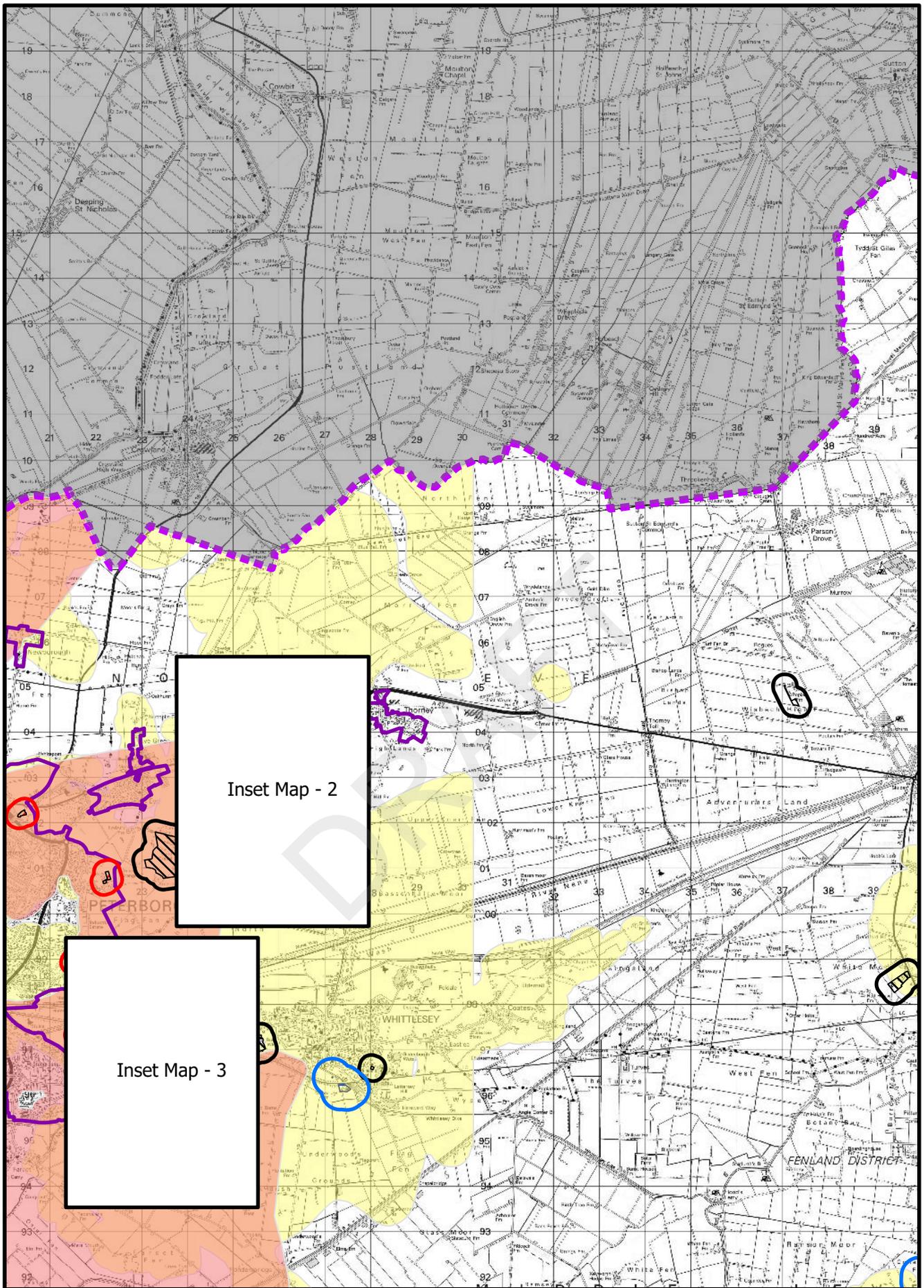
Grid Plan
Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft



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Overview Map - A

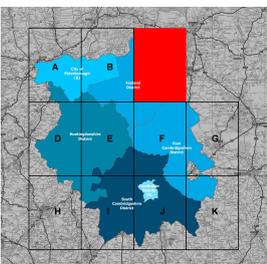
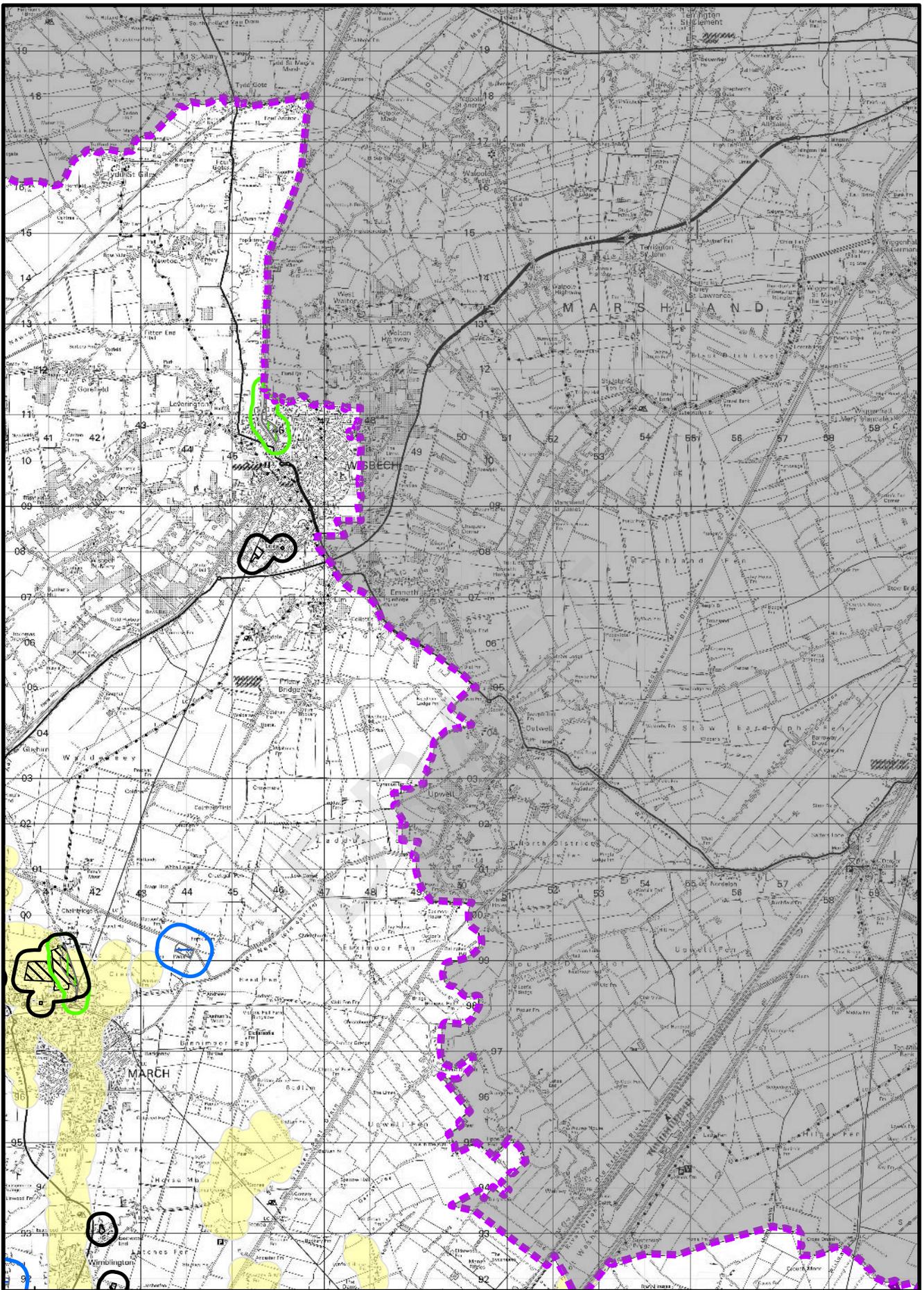
Cambridgeshire and Peterborough Minerals & Waste Local Plan: Further Draft



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Overview Map - B

Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft

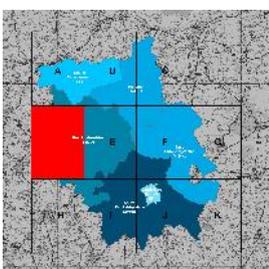
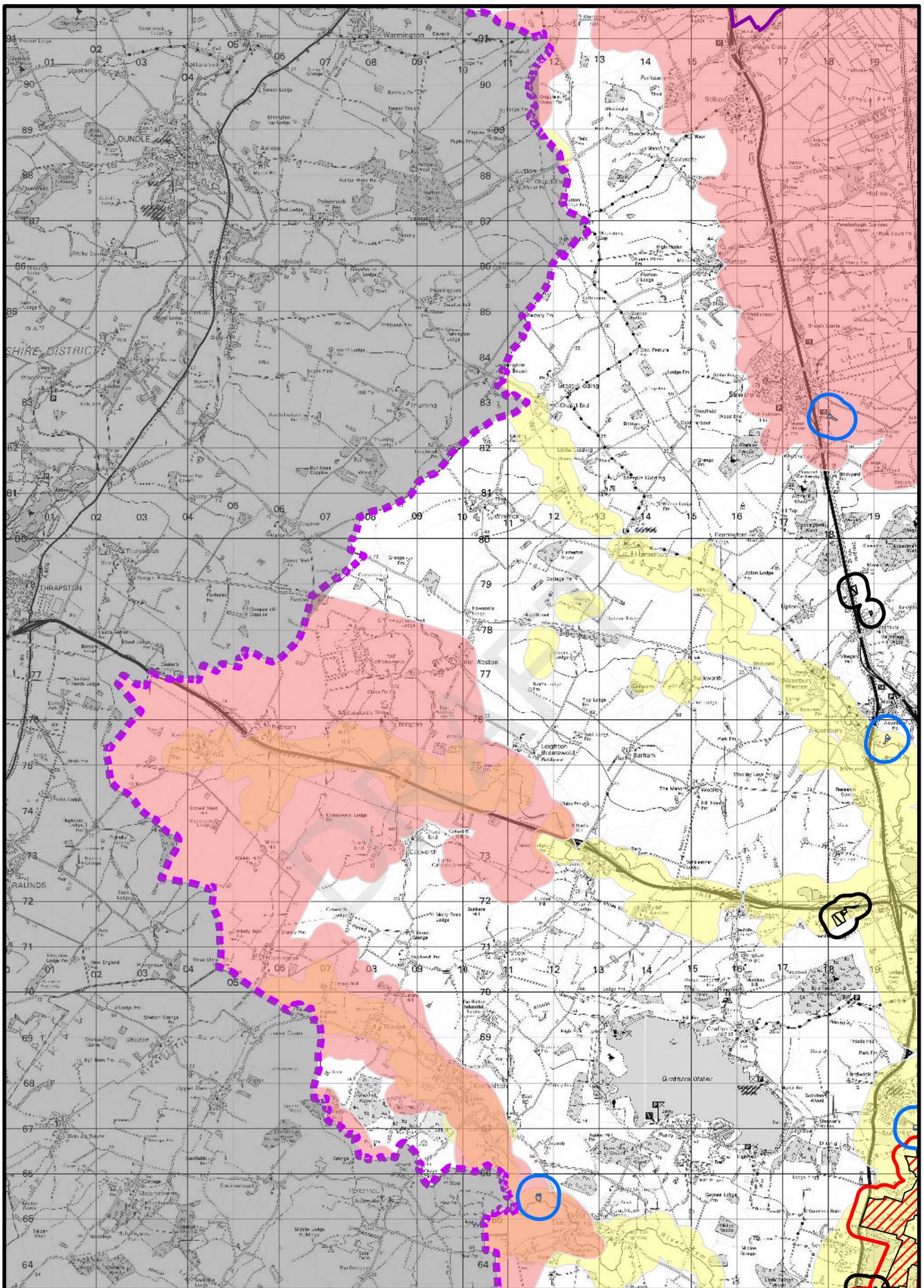


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Overview Map - C

Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft

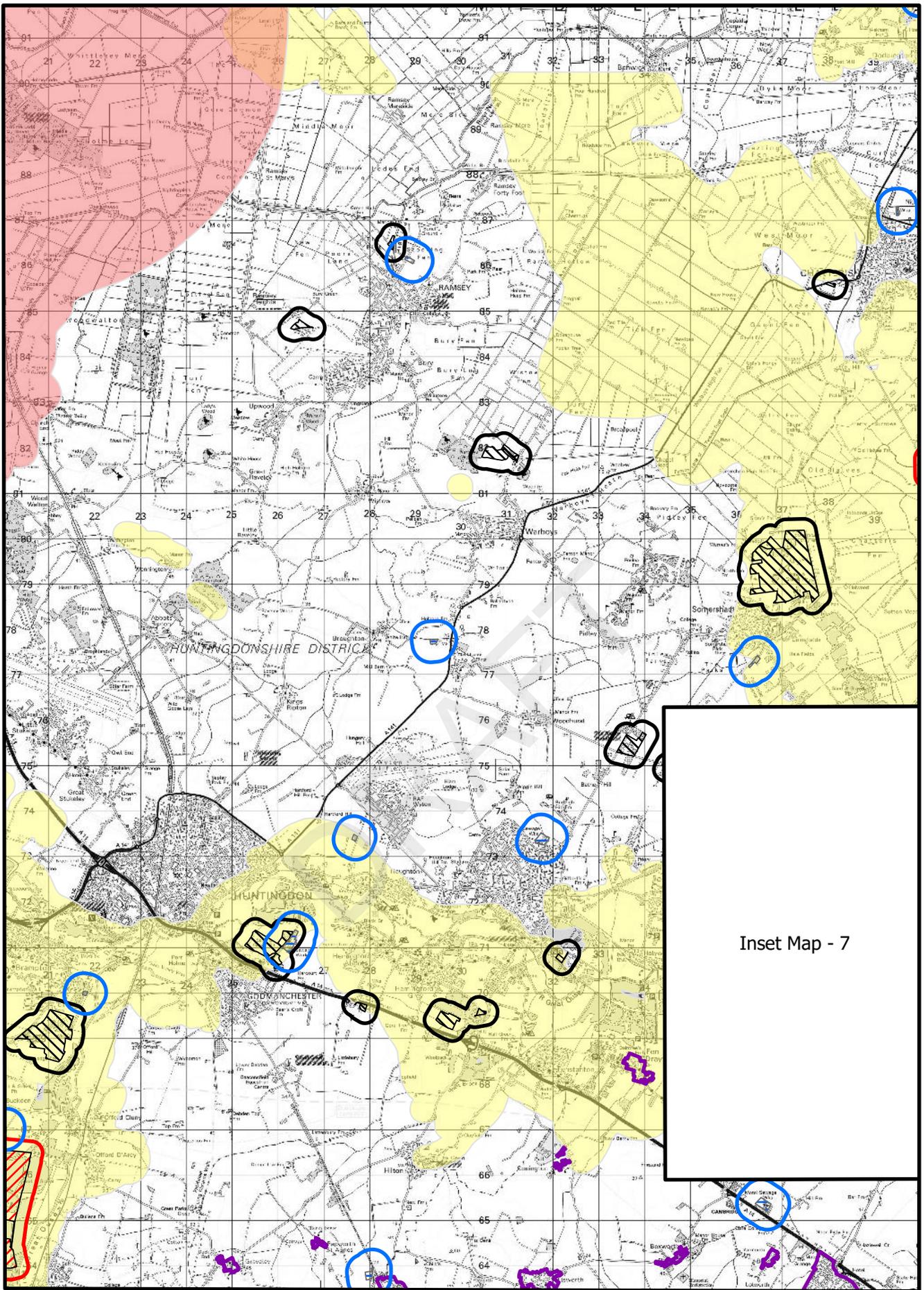




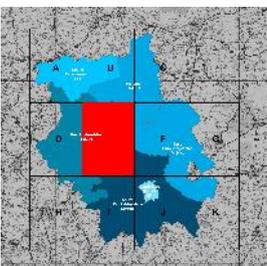
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Overview Map - D

Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft



Inset Map - 7

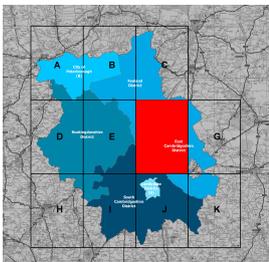
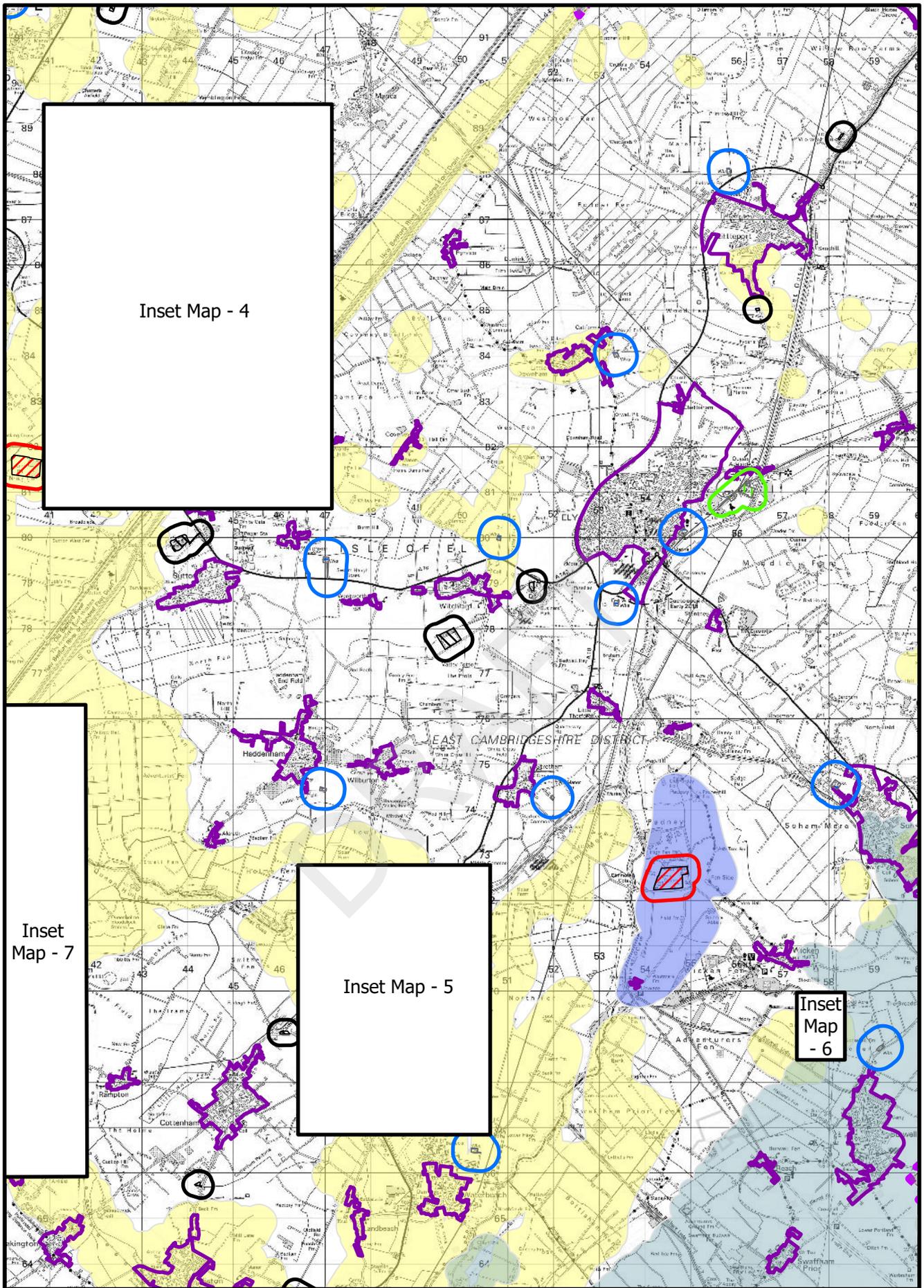


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Overview Map - E

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Further Draft

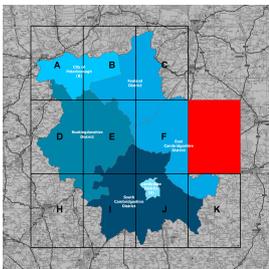
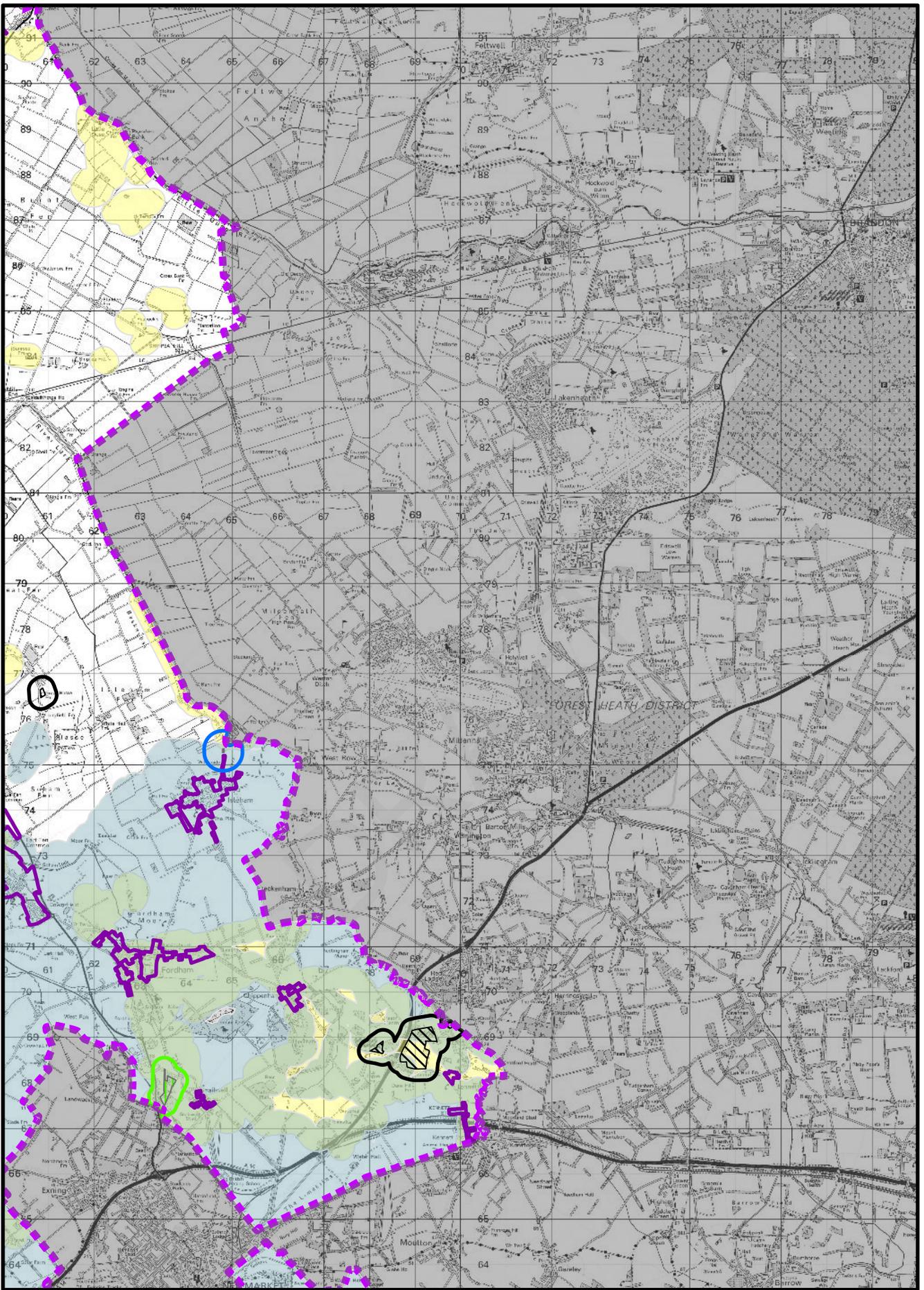




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Overview Map - F

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Further Draft

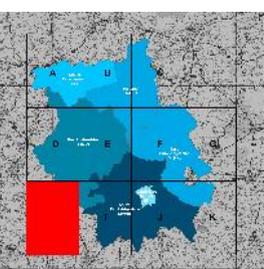
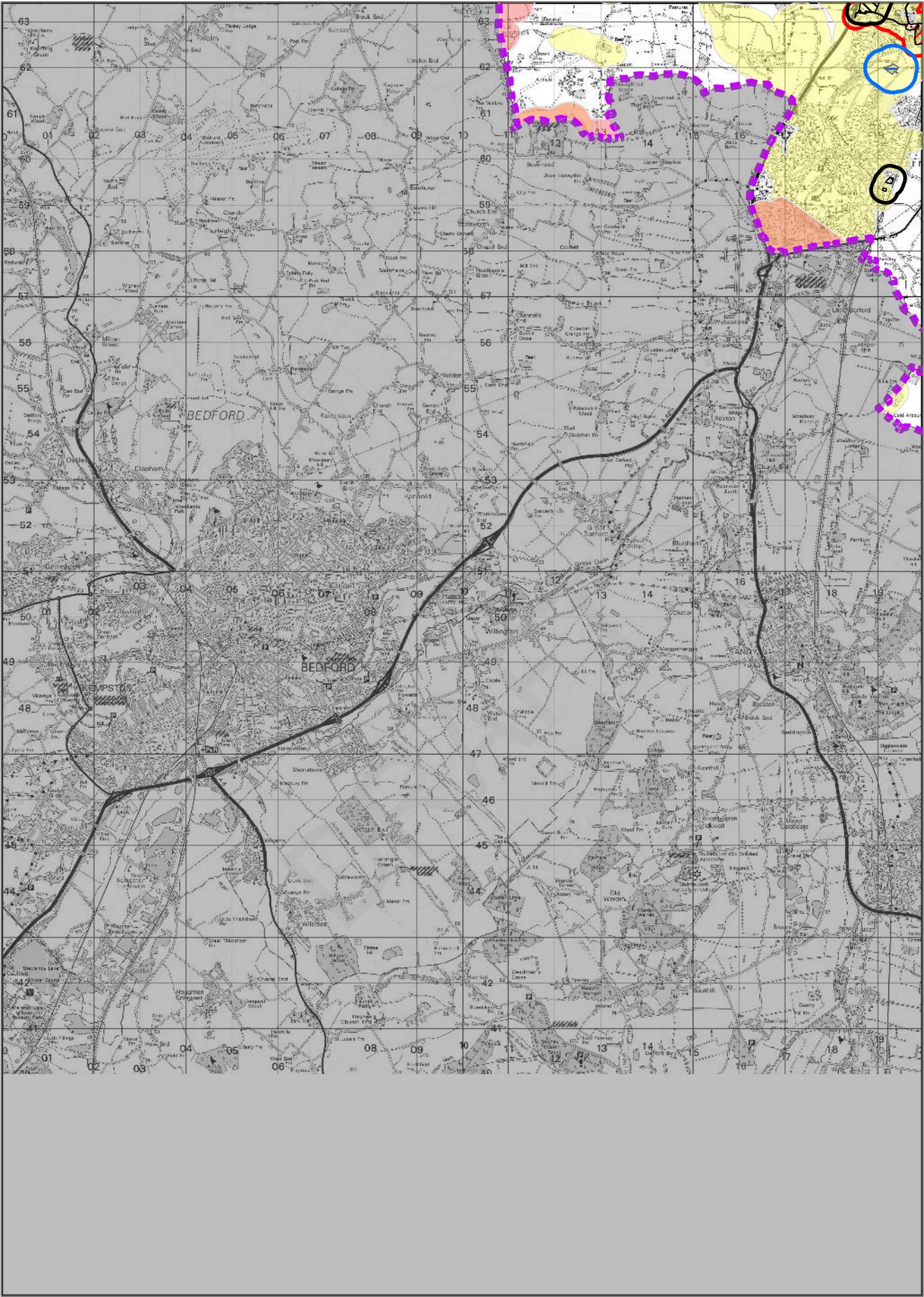


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Overview Map - G

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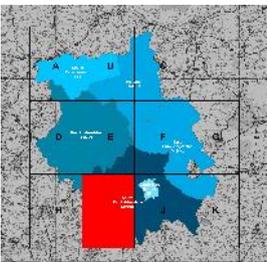
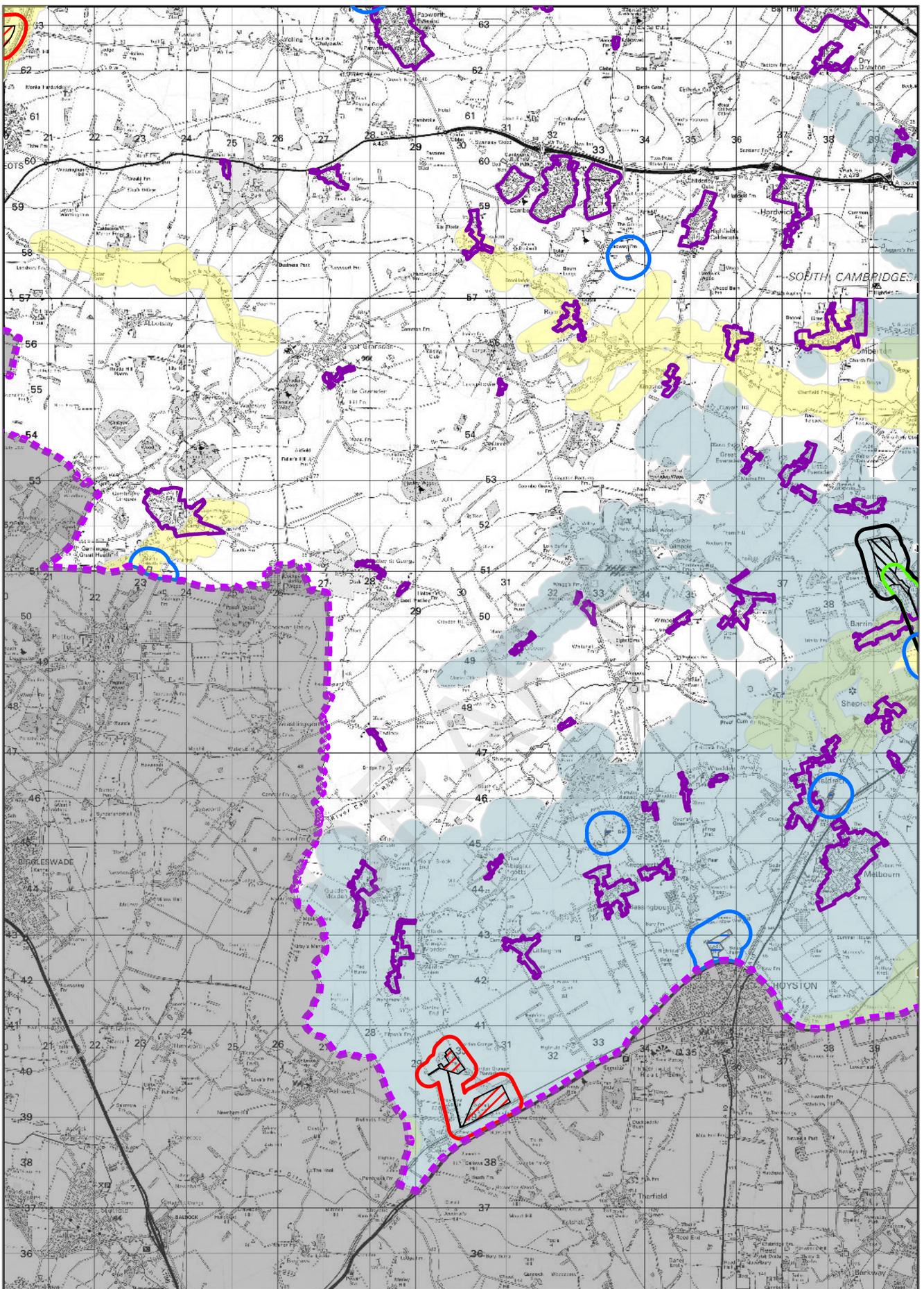




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Overview Map - H

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Further Draft

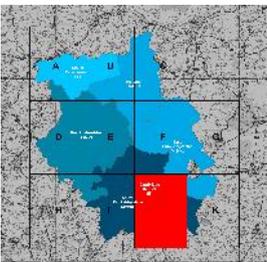
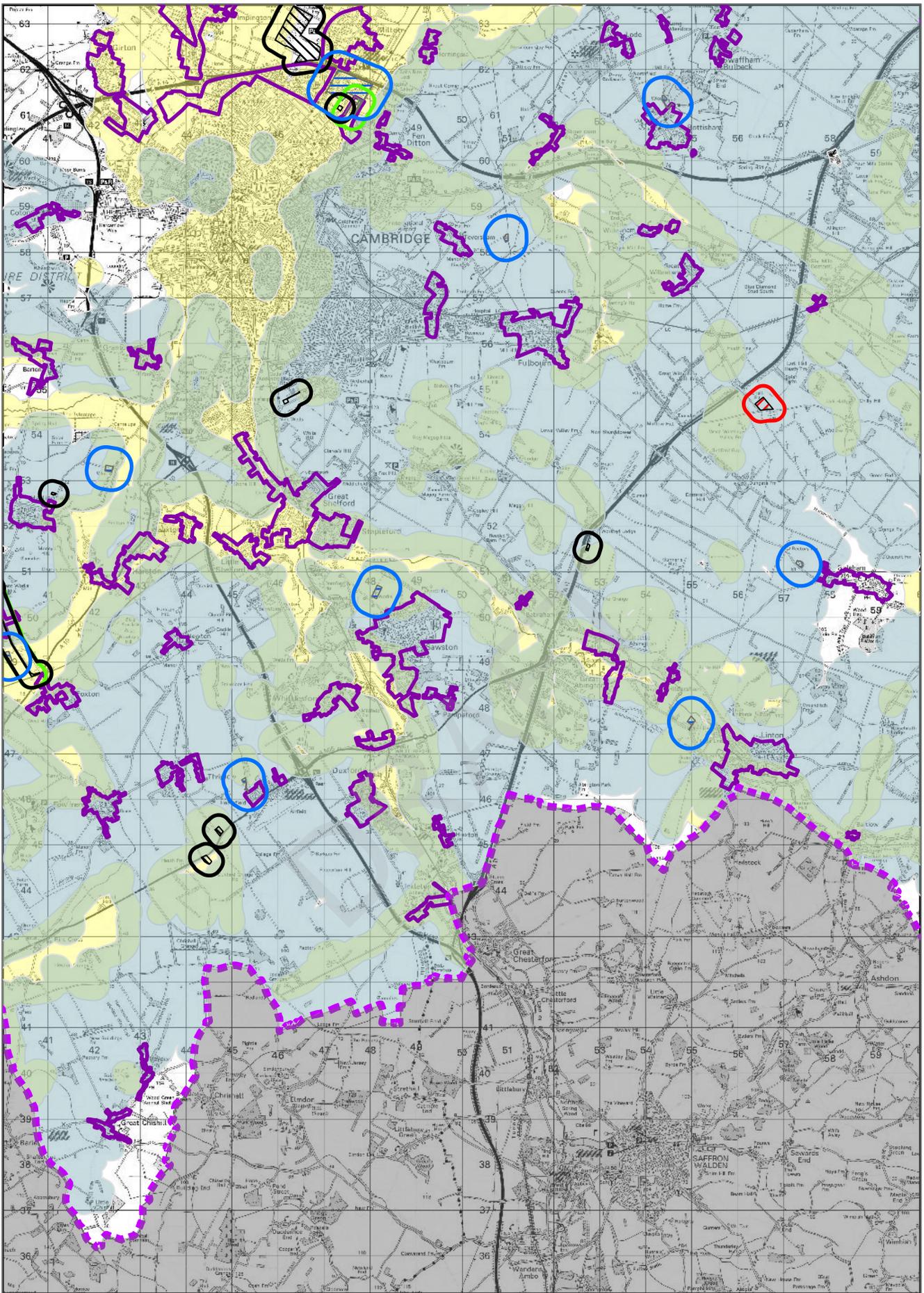


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Overview Map - I

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Further Draft

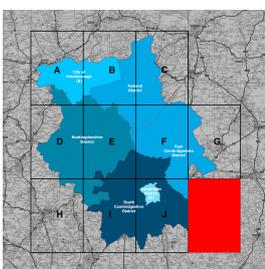
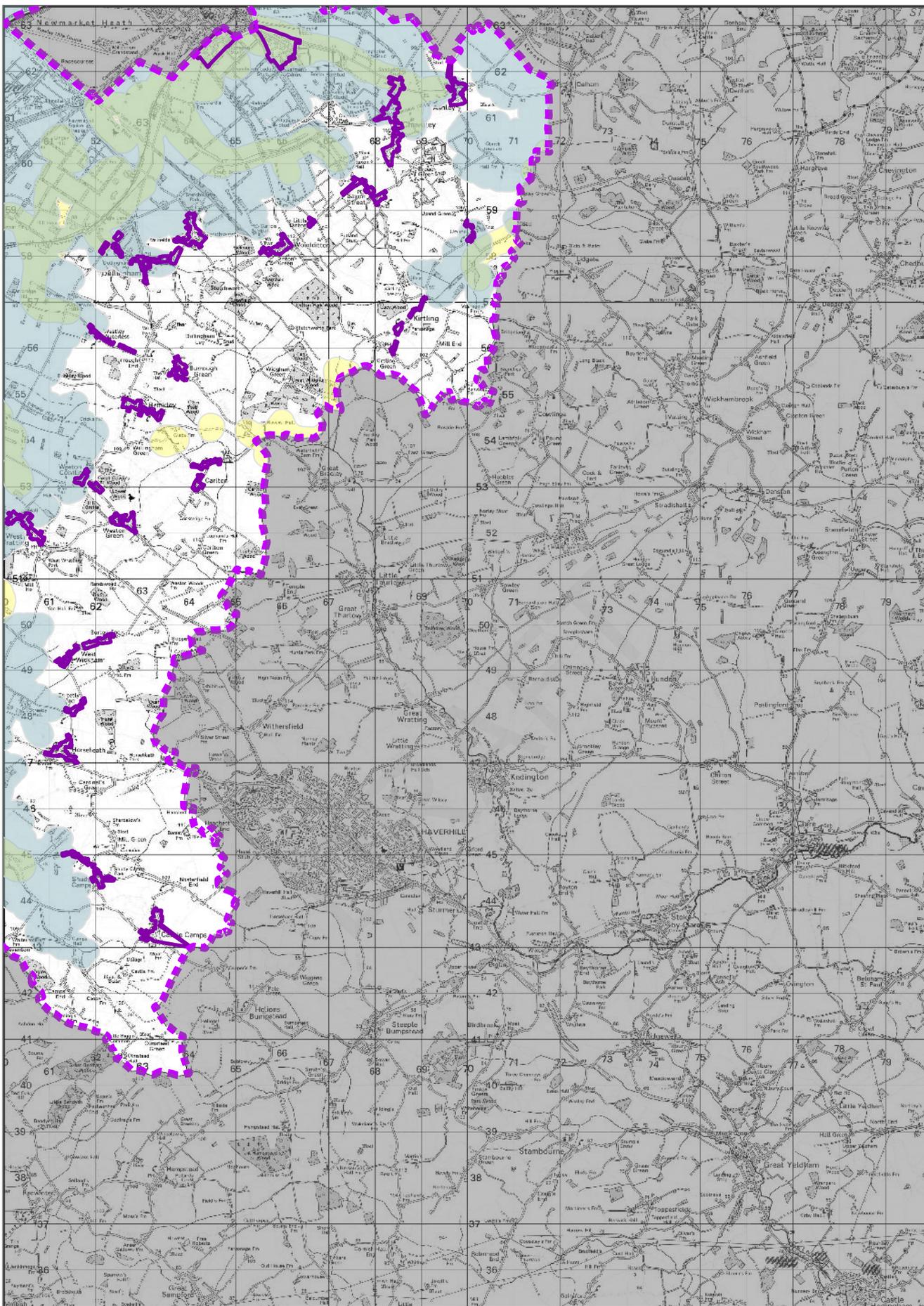




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Overview Map - J

Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft

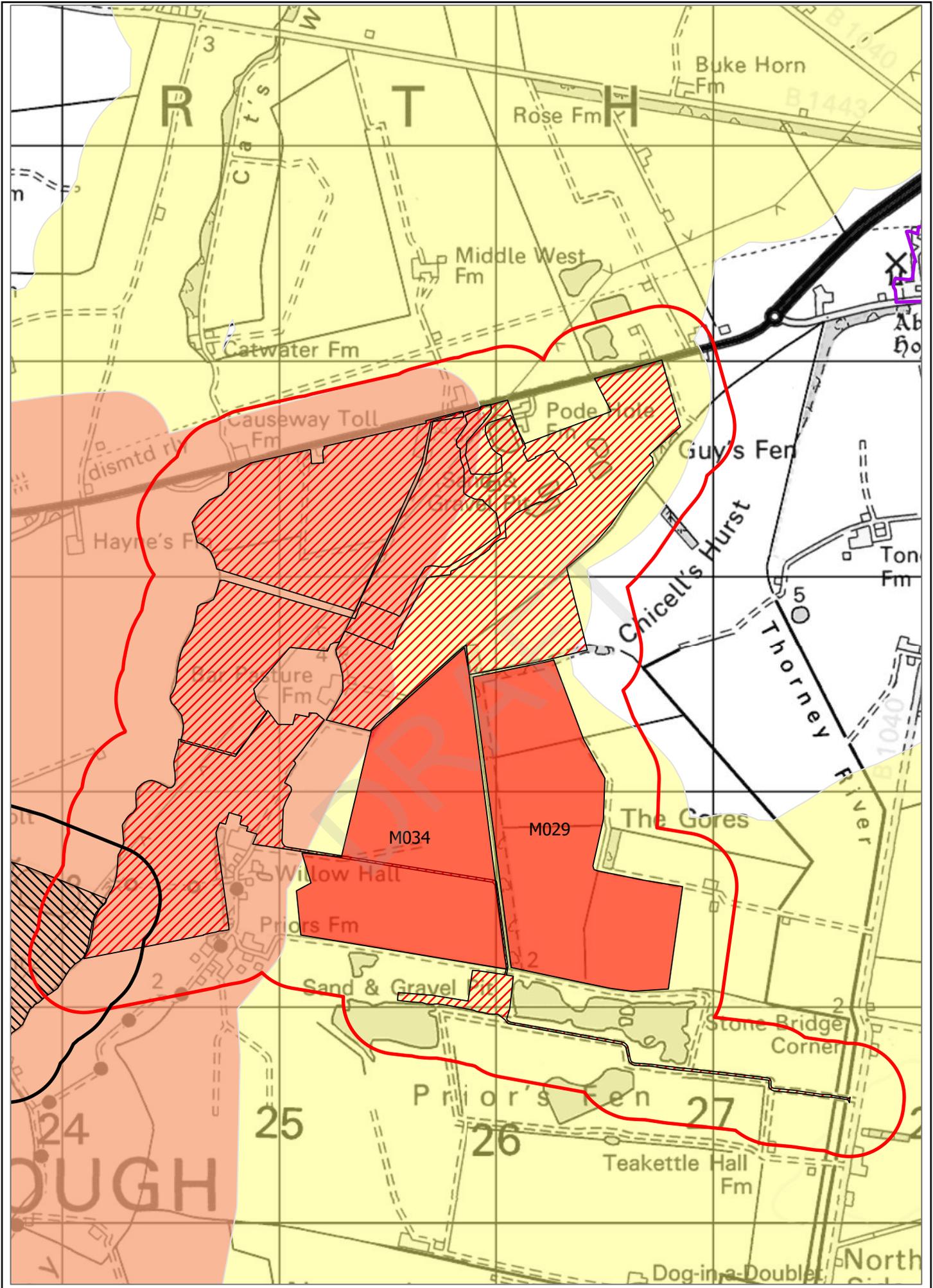


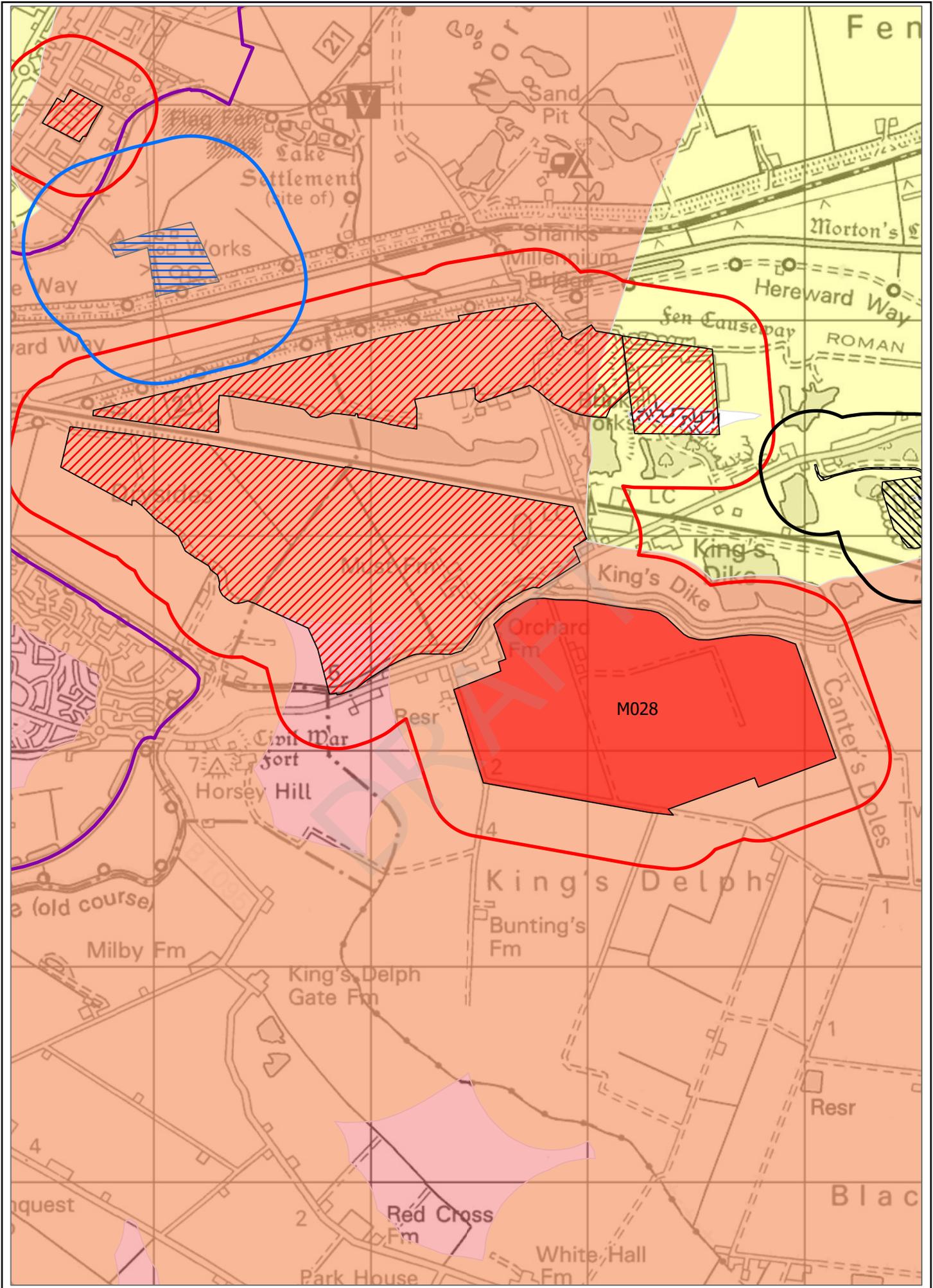
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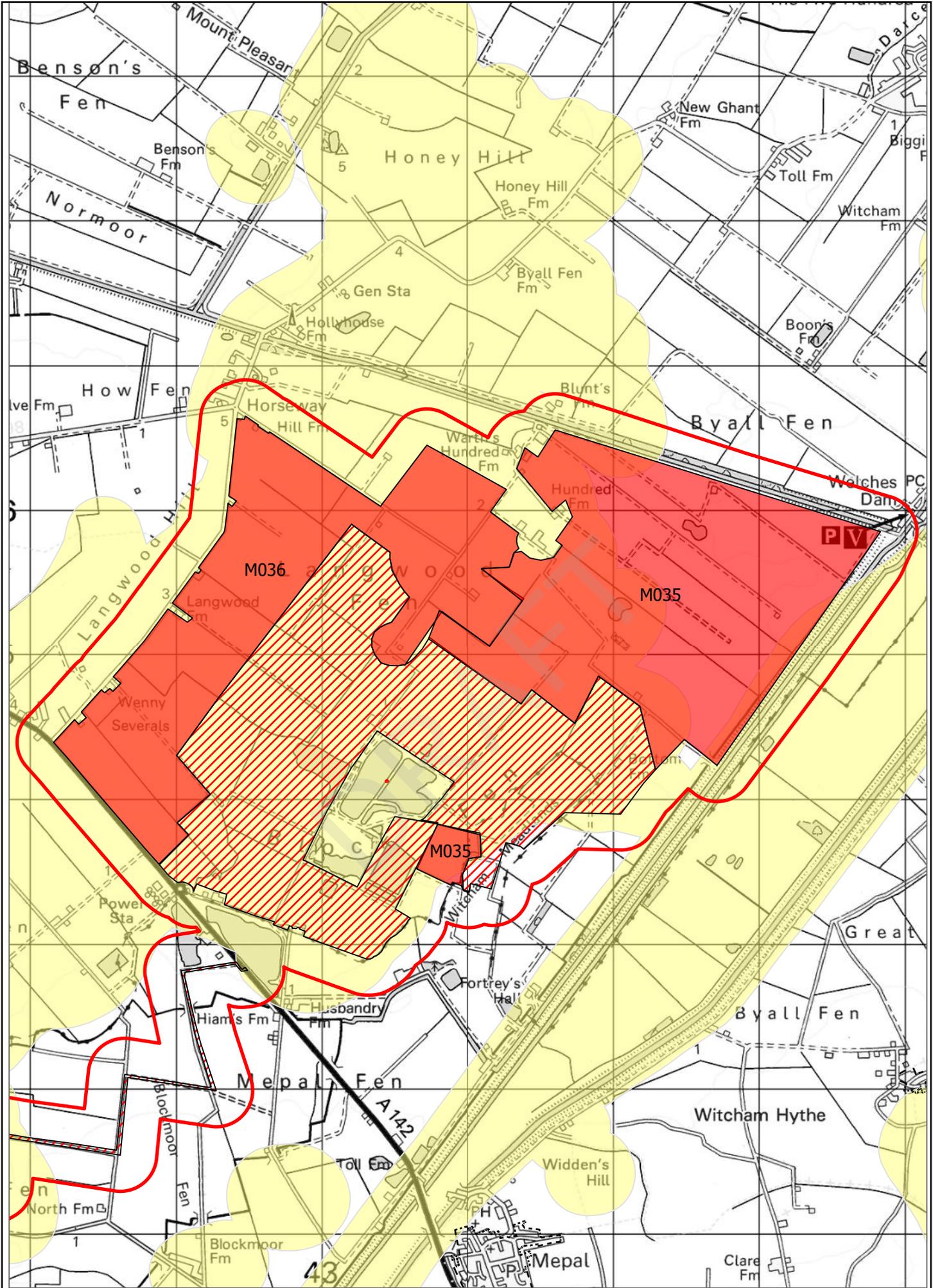
Overview Map - K

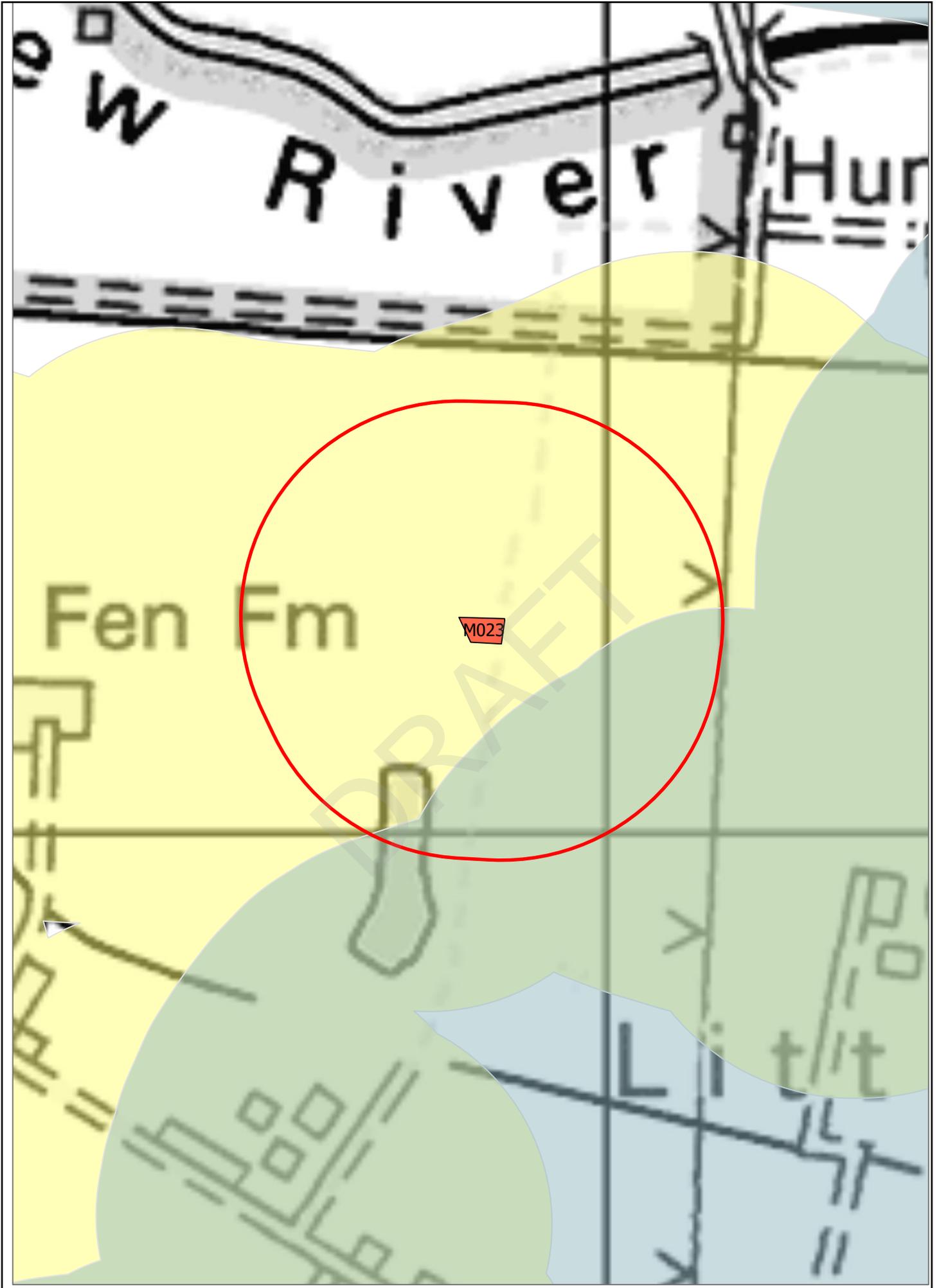
Cambridgeshire and Peterborough
Minerals & Waste Local Plan: Further Draft











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CABINET	AGENDA ITEM No. 12
4 FEBRUARY 2019	PUBLIC REPORT

Report of:	Growth, Environment and Resources Scrutiny Committee	
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	Tel. 07920 160796

TASK AND FINISH GROUP – FLY TIPPING AND WASTE POLICY REVIEW REPORT

R E C O M M E N D A T I O N S	
GROWTH, ENVIRONMENT AND RESOURCES SCRUTINY COMMITTEE	
<p>It is recommended that Cabinet</p> <ol style="list-style-type: none"> 1. Agree the recommendations set out in the interim report of the Task and Finish Group and note that further recommendations are expected following continued work by the Group. 2. Approve the financial and resource commitment required to deliver the short term enforcement and communication elements specified in 7.2 and 7.3 of the Task and Finish Group’s interim report. 3. Support the Task and Finish Group in their further work on the specified additional work as requested by Scrutiny Committee at their meeting 9th January 2019. (Section 2.1(b) of this report) 	

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 would be set up to investigate and make recommendations to Cabinet on policy changes that might reduce the amount of fly tipping.
- 1.2 This report is submitted to Cabinet following a meeting of the Growth, Environment and Resources Scrutiny Committee on 9 January 2019.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to present the interim report of the Task and Finish Group on Fly Tipping and Waste Policy:

a) for consideration of the conclusions and recommendations of a review;

b) to endorse the development of detailed policy proposals as requested by Scrutiny committee at their meeting on 9th January 2019, namely;

- Bulky waste Collection Policy, including examining the following: price, price banding, number of items per collection, times and days per week. Scheduled community collection events with Parish Councils etc.
- HRC Restrictions on van and trailers, opening hours, trade waste ban, DIY waste limits/charging, electronic permit application and/or use on site (e-permits) neighbouring authority policies, legal restrictions and financial implications.

To include where possible detail on legislative restrictions, neighbouring authority policies and

cost estimations for consideration.

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3, 'To take a leading role in promoting the economic, environmental and social well-being of the area.'

2.3 This report relates to matters relevant to the Environment Capital, Waste Management Strategy

3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
---	-----------	----------------------------------	------------

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 Household Recycling Centre ("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

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 interim 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 do nothing with the recommendations made by the group would render the group and its work somewhat pointless and fails to act on the 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 is 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. If this is the case then the Council will consider on a case by case basis the procurement process and decision-making required to give effect to such arrangements.

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.

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 -Disposal and GC Business Growth Hub
 - Hertfordshire Councils shared approach to Fly-Tipping
- <https://www.hertfordshire.gov.uk/services/recycling-waste-and-environment/recycling-andwaste/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:

Meeting Date	Items Discussed / Guests Attending
13 September 2018	First meeting to scope the review.
26 September 2018	Evidence gathering – evidence provided at meeting: <ul style="list-style-type: none">• July 2018 – Tip of the Binberg – Report Exploring the full cost of waste crime in Greater Manchester• July 2018 – Understanding and Tackling Fly Tipping in London• Weblink to Hertfordshire Councils Shared approach to tackling Fly Tipping:• Background briefing from key officers.
23 October 2018	Question and answer session with expert witnesses: <ul style="list-style-type: none">• Rose Tehan – Keep Britain Tidy• Karla Wilson – PES Enforcement Officer• Jamie MacFarlane – PES Enforcement Officer• Farsh Raoufi – Cambridgeshire Fire Officer
8 November 2018	Question and answer session with expert witnesses: <ul style="list-style-type: none">• 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
- 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
Waste Collection Authority			
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
Waste Disposal Authority Costs (3)			
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
Prevention and Enforcement Service Costs			
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

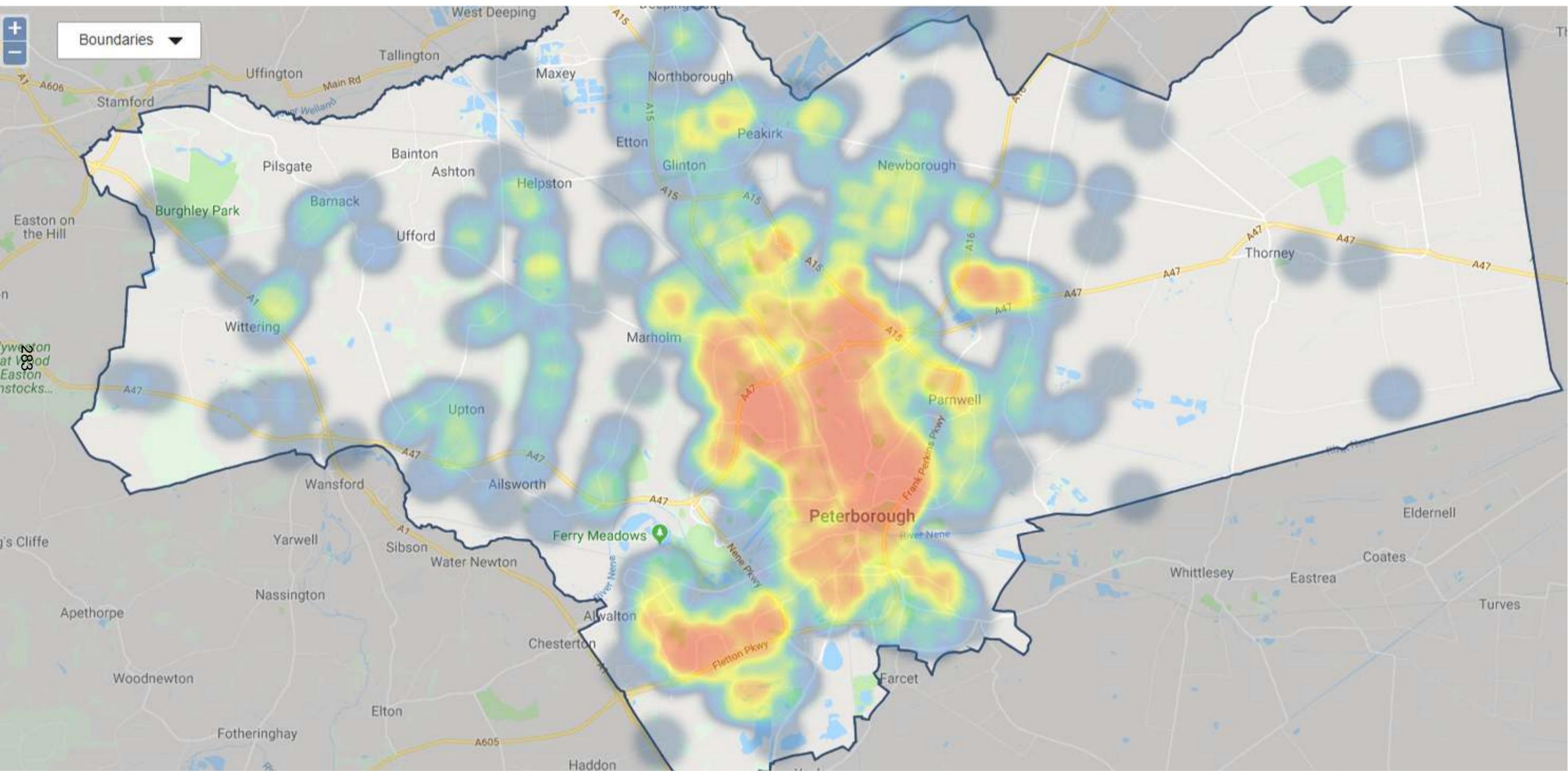
Appendix 4 – Copy of Keep Britain Tidy Presentation to Fly Tipping Task and Finish Group

Further information on this review is available from:

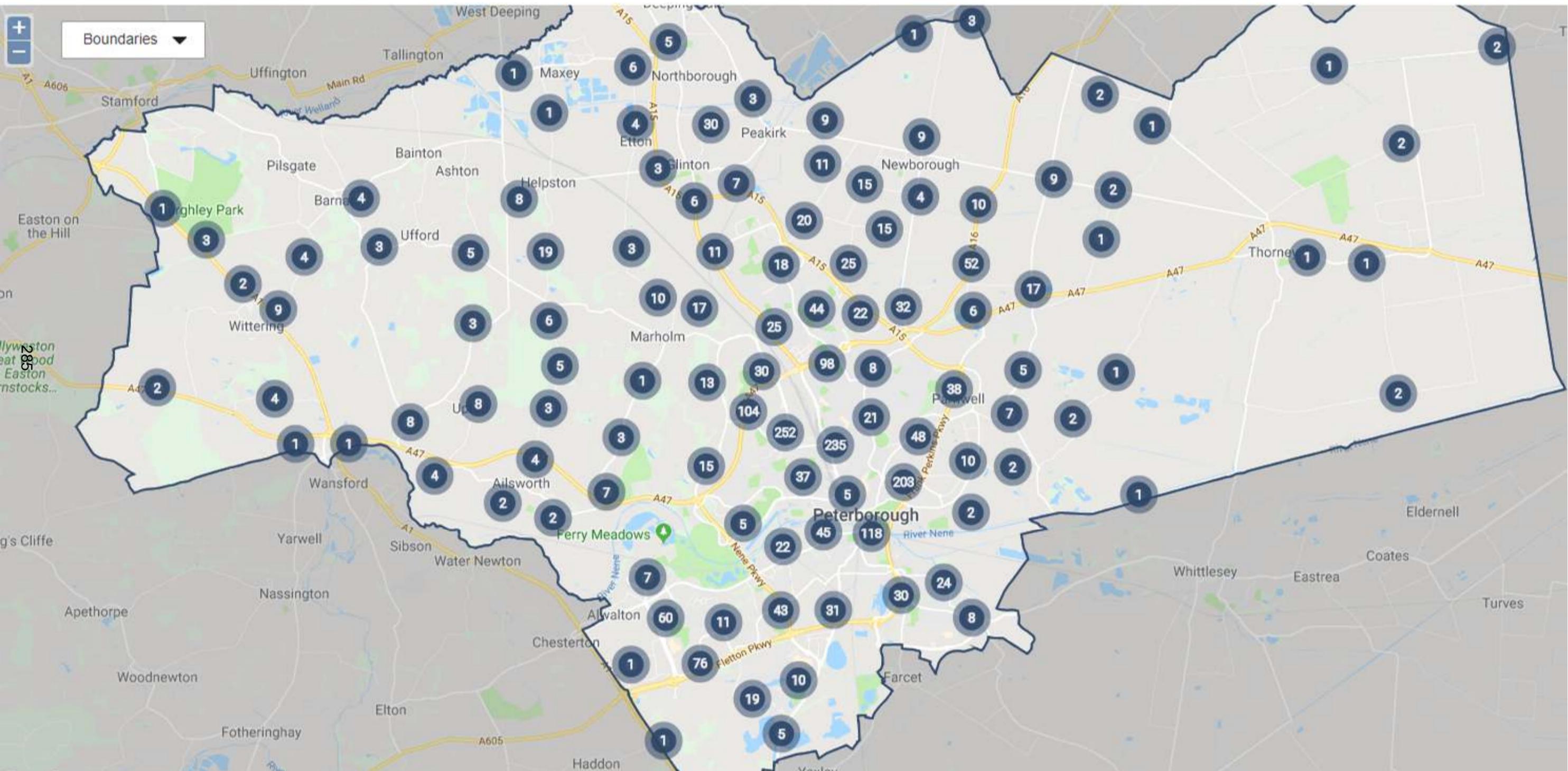
Democratic Services Team
Governance Directorate
Town Hall
Bridge Street
Peterborough
PE1 1HG

Telephone – (01733) 747474

Email – scrutiny@peterborough.gov.uk



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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



**WELWYN
HATFIELD**

Stevenage
BOROUGH COUNCIL



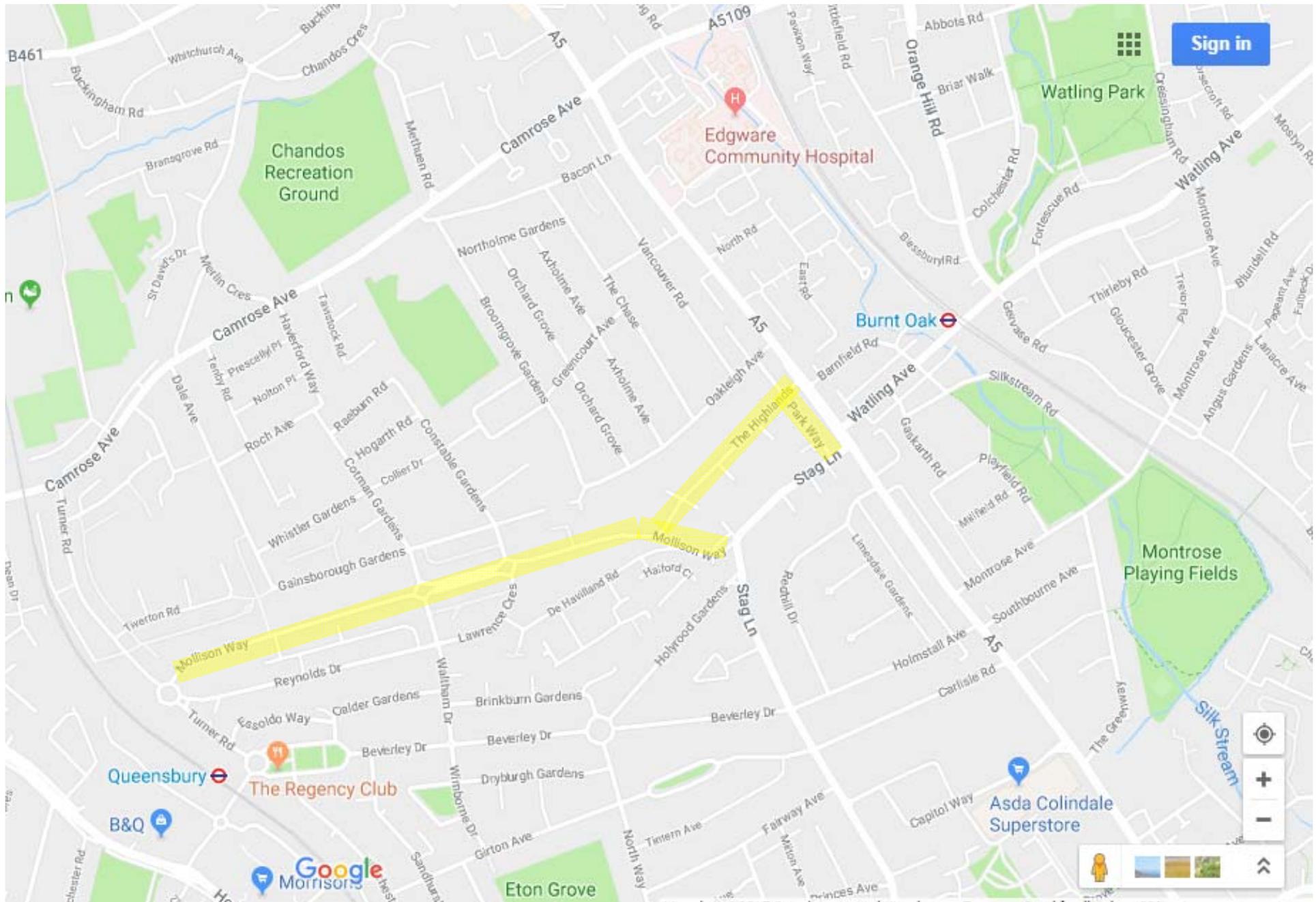
RESEARCH CONDUCTED TO DATE

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

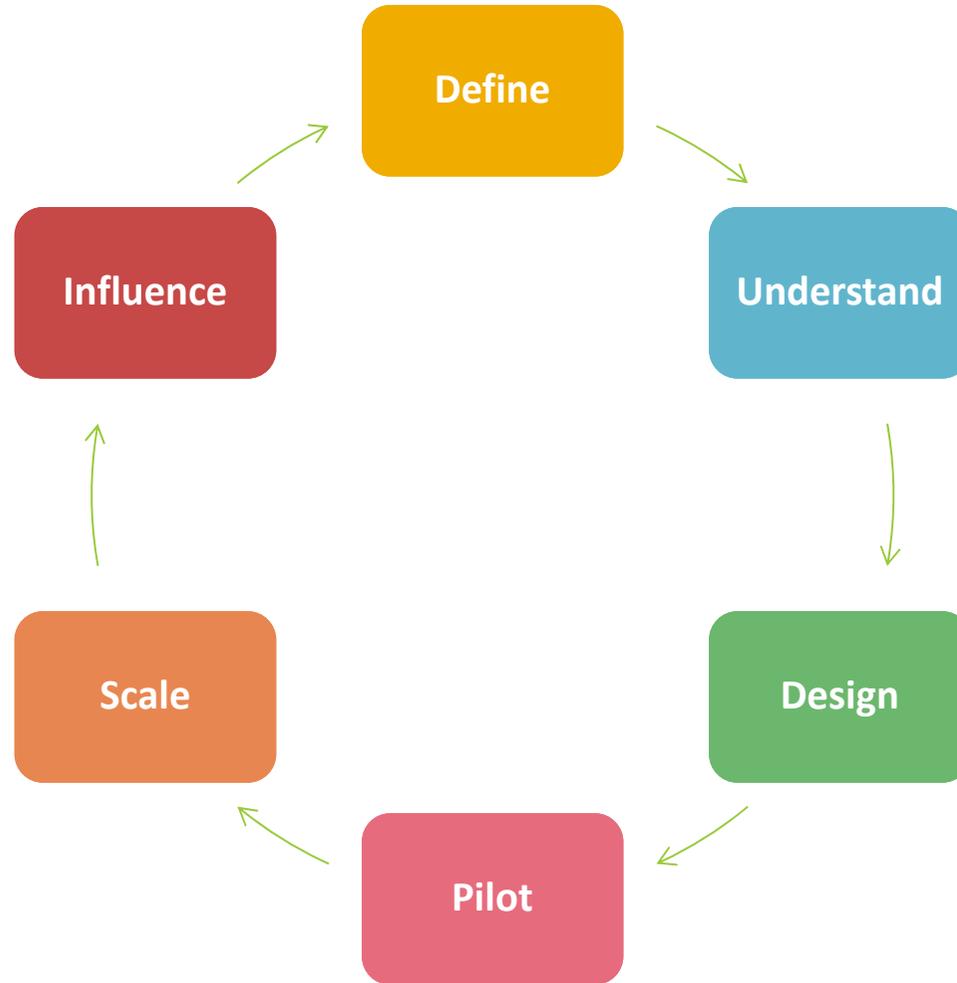
LEDNET



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

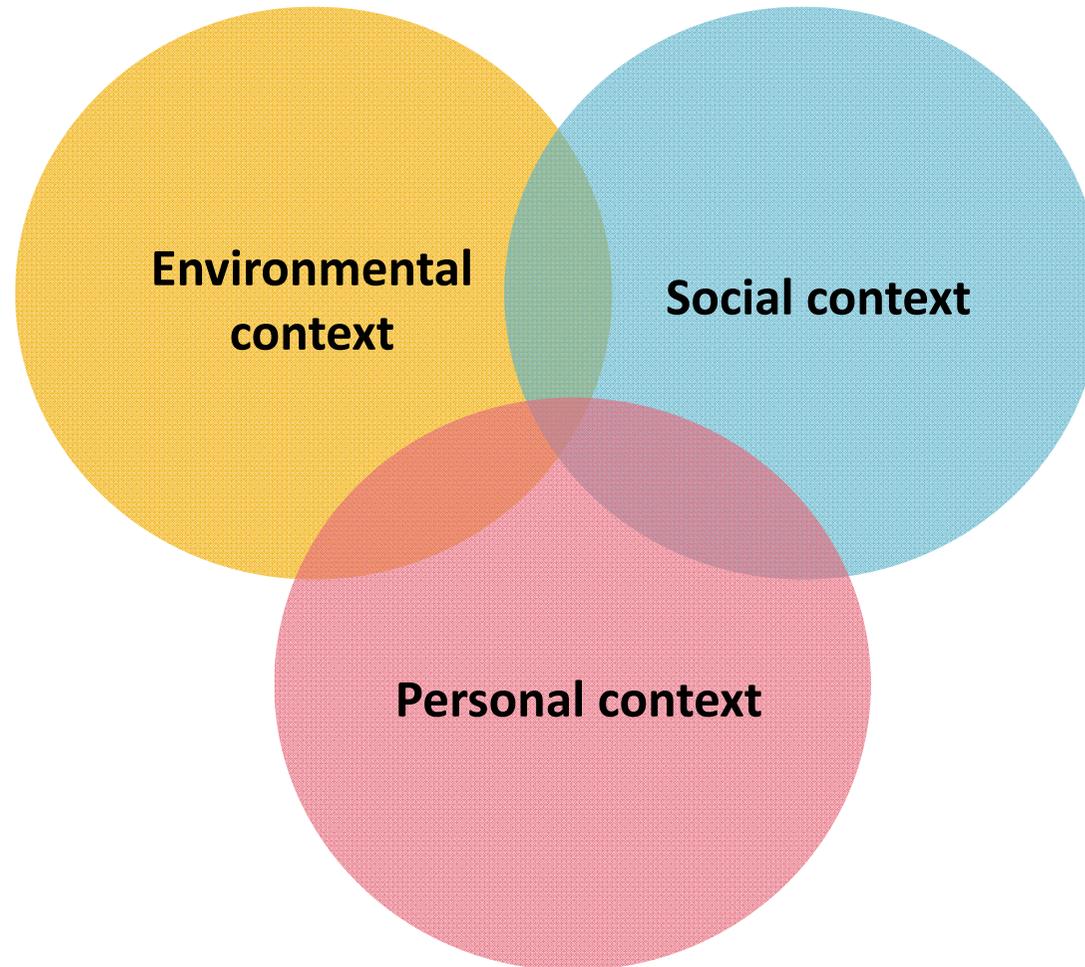


'The design and development of new approaches towards change that benefit society'

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?

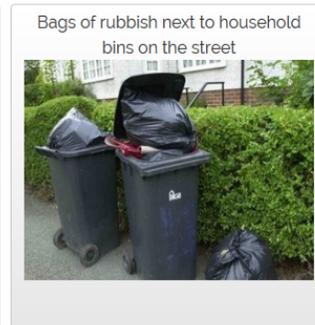
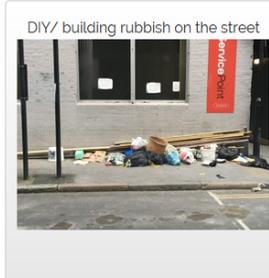
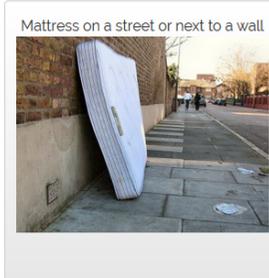
- ✓ Scalable
- ✓ Cost effective
- ✓ Measurable
- ✓ Practical to deliver
- ✓ Address behavioural insights

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



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'



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><i>Fly-tipping is the illegal dumping of waste on land.</i></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><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></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

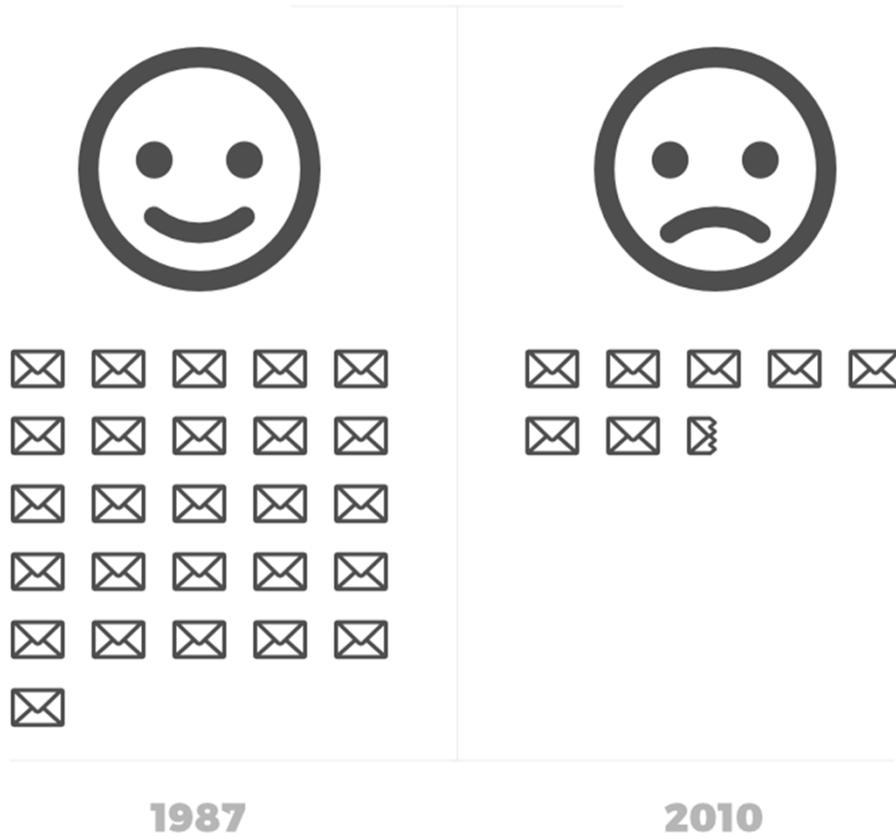
MAKE IT EASY: IMPROVE THE WAY INFORMATION IS PRESENTED

- 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

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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

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THE HASSLE FACTOR

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

Newham London

Services by topic | Apply for it

Home > Apply for it

Bulky

What would you like to report?

You are allowed to report bulky waste collection and bulky waste items.

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.

A	B	C	D	E	F	G	H	I	J	K	L	M
N	O	P	Q	R	S	T	U	V	W	X	Y	Z



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



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

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

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



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FOR MORE DETAILS SCAN THE QR CODE ABOVE OR VISIT:

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



DOORSTEP ENGAGEMENT IN TARGET AREAS

To address: all insights

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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



CABINET	AGENDA ITEM No. 13
4 February 2019	PUBLIC REPORT

Cabinet Member(s) responsible:	Cllr David Seaton, Cabinet Member for Resources	
Contact Officer(s):	Peter Carpenter, Acting Corporate Director of Resources Kirsty Nutton, Head of Corporate Finance	Tel. 452520 Tel. 384590

BUDGET CONTROL REPORT NOVEMBER 2018

RECOMMENDATIONS	
FROM: Acting Corporate Director of Resources	Deadline date: N/A
<p>It is recommended that Cabinet notes:</p> <ol style="list-style-type: none"> 1. The Revenue Budgetary Control position for 2018/19 at November 2018 includes a £3.921m overspend position on the revenue budget. 2. The key variance analysis and explanations are contained in Appendix A. 3. The estimated reserves position for 2018/19 is outlined in Appendix B. 4. In year budget risks are highlighted in Appendix C. 5. The Asset Investment and Treasury Budget Report is contained in Appendix D. 	

1. ORIGIN OF THE REPORT

- 1.1. This report is submitted to Cabinet following discussion by the Corporate Management Team (CMT).

2. PURPOSE AND REASON FOR REPORT

- 2.1. This report provides Cabinet an update as at November 2018 of the Budgetary Control position.
- 2.2. This report is for Cabinet to consider under its Terms of Reference:

No. 3.2.1 'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services' and

No. 3.2.5 'To review and recommend to Council changes to the Council's Constitution, protocols and procedure rules'.

3. TIMESCALE

Is this a Major Policy Item/ Statutory	Yes	If yes, date for Cabinet meeting	N/A
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Plan			
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4. NOVEMBER 2018 BUDGETARY CONTROL – REVENUE

- 4.1. The revenue budget for 2018/19, agreed at Full Council on 7 March 2018, was approved at £147.456m.

Revised Budget 2018/19	£000
Approved Budget 2018/19	147,456
Use of Reserves per MTFS	4,231
Revised Budget 2018/19	151,687
Drawdown of reserves during 2018/19	1,381
Revised Budget at November 2018	153,068

- 4.2. The 2018/19 year-end outturn position, is currently forecast to be £3.921m over spent. This is based on reported departmental information as at the end of November.
- 4.3. This has reduced by £0.094m (2%) in comparison to a £4.015m overspend position forecast at the end of October 2018, which was reported to Cabinet on 17 December 2018. The main reasons for the improvement are outlined in the following table:

Key Movements between the Forecasts	£000
Previous month forecast	4,015
Insurance Rebate - EFW Plant	(271)
Revenue costs associated with the procurement of accommodation to reduce homelessness	100
P&C Financing	(143)
Home to School transport	200
Other Variances	20
Current Month forecast	3,921

- 4.4. CMT have put plans in place to manage and scrutinise expenditure throughout the council, to mitigate the financial impact of the forecast overspend identified. There has been recent improvement in the position highlighting positive progress towards balancing the current year position.
- 4.5. The current overspend is largely isolated in one area, children's services, which was outlined in detail when reported at the Cabinet meeting on 23 July 2018, although there are a number of other key areas of overspend to be aware of. These are as follows:
- Demand within children's services £4.5m
 - Demand within adults services £0.8m
 - Peterborough Serco Strategic Partnership -Transformation costs, Business support and variable costs £2.0m
 - Amey contract extension £1.0m
 - Parking Services £0.5m
 - ICT £0.5m

- Volumes within the Coroners service £0.2m

4.6. These pressures are currently being mitigated in part by the one-off use of capital receipts, generated from the sale of Council assets, and the reduced financing needs of a smaller capital programme. The move to a truly sustainable budget will require a reduction in the use of “One-off” savings, as by nature these are not repeatable.

4.7. The provisional local government finance settlement was announced on 13th December 2018. Key announcements were a 3% General Council Tax referendum limit for 2019/20 meaning that an additional 1% can be built into the MTFs generating a further £0.770m of Council Tax income, New Homes Bonus baseline will remain at 0.4%, and a financial benefit of £0.634m from the surplus on the Levy account that is distributed to local authorities based on need.

4.8. The summary budgetary control position is outlined in the following table:

	Budget 2018/19	Cont. from reserves	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserves	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movement
Directorate	£000	£000	£000	£000	£000	£000	%	£000	£000
Chief Executives	1,583	55	1,638	1,557	0	(81)	-5%	(71)	(10)
Governance	4,647	111	4,758	5,024	0	266	6%	219	47
Growth & Regeneration	23,850	400	24,250	25,148	0	898	4%	1,089	(191)
People & Communities	84,466	617	85,083	89,257	0	4,174	5%	4,116	58
Public Health	(126)	198	72	72	0	0	0%	0	0
Resources	37,267	0	37,267	36,280	0	(987)	-3%	(990)	3
Total Expenditure	151,687	1,381	153,068	157,338	0	4,270	3%	4,363	(93)
Financing	(151,687)	(1,381)	(153,068)	(153,417)	0	(349)	0%	(349)	0
Contribution to Capacity reserve	0		0	0		0	0%	0	0
Net	0	0	0	3,921	0	3,921	3%	4,014	(93)

4.9. Further information is provided in the following appendices:

- Appendix A – Detailed revenue budgetary control position and explanation of key variances and risks
- Appendix B – Reserves position
- Appendix C – Budget risk register
- Appendix D - Asset Investment and Treasury Budget Report

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Detailed Revenue Budgetary Control position and explanation of key variances and risks

Chief Executives

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movement
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Chief Executive	241	0	241	212	0	(29)	-12%	(19)	(10)
HR	1,342	55	1,397	1,345	0	(52)	-4%	(52)	0
Total Chief Executives	1,583	55	1,638	1,557	0	(81)	-5%	(71)	(10)

The Chief Executive's department is reporting a small staffing and supplies and services related underspend of £0.081m

Governance

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movement
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Director of Governance	301	0	301	202	0	(99)	-33%	(99)	0
Legal Services	1,616	54	1,670	1,883	0	213	13%	182	31
Constitutional Services	2,058	0	2,058	2,058	0	0	0%	(12)	12
Performance & Information	192	57	249	245	0	(4)	-2%	(8)	4
Coroners Service	480	0	480	636	0	156	33%	156	0
Total Governance	4,647	111	4,758	5,024	0	266	6%	219	47

Currently the Governance department is forecasting £0.266m overspend.

Legal Services

There is a forecast overspend of £0.213m within the legal team largely due to staffing costs as a result of increased workloads relating to Child Protection, General Data Protection Regulation (GDPR), Homelessness and a compensation payment.

Coroner Service

There is a forecast pressure of £0.156m within this area. The final 2017/18 costs were greater than expected and not fully recognised in that financial year. The forecast overspend in 2018/19 is due to backlog of referrals, budget pressures from additional staff hired, and a number of complex cases. The Council is awaiting further detail from Cambridgeshire County Council on the overspend as there is a lack of clarity on costs charged, and this will be reported in due course, however this

pressure is likely to continue into future years and a bid for investment is expected to be brought forward in Tranche 3 of the process.

Growth & Regeneration

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movem ent
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Development and Construction	177	0	177	241	0	64	36%	64	0
Director, OP & JV	(77)	0	(77)	(57)	0	20	-26%	20	0
Peterborough Highway Services	9,151	0	9,151	9,044	0	(107)	-1%	(103)	(4)
Sustainable Growth Strategy	1,468	194	1,662	1,522	0	(140)	-8%	(139)	(1)
Waste, Cleansing and Open Spaces	12,266	0	12,266	12,192	0	(74)	-1%	197	(271)
Westcombe Engineering	91	0	91	91	0	0	0%	0	0
Corporate Property	1,227	186	1,413	1,821	0	408	29%	308	100
Resilience & Health & Safety	249	0	249	208	0	(41)	-16%	(41)	0
City Centre Management	318	0	318	601	0	283	89%	213	70
Marketing & Communications	253	0	253	407	0	154	61%	108	46
Parking Services	(2,096)	0	(2,096)	(1,623)	0	473	-23%	544	(71)
Regulatory Services	670	20	690	504	0	(186)	-27%	(126)	(60)
Service Director Environment & Economy	153	0	153	197	0	44	29%	44	0
Total Growth and Regeneration	23,850	400	24,250	25,148	0	898	4%	1,089	(191)

Currently the Growth and Regeneration department is forecasting £0.898m overspend.

Peterborough Highway Services

Street lighting energy costs are budgeted to reduce as the Street Lighting LED Programme replaces the old lighting with more energy efficient units. However, the savings are taking longer to deliver than originally envisaged, and combined with energy price increases, this is leading to a forecast overspend of £0.148m.

Due to a high workload and agency staff covering vacant posts employee costs are forecast to overspend by £0.056m. However additional income of £0.155m has been generated which offsets this pressure.

Various small savings have been identified including Concessionary fares £0.055m and Transport Planning matching Combined Authority funding £0.074m. These are offset by Queensgate Bus Station rates £0.011m, staff recharges £0.021m, Network Management utility debtor invoices not paid £0.034m, others £0.012m.

Bus Services - applying BSOG funding to enhance and develop further existing services and reduced Voluntary Partnership Arrangement (Stagecoach) £0.105m

Sustainable Growth Strategy

Savings on employee costs £0.085m, additional income £0.125m, miscellaneous small pressures £0.070m.

Waste, Cleansing and Open Spaces

Income from electricity sales at the Energy from Waste facility is currently higher than budgeted, leading to a favourable forecast of £0.542m. This is due to the performance of the plant and the escalating energy prices which offsets the pressure that the council is seeing on the electricity that it buys. Final earnings for 2017/18 income at the Energy from Waste plant have also now been confirmed and this was higher than expected by £0.177m.

The new Household Recycling Centre is due to open early 2019, therefore the budgeted investment is not fully required in 2018/19 saving £0.120m. However there are costs of £0.060m relating to the existing site contract extension costs.

Materials Recycling Facility fees for legal advice and support for resolving contract issues, together with claims for waste contamination and increased fees are expected to cost an additional £0.350m creating a pressure.

The financial negotiations with Amey have now concluded regarding the costs of extending the contract to 1 February 2019. The additional costs to the 1 February is £0.958m, resulting in a forecast overspend on the budget. The Council also expects to receive a pension rebate due to lower contribution rates from the Amey contract. This is due to lower contribution rates payable when comparing the contract and actuarial review which results in a £0.519m favourable position offsetting a proportion of the additional costs.

There has been an Insurance Rebate from the EFW Plant of £0.271m.

Further overspends relate to the closure of the WEE facility being delayed £0.020m, an income shortfall of £0.066m for charging for bins where there are new properties, specialist pavement cleansing in the City Centre £0.032m and £0.069m redundancy cost to deliver future savings.

Corporate Property

Sand Martin House income is forecast to be lower than originally anticipated. This is due to the nature of the listed buildings and the works required, commercial unit income and office sub-let income having been delayed or reduced, resulting in at £0.336m forecast overspend. There has been a saving of £0.128m on Sand Martin House rent as the occupancy date was later than anticipated. Revenue costs associated with the feasibility and abortive works for capital projects amounts to £0.100m. A budget will need to be established for this in future years. There is £0.100m

relating to revenue costs associated with the procurement of temporary accommodation, to reduce the overspend on housing and accommodate families at risk of homelessness.

City Centre Management

Income is forecast to be lower than budgeted for the City Market based on current stall occupancy £0.083m, for rent in the Pedestrian Area £0.044m and advertising space £0.012m. There was £0.052m lower income than budgeted on the Great Eastern Run due to fewer runners and less sponsorship.

Other small pressures £0.092m.

Marketing & Communications

Underspends on employee costs of £0.097m, £0.030m design and print and £0.027m other minor underspends.

Parking Services

At present the forecast income is £0.295m lower than the budget for off street car parking, including staff car parking off street fees, permits and season tickets. This arises from a shortfall in expected income based on current parking volumes £0.149m, and the additional multi-storey car park capacity at Fletton Quays £0.146m which is not yet fully utilised by the public, or widely promoted due to the ongoing works around the site.

There is also a forecast pressure relating to the costs from National Non-Domestic Rates (Business Rates), security, cleaning, and Ringo (debit/credit card charges), which totals £0.178m.

Regulatory Services

Employee cost savings £0.128m and other savings £0.058m.

People & Communities

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Move ment
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Adults	44,325	24	44,349	43,817		(532)	-1%	(373)	(159)
Commissioning & Commercial Operations	14,098	250	14,348	18,922		4,574	32%	4,575	(1)
Children's & Safeguarding	10,761	0	10,761	10,763		2	0%	2	0
Director	860	0	860	850		(10)	-1%	9	(19)
Education	5,494	87	5,581	5,740		159	3%	(38)	197
Communities	8,666	256	8,922	8,903		(19)	0%	(59)	40
Dedicated Schools Grant	262	0	262	262		0	0%	0	0

Total People and Communities	84,466	617	85,083	89,257	0	4,174	5%	4,116	58
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Further Breakdown in to the key service areas:

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movement
Adults:	£000	£000	£000	£000	£000	£000	%	£000	£000
Independent Sector Placements	31,981		31,981	32,731		750	2%	750	0
Adult Social Care Teams	7,578		7,578	7,384		(194)	-3%	(175)	(19)
Block Contracts	6,351	24	6,375	6,278		(97)	-2%	(97)	0
Financing	(3,073)		(3,073)	(4,003)		(930)	30%	(789)	(141)
Home Service Delivery Model	1,488		1,488	1,427		(61)	-4%	(62)	1
Total Adults	44,325	24	44,349	43,817	0	(532)	-1%	(373)	(159)
Commissioning & Commercial Operations:									
Permanency Service	12,523		12,523	17,060		4,537	36%	4,537	0
Clare Lodge	(1,171)	250	(921)	(921)		0	0%	0	0
Commissioning & Commercial Operations - Other	2,746		2,746	2,783		37	1%	38	(1)
Total Commissioning & Commercial Operations	14,098	250	14,348	18,922	0	4,574	32%	4,575	(1)
Children's & Safeguarding:									
Children's Social Care	6,676		6,676	6,679		3	0%	3	0
Children's - Other	4,085		4,085	4,084		(1)	0%	(1)	0
Total Children's & Safeguarding	10,761	0	10,761	10,763	0	2	0%	2	0
Director:									

Director	2,137		2,137	2,127		(10)	0%	9	(19)
Department Savings target	(1,277)		(1,277)	(1,277)		0	0%	0	0
Total Director	860	0	860	850	0	(10)	-1%	9	(19)
Education:									
Home To School & Childrens Social Care Transport	4,001		4,001	4,261		260	6%	53	207
School Improvement Traded Service	(937)		(937)	(937)		0	0%	0	0
Education - Other	2,430	87	2,517	2,416		(101)	-4%	(91)	(10)
Total Education	5,494	87	5,581	5,740	0	159	3%	(38)	197
Communities:									
Housing	2,392	50	2,442	2,554		112	5%	42	70
Cultural Services	2,447	22	2,469	2,591		122	5%	175	(53)
Targeted Youth Support Service (TYSS)	1,622		1,622	1,439		(183)	-11%	(154)	(29)
Prevention Enforcement Service (PES)	559	11	570	507		(63)	-11%	(64)	1
Communities - Other	1,646	173	1,819	1,812		(7)	0%	(58)	51
Total Communities	8,666	256	8,922	8,903	0	(19)	0%	(59)	40
Dedicated Schools Grant	262		262	262		0	0%	0	0
Total People and Communities	84,466	617	85,083	89,257	0	4,174	5%	4,116	58

Adults- Independent Sector Placements

A pressure of £0.750m is reported in relation to Adults Placement costs. This relates to residential nursing packages (£0.651m adverse to date) and Transforming Care (£0.151k adverse to date). Additional Client and Health income is partially offsetting this pressure. Forecast figure includes expected Summer and Winter pressures

Adults- Adult Social Care Teams

Overall there is a £0.194m forecast underspend on all operational teams. Within this there are savings on staffing £0.157m, and miscellaneous other £0.051m, with an overspend on Occupational Therapy equipment £0.014m.

Adults- Block Contracts

There is currently a favourable variance in respect of the recovery of an £0.080m overpayment to an Extra Care provider. An overall underspend of £0.012m is forecast due to one off Direct Payments to Carers. Carer support is predominantly covered in Independent Sector Placements with services such as carers sitting services and respite. There is also an underspend of £0.005m relating to Older People meals service.

Adults- Financing

Projects have been delayed to mitigate overspends in other People and Communities budgets. This action was implemented earlier in the year and has been increased to cover further emerging pressures.

Adults- Home Services Delivery Model

There is a £0.027m underspend on vacant posts and £0.020m on commissioned surveyor work, other underspends are £0.013m.

Commissioning- Permanency Service (TACT)

The Council is forecasting to overspend by £4.537m within this area. This is the result of agreeing to pay TACT an additional £0.637m in relation to the financial year 2017/18 and £3.9m in relation to financial year 2018/19. An upwards trend in the number of children coming into care, and the mix of placement types used, is feeding into the forecast overspend position. Although TACT are using their specialist expertise to recruit foster parents and adoption placements, progress towards achieving a balanced placement mix is in transition meaning there are still a number of placements with high associated costs.

Clare Lodge

A reserve contribution of £0.250m has been agreed which offsets the forecast overspend arising from the delayed opening of the new High Dependency Unit. A significant risk exists around occupancy which is still based on 14.6 average occupancy. Current occupancy is 15.

Commissioning and Commercial Operations- Other

A £0.044m forecast overspend is reported against Play Centres, which is the result of a delay in the Community Asset Transfers. This is partially offset by other small underspends are £0.007m.

Children's Social Care

An overspend of £0.003m is forecast against Children's Social Care. A risk exists around Financial Assistance and the use of Agency staff to cover substantive posts.

Director

It is assumed that all Department Savings targets will be achieved or will be offset by pipeline savings.

There is a pressure of £0.010m due to staff regrading, and other small underspends £0.020m.

Education- Home to School and Children's Social Care Transport

Home to School Transport is forecast to overspend by £200k. Further work is underway to validate and explain this overspend. An adverse variance of £0.018m is reported with regard to Passenger Transport Team staffing. Children Social Care transport is forecast to overspend by £0.042m. Further analysis has been requested to understand what is driving this increase e.g. more children transported, longer average journeys, etc.

Education- Other

Employee costs are forecast to underspend by £0.027m. An adverse variance of £0.079m is reported in relation to the underachievement of income on School Academy conversions. This income target was introduced as a result of charging schools to recover a proportion of the cost the local authority incurred to administer the conversion. However, as the pace of schools converting has reduced against previous estimates this target is unlikely to be achieved. A reduction in business rates was also built in to the budget as a result of the relief academies receive for holding charitable status. As outlined in the funding section, NNDR (business rates) is showing a favourable position. A favourable variance of £0.017m is reported with regard to pre-98 pension strain costs. The Education Psychology Service is forecast to over achieve its traded income target by £0.047m. A favourable variance of £0.075m is reported in regard to School Attendance Fines along with other small underspends of £0.014m.

Communities- Housing

Housing is forecast to overspend by a total of £0.112m. Temporary Accommodation costs are forecast to overspend by £0.303m. This is offset by a projected underspend on staffing of £0.176m. Other budget headings are forecast to underspend by £0.015m.

Communities- Cultural Services

A savings target of £0.250m against the contract with Vivacity will not be achieved, although has been offset by other savings of £0.086m. St. Georges Hydrotherapy pool is forecast to underspend by £0.042m.

Communities- Targeted Youth Support Service (TYSS)

The TYSS is forecast to underspend by £0.183m, this relates to holding staff vacancies pending new service implementation. This comprises a forecast underspend of £0.227m on employee costs, offset by other pressures of £0.044m.

Communities- Prevention Enforcement Service (PES)

The PES is forecast to underspend by £0.063m. This comprises a £0.168m forecast underspend on staffing and an underspend of £0.090m against non-staffing budgets. There is also an under recovery of £0.195m in relation to income from Penalty Charge Notices, Fixed Penalty Notice & CCTV.

Communities – Other

There is a forecast underspend of £0.005m. This comprises a £0.095m favourable variance against non-staffing budgets offset by a £0.090m overspend on staffing.

Public Health

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movem ent
Budget Group	£000	£000	£000	£000	£000	£000	%	£000	£000
Children 0-5 Health Visitors	3,718	198	3,916	3,913		(3)	0%	(4)	1
Children 5-19 Health Programmes	879	0	879	879		0	0%	0	0
Sexual Health	1,830	0	1,830	1,883		53	3%	53	0
Substance Misuse	2,299	0	2,299	2,299		0	0%	0	0
Smoking and Tobacco	317	0	317	305		(12)	-4%	(11)	(1)
Miscellaneous Public Health Services	1,661	0	1,661	1,623		(38)	-2%	(38)	0
Public Health Grant	(10,905)	0	(10,905)	(10,905)		0	0%	0	0
Children 5-19 Healthy Schools Programme	65	0	65	65		0	0%	0	0
Healthy Peterborough	10	0	10	10		0	0%	0	0
Total Public Health	(126)	198	72	72	0	0	0%	0	0

Public Health savings are on track to be delivered.

Resources

Budget Group	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserve	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movement
	£000	£000	£000	£000	£000	£000	%	£000	£000
Director's Office	112	0	112	200		88	79%	88	0
Financial Services	3,284	0	3,284	3,294		10	0%	2	8
Programme Management Office	139	0	139	124		(15)	-11%	(15)	0
Capital Financing	18,321	0	18,321	15,592		(2,729)	-15%	(2,729)	0
Corporate Items	4,954	0	4,954	4,883		(71)	-1%	(36)	(35)
Peterborough Serco Strategic Partnership	5,765	0	5,765	7,908		2,143	37%	2,105	38
ICT	5,302	0	5,302	5,758		456	9%	505	(49)
Energy	780	0	780	(86)		(866)	-111%	(888)	22
Cemeteries, Cremation & Registrars	(1,390)	0	(1,390)	(1,393)		(3)	0%	(22)	19
Total Resources	37,267	0	37,267	36,280	0	(987)	-3%	(990)	3

Capital Financing and Capital Receipts

The forecast underspend for Capital Financing is £2.729m as a result of the decision to apply additional capital receipts to offset the minimum revenue provision (MRP) in the 2018/19 financial year. In addition, the reprofiling of schemes, delays in the timing of capital expenditure and interest rates remaining lower than forecast in the MTFs for the beginning of the year, all contribute to the cost of new borrowing being forecast lower than originally budgeted. The forecast cost of raising new loans has been based on a capital programme of £118m, of which £73m is based on new borrowing as the timing of the Empower loan repayment is still to be determined. This is based on the capital programme as contained in the Tranche Two Cabinet report. It is still expected for this borrowing requirement to reduce in future months due to reprofiling of the capital programme to a more deliverable level of £100m, however exact details are to be confirmed and therefore has not been factored into the forecast outturn.

Peterborough Serco Strategic Partnership (PSSP)

The overspend forecast in this service is from a combination of three key areas. There is a £0.850m pressure due to the Annual Delivery Plan (ADP) and business transformation (strategic

improvement core cost). All items on the ADP should be linked to funding streams as core funding was reduced to nil in last year's budget. This figure will reduce once these allocations are delivered. The following savings that were included in the 2018/19 MTFS, are currently not on track to be achieved.

- The £1m Serco variable spend saving. IT consumable and machine spend has been reduced from previous year's spend via a gatekeeping process. However, overall variable spend with Serco has not yet reduced, due to ongoing programmes of work. Whilst budgets are in place for these works, these are mainly one off, and it has not been possible to make the planned ongoing budget reduction of £1m. The pattern of spend will be kept under constant review and the forecast outturn updated should a reduction in expenditure be experienced in the remaining months which will be used to inform the MTFS setting process.
- The Serco Business support saving of £0.100m.

These pressures are being reviewed to assess the future years MTFS implications. There is also a £0.193m pressure forecast in relation to the PSSP contract inflation budget being different to the assumption applied in the MTFS.

ICT

Savings that were expected to be generated through the implementation of a technology platform across Social Care (PeopleToo) is not now expected to be achieved as planned, creating a £0.137m pressure. The budgeted return on loans to partners to deliver this project has also not materialised as planned creating a £0.131m pressure through loss of interest receipt.

Savings targets in relation to Digital Roadmap project, including guaranteed resale income and also savings through decommissioning ICT Legacy systems and departmental efficiencies are not expected to be fully achieved, causing a £0.792m pressure.

There is a pressure against the core contract budget in 2018/19 due to one-off costs associated with new change controls being implemented £0.219m. However, a rebate received in year within the core contract budget, following a prior year change control notice reconciliation has offset the above pressures by £0.741m.

Other underspends £0.082m.

Energy

The Council has received additional interest income from extending a loan arrangement with Empower Community Management LLP in respect of solar installations.

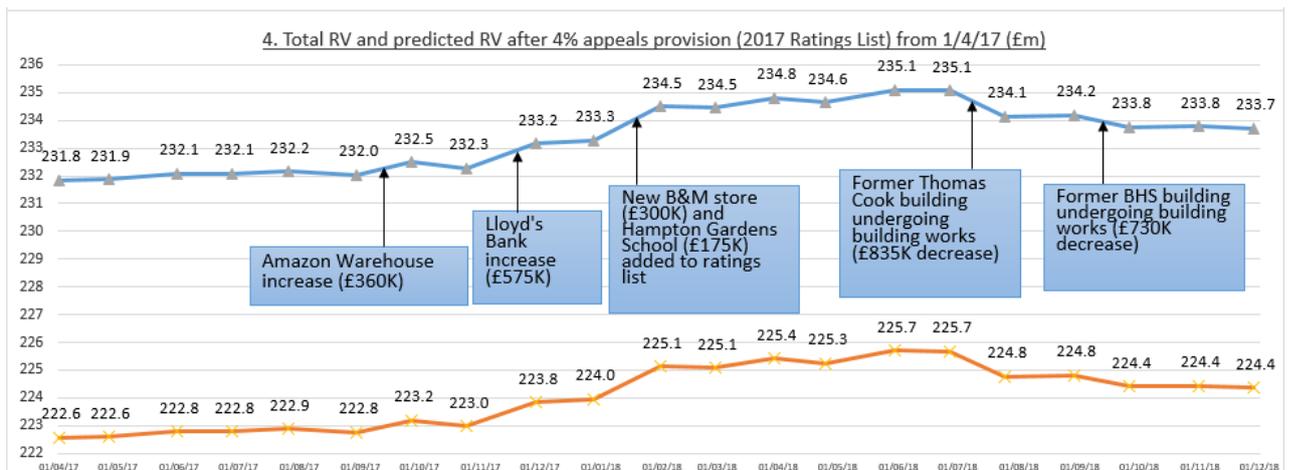
Financing

The following table show how the Council's expenditure is funded via council tax, business rates, non-specific grants and use of reserves.

Budget Group	Budget 2018/19	Cont. from reserves	Revised Budget 2018/19	Forecast Spend 2018/19	Cont. to reserves	Forecast Variance 2018/19	Forecast Variance 2018/19	Previous Month Variance	Movem ent
	£000	£000	£000	£000	£000	£000	%	£000	£000
Council Tax	(68,110)		(68,110)	(68,110)		0	0.00%	0	0
Council Tax - Adult Social Care precept	(5,328)		(5,328)	(5,328)		0	0.00%	0	0
NNDR Income	(45,465)		(45,465)	(45,814)		(349)	0.77%	(349)	0
NNDR Levy	216		216	216		0	0.00%	0	0
NNDR S31 grants	(3,128)		(3,128)	(3,128)		0	0.00%	0	0
NNDR Tariff	2,370		2,370	2,370		0	0.00%	0	0
Revenue Support Grant	(15,056)		(15,056)	(15,056)		0	0.00%	0	0
Parish Precept	(586)		(586)	(586)		0	0.00%	0	0
New Homes Bonus	(5,152)		(5,152)	(5,152)		0	0.00%	0	0
Section 31 Grant	(5,742)		(5,742)	(5,742)		0	0.00%	0	0
Contribution from/to Grant Equalisation Reserve	(4,231)		(4,231)	(4,231)		0	0.00%	0	0
Contribution from/to	0	(1,381)	(1,381)	(1,381)		0	0.00%	0	0

Reserves									
Contribution to Capacity Reserve	0		0	0		0	0.00%	0	0
Collection Fund - Council Tax	(1,188)		(1,188)	(1,188)		0	0.00%	0	0
Collection Fund - NDR	(287)		(287)	(287)		0	0.00%	0	0
Total Financing	(151,687)	(1,381)	(153,068)	(153,417)	0	(349)	0.23%	(349)	0

The following graph outlines the change in the Rateable Value of the properties and the key changes to the properties



Appendix B - Reserves

The Council's departmental reserves and the capacity building reserve are monitored throughout the year and feed into the budget setting process accordingly. The following table summarises the expected balance for all reserves for 2018/19 to 2021/22

Out of the total reserves balance only £14.9m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

Summary of Reserves	Balance Brought Forward 1.4.18	Cont. from reserves	Cont. to reserves	Movement between reserves	Forecast Balance 31.03.19	Forecast Balance 31.03.20
	£000	£000	£000	£000	£000	£000
General Fund Balance	6,000	0	0	0	6,000	6,000
Change Programme Fund:						
Capacity Building Reserve**	12,714	(9,565)	4,687	2,088	9,924	5,999
Grant Equalisation Reserve*	8,445	(4,231)	0	0	4,214	1,130
Development Equalisation Reserve	1,233	(1,233)	0	0	0	0
Departmental Reserves	5,197	(3,695)	0	(600)	902	902
Subtotal	27,589	(18,724)	4,687	1,488	15,040	8,031
Ring-Fenced Reserves						
Insurance Reserve***	4,937	0	0	(1,488)	3,448	3,448
Schools Capital Expenditure Reserve	1,208	(33)	0	0	1,176	1,176
Parish Council Burial Ground Reserve	51	0	0	0	51	51
Hackney Carriage Reserve	203	0	0	0	203	203
School Leases Reserve	243	(122)	0	0	121	79
Future Cities Reserve	240	(240)	0	0	0	0
Public Health Reserve	428	(198)	0	0	230	230
Subtotal	7,310	(593)	0	(1,488)	5,229	5,187
Total Available, Ring-Fenced reserves & General Fund Balance	40,899	(19,317)	4,687	0	26,269	19,218

* £4.2m drawn down per approved 2018/19 MTFS

** Capacity Building Reserve

- May be used to finance transformational costs associated with delivery of savings plans outlined in the 2019/20 – 2021/22 MTFS
- £4.4m of Capital receipts will be transferred to Capacity reserve during 2018/19.
- The forecast overspend in 2018/19 of £3.9m will be required to be funded from the Capacity reserve.

*** it should be noted that there has been a transfer of reserves from the Insurance reserve totalling £1.488m, following the actuarial review of the balances. This also includes an estimate for additional risk the council may be exposed to as a result of the Local Authority Trading Company (LATCo).

Appendix C – Budget Risk Register

The following table highlights the risks which have been identified within the 2018/19 Budget

Dept	Risk	Description	Rag rating	£000	Preventative M
Resources	ADP resource plan	There are Business Transformation costs within the core PSSP contract that were assumed to be rechargeable as part the ADP resource plan. Some dispute over funding means this needs to be assessed and there is a risk of no funding built in to meet the current costs.	Red		Budget Manager position on what v to do, and then to and ultimately wh
G&R	Corporate Property	Income for letting space at the Town Hall and Fletton Quays is not yet secured	Red		tbc
G&R	Parking Income	Further reduction in income – reduced footfall	Amber	0	tbc
Gov	Cost of Coroner Service	2018/19 contract costs - lack of clarity on costs charged by Cambridgeshire County Council	Amber	0	tbc
P&C	Independent Sector Providers (ISP)	Additional pressures on Nursing Residential, Delayed Transfer of Care (DTCO), Sleep In payments following Mencap court case and Transforming Care service users could increase the ISP overspend	Red	0	tbc
P&C	Homelessness	Demand led area. Should demand increase or mix between accommodation types changes, forecasts could alter	Amber	0	tbc
P&C	TACT placements	Demand led area. If placement mix changes or demand increases, only needs one or two cases to impact significantly	Amber	0	tbc
P&C	Traveller sites	Clearing of traveller sites	Red		tbc
P&C	Clare Lodge	Risk around loss of Income, & the cost of Agency Staff if recruitment and retention strategies are not successful	Amber		

Appendix D - Asset Investment and Treasury Budget Report as at November 2018

Introduction

The following report provides an update on the Council's Asset Investment Plan and the Treasury activity as at November 2018. It also provides an estimate of the borrowing requirement for 2018/19 to fund this plan.

Asset Investment Plan 2018/19

The revised Asset Investment Plan budget as at November 2018 is £103.0m, which includes £1.7m for Invest to Save (I2S) Schemes. The agreed investment as per the Medium Term Financial Plan (MTFS) was £158.7m. The movement between the MTFS position and the £181.3m as at April 2018 was a result of slippages mainly due to delays completing projects from 2017/18.

The actual investment expenditure as at November 2018 is £49.4m (71.9% of the revised budget to date). The latest forecast for expenditure is that it should not exceed £100.0m, therefore the Council is expecting to spend a further £52.1m before March 2019.

The Growth & Regeneration budget includes £1.5m "Pothole" grant which was announced in the Chancellor's pre-budget speech, and has since been received. The grant conditions state that this funding must be allocated to work that would otherwise not be undertaken and must be completed within the current financial year.

The Council has a Capital Review Group (CRG) which meets monthly specifically to reduce the current investment expenditure budget to £100m and the future 5 years and monitor the expenditure.

The following table shows the breakdown of the Council's Asset Investment over the directorates and how this investment is to be financed.

Directorate	MTFS Budget £000	1st April Budget £000	Current Budget FY £000	Revised Budget YTD £000	Actual YTD £000
Governance	49	49	-	-	-
Growth & Regeneration	55,239	63,363	52,411	34,941	25,471
People & Communities	58,883	64,692	38,685	25,790	19,140
Resources	16,195	1,119	10,223	6,815	4,121
Invest to Save	28,350	52,065	1,728	1,152	654
TOTAL	158,716	181,287	103,047	68,698	49,386
Grants & Contributions	40,486	46,335	40,935	27,290	33,842
Capital Receipts – repayment of loans	1,000	1,000	24,150	16,100	1,500
Borrowing	117,230	133,952	37,962	25,307	14,044
TOTAL	158,716	181,287	103,047	68,698	49,386

Borrowing and Funding the Asset Investment Plan

It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent and sustainable limits) are outlined in the Treasury Management Strategy approved as part of the MTFS. The Council borrows only to fund the Asset

Investment Plan. The current plan assumes that 39.7% of the budgeted expenditure will be funded by borrowing.

The Council's total borrowing as at the end of November 2018 was £413.6m (see following table). The level of debt is measured against the Councils Authorised Limit for borrowing of £706.5m which must not be exceeded and the Operational Boundary (maximum working capital borrowing indicator) of £659.7m. These limits are set to enable borrowing in advance of need to take advantage of favourable loan rates in consideration of future years capital investment programme.

Borrowings	Less than 1yr £000	1-2yrs £000	2-5yrs £000	5-10yrs £000	10+yrs £000	Total £000	Ave. Interest Rate %
PWLB	0	-	11,628	15,715	312,244	339,587	3.6
Local Authority	34,000	17,500	5,000	0	0	56,500	1.7
Market Loans	0	0	0	0	17,500	17,500	4.5
LEP Loan	0	0	0	0	0	-	-
Total Borrowing	34,000	17,500	16,128	15,715	329,744	413,587	3.4
% of total Borrowing	8%	4%	4%	4%	80%		
Borrowing Limit (PI)	40%	40%	80%	80%	100%		

The majority of the debt is taken on a 10+yr basis. The Corporate Director: Resources believes it to be prudent to take advantage of a relatively low long term fixed rate of interest as it mitigates some of the risk of PWLB rate rises. Long term interest rates remain relatively low e.g. the standard PWLB rate for 50yr loans including the certainty rate was 2.745% at end of November 2018. The historically low PWLB rates are a result of the investor fears and confidence creating an ebb and flow situation between favouring more risky assets i.e. equities, or the safe haven of bonds and have been fluctuating recently due to uncertainty over Brexit negotiations.

The following table shows the activity in Loans held by the Council for the year to date, with £16m of loans being repaid and £10m of new borrowing taken to fund the capital programme:

Loans Portfolio £000		
April 2018 b/f		419,587
repayment of loans to date	(16,000)	
new loans in year	10,000	
net increase/(decrease) to date		(6,000)
Loans portfolio as at November 2018		413,587

Total interest payable on existing loans for the year (£413.6m) is expected to be £13.9m. The Council is due to repay a further £6m in December and expects to borrow a further £20m in the same period.

The CRG is now reviewing the Council's £17.1m of S106 and Planning Obligation Implementation Scheme (POIS) funding at the monthly meetings. To date £8.7m has been earmarked for specific projects but more work needs to be done by the services to allocate the

remaining funding to reduce the borrowing costs to the Council. CRG will invite the S106 Officer to the meeting to discuss current investment projects which may be able to use this funding to reduce this funding balance further.

Investments

The Council aims to achieve the optimum interest on investments commensurate with the proper levels of security and liquidity. In the current economic climate the Council considers it appropriate to keep investments short term to cover cashflow fluctuations. This financial year investment returns have been from Barclays (the Council's banking provider), CCLA Money Market funds, the Debt Management Office and Local Authorities.

As at November 2018 the Council's external investments totalled £4.9m and have yielded interest to date of £0.075m, which reflects both relatively the low cash balances held to minimise the cost of borrowing and low interest rates being available in the economic climate

Capital Receipts

Capital Receipts are used as part of a contribution to fund the Minimum Revenue Provision as approved in the MTFs. Close monitoring of the receipts from asset sales is maintained as any significant change will now have a direct impact on the revenue position.

Capital Receipts are monitored on a monthly basis and each sale given a status of Red, Amber or Green to identify the likely receipt before March 2019. The MTFs includes a contribution of £2.9m Capital Receipts to fund the MRP, with the revised receipts figure including a further £6.7m rolled forward from uncompleted disposals in 2017/18.

Capital Receipts To Off Set Revenue MRP Charge RAG Status	MTFS Budget £000	Revised Budget £000	Received to Date £000	Not yet received £000
Green	-	7,981	2,599	5,382
Amber	2,922	4,440	-	4,440
Red	-	-	-	-
Total (not inc Investment Assets)	2,922	12,421	2,559	9,822
Investment Assets	-	-	-	-
Total Capital Receipts	2,922	12,421	2,599	9,822

Reserves

The Council's departmental reserves and the capacity building reserve are monitored throughout the year and feed into the budget setting process accordingly. The following table summarises the expected balance for all reserves for 2018/19 to 2021/22

Out of the total reserves balance only £14.9m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

Summary of Reserves	Balance Brought Forward 1.4.18	Cont. from reserves	Cont. to reserves	Movement between reserves	Forecast Balance 31.03.19	Forecast Balance 31.03.20
	£000	£000	£000	£000	£000	£000
General Fund Balance	6,000	0	0	0	6,000	6,000
Change Programme Fund:						
Capacity Building Reserve**	12,714	(9,565)	4,687	2,088	9,924	5,999
Grant Equalisation Reserve*	8,445	(4,231)	0	0	4,214	1,130
Development Equalisation Reserve	1,233	(1,233)	0	0	0	0
Departmental Reserves	5,197	(3,695)	0	(600)	902	902
Subtotal	27,589	(18,724)	4,687	1,488	15,040	8,031
Ring-Fenced Reserves						
Insurance Reserve***	4,937	0	0	(1,488)	3,448	3,448
Schools Capital Expenditure Reserve	1,208	(33)	0	0	1,176	1,176
Parish Council Burial Ground Reserve	51	0	0	0	51	51
Hackney Carriage Reserve	203	0	0	0	203	203
School Leases Reserve	243	(122)	0	0	121	79
Future Cities Reserve	240	(240)	0	0	0	0
Public Health Reserve	428	(198)	0	0	230	230
Subtotal	7,310	(593)	0	(1,488)	5,229	5,187
Total Available, Ring-Fenced reserves & General Fund Balance	40,899	(19,317)	4,687	0	26,269	19,218

* £4.2m drawn down per approved 2018/19 MTFS

** Capacity Building Reserve

- May be used to finance transformational costs associated with delivery of savings plans outlined in the 2019/20 – 2021/22 MTFS
- £4.4m of Capital receipts will be transferred to Capacity reserve during 2018/19.
- The forecast overspend in 2018/19 of £3.9m will be required to be funded from the Capacity reserve.

*** it should be noted that there has been a transfer of reserves from the Insurance reserve totalling £1.488m, following the actuarial review of the balances. This also includes an estimate for additional risk the council may be exposed to as a result of the Local Authority Trading Company (LATCo).

Appendix C – Budget Risk Register

The following table highlights the risks which have been identified within the 2018/19 Budget

Dept	Risk	Description	Rag rating	£000	Preventative Management Action taken, or planned
Resources	ADP resource plan	There are Business Transformation costs within the core PSSP contract that were assumed to be rechargeable as part the ADP resource plan. Some dispute over funding means this needs to be assessed and there is a risk of no funding built in to meet the current costs.	Red		Budget Manager working to gain an understanding the original position on what was in the core fee and what the ADP was designed to do, and then to compare that to what our costs are covering now, and ultimately where they should be funded from.
G&R	Corporate Property	Income for letting space at the Town Hall and Fletton Quays is not yet secured	Red		tbc
G&R	Parking Income	Further reduction in income – reduced footfall	Amber	0	tbc
Gov	Cost of Coroner Service	2018/19 contract costs - lack of clarity on costs charged by Cambridgeshire County Council	Amber	0	tbc
P&C	Independent Sector Providers (ISP)	Additional pressures on Nursing Residential, Delayed Transfer of Care (DTC), Sleep In payments following Mencap court case and Transforming Care service users could increase the ISP overspend	Red	0	tbc
P&C	Homelessness	Demand led area. Should demand increase or mix between accommodation types changes, forecasts could alter	Amber	0	tbc
P&C	TACT placements	Demand led area. If placement mix changes or demand increases, only needs one or two cases to impact significantly	Amber	0	tbc
P&C	Traveller sites	Clearing of traveller sites	Red		tbc
P&C	Clare Lodge	Risk around loss of Income, & the cost of Agency Staff if recruitment and retention strategies are not successful	Amber		

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Asset Investment and Treasury Budget Report as at November 2018

Introduction

The following report provides an update on the Council's Asset Investment Plan and the Treasury activity as at November 2018. It also provides an estimate of the borrowing requirement for 2018/19 to fund this plan.

Asset Investment Plan 2018/19

The revised Asset Investment Plan budget as at November 2018 is £103.0m, which includes £1.7m for Invest to Save (I2S) Schemes. The agreed investment as per the Medium Term Financial Plan (MTFS) was £158.7m. The movement between the MTFS position and the £181.3m as at April 2018 was a result of slippages mainly due to delays completing projects from 2017/18.

The actual investment expenditure as at November 2018 is £49.4m (71.9% of the revised budget to date). The latest forecast for expenditure is that it should not exceed £100.0m, therefore the Council is expecting to spend a further £52.1m before March 2019.

The Growth & Regeneration budget includes £1.5m "Pothole" grant which was announced in the Chancellor's pre-budget speech, and has since been received. The grant conditions state that this funding must be allocated to work that would otherwise not be undertaken and must be completed within the current financial year.

The Council has a Capital Review Group (CRG) which meets monthly specifically to reduce the current investment expenditure budget to £100m and the future 5 years and monitor the expenditure.

The following table shows the breakdown of the Council's Asset Investment over the directorates and how this investment is to be financed.

Directorate	MTFS Budget £000	1st April Budget £000	Current Budget FY £000	Revised Budget YTD £000	Actual YTD £000
Governance	49	49	-	-	-
Growth & Regeneration	55,239	63,363	52,411	34,941	25,471
People & Communities	58,883	64,692	38,685	25,790	19,140
Resources	16,195	1,119	10,223	6,815	4,121
Invest to Save	28,350	52,065	1,728	1,152	654
TOTAL	158,716	181,287	103,047	68,698	49,386
Grants & Contributions	40,486	46,335	40,935	27,290	33,842
Capital Receipts – repayment of loans	1,000	1,000	24,150	16,100	1,500
Borrowing	117,230	133,952	37,962	25,307	14,044
TOTAL	158,716	181,287	103,047	68,698	49,386

Borrowing and Funding the Asset Investment Plan

It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent and sustainable limits) are outlined in the Treasury Management Strategy approved

as part of the MTFs. The Council borrows only to fund the Asset Investment Plan. The current plan assumes that 39.7% of the budgeted expenditure will be funded by borrowing.

The Council's total borrowing as at the end of November 2018 was £413.6m (see following table). The level of debt is measured against the Councils Authorised Limit for borrowing of £706.5m which must not be exceeded and the Operational Boundary (maximum working capital borrowing indicator) of £659.7m. These limits are set to enable borrowing in advance of need to take advantage of favourable loan rates in consideration of future years capital investment programme.

Borrowings	Less than 1yr £000	1-2yrs £000	2-5yrs £000	5-10yrs £000	10+yrs £000	Total £000	Ave. Interest Rate %
PWLB	0	-	11,628	15,715	312,244	339,587	3.6
Local Authority	34,000	17,500	5,000	0	0	56,500	1.7
Market Loans	0	0	0	0	17,500	17,500	4.5
LEP Loan	0	0	0	0	0	-	-
Total Borrowing	34,000	17,500	16,128	15,715	329,744	413,587	3.4
% of total Borrowing	8%	4%	4%	4%	80%		
Borrowing Limit (PI)	40%	40%	80%	80%	100%		

The majority of the debt is taken on a 10+yr basis. The Corporate Director: Resources believes it to be prudent to take advantage of a relatively low long term fixed rate of interest as it mitigates some of the risk of PWLB rate rises. Long term interest rates remain relatively low e.g. the standard PWLB rate for 50yr loans including the certainty rate was 2.745% at end of November 2018. The historically low PWLB rates are a result of the investor fears and confidence creating an ebb and flow situation between favouring more risky assets i.e. equities, or the safe haven of bonds and have been fluctuating recently due to uncertainty over Brexit negotiations.

The following table shows the activity in Loans held by the Council for the year to date, with £16m of loans being repaid and £10m of new borrowing taken to fund the capital programme:

Loans Portfolio £000	
April 2018 b/f	419,587
repayment of loans to date	(16,000)
new loans in year	10,000
net increase/(decrease) to date	(6,000)
Loans portfolio as at November 2018	413,587

Total interest payable on existing loans for the year (£413.6m) is expected to be £13.9m. The Council is due to repay a further £6m in December and expects to borrow a further £20m in the same period.

The CRG is now reviewing the Council's £17.1m of S106 and Planning Obligation Implementation Scheme (POIS) funding at the monthly meetings. To date £8.7m has been earmarked for specific projects but more work needs to be done by the services to allocate the remaining funding to reduce the borrowing costs to the Council. CRG will invite the S106

Officer to the meeting to discuss current investment projects which may be able to use this funding to reduce this funding balance further.

Investments

The Council aims to achieve the optimum interest on investments commensurate with the proper levels of security and liquidity. In the current economic climate the Council considers it appropriate to keep investments short term to cover cashflow fluctuations. This financial year investment returns have been from Barclays (the Council's banking provider), CCLA Money Market funds, the Debt Management Office and Local Authorities.

As at November 2018 the Council's external investments totalled £4.9m and have yielded interest to date of £0.075m, which reflects both relatively the low cash balances held to minimise the cost of borrowing and low interest rates being available in the economic climate

Capital Receipts

Capital Receipts are used as part of a contribution to fund the Minimum Revenue Provision as approved in the MTFs. Close monitoring of the receipts from asset sales is maintained as any significant change will now have a direct impact on the revenue position.

Capital Receipts are monitored on a monthly basis and each sale given a status of Red, Amber or Green to identify the likely receipt before March 2019. The MTFs includes a contribution of £2.9m Capital Receipts to fund the MRP, with the revised receipts figure including a further £6.7m rolled forward from uncompleted disposals in 2017/18.

Capital Receipts To Off Set Revenue MRP Charge RAG Status	MTFS Budget £000	Revised Budget £000	Received to Date £000	Not yet received £000
Green	-	7,981	2,599	5,382
Amber	2,922	4,440	-	4,440
Red	-	-	-	-
Total (not inc Investment Assets)	2,922	12,421	2,559	9,822
Investment Assets	-	-	-	-
Total Capital Receipts	2,922	12,421	2,599	9,822

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CABINET	AGENDA ITEM No. 14
4 FEBRUARY 2019	PUBLIC REPORT

Report of:	Fiona McMillan, Director of Law and Governance	
Cabinet Member(s) responsible:	Councillor Seaton, Cabinet Member for Resources	
Contact Officer(s):	Pippa Turvey, Democratic and Constitutional Services Manager	Tel. 452460

OUTCOME OF PETITIONS

RECOMMENDATIONS	
FROM: <i>Directors</i>	Deadline date: <i>N/A</i>
It is recommended that Cabinet notes the actions taken in respect of petitions.	

1. ORIGIN OF REPORT

- 1.1 This report is submitted following the submission of E-Petitions, the presentation of petitions to Council officers, and the presentation of petitions at Council meetings.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to update Cabinet on the progress being made in response to petitions submitted to the Council.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.3, '*To take a leading role in promoting the economic, environmental and social well-being of the area*'.

3. TIMESCALES

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

Petitions Presented at Council Meetings

To Improve Street Lighting on Moggswell Lane

The petition was submitted by Councillor Casey at the Cabinet meeting held on 19 November 2018. The petition contained 22 valid signatures and called on the Council to introduce extra lighting down Moggswell Lane as this would be beneficial and make individuals feel safer while walking to and from work.

The Head of Peterborough Highway Services responded:

"Moggswell Lane is a private lane and not an adopted highway. As far as we can tell

the existing street lighting was added to our network many years ago and we have maintained the lighting ever since. As such it has been included in our city wide LED upgrade programme, receiving new columns as required and LED lighting heads.

The LED programme has no funding for additional columns and also given this lane is private we could not justify installing more. That said as a gesture of good will we will replace the last lighting head unit on column number PCC4 with an upgraded unit from a 10 to a 20 LED unit which is located by house number 15, as I understand and also confirmed from site this end is the darkest.

In addition as confirmed by the street lighting engineer who visited site, observed the lighting is currently being hampered by tree branches from the private properties and these would benefit if the owners had these sensitivity trimmed back.”

Inconsiderate and Illegal Parking of Vehicles in and Around the Junction of Tudor Close and Hallfields Lane, in Gunthorpe, Throughout the Week

The petition was submitted by Councillor Fower at the Council meeting held on 12 December 2018. The petition contained 22 valid signatures and called on the Council ‘to take immediate action, to address and resolve problematic parking in and around the Junction of Tudor Close and Hallfields Lane; including parking on double yellow lines double parking, blocking driveways or local residents from reaching their own parking bays or properties, and reducing road safety’.

The Acting Head of Services for Prevention and Enforcement responded:

“As you are aware there are already parking restrictions at this location which are enforceable including double yellow lines around the junction and single yellow line which is in operation at the start and end of the school day. Since the start of the academic term Prevention and Enforcement Officers have visited the 9 times; during the visits zero Penalty Charge Notices were issued as the restrictions in place were being obeyed, however I do understand that behaviour will change when enforcement officers are present. At the last visit 2 cars were parked in Tudor Close both were parked legally. Officers will continue to monitor and enforce at this location when the schools return in January.

I have asked our Road Safety Officer to contact Gunthorpe Primary School and Norwood Primary School to see if they are interested in delivering an ‘inconsiderate’ parking campaign. The campaign is aimed at parents and is a mixture of education, engagement and enforcement with an aim to encourage parents to park responsibly when dropping off and picking up from school.”

Development of Gloucester Centre

The petition was submitted by Councillor Elsey at the Council meeting held on 12 December 2018. The petition contained 506 valid signatures and called on the Council ‘to restrict the number of proposed dwellings on this site to a maximum of 50 dwellings and to ensure that the proposed dwellings are in-keeping with the size and style of the current established community.’

The Head of Planning responded:

The City Council has not yet received a planning application for the redevelopment of the Gloucester Centre but expects an outline application to be submitted early in the New Year.

The scheme will be subject to public consultation and it is anticipated that any decision on its acceptability will be made by the Council's Planning & Environmental Protection Committee. As you will be aware the law requires that applications are determined in accordance with planning policy unless material considerations are considered to outweigh policy and decisions have to be supported by appropriate evidence.

As we have not yet received a planning application, the merits or otherwise of the scheme against policy or other factors are not yet known. It would, therefore, be inappropriate for the Council to predetermine the maximum number of dwellings on the site as a matter of principal and any decision to do so could not lawfully be taken into account in the determination of a planning application.

Any application received will be considered in respect of its transport impact and design and appearance (among other things) and the decision on the scheme will reflect the impact on the local road network and the character and appearance of the area. It should be noted however that the principle of the redevelopment of the site has been established by the Council's emerging Local Plan which has allocated the site for housing development.

The Council operates a Community Infrastructure Levy system which will secure funds to contribute towards the mitigation of the infrastructure impacts of the development. This will be applied to any qualifying development proposals."

Restrict Verge Parking

The petition was submitted by Councillor Cereste at the Council meeting held on 12 December 2018. The petition contained 42 valid signatures and called on the Council to 'prohibit parking on the verge and footway along the length of Vale Drive.'

The Senior Prevention and Enforcement Officer – Parking Lead responded:

"I have accepted this petition as a demonstration of support locally and, following the approval of all relevant ward councillors and the responsible cabinet member, a consultation will be launched. All residents in the affected area will be written to and asked for their opinion. Should this consultation receive a response rate of 40% or above and the majority of those responding support the scheme then the prohibition will be put in place and enforced by officers from the Prevention and Enforcement Service."

Keep the Number 60 Bus

The petition was submitted by Mr Guilfoyle at the Council meeting held on 12 December 2018. The petition contained 41 valid signatures and called on the Council to 'retain the number 60 bus service.'

The Group Manager – Transport and Environment responded:

"I can confirm that officers are currently working with members representing each of the political parties in order to ascertain the way in which the Council can achieve an overall reduction of £150k to its bus subsidy budget, whilst seeking to protect the most vulnerable user groups. We anticipate being in a position to make recommendations for any proposed changes to Cabinet at the end of January/early February. At this stage we are optimistic that this will review will see no changes to the 60 service but we are not in a position to confirm this at present."

E petitions

The petition was submitted by Nivea Harris on 4 January 2019. The petition contained 24 valid signatures and called on the Council to 'install traffic lights on the roundabout to manor drive/gunthorpe. As it is an increasing danger to all everyday.'

The Principal Sustainable Transport Planning Officer responded:

"We can confirm that this roundabout has been identified as a potential future scheme and it has been submitted to the Cambridgeshire and Peterborough Combined Authority as a future funding consideration. However, as I am sure you can appreciate, making significant improvements to this roundabout will be expensive and there are a number of other highway

improvements also needed across the whole of the Peterborough area. At the moment, no funding has been identified to fund these improvements.

The Cambridgeshire and Peterborough Combined Authority is going to consult on it's new Local Transport Plan this year so there will be an opportunity for you to raise this issue with them directly as part of this process if you want to.”

5. REASON FOR THE RECOMMENDATION

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

6. ALTERNATIVE OPTIONS CONSIDERED

6.1 There have been no alternative options considered.

7. IMPLICATIONS

7.1 There are no legal, financial, or equalities implications arising from the issues considered.

8. BACKGROUND DOCUMENTS

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

8.1 Petitions presented to the Council and responses from officers.

9. APPENDICES

9.1 None.