

CABINET

MONDAY 17 JUNE 2019
10.00 AM

Council Chamber

Contact – philippa.turvey@peterborough.gov.uk, 01733 452268

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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, 25 FEBRUARY 2019
BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH**

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

Cabinet Advisors Present: Councillor Allen and Councillor Fuller

77. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Smith and Councillor Lamb.

78. DECLARATIONS OF INTEREST

No declarations of interest were received.

79. MINUTES OF THE CABINET MEETINGS HELD ON 4 FEBRUARY 2019

The minutes of the meeting held on 4 February 2019 were agreed as a true and accurate record.

80. PETITIONS PRESENTED TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

81. MEDIUM TERM FINANCIAL STRATEGY 2019/20 TO 2021/22 – TRANCHE THREE

The Cabinet received a report in relation to the Council's Medium Term Financial Strategy 2019/20 to 2021/22 – Tranche Three.

The purpose of this report was for Cabinet to initiate and propose service proposals and updated assumptions to set a balanced and sustainable budget for the financial years 2019/20 and 2021/22. There was a legal requirement to set a balanced budget for 2019/20.

The Cabinet Member for Resources introduced the report and advised that since the opening of the consultation process a range of stakeholders had engaged with the proposals. £3 million was required in order to balance the budget for the next year, with an expected deficit of £18 million and £20 million for the following two years. A significant amount of one offs had been used and reserves had decreased from £41 million in March 2019 to £19 million in 2020. Only £8 million was left available in reserves for the change programme and unforeseen issues. The overall position of the budget was set out clearly in the robustness statement. The Cabinet Member advised that there was a significant risk that, if the ongoing deficit was not balanced, that the Section 151 Officer would need to submit a Section 114 notice.

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

- It was advised that the Section 151 Officers robustness statement remained the same following the feedback from the consultation.
- The Local Discretionary Relief Scheme was in place to dampen the effect of any changes to business rates.
- The Rural Business Rate Relief Scheme was still in place, but separate to this scheme and at a very low level.
- It was noted that no savings had been assumed within the MTFS within the commercial portfolio at current, and that this would be added to within the year.

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

1. The statutory advice of the Chief Finance Officer outlined in section 6, The Robustness Statement. This was required to highlight the robustness of budget estimates and the adequacy of the reserves.
2. The grant figures published on 29 January 2019, within the Local Government Final Finance Settlement, were as previously indicated and outlined in section 4.4 of the report.
3. The future strategic direction for the Council outlined in section 5.11 of the report.
4. The feedback received on the budget proposals, received via the consultation detailed in section 9.3 of the report and Appendix O to the report.

Cabinet **RESOLVED** to recommend to Council:

5. The Tranche Three service proposals, outlined in Appendix H to the report, this included a 2.99 per cent council tax increase.
6. The Medium Term Financial Strategy 2019/20-2021/22-Tranche Three, as set out in the body of the report and the following appendices:
 - Appendix A – 2019/20-2021/22 MTFS Detailed Budget Position-Tranche Three
 - Appendix B – Budget Proposals- Tranche One, Two and Three.
 - Appendix C – Council Tax Information
 - Appendix D – Grant Register
 - Appendix E – Fees and Charges
 - Appendix F – Performance Data
 - Appendix G – Capital Programme Schemes 2019/20- 2023/24
 - Appendix H – Budget Consultation Document, including Tranche Three Budget Proposal detail
 - Appendix I – Savings RAG Rating
 - Appendix J – Equality Impact Assessments
 - Appendix K – Treasury Management Strategy
 - Appendix L – Capital Strategy
 - Appendix M – Asset Management Plan
 - Appendix N – Investment Acquisition Strategy

- Appendix O – Budget Consultation Feedback
- Appendix P – NNDR Retail relief discount 2019/20 and 2020/21
- Appendix Q – NNDR Local Discretionary Relief Scheme for 2019-20 and 2020-21

7. The Local Discretionary Rate Relief scheme for 2019-20 and 2020-21 as set out in section 5.8 of the report and Appendix Q to the report.

8. To approve the Business rates retail discount scheme for 2019/20 and 2020/21 as set out in section 5.8 and Appendix P to the report.

REASONS FOR THE DECISION

The Council must set a lawful and balanced budget. The approach outlined in the report work 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.

82. COUNCIL TAX SUPPORT SCHEME 2019/20

The Cabinet received a report in relation to the Council Tax Support Scheme for 2019/20.

The purpose of this report was to consider a recommendation to council on the Council Tax Support Scheme in Peterborough for the financial year 2019/20. Following a statutory instrument being laid before Parliament on the 21 December 2017, there was a statutory requirement for the Council to set a localised Council Tax Support Scheme by 11 March 2019 and this formed part of the formal budget process under the Budget and Policy framework.

The Cabinet Member for Resources introduced the report and advised that prior to 2013 the scheme was reimbursed by Central Government. However, the Council was now required to design its own scheme with central government funding being cut. It was noted that pensioners were exempt from the changes proposed. The Peterborough scheme had previously applied a 30% reduction and this remained largely unchanged. It was now proposed, however, apply the reduction at the start of the calculation, rather than at the end. It was advised that feedback from the consultation was fully considered and the recommendations to Cabinet had been amended accordingly.

Cabinet debated the report and noted that all political groups had been offered the opportunity to receive a presentation from officers on the matter.

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

1. Note the responses to the consultation on the Council Tax Support Scheme
2. Note the continuation of the discretionary Council Tax Hardship Policy
3. Recommend that Full Council agrees a local Council Tax Support Scheme for Peterborough that contains the following local components:

- (a) 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
- (b) Increasing the 30% liability reduction by 1% a year for 3 years, starting in 2019/20.
- (c) Reducing the capital limit to £6,000 for non-passported claims
- (d) To amend appropriate rates in line with annual upratings.
- (e) To allow the use of Universal Credit Data Share documents as claims for Council Tax Support.

REASONS FOR THE DECISION

The Council was statutorily required to approve a Council Tax Support Scheme by 11 March 2019 having had regard for the council's financial position and feedback from responses to the consultation.

ALTERNATIVE OPTIONS CONSIDERED

One alternative option was to leave the current 30% Council Tax Support Scheme unchanged. Additionally, a further option was to implement more of the suggested amendments that were included in the consultation document. These alternative options were shown in section 5.2.

An initial assessment of the revenue implications resulting from applying all options in section 5.2 was that savings in excess of £800k could be achieved. However, given the budget position and the feedback from the consultation process it was felt that this level of savings was not necessary.

Raise additional revenue equivalent to the changes in 7.2 through increasing overall council tax levels. Increases above 3% would be required to achieve this, which would require a local referendum.

It was anticipated that these options, along with other potential changes, would be revisited and consulted upon as part of designing a Council Tax Support Scheme for 2020/21.

83. COMMERCIAL STRATEGY 2018 - 2021

The Cabinet received a report in relation to the Commercial Strategy 2018 – 2021.

The purpose of this report was to provide an overview of the proposed Commercial Strategy 2018-2021 and to seek Cabinet approval.

The Cabinet Member for Resources introduced the report and advised that the Strategy had been considered by the Joint Meeting of the Scrutiny Committees in its draft form. The strategy came as a result of several months' worth of work between Peterborough City Council and Cambridgeshire County Council and would ensure that Peterborough looked more closely at key areas, including procurement and how the Council used its strength in the market. It was noted that the Council was already adapting its working practices to become more commercial, with £70 million generated in the past year. It was considered important to determine whether the Council's current assets were being used correctly and if not, what alternatives were available. Any proposal would still need the support of the Section 151 Officer.

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

- In relation to procurement, it was considered that even 0.5% savings would result in a substantial sum. It was thought that such a saving could be made through reviewing the Council's approach to procurement.
- It was accepted that commercial ventures did have risk attached, however, no proposal would be accepted without a robust business case and a clear assessment of any risks involved.
- Members felt that it was important to have targets, however, recognised that only indicative figures were available within the strategy at current. These would become firmer following the creation of business cases.
- Questions were raised in relation to how staff would be encouraged to become more commercially minded.
- It was advised that social benefit would remain a key influence, with commercial benefit an additional positive.

Cabinet considered the report and **RESOLVED** to approve the Commercial Strategy 2018 – 2021 as attached at Appendix 1 to the report.

REASONS FOR THE DECISION

A Commercial Strategy and workplan was 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.

ALTERNATIVE OPTIONS CONSIDERED

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

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

84. CORPORATE STRATEGY 2019/2021

The Cabinet received a report in relation to the Corporate Strategy 2019/2021.

The purpose of this report was to provide an overview of the proposed Corporate Strategy 2019/2021 and to seek endorsement to submit to the Growth, Environment and Resources Scrutiny Committee for comment.

The Leader of the Cabinet and Deputy Mayor for the Cambridgeshire and Peterborough Combined Authority introduced the report and commented that the Strategy was important for both the Council's staff and Peterborough's citizens. The Council had been working to seven priorities in the past. After considering what was important to residents, these priorities had been reviewed and it was proposed to narrow them down to three: (1) Pride in our communities and environment, (2) First rate futures for our children, young people – and quality support for our adults and elders, and (3) Better jobs, good homes and better opportunities for all.

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

- It was considered that maintaining growth and sustainability in the Peterborough area was of key importance, alongside investment in road networks, technological development, and environmental credentials.
- The three priorities were felt to be equally as important as each other.
- Comment was made in relation to the investment made into schools and the subsequent results of 93% of schools being rated good or outstanding by Ofsted.
- It was noted that work was being undertaken to ensure a cohesive city, including increased enforcement services. This had been recognised by Government when Peterborough was invited to bid for the Integrated Communities Strategy funding.
- Further comments were made in relation to the Think Communities Strategy and how this focused on ways in which the Council could support the strengths and assets of local communities.
- Peterborough was the third city in the UK to get gigabit broadband and it was felt that this would be a benefit to any companies moving to the area.
- It was suggested that a foreword be drafted to ensure that the messages within the strategy were clearly and appropriately communicated to the public.
- Discussion was had in relation to support provided to rural communities, which was not explicitly mentioned within the strategy.
- Members commented that the graphics used within the strategy were helpful in understanding the new aims of the Council.
- It was noted that residents should be clear as to what their role was and it would be useful for this to be included in any foreword that was drafted to accompany this report.

Cabinet considered the report and **RESOLVED** to endorse the proposed Corporate Strategy 2019 – 2021 for consideration by the Growth, Environment and Resources Scrutiny Committee, subject to the drafting of an accompanying foreword that indicated the support to be provided to rural areas, the role of residents, and any necessary elements to communicate the strategy to the public.

REASONS FOR THE DECISION

As well as articulating a framework to guide Council action, the Corporate Strategy communicated the Council's objectives and priorities to the community and to partners. It provided clarity about how the Council would be focusing its resource and effort and allowed us to measure performance and progress.

In developing the new Corporate Strategy it was important to have a strategy which:

- clearly articulates our ambition;
- honestly acknowledges the challenges we face;
- helps us to make choices;
- allows us both the freedom to innovate and the rigour to evaluate;
- flows through the business.

ALTERNATIVE OPTIONS CONSIDERED

The Council had managed well with individual service and functional strategies to date but, as the context in which the Council operates had become both more challenging

and more complex, the option to continue without an overarching Corporate Strategy and Strategic Framework was dismissed.

To evaluate the options in the Corporate Strategy, four elements were considered:

- the degree to which the proposed priority outcomes support delivery of the Council's statutory functions;
- the degree to which the proposed priority outcomes meet the needs of the citizens of Peterborough;
- the degree to which the proposed priority outcomes are financially viable and sustainable; and
- the degree to which the proposed priority outcomes are deliverable.

MONITORING ITEMS

85. BUDGET CONTROL REPORT DECEMBER 2018

The Cabinet received a report in relation to the Budget Control Report for December 2018.

The purpose of this report was to provide Cabinet with an update as at December 2018 of the Budgetary Control position.

The Cabinet Member for Resources introduced the report and advised that the revenue overrun had decreased from £3.9 million to £2.5 million in December. The level of reserves had reduced from £41 million to £21 million. Risks had been taken into account and plans were in place to mitigate these. The Cabinet Member was happy to commend this report to Cabinet.

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

1. The Revenue Budgetary Control position for 2018/19 at December 2018 including a £2.532m overspend position on the revenue budget.
2. The key variance analysis and explanations were contained in Appendix A to the report.
3. The estimated reserves position for 2018/19 are outlined in Appendix B to the report.
4. In year budget risks were highlighted in Appendix C to the report.
5. The Asset Investment and Treasury Budget Report was contained in Appendix D to the report.

Cabinet **RESOLVED** to approve:

1. This revised capital budget, which included the following changes:
 - a. the Stamp Duty payable (£600k) on Sand Martin House as this had been assessed as a finance lease
 - b. purchasing Refuse Collection Vehicles (RCV) (£700k) and
 - c. a loan facility for Local Authority Trading Company (LATCo) to provide working capital and to cover start-up costs (£1,450k).

REASONS FOR THE DECISION

The report updated Cabinet on the December 2018 budgetary control position.

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

Chairman
10:00am – 11:18am
25 February 2019

**MINUTES OF THE CABINET MEETING
HELD AT 10:00AM, ON
MONDAY, 25 MARCH 2019
COUNCIL CHAMBER, TOWN HALL, PETERBOROUGH**

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

Cabinet Advisors Present: Councillor Allen and Councillor Fuller

86. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Fitzgerald.

87. DECLARATIONS OF INTEREST

Agenda Item No 8 – ‘Active Lifestyles and Sports Strategy’

Councillor Walsh declared that she was a regular user of Premier Fitness.

88. PETITIONS PRESENTED TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

89. ACTIVE LIFESTYLES AND SPORTS STRATEGY

The Cabinet received a report in relation to the Active Lifestyles and Sports Strategy.

The purpose of this report was to seek the review and approval of the draft Active Lifestyles and Sports Strategy.

With the agreement of the Leader of the Council, Councillor John Fox addressed the Cabinet and congratulated Members on their positive approach to the strategy. He noted that the north of the city had limited facilities and advised that, when it was first built, Ken Stimpson Community School had been promised a swimming pool. This had not yet materialised. Councillor Fox called on the Cabinet to support the installation of a swimming pool in that area.

The Cabinet Advisor to the Leader introduced the report and advised that the strategy would be taken to communities and work would be undertaken to engage with partners.

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

- Members were advised that the scheduled review of the strategy provided an opportunity to develop the sports and active lifestyles provision in Peterborough.

- It was noted that development was required in relation to participation and around the health and wellbeing of residents.
- The delivery of the strategy was to be overseen by a partnership steering group.
- The creation of the strategy had been a combined effort by partners from many voluntary and commercial organisations.
- Inaccuracies had been noted in the strategy and these would be resolved prior to publication.
- It was confirmed that workshops were held with local sports groups. In addition, each partner submitted a 5 year plan.
- It was felt that applications for funding may be more successful using such a combined approach.
- Work was being undertaken with the Communities Team to ensure city wide communication, including rural areas.
- It was noted that a youth forum was being created to ensure that the city's young people had an avenue to input into the delivery of the strategy.
- Members were advised that stakeholders were being asked to provide their own data to the Council. The progress of the strategy would be further measured using the active life survey.
- The steering group would consider how the strategy could best realise any resulting cost savings.
- It was noted that education was a priority within the strategy and that work was currently underway to consider how this could be translated for a secondary school focus.
- Comment was made that the organisation 'Outspoken' was mentioned in the strategy, but did not sit on the steering group and officers would check to confirm if the organisation was current or not.
- Previous comments from the Growth, Environment and Resources Scrutiny Committee in relation to the involvement of rural communities were noted.
- It was considered that a more business case based approach would be appropriate.
- Members were advised that each priority had a corresponding action plan and progress made would be reviewed against this annually. These actions plans could be circulated to Cabinet Members when reviewed.
- It was commented that Vivacity was key to the delivery of this strategy and were united with the Council by common goals and plans. It was further noted that Vivacity had undergone recent significant transformation and their expertise and resources would benefit the delivery of the strategy objectives.
- It was considered that working alongside the integrated communities' strategy.
- It was noted that the Public Health Team were supportive of the strategy and were keen to work with the ageing population in particular, to keep them active.

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

1. Note the proposed themes and priorities in the new draft strategy.
2. Approve and adopt the Active Lifestyles and Sports Strategy.

REASONS FOR THE DECISION

The Council had identified the need to refresh the current Sports Strategy. Now was the optimum time to have a fresh look at the city's needs and to develop a strategy that will assist in guiding the future provision of health, sport and facilities in the city, alongside the new Local Plan and new capital programme. The need for a clear framework for future investment was particularly critical given the projected population

growth within Peterborough and the surrounding area.

ALTERNATIVE OPTIONS CONSIDERED

As the council required a new strategy no alternative option had been considered.

MONITORING ITEMS

90. BUDGET CONTROL REPORT JANUARY 2019

The Cabinet received a report in relation to the Budget Control Report for January 2019.

The purpose of this report was to provide Cabinet with an update as at January 2019 of the Budgetary Control position.

The Cabinet Member for Resources introduced the report and advised that this would be the final control report before the outturn report. It was noted that the key changes were as a result of the staggered end to the Amey contract. Additional cost from home to school transport, temporary accommodation and cemeteries had been, in part, offset by delays in project work in People and Communities. The Cabinet Member reiterated that action was being taken to mitigate the overspend.

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

1. The Revenue Budgetary Control position for 2018/19 at January 2019 includes a £3.444m overspend position on the revenue budget.
2. The key variance analysis and explanations are contained in Appendix A to the report.
3. The estimated reserves position for 2018/19 is outlined in Appendix B to the report.
4. In year budget risks are highlighted in Appendix C to the report.
5. The Asset Investment and Treasury Budget Report is contained in Appendix D to the report.

REASONS FOR THE DECISION

The report updated Cabinet on the January 2019 budgetary control position.

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

91. OUTCOME OF PETITIONS

The Cabinet received a report in relation to the outcome of petitions received by the Council.

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

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

REASONS FOR THE DECISION

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

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

The Leader announced that this Cabinet meeting would be the last for Councillor Sam Smith as a Cabinet Member. He thanks Councillor Smith on behalf of Members and officers for all of her hard work and the valuable contribution she made to Children's Services.

Chairman
10:00am – 10:39am
25 March 2019

CABINET	AGENDA ITEM No. 5
17 JUNE 2019	PUBLIC REPORT

Contact Officer(s):	Fiona McMillan, Director of Law and Governance	Tel. 01733 452390
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PETITION FOR DEBATE ‘PARKING ZONE E’

RECOMMENDATION
FROM : Director of Law and Governance
<p>It is recommended the Cabinet either:</p> <ol style="list-style-type: none"> 1. Take the action requested in the petition if it is possible to do so. 2. Refer the petition to either a Cabinet Member or the relevant Scrutiny Committee for consideration having regards to the comments made in the debate. 3. Note the petition and comments but take no action for the reasons given in the debate. 4. Take any other action considered appropriate.

1. PURPOSE AND REASON FOR REPORT

1.1 A petition has been received by the Council with contains more than 50 signatures from people who live, work or study in the city. As such, the right to a debate of the petition by a meeting of Cabinet has been triggered, according to the Petitions Scheme.

2. BACKGROUND

2.1 As set out in the Council’s Petitions Scheme, if a petition contains more than 50 signatures from people who live, work or study in the city, it may trigger the right to be debated by a meeting of Cabinet or Scrutiny.

2.2 On 6 March 2019 a petition was received with the Council from Katherine Parsons. Following the undertaking of a verification process, the petition was confirmed to include 54 eligible signatures.

2.3 Ms Parsons requested that the petition was debated by a meeting of the Cabinet, as per the Petitions Scheme.

2.4 The petition is titled ‘Parking Zone E’. The petitions states ‘The new, electronic system of residents/visitor parking permits is proving unsatisfactory in a number of ways. Even where residents have internet access, the logging of visitor number plates is fiddly and intrusive. The website is unreliable, and parking fines can easily be incurred unwittingly. Enforcement is insufficient in the evenings and weekends, and residents struggle to find parking spaces. Holders of Zone E permits feel they are not getting value for money, and ask that the current permit system be reviewed.’

- 2.5 A copy of the petition is available to Members to view upon request.
- 2.6 The petition was referred to the Assistant Director for Public Protection in order that the concerns and questions raised were responded to.
- 2.7 A response was provided to the lead petitioner as attached at Appendix 1.

3. IMPLICATIONS

- 3.1 Finance Implications – There are no financial, legal, or equalities implications arising from this report.
- 3.2 Governance Implications – This report will be debated following the presentation of the petition. The Leader Petitioner has three minutes to present this petition. The relevant Cabinet Member will put forward their proposal that will be debated following the normal rules of debate. The proposal will then be voted on and may either be carried or defeated.

4. BACKGROUND DOCUMENTS

- 4.1 Peterborough City Council Petitions Scheme.

5. APPENDICES

- 5.1 None.

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 E-Mail: rob.hill@peterborough.gov.uk

Communities & Safety
Prevention and Enforcement Service
Sand Martin House
Bittern Way
Fletton Quays
Peterborough
PE2 8TY
Telephone: (01733) 747474

Lead Petitioner

18th March 2019

Dear

Re: Petition – Parking Zone E

Request – To provide more parking enforcement in Parking Zone E during evenings and weekends and remove the requirement to register visitors' registration numbers on-line and continue to accept paper visitor permits, both annual and scratch cards.

Thank you for your recent petition. We really welcome your feedback as it helps to shape the future of not only the online system but our patrol strategies.

In relation to your request for increased enforcement, our Parking Officers have responsibility for the whole city and need to balance their time between areas. This means that they cannot focus just on Zone E, but I can offer you reassurance that this is a priority area and it does receive a high level of attention.

There has actually been more patrols in Zone E in the 12 months following the introduction of the online permit system. More penalty charge notices have also been issued in zone E streets such as Henry Street, Granville Street, Huntly Grove, Princes Street, All Saints Road, Dogsthorpe Road and Park Road.

Despite these improvements, we do know there is a demand to maximise enforcement at off peak times and I am pleased to confirm that we are currently working to increase 7 -day coverage to help with this further.

Electronic permits were brought in to help make the system more efficient and easier for people to apply. Its introduction coincided with the closure of the Council Cash office and we are not able to revert to a paper system.

On the whole, the online system is proving very effective and it allows us to administer parking control at reduced cost to the public purse. It is, as described above, leading to more targeted and effective use of our enforcement teams and over time we think it will improve the situation in high demand areas. We do recognise that there have been some reliability issues with the software,

Corporate Director : People & Communities – Wendi Ogle-Welbourn



but we work closely with the supplier to overcome these and we will continue to introduce improvements to increase ease of use.

I hope this answers your points satisfactorily.

Yours sincerely

A handwritten signature in black ink, appearing to be 'Rob Hill', written in a cursive style.

Rob Hill
Assistant Director - Public Protection
Peterborough City and Cambridgeshire County Councils

CABINET	AGENDA ITEM No. 6
17 June 2019	PUBLIC REPORT

Report of:	Wendi Ogle-Welbourn (Executive Director People and Communities)	
Cabinet Member(s) responsible:	Cllr Ayres (Cabinet Member for Children's Services Education, Skills and University)	
Contact Officer(s):	Clare Buckingham (Strategic Education Place Planning Manager CCC and PCC)	Tel. 0123 699779

ESTABLISHING NEW SCHOOLS INCLUDING FAITH SCHOOLS

R E C O M M E N D A T I O N S	
FROM: Service Director: Education	Deadline date: N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. notes the routes and processes for establishing new schools, 2. adopts the proposed policy position set out in section 4.8 when considering proposals for the establishment of a new voluntary aided faith school or academy with religious designation, and 3. adopts the proposed policy position set out in section 4.9 regarding whether new schools in Peterborough should be single sex or mixed. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a request from the Cabinet Member for Children Services, Education Skills and University.

2. PURPOSE AND REASON FOR REPORT

- 2.1 This report is being presented:
 - to provide Cabinet with an understanding of the different routes and associated processes for opening new schools; and
 - for Cabinet to agree to adopt a policy position regarding the establishment of new faith schools and single sex schools which will provide a context within which to consider any future applications or proposals to open new schools with a religious designation and/or single sex designation
- 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 Statutory duties

The Council has a statutory duty to provide a school place for every child living in its area of responsibility who is of school age and whose parents want their child educated in the state funded sector. To achieve this, the Council has to keep the number of school places under review and to take appropriate steps to manage the position where necessary. Under the Education and Inspections Act 2006, it also has to adopt a strategic role, with a duty to promote choice, diversity and fair access to school provision.

4.2 The Processes For Establishing New Schools

The Education Act 2006 made Local Authorities (LAs) commissioners, rather than providers, of new schools. There are two routes to open new schools. Either via the Department for Education's (DfE) central free school programme or the free school presumption route. The DfE is the decision maker in both instances.

Free School is the DfE's policy term for all new provision academies. Academy is a legal term for state-funded schools that operate independently of local authorities and receive their funding directly from the government.

Table 1: Differences between the central and presumption route for new schools	
<u>Centrally delivered free schools</u>	<u>Presumption free schools</u>
Demand led	Led by basic need for school places in that town/area
Type of school (size, faith, location etc.) is determined by the applicant	Type of school and its location is determined by the Council in its specification
The Council is consulted but each application is considered on its own merits	The Council assesses applications and puts its preferred option to the Regional Schools Commissioner for approval (or not)
Construction costs met centrally by the DfE, but additional capacity created by centrally funded free schools is reflected in future basic need allocations to Councils	Construction costs met by the Council from within basic need funding allocation and the council delivers the building project
Revenue start-up costs met by the DfE	Revenue start-up costs met by the Council

4.3 The central free school programme

Under this route potential school sponsors apply directly to the DfE to open new schools. Application windows are published by the DfE inviting academy trusts to apply to establish high quality new schools in areas with the lowest educational performance and a demonstrable basic need for a high proportion of the additional school places a proposed new free school would provide. Interested trusts submit expressions of interests (EOI), prior to any formal application.

The DfE invites LAs to comment at EOI stage and on firm applications. However, Officers do not see the full applications. They are informed of the name of the sponsor, the location, age range and size of the proposed school and asked to comment on whether there is a basic need for such new provision.

Where an application is successful, the DfE approves the new free school to 'pre-implementation stage'. This is the period between the approval of the free school application and the opening of the free school. During this phase the free school proposer will finalise plans, develop policies

(including admissions arrangements) and undertake a statutory consultation. The latter must happen before the Secretary of State for Education will enter into a funding agreement with the relevant Trust.

Currently decisions are awaited, in late May, on applications made under Wave 13 of the central free school programme. Applications were submitted to open the following new schools:

- Secondary at Paston Reserve
- Primary at Hampton Waters
- Primary at Gt Haddon

The following were approved to pre-implementation stage under Wave 12:

- Primary school at Paston Reserve (Meadow Drive) – proposed opening date has been put back to September 2022
- Hampton Lakes Primary School – due to open in temporary accommodation on site of Hampton College, September 2019

4.4 The free school presumption route

The 2011 Education Act sets out the requirements for Local Authorities with regard to the establishment of new schools. Where LAs have identified a clear, 'basic need', for a new school in their area and there is no free school proposal in play, the Council must run a competition to commission a new school.

The Council has an established, joint officer/Member process for selecting its preferred school sponsor and the Regional School's Commissioner (RSC) and her head teacher reference group take this into account when reaching a decision on which potential sponsor they will recommend that the Secretary of State enters into a funding agreement with. However, the Secretary of State reserves the right to agree to a sponsor of his own choice (from the DfE's list of approved sponsors) on the basis that he may have further evidence about a proposer, or proposers, which means that none of those put forward is deemed suitable.

The school most recently established via this route was Hampton Gardens Academy which opened in September 2017.

New schools established under the presumption route are not required to use the term "free school" in their name.

4.5 Establishing special and alternative provision (AP) free schools

Similar to the programme described in section 4.3 above the DfE has operated a central programme for opening new special schools or new alternative provision since 2017.

The DfE invites EOI from LAs, setting out key features of the school they want to commission. It decides which proposals to pursue and invites MATs to apply to be considered as part of a competition.

An application was made jointly by Peterborough City Council and Cambridgeshire County Council in 2107 to open a 50 place special school for young people with high end ability, autistic spectrum disorder and/or complex emotional and mental health needs to serve the north of Cambridgeshire. Unfortunately this application was unsuccessful. Decisions by the DfE on the current round, are expected in summer of 2019.

4.6 Establishing maths schools

Maths Schools are also part of the government's central free school programme. They are specifically linked to the government's Industrial Strategy and designed to address shortage of highly skilled graduates in sectors that depend on science, technology, engineering and maths (STEM) skills with the DfE working with the best university maths departments and/or partner organisations. There are only a handful of these in the country, including one approved to pre-implementation stage in Cambridge City.

4.7 **Establishing new voluntary aided schools**

Voluntary schools are those where the land and buildings are typically owned by a charitable foundation or trust, usually a religious organisation, which has a substantial influence in the running of the school. There are two types, aided and controlled.

In voluntary controlled (VC) schools the foundation appoints about 25% of the governors. The Authority employs the school's staff and is the admission authority for the school.

By contrast, Voluntary Aided (VA) schools have more autonomy. For example, the foundation appoints a majority of the school's governors, the governing body runs the school, employs the staff and decides the school's admission arrangements subject to the statutory Schools Admissions Code. In addition, specific exemptions from Section 85 of the Equality Act 2010 enable voluntary faith schools to use faith criteria in prioritising pupils for admission to those schools. VA schools with a religious character can admit up to 100% of pupils on basis of faith. Whereas free schools with a faith designation, can admit no more than 50% of its pupils on the basis of faith.

Anyone, including a Diocese or Local Authority, may publish a proposal for a new VA school in response to clear demand for places that the new school would provide.

In December 2018 the DfE launched a capital fund to support the establishment of new VA schools, which would meet 90% of the capital costs of the new school. Three applications have been submitted to secure capital funding to open new Roman Catholic (RC) VA primary schools: 2 in Peterborough and 1 in Cambridgeshire. The LA would be the decision maker as to whether or not the proposals for which funding is approved by the DfE, should proceed to opening.

4.8 **Proposed policy for establishing new faith schools**

The DfE's VA capital funding programme has highlighted the fact that although the Council has a policy and process for opening new schools, it does not have a policy on responding to requests from faith groups to establish new denominational schools.

Such a policy is needed to provide clarity and transparency for whatever voluntary body, including RC and Church of England (CE) diocesan authorities, parents/carers and other interested parties who might wish to establish a maintained school with religious character in the future in Peterborough, by setting out the factors that the Council would take into account when determining whether or not to support or approve proposals for the establishment of new faith schools.

It is proposed that the following questions should form the basis on which the Council considers and responds whenever a denominational group/trust submits a proposal to sponsor or establish a new voluntary aided school or an Academy with a faith designation/religious character. Is there:

- unmet local demand for additional relevant faith provision?
- an established trend where parental preference for places in existing denominational schools exceeds the number of places available and this is forecast to continue into the foreseeable future?
- the potential for new denominational provision to alleviate the demand on places in other schools in areas of high basic need?

Where there is evidence of the above, the following will be among a number of issues which the Council will also need to be consider:

- the availability of suitable sites
- the availability of capital funding, and
- the potential impact on other schools in the area

4.9 **Whether new schools will be mixed or single sex**

All state funded schools in Peterborough are mixed sex, including those opened most recently via the government's central free school programme and via the free school presumption route. However, the Council does not have a formal policy position.

For the avoidance of doubt, Cabinet is recommended to approve the adoption of a formal policy of establishing mixed sex schools, but is asked to note that there is the potential for parental representations for single sex schools.

5. CONSULTATION

5.1 Officers have shared with the Cabinet Member for Education, Skills and University, a briefing paper on the key considerations around the establishment of faith schools.

5.2 *Suggest here other consultation(s) which could be undertaken.*
If funding is agreed by the DfE for either or both of the two applications made to its Voluntary Aided Capital Fund there will be the opportunity for public consultation on the proposals.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 The anticipated outcomes of this report are three fold. Namely that Cabinet will:

- (1) have a clear understanding of how new schools are established
- (2) adopt a policy position on the establishment of new faith schools, which will assist them in future if/when the Council receives applications to open new schools with a religious designation
- (3) adopt a policy position on whether new schools opened in Peterborough are single sex or mixed

7. REASON FOR THE RECOMMENDATION

7.1 Establishment of new schools

For Cabinet to understand the routes available for establishing new schools, and how new schools are funded.

Voluntary aided schools

Two applications have been made to the Department for Education's capital fund to open two new voluntary aided primary schools in Peterborough. If either or both of these funding applications are approved by the DfE (decision expected late May 2019) the Council will need to exercise its statutory power as decision maker to determine whether or not to establish the new schools. It is therefore, important that the Council has a policy which will provide the context within which to consider these and any future applications or proposals to open new schools with a religious designation.

Whether the school will be mixed or single sex

The Council does not currently have a policy on whether new schools should be mixed or single sex. It is important that the Council has a policy which will provide the context within which to consider any future applications or proposals to open new schools with single sex designation.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 Status quo i.e. having no policy on the development of new faith schools could run the risk of legal challenge that the Council was not complying with its duty to promote choice, diversity and equality of education provision. Whereas it would be good practice to consider the provision of sufficient and suitable denominational school places as part of its broader approach to place planning for basic need, with each new development, or area of growth, being considered on its individual circumstances and needs.

9. IMPLICATIONS

9.1 Financial Implications

The Education & Skills Funding Agency (ESFA) funds construction costs and start-up costs for new free schools opened through the central free school programme. Where there is not one already identified as part of the Trust's application, the DfE identifies a site, through its property arm, LocatED.

For schools established through the free school presumption route to address basic need for additional school places, the LA is responsible for providing the site, meeting associated capital costs, and for pre and post opening costs.

New Special Schools are funded on the national Place-Plus methodology. This provides schools with £10,000 per commissioned place. It is then the responsibility of the home local authority to provide Top-Up funding based on the individual needs of the learners in line with their Education Health and Care Plan (EHCP).

9.2 Legal Implications

Recent case law arising from judicial review (*British Humanist Association v London Borough of Richmond upon Thames 2012*) makes it clear that a Council has to consider all sponsor proposals received for new schools.

There are specific statutory requirements to be followed in seeking a sponsor for a new school under the provisions of the Education Act 2011. The process adopted by the Council is compliant with the requirements of the Act.

9.3 Equalities Implications

Local authorities have a number of statutory duties including securing diversity in the provision of schools, increasing opportunities for parental choice and ensuring fair access to educational opportunity.

The Public Sector Equality Duty (s149 Equality Act 2010) requires a public authority to have 'due regard' to the need to advance equality of opportunity and to take steps to meet the needs of persons who, for example, are from different faith backgrounds as well as those from no faith.

The bodies making proposals for new schools with religious designation will need to evidence that there is local demand for the relevant faith places sufficient to justify the creation of a new school.

10. BACKGROUND DOCUMENTS

- 10.1 ***Establishing a voluntary aided school: guidance & criteria*** (DfE December 2018)
<https://www.gov.uk/government/publications/voluntary-aided-schools-capital-scheme>

11. APPENDICES

- 11.1 Appendix 1: Overview of denominational school provision across PCC

Overview of denominational school provision across PCC

The table below is based on information currently available on EduBase. It shows which schools the DfE have registered as having any sort of religious character.

School Name	Phase	Governance	Denom	Capacity	Ofsted	Faith-based oversubscription criteria
St Botolph's Church of England Primary School	Primary	Academy convertor (formerly VA*	CoE	420	Good (pre conversion)	No
Stanground St Johns CofE Primary School	Primary	Academy sponsor led	CoE	210	Good	No
William Law CofE Primary School	Primary	Academy convertor (formerly VA)	CoE	630	Good	Yes
All Saints' CofE (Aided) Primary School	Primary	VA	CoE	420	Good	Yes
Peakirk-Cum-Glinton CofE Primary School	Primary	VA	CoE	210	Good	Yes
Sacred Heart RC Primary School	Primary	VA	RC	210	Good	Yes
Saint Michael CofE Primary School (Voluntary Aided)	Primary	VA	CoE	420	RI	Yes
St John's Church School	Primary	VA	CoE	480	Good	Yes
St Thomas More Catholic Primary School	Primary	VA	RC	420	Good	Yes
Barnack CofE (Controlled) Primary School	Primary	VC*	CoE	210	RI	No
Castor CofE Primary School	Primary	VC	CoE	160	Good	No
Eye CofE Primary School	Primary	VC	CoE	420	Good	No
Newborough CofE Primary School	Primary	VC	CoE	210	Good	No
St Augustine's CofE (Voluntary Aided) Junior School	Jr	VA	CoE	240	Good	Yes
St John Fisher Catholic High School	Sec	VA	RC	750	Good	Yes
The King's (The Cathedral) School	Sec	Academy convertor	CoE	1150	Outstanding	Yes

*VA=Voluntary Aided VC = Voluntary Controlled

This second table shows the number of faith schools, by status, currently open in Peterborough. It also shows the percentage of Peterborough schools these schools make up.

Status	Primary Phase		Secondary Phase	
	Number	%	Number	%
Academy (faith)	2	4	1	8
Academy (total)	30	53	9	75
Voluntary Aided (faith)	7	12	1	8
Voluntary Aided (total)	7	12	1	8
Voluntary Controlled (faith)	4	7	0	-
Voluntary Controlled (total)	4	7	0	-

Percentages rounded to nearest whole number.

The 2018 SCAP return (School Capacity assessment return the Council submits to the DfE annually) recently published on the DfE website, shows that, as of the May 2018 census, there were in Peterborough:

- 20,650 children attending primary schools and

- 10,418 attending secondary schools, and
- 4,994 attending all-through schools.

The table below shows numbers on roll at each type of school, and the percentages of children attending each status of school for each phase of education.

Status	Primary		Secondary		All-through	
	Number	%	Number	%	Number	%
Community	4,694	23	984	9	0	-
Academy	12,767	62	8,749	84	3,800	76
Voluntary Aided	2,193	11	679	7	1,194	24
Voluntary Controlled	996	5	0	-	0	-
Total	20,650	-	10,418	-	4,994	-

Percentages rounded to nearest whole number.

CABINET	AGENDA ITEM No. 7
17 June 2019	PUBLIC REPORT

Report of:	Dave Anderson - Interim Development Director	
Cabinet Member responsible:	Cllr Peter Hiller Cabinet Member for Strategic Planning and Commercial Strategy and Investments	
Contact Officer(s):	Gemma Wildman - Principal Planning Officer	Tel. 01733 863824

DEVELOPER CONTRIBUTIONS SUPPLEMENTARY PLANNING DOCUMENT (SPD)

R E C O M M E N D A T I O N S	
FROM: Dave Anderson - Interim Development Director	Deadline date: 10 June 2019
<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Agrees that the Developer Contributions SPD be adopted as part of the council's policy framework, subject to Full Council adopting a new Peterborough Local Plan at its meeting of 24 July 2019. If Full Council does resolve to adopt a new Peterborough Local Plan, then this SPD will come into effect at the same time as that resolution. 2. Delegates to officers the ability to make any minor presentational or typographical changes to the SPD, prior to its publication post 24 July 2019, provided any such changes do not materially affect the content of the SPD. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following consideration by the Growth, Environment and Resources Scrutiny Committee on 10 January 2018 and Cabinet 15 January 2018, prior to four weeks public consultation from 2 March to 29 March 2018.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for Cabinet to approve the Developer Contributions Supplementary Planning Document (SPD) (See Appendix 1) for adoption. The SPD expands on overarching headline policy contained in the council's soon to be adopted Local Plan. Consultation with the public and stakeholders on the draft SPD was carried out in March 2018.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.9, 'To commission reviews by and determine any changes of policy proposed by the Scrutiny Committees and Commissions making recommendations to Council about proposed changes to the Council's major policy and budget framework.'

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 current Developer Contributions SPD was adopted in April 2015 alongside the introduction

of the Community Infrastructure Levy (CIL) in Peterborough. It sets out the detail of what contributions, and in what form, would be expected by the council from development schemes coming forward in the area. The 2015 SPD is also linked to the policies of the then up to date development plan (for example, the Peterborough Core Strategy).

4.2 With the anticipated adoption of a new Local Plan by Full Council on 24 July 2019, together with a variety of national policy and legislative changes since 2015, it is necessary to update the Developer Contributions SPD to ensure it remains fit for purpose, up to date and aligned with latest local and national policy. In short, therefore, the SPD presented in this report is more of an update of existing 2015 policy, rather than any fundamental new (or shift in) policy approach.

4.3 More specifically, it is important to refresh the SPD in order to:

- link to the policies in the new Local Plan (due for adoption on 24 July 2019);
- remove/update old information and links to external documents;
- streamline the document so that it is more fit for purpose for both decision makers and applicants and, in turn, makes it more future-proof by not replicating information in other documents; and
- make sure that the process for seeking contributions and details of what will be sought is clear so that it does not unduly delay development and so that developers can factor costs into land prices being paid to ensure viability and timely delivery of infrastructure.

4.4 The SPD as now presented for approval has incorporated changes recommended by planning officers, infrastructure providers and officers from other council departments to ensure that it performs effectively going forward. One noteworthy comment received in early scoping work was that the SPD does not seem to be used by developers due to its length (the current SPD is 77 pages long). This length has, therefore, been significantly reduced so as to only include vital data and to remove duplication from other council strategies. It now also includes an Executive Summary to draw out the main issues. This should help to ensure that it is more accessible and therefore more effective.

4.5 The updated SPD does not seek to create new policy or to reinvent the way in which contributions are sought. Instead it seeks to make it clearer what the process will be, what will be sought and when, and provides signposts to where additional information can be found to justify the need for infrastructure. It is important to have a Developer Contributions SPD to ensure that provision of infrastructure matches growth in the city.

5. CONSULTATION

5.1 As part of the development of this SPD infrastructure providers and officers from a number of council departments have been informally consulted. This has helped shape the revised SPD to ensure that it is user-friendly and fit for purpose.

5.2 The SPD was presented to Growth, Environment and Resources Scrutiny Committee on 10 January 2018.

5.3 Subsequently, Cabinet on 15 January 2018 approved a four week public consultation on a draft version of the SPD. That formal consultation took place between 2 March and 29 March 2018.

5.4 Whilst informal consultation prior to the formal consultation had already shaped what the draft SPD should contain, the formal (and legally required) public consultation allowed views from developers and other interested parties to be made. The general public were also invited to comment, but due to the specific nature of the document it was not anticipated that comments from the public would be received. This turned out to be the case, with no representations from the general public.

5.5 Indeed, we only received comments from one representor during the formal consultation stage, namely from Middle Level Commissioners and Whittlesey & District Internal Drainage Board. The comments made by the representor were largely advisory, rather than seeking changes to the

SPD. Officers are satisfied that the points raised are adequately addressed by policies in the Local Plan, and no change to the SPD is necessary.

- 5.6 A full report on the consultation process and comments received is available on our website (see <https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/supplementary-planning-documents/>),

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that Cabinet will approve the Developer Contributions SPD for adoption alongside the adoption of the new Peterborough Local Plan. Adopting the SPD will provide clarity for developers and decision makers about what contributions to infrastructure will be sought by the council in respect of planning proposals.

If Full Council does not adopt a new Local Plan as anticipated in July, then this SPD should not be brought into effect because it is policy which is in support of the new Local Plan. An SPD cannot be adopted and brought into effect if a 'parent' Local Plan policy is not in place to set the framework for an SPD to be adopted.

7. REASON FOR THE RECOMMENDATION

- 7.1 There is no statutory duty to prepare this SPD. However, without it, there will be a lack of clarity for developers about what contributions to infrastructure will be sought by the council. Without the SPD there could be a detrimental impact on development coming forward and the ability of the council to deliver new and improved infrastructure to support growth.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 Alternative options considered were:

Option 1 - do not update the document - For this option, policies remain outdated, references out of date and the opportunity to simplify the document to make it more usable is missed. As such this is not the recommended option.

Option 2 - Remove the SPD from circulation - this would result in a loss of a valuable resource for both planners and developers and carries the risk of infrastructure not being delivered in support of new development. As such this is not the recommended option.

Option 3 - full SPD rewrite - this option is more resource intensive with little, if any, additional benefit. The demand on resources make this not a recommended option.

9. IMPLICATIONS

Financial Implications

- 9.1 There are no direct financial implications arising. This SPD will update the approach for the council to secure contributions from development to the provision of infrastructure to support growth. It does not introduce new requirements from developers but seeks to make it clearer for both applicants and decision makers what contributions will be sought, how and in what circumstances. This will not necessarily result in any change in income for the council, but should streamline the negotiation process as it provides additional clarity and should be more user-friendly.

Legal Implications

- 9.2 The council must follow statutory regulations in preparing and consulting on the SPD. Once adopted, the document will be used as a material planning consideration in the determination of planning applications.

- 9.3 The SPD is intended to provide guidance on contributions and obligations being sought and the relationship between S106 payments and CIL in accordance with the Community Infrastructure Levy Regulations (as amended).

Equalities Implications

- 9.4 This SPD does not introduce new policy and is in support of policies in the Local Plan which have been subject to an Equalities Impact Assessment. More generally, as this SPD seeks to foster the delivery of infrastructure it is likely to have a positive effect on the wider community as a whole.

10. BACKGROUND DOCUMENTS

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

- 10.1 None, other than those already mentioned in this report.

11. APPENDICES

- 11.1 Appendix 1 - Developer Contributions SPD



Developer Contributions Supplementary Planning Document July 2019

This document is a version for Cabinet consideration on 17 June 2019. If approved by Cabinet on 17 June, and if the Peterborough Local Plan is adopted by Full Council on 24 July 2019, then this text box will include the following text on the final publication SPD:

This Supplementary Planning Document was approved by a meeting of Peterborough City Council's Cabinet on 17 June 2019, and brought into effect as an adopted document for the purpose of decision making on 25 July 2019.

Peterborough City Council

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Executive Summary

This Developer Contributions Supplementary Planning Document (SPD) identifies what will be expected from developers of sites in Peterborough to ensure that development adequately funds infrastructure to support its impacts in a wide number of areas.

It sets out the process for negotiating S106 planning obligations and clarifies the relationship between the Community Infrastructure Levy (CIL) and other obligations for a variety of site sizes and for different uses. It also provides information about the expectations for viability assessments in Peterborough.

This SPD goes into the detail of what may be sought from development proposals and in what circumstances and provides some justification for these requirements. The general summary of this is provided in Table 1 below, but this should be used as a quick referencing guide only and is not a substitute for the full policy requirements as set out in any relevant DPD, CIL related policies, the main part of this SPD or national policy. Anything below which appears to contradict any statement in those documents should be disregarded in favour of the requirements set out in those policy documents. It is highly recommended that the council's pre-application service is used in order to establish what will be sought from a scheme given that the exact requirement will vary dependent on the proposals and their precise impacts.

Table 1: Summary of Requirements for Contributions

Theme	Requirements from sites of less than 500 dwellings	Requirements from sites of 500 or more dwellings	Requirements from other uses
Transport	<ul style="list-style-type: none"> Provision of a Transport Statement for sites of 50-80 dwellings. Provision of a Transport Assessment and a Travel Plan for sites of 80 or more dwellings. CIL contributions towards strategic or city-wide impact transport projects. Planning obligations necessary to mitigate any direct impact on the highway network. 	<ul style="list-style-type: none"> Provision of a Transport Assessment and a Travel Plan. Planning obligations necessary to mitigate any direct impact on the highway network. 	<ul style="list-style-type: none"> Provision of a Transport Statement, Transport Assessment and/or Travel Plan as needed in accordance with Department for Transport guidance. CIL contributions towards strategic or city-wide impact transport projects from supermarkets, retail warehouses and district convenience stores. Planning obligations necessary to mitigate any direct impact on the highway network.
Education	<ul style="list-style-type: none"> CIL Contributions. The provision of land for an education facility may be sought where capacity issues mean it is necessary to make the scheme acceptable in planning terms. 	<ul style="list-style-type: none"> The delivery of new education facilities on-site through the delivery of the facilities to an agreed specification, or the provision of land at nil cost to the council. If more appropriate than on-site provision, contributions towards the provision of an off-site facility. 	
Affordable housing	<ul style="list-style-type: none"> For sites of 15 or more dwellings 30% affordable housing will be sought, in line with Local Plan policy. The tenure and type of affordable housing will be informed by the latest SHMA 	<ul style="list-style-type: none"> 30% affordable housing will be sought in line with Local Plan policy. The tenure and type of affordable housing will be informed by the latest SHMA but will typically be 	<ul style="list-style-type: none"> No requirement from other non-residential uses, nor from care homes, nursing homes or purpose-built student accommodation.

Peterborough City Council Developer Contributions SPD – July 2019

Theme	Requirements from sites of less than 500 dwellings	Requirements from sites of 500 or more dwellings	Requirements from other uses
	but will typically be 70% affordable rent and 30% intermediate in the form of shared ownership.	70% affordable rent and 30% intermediate in the form of shared ownership.	
Health facilities	<ul style="list-style-type: none"> • CIL contributions. • The provision of land for a health facility may be sought where capacity issues mean it is necessary to make the scheme acceptable in planning terms. 	<ul style="list-style-type: none"> • The delivery of new health facilities on-site through the delivery of the facilities to an agreed specification, or the provision of land at nil cost to the Clinical Commissioning Group. • If more appropriate than on-site provision, contributions towards the provision of an off-site facility. 	<ul style="list-style-type: none"> • CIL contributions from schemes for supermarkets, retail warehouses and district convenience stores.
Open space and green infrastructure	<ul style="list-style-type: none"> • CIL contributions. • For sites of 15-40 dwellings, contributions toward provision of LAP, LEAP, NEAP, natural greenspace, allotments and playing pitches, usually off-site, and provision of a neighbourhood park either on-site or off-site. • For sites of 41-499 dwellings, provision of one or more neighbourhood park, LAP, LEAP, NEAP, and allotments either on-site or off-site and contributions towards natural greenspace and playing pitches off-site. • Costs for any off-site provision are included in Table 6 of this document. 	<ul style="list-style-type: none"> • On-site provision of LAP, LEAP, NEAP, neighbourhood parks, natural greenspace, allotments, playing pitches, Country Park and synthetic turf pitches may be sought. 	<ul style="list-style-type: none"> • CIL contributions from schemes for supermarkets, retail warehouses and district convenience stores.
Community and leisure	<ul style="list-style-type: none"> • CIL contributions that may be used for indoor sports and recreation facilities, and library, museum and lifelong learning facilities. 	<ul style="list-style-type: none"> • Provision of either serviced land at nil cost to the council or its partners, or the delivery of specific community and/or leisure facilities to any agreed specified standard. 	<ul style="list-style-type: none"> • CIL contributions from schemes for supermarkets, retail warehouses and district convenience stores.
Waste management	<ul style="list-style-type: none"> • CIL contributions. • Meeting the standards set out in Appendix E of the Local Plan. • Any specific waste infrastructure needed to make the proposal acceptable in planning terms. 	<ul style="list-style-type: none"> • Meeting the standards set out in Appendix E of the Local Plan. • Any other specific waste infrastructure needed to make the proposal acceptable in planning terms. 	<ul style="list-style-type: none"> • Meeting the standards set out in Appendix E of the Local Plan. • Any specific waste infrastructure needed to make the proposal acceptable in planning terms.
Other requirements	<ul style="list-style-type: none"> • Other requests may be sought dependant on the nature and scale of the scheme. All requirements will be necessary to make the scheme acceptable in planning terms and will be subject to any national 	<ul style="list-style-type: none"> • Other requests may be made dependant on the nature and scale of the scheme. All requirements will be necessary to make the scheme acceptable in planning terms and will be subject to any national 	<ul style="list-style-type: none"> • Other requests may be made dependant on the nature and scale of the scheme. All requirements will be necessary to make the scheme acceptable in planning terms and will be subject to any national

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Theme	Requirements from sites of less than 500 dwellings	Requirements from sites of 500 or more dwellings	Requirements from other uses
	pooling restrictions which apply at the time.	pooling restrictions which apply at the time.	pooling restrictions which apply at the time.

1. Introduction

1.1. About this SPD

- 1.1.1. The purpose of this Supplementary Planning Document (SPD) is to set out Peterborough City Council's approach towards securing funding from developers to provide necessary infrastructure to support development.
- 1.1.2. In April 2015 the city council adopted its Community Infrastructure Levy (CIL) which sets a clearly defined tariff-style payment that is required from the majority of developments. However, it will sometimes be necessary to obtain funding through other means to make a planning application acceptable in planning terms and this SPD clarifies the relationship between CIL and other developer contributions. It replaces the previous version of this document which was published in April 2015.
- 1.1.3. This SPD provides a framework for implementation, amongst other matters, of existing policies contained in the adopted Peterborough Local Plan (July 2019) relating to the impacts of development. This SPD supports in particular policies LP13: Transport, LP14: Infrastructure to Support Growth, LP21: New Open Space, Sport and Recreation Facilities, and LP22: Green Infrastructure Network, of the Peterborough Local Plan.

1.2. About Developer Contributions

- 1.2.1. When assessing a planning application, the city council can take into account what is necessary to make an application acceptable in planning terms through the following mechanisms:
- Planning **Conditions** (site/development related);
 - Planning **Obligations** to secure infrastructure provision through financial contributions or works in kind e.g. S106 Agreements or Unilateral Undertakings (site/development related);
 - The Peterborough Community Infrastructure Levy (**CIL**); and
 - **Section 278 agreements** under the Highways Act 1980.
- 1.2.2. More details about the use of these mechanisms in the planning process is available in the [Planning Practice Guidance](#) available on the GOV.UK website.
- 1.2.3. All eligible development proposals for fewer than 500 dwellings or for supermarkets, retail warehouses and neighbourhood convenience stores will be required to pay CIL at the rate set out in the [Peterborough CIL Charging Schedule](#)¹. However, other contributions may also be sought on sites of fewer than 500 dwellings where this is necessary to make the application acceptable in planning terms by mitigating the impacts of the proposed development.
- 1.2.4. For developments of 500 or more dwellings, or for other uses not listed in the CIL Charging Schedule, CIL will not be charged, and contributions towards infrastructure necessary to support the growth will be sought through other forms of developer contributions.
- 1.2.5. Obligations will only be sought where they satisfy the tests set in the NPPF and in the CIL Regulations, specifically (at the time of adopting this SPD) where they are:
- necessary to make the development acceptable in planning terms;

¹ Available at: <https://www.peterborough.gov.uk/council/planning-and-development/planning-and-building/community-infrastructure-levy/>

- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

1.2.6. For more information on CIL, see the [CIL Supporting Policies Document](#)².

1.3. The process of agreeing contributions and taking account of viability

1.3.1. Where obligations are being sought, the process will typically be as follows:

1. As part of the documentation submitted with the planning application, the developer provides a draft Planning Obligations Heads of Terms form, using the template available on the city council's website³.
2. Draft Heads of Terms are agreed in principle.
3. Once the Local Planning Authority is minded to approve the application, the city council's Legal Services Team are instructed to prepare a draft S106 Agreement / UU and the charge for this is paid for by the applicant.
4. S106 Agreement / Unilateral Undertaking is signed and sealed and planning permission can then be granted.
5. The agreed Planning Obligations and their relevant triggers monitored through to completion.
6. On discharge of all Planning Obligations the city council's Land Charges Section will remove the charge from the Land Charges Register.

1.3.2. It is recommended that all applicants engage with the city council at the earliest opportunity through the pre-application service to understand what impacts are anticipated and therefore what contributions may be sought. A detailed breakdown of the process for S106 Agreements and Unilateral Undertakings is provided in Appendix A.

1.3.3. It is important that the infrastructure costs sought through CIL and through S106 contributions are considered at the outset by applicants. The financial impacts of these costs should be factored into viability considerations at the outset when land is acquired.

1.3.4. Planning obligations or conditions may be sought to mitigate the impact from new development on a wide range of infrastructure, services or constraints. This SPD details the requirements that may be sought in relation to a number of different themes which are anticipated to be the main topic areas where obligations will be sought.

1.3.5. Planning obligations are a necessary cost of development and it will be expected that the likely cost of obligations, including the cost of affordable housing provision, will be factored into development from an early stage. The council has tested the viability of development as part of the preparation of the CIL charging schedule and again for the Local Plan. The viability assessments tested the impact of the proposed CIL rates, alongside Local Plan policies and planning obligations on development and found that residual land values would still incentivise landowners to make land available.

1.3.6. The costs arising from CIL and other planning conditions or obligations should be factored into land purchase price at the outset and it will not normally be accepted that viability would prevent the identified planning obligations from being paid for. However, it is recognised that there may be exceptional circumstances where development proposals are unable to meet, in full, the policy requirements of the Development Plan. If the Applicant can

² Available at: <https://www.peterborough.gov.uk/council/planning-and-development/planning-and-building/community-infrastructure-levy/>

³ Available at: <https://www.peterborough.gov.uk/council/planning-and-development/planning-and-building/apply-for-planning-building-permission/>

demonstrate, to the satisfaction of the council, that the scheme cannot be fully compliant and remain financially viable, the council may consider a reduced level of contributions in one or more areas.

- 1.3.7. In order to determine such applications the applicant is required to submit an 'open book' viability assessment to the council. The applicant should use the Homes and Communities Agency Development Appraisal Tool. The viability assessment will need to address the fundamental issue of whether an otherwise viable development is made unviable by the extent of the Planning Obligations and CIL requirements.
- 1.3.8. Appendix B includes the schedule of information to be provided as part of a Financial Viability Assessment on any development scheme.
- 1.3.9. Submitted viability assessments will be assessed by the city council. Occasionally, it may be considered appropriate for complex schemes to appoint an independent viability advisor with reasonable costs to be borne by the applicant. Commercially sensitive information will be treated in due confidence, however it may be necessary to report the key issues and broad conclusions to elected members at the time of their consideration of the planning application.
- 1.3.10. Where the applicant fails to demonstrate that a reduced level of contributions should be applied or that the level of Planning Obligations that the development can viably support cannot mitigate the impact of the proposed development, then the planning application is likely to be recommended for refusal.

2. Transport

2.1. Introduction

- 2.1.1. Investment in transport infrastructure represents one of the greatest challenges to Peterborough's growth agenda. Overall traffic levels in Peterborough have increased over the last decade, leading to increased congestion and a range of associated problems such as increased air pollution, noise impacts and visual intrusion. It is critical to the successful and sustainable growth of the city that major transport improvements are delivered.
- 2.1.2. The requirements for development proposals to manage and mitigate any impacts arising from growth is set out in Local Plan Policy LP13: Transport.

2.2. Requirement for sites of fewer than 500 dwellings

- 2.2.1. All development proposals will be required to deliver any improvements necessary to make the proposal acceptable in planning terms. For sites of fewer than 500 dwellings CIL payments will be made and may contribute to strategic or city wide impact transport projects.
- 2.2.2. Most developments generate new transport movements and many development schemes require either on or off-site specific works to mitigate their direct impact on the transport network. Where such a site-specific impact is identified a Planning Obligation may be sought to mitigate its impact. The impact is something that will be determined on a case by case basis which could be in addition to CIL.
- 2.2.3. Provision to be made for site-specific impacts can be made through Planning Conditions or a S106 Planning Obligation. In most circumstances the obligation will be on the developer to implement the approved works via the relevant legal agreements. However, there may be some circumstances where it would be acceptable to contribute a sum of money to the council to implement the works on the developer's behalf. Financial contributions will be negotiated on a case by case basis, and will be subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.
- 2.2.4. In order to identify the likely impacts of a development the council may ask the applicant to provide an assessment of the anticipated transport impacts and possible mitigation. Typically these will be in the form of a Transport Statement (TS), for sites between 50 and 80 dwellings, a Transport Assessment (TA) and a Travel Plan (TP), for sites of 80 or more dwellings. Other site or development-specific attributes may result in the council requiring an additional assessment and examples of these occasions are available in [Department for Transport guidance](#)⁴. Early engagement with the council through the pre-application advice service will identify specific measures required for the proposed scheme.

2.3. Requirement for sites of 500 or more dwellings

- 2.3.1. All development proposals of 500 or more dwellings will be required to deliver any improvements necessary to make the proposal acceptable in planning terms, but will not be required to pay CIL.
- 2.3.2. Proposals will be required to be accompanied by a TA and TP to identify any accessibility issues, the transport impacts of the proposed scheme and proposed mitigation. More information on what will be expected in a TP could be available on the [Travelchoice website](#)⁵.

⁴ Available at:

<http://webarchive.nationalarchives.gov.uk/+/http://www.dft.gov.uk/adobepdf/165237/202657/guidanceontaappen.dixb>

⁵ Available at: <http://www.travelchoice.org.uk/>

2.3.3. Transport improvements to be delivered will be agreed through S106 agreements and will be negotiated on a case by case basis, and will be subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.

2.4. Requirement for non-residential uses

2.4.1. All development proposals will be required to deliver any improvements necessary to make the proposal acceptable in planning terms. Supermarkets, retail warehouses and neighbourhood convenience stores will also be required to pay CIL and may also be required to produce a TS, TA or TP. Other non-residential uses will not pay CIL and mitigation for any impacts will be negotiated on a case-by-case basis through S106 agreements, and will be subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.

2.4.2. Thresholds for different uses where a TS, TA and / or a TP will likely be required, as well as exceptions to these thresholds, is provided in [Department for Transport guidance](#)⁶.

3. Education

3.1. Introduction

3.1.1. Education infrastructure is an integral component of balanced sustainable communities. It is the council's vision to ensure that the highest quality opportunities exist in education, learning and training, by improving school performance and raising aspirations and standards of achievement for all age groups.

3.1.2. Development of new homes creates a need for additional school places at early years centres, primary schools, secondary schools and other educational establishments. Recent demographic changes in Peterborough and the cumulative impact of the growth of the city mean that there is, and will continue to be, a compelling need for additional capacity in the city's education infrastructure throughout the Local Plan period and beyond.

3.1.3. The enhancement and expansion of the education offer in the city is a key component of the essential infrastructure to be delivered through development as is identified in Local Plan Policy LP14: Infrastructure to Support Growth.

3.1.4. The city council's [School Organisation Plan](#)⁷ contains an assessment of pupil numbers and projections and the likely areas where there is pressure for school places. This will help inform where investment is needed and where any obligations will be sought for education.

3.2. Requirement for sites of fewer than 500 dwellings

3.2.1. For sites of fewer than 500 dwellings CIL payments will be made to contribute to the provision of educational facilities. For most sites under 500 dwellings this will be the only contribution to be made for education.

3.2.2. The availability of suitably located land to expand existing schools or to deliver new schools is a barrier to the enhancement of the education provision in the city. As such, where a site is within the catchment area of a school (or schools) which are at capacity and it is unable to expand on its existing site and where there are no identified solutions for expanding the local

⁶ Available at:

<http://webarchive.nationalarchives.gov.uk/+/http://www.dft.gov.uk/adobe/pdf/165237/202657/guidanceontaappen.dixb>

⁷ Available at: <https://www.peterborough.gov.uk/residents/schools-and-education/school-organisation-plan/>

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education provision, land for a new school site may be sought (usually fully serviced and at nil cost to the council) where this would be necessary to make the proposal acceptable in planning terms.

3.2.3. Furthermore, where a site is located immediately adjacent to a school site and it may offer a rare opportunity to expand the school, the provision of land may be sought, where this is necessary to make the scheme acceptable in planning terms.

3.2.4. Where land is being sought this will be dealt with on a case-by-case basis through negotiation and other obligations which ordinarily would have been sought may be offset against the land provided, dependant on the specific circumstances.

3.3. Requirement for sites of 500 or more dwellings

3.3.1. For sites of 500 or more dwellings, obligations will be sought for new education facilities through S106 negotiation. This could include, but is not limited to:

- The on-site provision of land within the development to accommodate identified education facilities, usually fully serviced land provided by the developer at nil cost to the city council;
- Contributions towards a facility in an off-site location (where this is more appropriate than on-site provision). Where more than 50% of need for the off-site infrastructure is generated by the proposal itself, a proportionate financial contribution to purchase the land, or provision of the land as an in-kind payment, will be required;
- The construction of, or funding for the construction of, education facilities, including the facilities being built to an agreed specification, where appropriate; and,
- Contributions to secure the necessary provision of new school places. This includes the provision of children's centre places, early years places, primary education places, secondary education places and post-16 education places.

3.3.2. Typically, education provision will be sought on-site for sites of 500 or more dwellings, but it is acknowledged that this may not always be the most appropriate solution. Any contributions will be subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.

3.4. Requirement for non-residential uses

3.4.1. Supermarkets, retail warehouses and neighbourhood convenience stores will be required to pay CIL, which indirectly may be used to fund education facilities. For all other uses it is not envisaged that any obligations relating to education would be sought.

4. Affordable housing

4.1. Introduction

4.1.1. Affordable housing is housing that is provided for eligible households who are unable to meet their housing needs in the open market because of the relationship between housing costs and income. It is tightly defined by national policy.

4.1.2. The city council publishes a Housing Strategy to set priorities for Peterborough and what will be done to deliver on these priorities with the latest publication being the [Housing Strategy for 2016-2021](#)⁸. The [Strategic Housing Market Assessment \(SHMA\)](#)⁹ provides details of housing need in Peterborough.

⁸ Available at: <https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/strategic-housing/>

⁹ Available at: https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/strategic-housing/#StrategicHousing_shma

4.1.3. Local Plan Policy LP8: Meeting Housing Needs is a detailed policy on how the Council will negotiate affordable housing contributions.

4.2. Requirement for sites of fewer than 500 dwellings

- 4.2.1. In line with present CIL Regulations, affordable housing is dealt with through S106 planning obligations.
- 4.2.2. In all cases where a proposal is for 15 or more dwellings (whether this is through new build or conversion) 30% affordable housing will be sought through negotiation. This 15 dwelling threshold will also be applicable on sites below this threshold where it is obviously linked to a subsequent development scheme where the original scheme is extant or up to 5 years following its completion, where combined the schemes would deliver 15 or more dwellings.
- 4.2.3. As is stipulated in Local Plan Policy LP8 this affordable housing will be expected to be delivered on-site unless exceptional circumstances can be demonstrated to justify the provision of homes and/or land off-site through a commuted sum.
- 4.2.4. Contributions for affordable housing will not be required from care / nursing homes or student accommodation, where occupancy is restricted by planning conditions or legal agreements. Provision for affordable housing will be required from sheltered and supported housing schemes, recognising the requirement to meet the housing needs of all sections of our communities.
- 4.2.5. The precise tenure and types of housing to be sought from a proposal will be informed by the latest SHMA and will form part of the negotiation during the application process, but the city council will typically seek 70% affordable rent and 30% intermediate in the form of shared ownership.

4.3. Requirement for sites of 500 or more dwellings

4.3.1. The requirements for sites of 500 or more dwellings are the same as for smaller sites as detailed above.

4.4. Requirement for non-residential uses

4.4.1. Non-residential uses will not be asked to contribute to the delivery of affordable housing. Where a scheme is mixed use and includes some residential development, the city council will negotiate on the basis of the residential proportion of the scheme.

5. Health facilities

5.1. Introduction

5.1.1. Local Plan Policy LP7: Health and Wellbeing sets out a requirement for development proposals to provide developer contributions towards new or enhanced health facilities in line with the requirements of Policy LP14: Infrastructure to Support Growth. This is because new residential developments put pressure on existing health facilities and cumulatively create the need for additional facilities and services. In order to cope with pressures arising from the growth of the city, investment will be needed in a number of primary care facilities. These facilities may include, but are not limited to:

- GP services;
- Day places and beds; and
- Mental health services

- 5.1.2. With NHS Choices offering the ability to choose where care is received, people no longer have to visit their local surgery or other facility. This means that facilities as a whole across the area may be impacted by new growth rather than just the most local facilities.
- 5.2. Requirement for sites of fewer than 500 dwellings**
- 5.2.1. For the vast majority of sites of fewer than 500 dwellings, contributions towards health facilities will be funded solely through CIL payments. The exception to this will be where there is a specified need for land for health facilities locally and where the provision of this land to provide new health facilities is necessary in order to make the scheme acceptable in planning terms. This will only typically occur on larger sites of 50 or more dwellings. For any scheme over 50 dwellings, the Cambridgeshire and Peterborough Clinical Commissioning Group (CCG) should be consulted at the earliest opportunity to consider whether this provision may be triggered by the scheme.
- 5.3. Requirement for sites of 500 or more dwellings**
- 5.3.1. For sites of 500 or more dwellings, the provision of health facilities or improvements to existing facilities necessary to accommodate the growth coming from the development will be negotiated through Section 106. This may be in the form of the provision of the facility itself or it may be best delivered through the extension to an existing facility or the provision of serviced land for a facility at nil cost to the Cambridgeshire and Peterborough Clinical Commissioning Group (CCG). The provision of facilities or land should be agreed upon through discussion with the city council and the CCG.
- 5.4. Requirement for non-residential uses**
- 5.4.1. Proposals for supermarkets, retail warehouses and neighbourhood convenience stores will, indirectly, contribute to the provision of health facilities through CIL payments. For all other uses it is not envisaged that any obligations relating to health facilities would be sought.

6. Open space, outdoor sports and recreational facilities and green infrastructure

(Note: See Community and Leisure for indoor sports provision)

6.1. Introduction

- 6.1.1. Open spaces, outdoor sports facilities and green infrastructure are essential infrastructure to support the growing city. They perform a range of functions from enabling active lifestyles and participation in sports and other activities, to providing an essential habitat for wildlife. As the city continues to grow this will create additional pressure on open spaces and the delivery of new and expanded high quality open spaces are essential to ensure adequate quality of life.
- 6.1.2. Local Plan Policy LP21: New Open Space, Sport and Recreation Facilities sets out what will be sought by the city council on sites of a variety of sizes. It stipulates that preference will be for on-site provision of open space but that in some circumstances (as detailed within the policy) off-site provision through financial or in-kind contributions may be acceptable, subject to limitations imposed by the CIL Regulations.
- 6.1.3. The Peterborough [Open Space Strategy Update 2016](#)¹⁰ takes account of the planned growth of the city to 2026, together with the current shortfall of open space provision by type, across the district, and identifies target areas for future provision or improvements. It also recommends a number of open space standards, based upon the needs across the city, which have been embedded in Policy LP21 of the Local Plan. Other similar evidence

¹⁰ Available at: <https://peterboroughcc.app.box.com/s/chp40k6zwcx7j0zifaba2alfyqtjos48>

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documents may be produced, to further help identify and justify open space and green infrastructure developer contributions.

- 6.1.4. Open space and green infrastructure types can be categorised into strategic and non-strategic types and these are defined as follows:

Table 2: Types of Open Space

Strategic Open Space	Non-Strategic Open Space
<ul style="list-style-type: none"> Country parks Synthetic turf pitches Wider strategic-level projects which establish or enhance habitat connectivity at a larger than local scale 	<ul style="list-style-type: none"> Children's play areas (including LAP, LEAP, NEAP) Neighbourhood Parks Allotments Natural greenspace Playing pitches or other areas for outside sports

- 6.1.5. The pressure on these open spaces resulting from new development will require mitigation to ensure that the open space standards set out in the Local Plan are achieved. Strategic open spaces will typically be delivered through CIL funding whilst non-strategic open spaces will be provided through S106 contributions in accordance with the requirements of Policy LP21.

6.2. Requirement for sites of fewer than 500 dwellings

- 6.2.1. For sites of fewer than 500 dwellings CIL payments made may be used to fund open space improvements. The council has established (and confirmed through Local Plan Policy LP21) an open space provision requirement for a number of thresholds to provide clarity of the expectations for what will be delivered on and off-site on development proposals of a variety of sizes. These requirements are as follows:

Table 3: Open Space Requirements - Type of Provision

Type of open space	Development scheme thresholds for open space provision		
	<15 dwellings	15-40 dwellings	41-499 dwellings
Neighbourhood parks	No requirement	On-site or off-site S106	On-site or off-site S106
Children's play - LAP	No requirement	On-site S106	On-site or off-site S106
Children's play - LEAP	No requirement	Off-site S106	On-site or off-site S106
Children's play - NEAP	No requirement	Off-site S106	On-site or off-site S106
Natural greenspace	No requirement	Off-site S106	Off-site S106
Allotments	No requirement	Off-site S106	On-site or off-site S106
Playing pitches	No requirement	Off-site S106	Off-site S106

- 6.2.2. The Local Plan also establishes quantitative standards, as follows:

Table 4: Open Space Requirements - Amount of Provision

Open Space types for which on-site provision may be required	Ha per 1,000 persons	Equivalent M ² per person
Children's Play LAP / LEAP / NEAP	0.04	0.4
Neighbourhood parks	1.36	13.6
Allotments	0.29	2.9

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Natural greenspace	0.42	4.2
Playing pitches / outdoor sports	1.0	10

- 6.2.3. These requirements take account of the anticipated pressure resulting from developments of different sizes in accordance with the open space standards detailed in the Open Space Strategy Update 2016. Standards should not be simply added together to generate a total requirement for open space. This is because it may be possible to provide some open space types within the boundary of another. For example, a neighbourhood park may contain one or a number of the other open space types such as a LEAP, NEAP, allotments and amenity greenspace.
- 6.2.4. For Table 4 above, converting a development scheme into M² requirements will first require a calculation to determine how many people are assumed to occupy the homes once complete. This is done using Office for National Statistics data for average household sizes for household types in Peterborough based on the 2011 Census as shown in Table 5 below.

Table 5: Open Space Requirements - Household Size Assumptions

Household Type	Household size
Flat – 2 bedroom	2.2
House – 1 bedroom	2.2
House – 2 bedroom	2.8
House – 3 bedroom	3.2
House – 4 bedroom	3.4

- 6.2.5. Where the first table above indicates an option for either on or off-site provision, the city council's preference is for on-site provision in a suitable location wherever possible, and the precise type of on-site provision required will depend on the nature and location of the proposal and the open space needs in the area.
- 6.2.6. In certain circumstances it may be more appropriate to make provision at an alternative location off-site. If such off-site provision is agreed by the council to be appropriate, then one of the following two scenarios will apply:
1. Off-site provision may be in the form of an appropriate enhancement or expansion of an existing open space facility/facilities, within a reasonable proximity of the development. In such circumstances, a proportionate financial contribution towards the provision will be required, based on the costs table below.
 2. If option 1 is not possible (because of no locally available open space facility available or in need of upgrade), then a proportionate financial contribution to purchase land, or provision of the land as an in-kind payment, will also be required, in addition to contributions to make the land (and any appropriate equipment) in an appropriate condition for its intended purpose.
- 6.2.7. Where only partial provision can be met on-site, the developer may be expected to make a proportionate financial contribution towards the provision of off-site open space to redress the on-site shortfall.
- 6.2.8. The quantitative standards set out above can be converted into **indicative costs** using the following:

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Table 6: Open Space Requirements - Indicative Costs

Open Space types for which on-site provision may be required	Indicative Cost of Provision £/M ² (assumes nil land purchase needed)
Children's Play LAP / LEAP / NEAP	£173.38
Neighbourhood parks	£11.48
Allotments	£5.20
Natural greenspace	£8.11
Playing pitches / outdoor sports	See Appendix C for Toolkit and Calculator

- 6.2.9. These costs are based on historic examples delivered by the current grounds maintenance contractor or Spon's External Works and Landscape Price Book 2017 and will be revised annually in line with future additions or indices used within the Grounds Maintenance Contract. The above costs should, therefore, be used as a guide not a fixed cost.
- 6.2.10. The standards set out in this section of the SPD will be applied flexibly although the financial value of what is provided should remain broadly consistent with that calculated when determining the open space requirement for a proposal. The city council will take into account existing open space provision, capacity, accessibility and condition within the area, along with other planned provision for the area, when interpreting the open space standards and requirements. Pre-application discussion as part of the planning application process can be beneficial to all in order to provide the most appropriate open space provision for the development and the wider community.
- 6.2.11. **Adoption and Maintenance:** The council is normally prepared (but is not legally obliged) to adopt and maintain properly laid out green space, play space or playing pitches that are intended for wider public use, where these amenities are provided by the developer on-site as part of a development, and meet agreed standards. This will be subject to a payment towards the future costs of maintenance by the council. This commuted sum is normally calculated for a 20 year period, calculated on the cost to maintain each component of the open space provided. The rates applied will be according to the current Peterborough City Council Grounds Maintenance Contract and any relevant annual revisions will be applied.
- 6.2.12. In addition to all of the above, applicants should be mindful of Part C of Policy LP21, which makes it clear that open space provision over and above the standards set out may be necessary in order to mitigate against the potential of significant adverse effects on a designated nature conservation site. This SPD provides no further clarification or detail on this requirement, therefore the policy on this matter is as set out in the Local Plan. Pre-application advice will assist you in identifying whether this may apply.
- 6.3. Requirement for sites of 500 or more dwellings**
- 6.3.1. The requirements for sites of 500 dwellings or more will be the same as for sites below 500 dwellings, detailed above, with the exceptions that all open space provision will be required on site, and that the provision of a country park or synthetic turf pitches may be sought on site, subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.
- 6.4. Requirement for non-residential uses**
- 6.4.1. Proposals for non-residential uses will typically not be required to provide open space or contributions towards open space, unless the proposal would be likely to give rise to additional pressures on open space provision.

- 6.4.2. However, given the physical and psychological benefits that open space offers, the provision of open space as part of a landscaping scheme may be beneficial to be provided on schemes for non-residential uses too.

7. Community and Leisure

7.1. Introduction

- 7.1.1. 'Community and leisure' can cover a wide range of facilities and services available for use by the public, organisations and business communities. Many of these facilities will perform a number of functions and will be flexible to help meet many social, cultural and leisure needs of the community. These facilities may include, but are not limited to:

- Indoor sports and recreation facilities, such as gyms or swimming pools
- Community halls
- Libraries
- Museums
- Facilities for lifelong learning

- 7.1.2. Because of the functions performed by these facilities they will often become a hub for the community.

- 7.1.3. Growth in the city applies increased pressure on these services and their availability is also reduced and therefore it is essential that these facilities are enhanced and new facilities are provided to ensure that this wide-ranging and important offer is maintained.

7.2. Requirement for sites of fewer than 500 dwellings

- 7.2.1. Mitigation for impacts arising from growth from sites of fewer than 500 dwellings will usually be through CIL payments.

7.3. Requirement for sites of 500 or more dwellings

- 7.3.1. New facilities will be sought from developments of 500 or more dwellings where the need for these facilities arises from the proposal and existing facilities cannot accommodate this growth either due to capacity issues or the location of existing facilities not being adequately accessible to the new population. Enhancements for specific existing facilities may be sought where this would be the most suitable mitigation for increased pressure, subject to any national limitations on pooling funds from different schemes imposed by any CIL Regulations applying at the time of the decision.

- 7.3.2. Obligations may include the provision of serviced land and the facilities, or financial contributions to purchase land and for the council and other partners to deliver the facilities or services.

- 7.3.3. Where a facility has been delivered it may need to meet relevant industry or other standards and may be required to be adopted by the council, Vivacity or another partner as necessary. Pre-application discussions will provide an important opportunity to discuss requirements appropriate to the case and what will be sought.

7.4. Requirement for non-residential uses

- 7.4.1. Proposals for supermarkets, retail warehouses and neighbourhood convenience stores will typically contribute to leisure and community facilities indirectly through CIL payments. For all other uses it is not envisaged that any obligations relating to community and leisure facilities would be sought.

8. Waste management

8.1. Introduction

- 8.1.1. Development should be designed and constructed in such a way as to minimise the production of waste, maximise the re-use of materials, and maximise the use of recycled materials, and to facilitate, by provision of adequate space and facilities, the ongoing recycling and recovery of waste as may arise from the completed development proposal. These recommendations are set out in both the [Waste Management Plan for England](#)¹¹ (2013) and the [Cambridgeshire and Peterborough Minerals and Waste Core Strategy](#)¹² (Adopted July 2011) and they are applicable to the design and construction of all schemes from single buildings through to whole communities in the form of urban extensions and new villages.
- 8.1.2. The Cambridgeshire and Peterborough Minerals and Waste Core Strategy policies CS16 Household Recycling Centres and CS28 Waste Minimisation, Re-Use and Resource Recovery provide the policy basis for seeking contributions towards the provision of household recycling centres and residential waste storage containers. It should be noted that the Minerals and Waste Development Plan is being updated over the next 1-2 years, and once adopted the provisions within it will then apply. If there is any conflict between what this SPD states and what the updated Minerals and Waste Development Plan states, then the provisions of the Development Plan apply.

8.2. Requirement for sites of fewer than 500 dwellings

- 8.2.1. All development proposals should satisfy the recommended standards of the guidance in Appendix E of the Local Plan to accommodate the on-site waste management needs.
- 8.2.2. Should a scheme give rise to the need for a specific piece of waste infrastructure to make it acceptable in planning terms, this may be sought through planning obligations.
- 8.2.3. Pressure on strategic waste facilities will be generated from new development across the city and CIL payments from sites of fewer than 500 dwellings may be used to fund the delivery of an anaerobic digestion plant and a southern householder recycling centre.

8.3. Requirement for sites of 500 or more dwellings

- 8.3.1. All development proposals should satisfy the recommended standards of the guidance in Appendix E of the Local Plan to accommodate the on-site waste management needs.
- 8.3.2. Should a scheme give rise to the need for a specific piece of waste infrastructure to make it acceptable in planning terms, this may be sought through planning obligations.

8.4. Requirement for non-residential uses

- 8.4.1. All development proposals should satisfy the recommended standards of the guidance in Appendix E of the Local Plan to accommodate the on-site waste management needs.
- 8.4.2. Should a scheme give rise to the need for a specific piece of waste infrastructure to make it acceptable in planning terms, this may be sought through planning obligations.

¹¹ Available at: <https://www.gov.uk/government/publications/waste-management-plan-for-england>

¹² Available at: <https://www.peterborough.gov.uk/upload/www.peterborough.gov.uk/council/planning-and-development/Planning-MineralsWaste-CoreStrategyDPD.pdf?inline=true>

9. Other Potential Development Specific Requirements

- 9.1.1. This document has detailed the main areas where provision will likely be sought from development. However the precise circumstances of each development will be different and, therefore, there may be additional development specific requirements, such as mitigation measures, that may be needed to address the impact of individual developments. Such requirements by reason of their nature will need to be assessed on a site by site basis.
- 9.1.2. The list below sets out some additional examples (but by no means exhaustive list) of potential Planning Obligations that may be applicable, depending on the individual circumstances and constraints of the development site and the nature of the proposed development:
- Emergency services;
 - Impacts on the historic environment;
 - Nature conservation mitigation measures;
 - Pollution/air quality mitigation measures;
 - Public realm improvements;
 - CCTV.

Appendix A

Approach for S106 Agreements and Unilateral Undertakings

Where it is agreed that it will be necessary to secure Developer Contributions via a S106 Planning Obligation (in the form of a S106 Agreement or Unilateral Undertaking) then a draft 'Heads of Terms' must be submitted with a planning application. Prior to submitting a Draft Heads of Terms, developers will need to consider a range of factors that influence contributions. The process for agreeing Developer Contributions involves a series of steps, set out below, that are designed to ensure that the process is as swift and transparent as possible.

Legal and Monitoring Processes

S106 Agreements and UUs will normally be drafted by the city council's Legal Services Team – a service paid for by applicants. Title has to be deduced to the city council and all persons with an interest in the land must be party to the agreement. The city council carries out searches to make sure there have been no new owners or mortgages in the period before completion. Agreements and UUs are registered as local land charges and their provisions bind future purchasers/tenants of the site. Both draft and completed s106 Agreements and UUs may be viewed by members of the public and are not confidential documents.

If contributions are being sought for a range of items, they will usually be addressed in a single document. However, some infrastructure is provided by outside agencies, for example, electricity and water. Their requirements may occasionally be set out in separate documents, but to save time and costs a combined S106 Deed is usually entered into.

Each Agreement or UU has to be entered into before any planning permission is granted. In non-appeal cases the city council seeks to issue the planning permission within one working day of completion of the Agreement or UU. In appeal cases the Agreement or UU needs to be completed before the appeal is determined by the Planning Inspectorate.

The council will track compliance with each provision contained in a legal agreement as a development proceeds to ensure that payment of financial contributions and completion of non-financial obligations is in accordance with the terms in the agreements. Late payment of contributions will incur additional interest charges at the rates set out in the Agreement.

The council will require a payment for the preparation of the legal agreement. The current minimum charge is £720.

Details regarding Planning Obligations and CIL payments will be recorded on a database. This will include what payments are due, triggers, and where/on what the funds are to be spent. Reports on the holding balances, and how the funds have been used will be made available annually within the planning authority's Annual Monitoring Report or equivalent.

Late Interest Payments

In the event of any delay in making any payment required under a S106 Agreement, (regardless of whether or not any formal demand for payment has been made by the council) interest shall be added to such contribution until payment is made on a daily basis at the rate of 5% per annum above the standard rate of Barclays Bank plc.

Triggers for Planning Obligations

Planning Obligations are normally triggered on commencement of development i.e. the date on which works to begin the development start, as defined by the carrying out of a material operation (Section 56 of the 1990 Town and Country Planning Act), but may be earlier or later e.g. upon first occupation.

Timing of Developer Contributions Payments

The timescale for payment of planning contributions will be set out in the Agreement. This will normally be due on commencement of development, but may be prior to completion or first occupation. In the case of significant major development, payments may be phased to assist development viability.

Inflation

Unless otherwise stated to the contrary all contributions (sums payable) by the owner will be subject to increase by application of the principles of indexation. For the purpose of applying indexation the index will usually mean the Building Cost Information Service All-in Tender Price Index (TPI) of the Royal Institution of Chartered Surveyors, however separate indices may be used for affordable housing contributions.

Indexation will commence on the date planning permission is issued and will end on the date(s) the Contributions or sums are actually paid in full.

Further detail on the above matters are set out in the S106 agreement documentation and via the council's Legal Service.

Use of S106 Financial Contributions

When a financial contribution is secured, the use of the funds will be stipulated in the S106 Agreement.

Time limits, usually ten years from the date that the contribution is paid in full (but potentially longer), for the expenditure of financial contributions will be included within the Planning Obligation agreements. After the agreed time limit, any unused contributions are returned to the developer with any accrued interest.

Appendix B

Viability Assessments

The city council has tested the viability of development in Peterborough as part of the development of the CIL and as part of the production of the Local Plan, on the basis of current conditions and taking into account the provision of 30% affordable housing with no grant provision, in line with current policy requirements. This has shown that sites in Peterborough should normally be viable when policy requirements and planning obligations are taken into account.

The costs arising from CIL and other planning conditions or obligations should be factored into land purchase price at the outset and it will not normally be accepted that viability would prevent the identified planning obligations from being paid for. However, it is recognised that there may be exceptional circumstances where development proposals are unable to meet, in full, the policy requirements of the Development Plan. If the Applicant can demonstrate, to the satisfaction of the council, that the scheme cannot be fully compliant and remain financially viable, the council may consider a reduced level of contributions in one or more areas.

Peterborough's approach to viability

If developers wish to raise the viability of their development as an issue for its deliverability they will be expected to set it out in a formal submission to the city council prior to the submission of a planning application including:

- Whether viability considerations mean that they are not able to provide the full policy requirements deemed to be necessary to be secured through a S106 (e.g. affordable housing) and the statutory CIL charges;
- Why they consider not meeting the policy requirements should be found acceptable.

The assessment of this information will be considered on a case by case basis, weighing up the benefits of the development against the degree of harm caused from under-provision of the required infrastructure to consider whether planning permission should be approved.

An evidential approach to viability is required detailing the specific development economics of the scheme and an informed view as to what policy requirements can and cannot be reasonably and fairly afforded and the benefits of progressing on that basis. The following guidance should be adhered to when submitting viability assessments:

Provision of financial information about the scheme will be on an "open book" basis;
<p>The following should be included in a viability assessment:</p> <ul style="list-style-type: none"> • Electronic version of the viability assessment in the form of the Homes and Communities Agency supported Development Appraisal Toolkit (DAT); • Full Build Cost Plan; • Market Evidence for Sales Rates – set out in a sales and marketing report, including comparables; • Market evidence to support Gross Development Value and the assumptions on yield and financing costs. ; • Market Evidence for Site Value and/or legal evidence of land purchase price; • Development and Sales Programme; • Likely CIL charge including showing payments in line with the adopted Instalments Policy.
<p>All costs and valuations will be based on current values and costs this includes:</p> <ul style="list-style-type: none"> • Value of residential sales – demonstrated with independent evidence to justify the values; • Value of affordable housing – demonstrated through a statement setting out the assumptions made in relation to tenure, rents, yields, and management costs; • Commercial values – demonstrated through independent evidence to justify the rents, capital values and investment yields assumed;

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- | |
|--|
| <ul style="list-style-type: none"> • Build costs – demonstrated in a build cost plan including justification from an accredited quantity surveyor, including information about the quality of construction to be adopted and any industry standards to be incorporated. • Supporting evidence of any identified external works, infrastructure costs and abnormal costs in the form of quotes from contractors and/or consultants; • Planning obligations in accordance with this SPD, any CIL payments to be made and affordable housing at a level consistent with the relevant Local Plan policy should be included in calculations; • Finance costs – details should include borrowing rate and period of borrowing; • Profit – the percentage profit that the scheme will deliver should be included; and • Valuations should comply with RICS valuation standards available at www.rics.org.uk. |
| Where necessary, the city council may seek independent valuation advice to review the assessment – this cost will be met by the applicant. |
| Wherever possible, viability assessments should be provided at pre-application stage to ensure any concerns are raised and can be considered at the earliest possible opportunity. |
| The inclusion of affordable housing should assume no grant being provided. |

What happens if a scheme is not policy-compliant?

If an applicant can demonstrate to the council's satisfaction that the scheme will not be viable when policy considerations and required obligations are factored in, **and** that the scheme would deliver benefits that might outweigh any harm caused by not satisfying the requirements, the council may consider making an exception. Where an exception may be made, the council will consider the following steps in priority order:

- Alternative scheme – if an alternative scheme on the site may be more suitable and more likely to deliver on policy requirements whilst remaining viable, this may be explored at pre-application stage if viability concerns are raised;
- Deferral of planning obligations – if viability would be improved by deferred timing of planning obligations, the delay of some costs arising from on-site infrastructure to coincide with key trigger points in the development or the deferral of financial payments due may be considered, provided adequate protection to ensure these costs will be made can be secured;
- Reduce the amount of planning obligations being sought – where a scheme can be shown not to be viable but it would deliver substantial benefits, as an exception the council may consider a reduction in obligations being sought. This will be the minimum reduction needed to make the scheme viable.

Where the council agrees to defer obligations or reduces the amount of obligation being paid, the council may:

- issue a short permission or secure commitments to ensure early delivery;
- expect developers to bid for additional funding from other sources, such as government grant funds; or
- require mechanisms to be included to capture any uplift in the market to fund infrastructure, usually in the form of overage or clawback clauses in the S106.

Should the council include clauses to capture uplift in the market these will be based on the net profit of the scheme which would constitute a substantial additional net profit secured as additional financial contributions or affordable housing. These clauses will require a reassessment of costs and values of the scheme near to the end of development being completed, typically where approximately 90% of the scheme has been completed. This revaluation will be an independent assessment, such as by the District Valuer with the costs being met by the developer. Enhanced values and profits will exclude grant input received and will be limited to the full policy requirement of the scheme.

Appendix C

Playing Pitch Strategy Developer Contributions Toolkit

Introduction

This is a step by step guide to securing developer contributions for playing pitch and outdoor sports facilities in Peterborough using the [Playing Pitch Strategy](#) (PPS).

For any application warranting a developer contribution the following processes should be followed in order to help inform the potential needs a new housing development may require and/or should look to consider.

In accordance with National Planning Policy Guidance, contributions should not be sought from developments of 10 units or less, and which have a maximum combined gross floor space of no more than 1,000 square metres (gross internal area).

Any obligations sought should be based on a tailored approach to each development, using the robust evidence base provided as part of the Playing Pitch Strategy (PPS) to help with clearly justifying the needs arising and how they are to be met.

Step by step guide

Step 1	Determine the playing pitch requirement resulting from the development	Navigation
	The main tool for determining this is the PPS New Development Calculator which is a Sport England tool provided on completion of the Strategy. This has been populated with the current demand data from the Playing Pitch Assessment Report.	http://www.peterborough.gov.uk/psstoolkit

The PPS Assessment Report provides an estimate of future demand for key pitch sports (football, rugby, hockey and cricket) based on population forecasts and club consultation. This demand is translated into teams likely to be generated, rather than actual pitch provision required.

The PPS New Development Calculator adds to this, updating the likely demand generated for pitch sports based on housing increases and converts the demand into match equivalent sessions and the number of pitches required. This is achieved by taking the current demand/team generation rates (TGRs) and population in the PPS Assessment Report to determine how many new teams would be generated from an increase in population derived from housing growth. This also gives the associated costs of supplying the increased pitch provision.

Part 5 of PPS New Development Calculator provides an estimation of the number of new pitches that would be required to meet the match equivalent sessions presented in Part 3. Part 5 also presents an estimate of the associated costs for providing these new pitches. Please note that these are indicative costs only and appropriate local work should be undertaken to determine the true costs of any new pitches.

As identified within the Strategy, the longer term aim is to move towards increasing use of 3G pitches to accommodate competitive football fixtures. Therefore, there is a case to suggest that contributions towards football provision (and in some cases rugby union) could be made. Such provision would, however, require a business plan for the facility which aligned to FA programming and pricing and to encourage use of the facility on weekday evenings for training and for fixtures at weekends.

Step 2	Determine the other pitch and non-pitch requirements resulting from the development	Navigation
	Use the Playing Pitch Strategy to identify level of need that may be generated from new development(s) for outdoor sporting provision not included within the PPS New Development Calculator.	◀ Playing Pitch Strategy (Part 4 & 6)

The PPS New Development Calculator does not calculate demand for other types of pitches or non-pitch provision which may be played in the Area. However, the PPS identifies (where relevant) current and future demand for the following additional types of outdoor sporting provision; bowling greens, tennis courts, netball courts, athletics tracks, golf courses and cycling facilities.

Where there is no identified shortfall in provision or future demand for new provision within an area relevant to the development (e.g. an analysis area or settlement), consideration should be given to the nearest site to the development containing that type of pitch provision. This should consider if the site could benefit from a contribution towards increasing capacity to meet likely need generated from the development. For example, this could include increasing quality, addition of ancillary facilities such as floodlighting, changing rooms or car parking. Use the PPS action plan to identify site by site recommendations.

Step 3	Determine whether new provision is required and whether this should be on or off site	Navigation
	<p>Consider if the nearest site/s to the development containing that type of provision could benefit from a contribution towards increasing capacity to meet likely need generated from the development. If there are no potential options to improve existing, or extend planned provision to create additional capacity then new provision will be required.</p> <p>Where the calculator does not create demand for a whole pitch, which is often the case for smaller size developments, it is recommended to make a contribution to increasing the capacity of an existing site to meet demand generated from the development.</p>	<p>◀ Playing Pitch Strategy Action Plan (Part 6)</p>

When identifying a site for off-site contributions, consider the proximity and location of existing playing pitch sites and whether it could help serve the new development. Identify the analysis area in which the development sits and identify if there are any Hub sites or Key centres within the Area.

If there are no analysis areas or the development site is close to the local authority boundary, apply an initial one mile radius around the site in order to help identify the nearest priority sites. This may require consultation with neighbouring authorities.

Hub sites are of City wide importance where users are willing to travel further to access the range and high quality of facilities offered. Hub sites are likely to be multi-sport facilities. These have been identified on the basis of high impact on addressing the issues identified in the assessment.

The financial, social and sporting benefits which can be achieved through development of strategic sites (also known as hub sites) are significant. Sport England provides further guidance on the development of community sports hubs at:

http://www.sportengland.org/facilities_planning/planning_tools_and_guidance/sports_hubs.aspx

Key centres although these sites are more community focused, some are still likely to service a wider analysis area (or slightly wider). However, there may be more of a focus on a specific sport i.e. a dedicated site.

Step 4	Determine how best to satisfy demand through new onsite provision	Navigation
	<p>To further help determine how best to satisfy demand for new onsite provision, use the Playing Pitch Strategy to identify existing shortfalls and consult with local clubs/groups to identify local issues.</p>	<p>◀ Playing Pitch Strategy (1.3 Headline Findings)</p>

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Although the Playing Pitch Strategy will help to identify existing shortfalls (and in doing so provide a guide as to how best to meet demand generated from the new development), local clubs/groups should be consulted to further update the most recent local situation. Useful questions to answer may include, for example:

- ◀ Are there any teams/clubs playing outside of the local area (displaced demand) which could utilise provision at the site?
- ◀ Do any local clubs identify existing plans/demand for access to new provision?
- ◀ Are there any overplayed sites in the local area where existing demand could be transferred to a new site?
- ◀ Do any local clubs identify any latent demand (i.e. if they had access to more pitches they could they field more teams?)

Step 5	Determine how best to satisfy demand through new offsite provision	Navigation
	Identify the potential sites for investment within the Playing Pitch Strategy Action Plan to help determine how best to meet demand generated from the new development.	◀ Playing Pitch Strategy Action Plan (Part 6)

Consider the location of the new population (e.g. the location of the development site) alongside the results of the PPS assessment work. This will enable you to understand the nature of the current playing pitch sites within an appropriate catchment of the new population and the issues in the area. This may lead to suggestions of one or more ways of meeting the estimated demand, such as:

- ◀ Enhancing existing pitches to increase their capacity and ensure adequate maintenance to maintain the higher level of use
- ◀ Securing greater community access to currently restricted provision and undertaking necessary works to allow such use to occur (e.g. enhanced changing provision)
- ◀ Providing new playing pitches on existing sites.

This decision should be based on the potential to improve existing facilities within an appropriate catchment of a development to create additional capacity, and how realistic it is given the nature of the local area to provide new provision. For example, there may be some poor quality playing fields that could potentially be improved with additional drainage and long-term maintenance works, along with enhanced changing provision, to enable their use to be increased, thereby creating additional capacity to meet the increased demand generated from the development.

Discussions should be held with relevant parties (e.g. landowners, facility operators and user groups), and any further necessary evidence gathered (e.g. a feasibility study), to help identify the specific works that are required, and to ensure they will provide the necessary additional capacity to meet the needs. It will also be important to demonstrate that the specific works can be delivered within an appropriate timescale in relation to the occupation of the development site.

Step 6	Consider design principles for new provision	Navigation
	The exact nature and location of provision associated with onsite developments should be fully determined in partnership with each relevant NGB. Further to this, each pitch sport NGB provides national guidance in relation to provision of new pitches.	FA guide to developing facilities FA 3G pitch guidance RFU Facilities Guide ECB guide to developing pitches England Hockey Facilities Strategy

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There is also a need to ensure that the location of outdoor sports pitches and ancillary facilities are appropriately located in the context of indoor sports provision (if also being provided onsite) to ensure a cohesive approach to the whole sporting offer.

Step 7	Calculate the financial contribution required	Navigation
	After using the PPS New Development Calculator as a starting point for cost, the local cost of provision should be fully determined in order to calculate the financial contributions.	N/A

A clear and transparent methodology for calculating up to date costs for the specific works, including appropriate ancillary provision, should be presented. Where appropriate, depending on how the needs are to be met, the cost of any required land purchase should be included in the financial contribution. If an obligation will be directed to an off-site project it should be ensured the costs are limited to meet the needs of the individual development.

Along with any capital costs for the works, an obligation should ensure an appropriate level of lifecycle costs towards the new or enhanced provision. This is required to cover the day to day maintenance for an agreed long term period and to help ensure a sinking fund exists for any major replacement work, e.g. the future resurfacing of an artificial grass pitch.

Wherever possible, specific local costs should be used, especially if the works are to improve the existing quality of a site to increase capacity as there may be a number of site specifics to take into account. Sport England does provide indicative costs for new provision:

<https://www.sportengland.org/facilities-planning/design-and-cost-guidance/cost-guidance/>

For all developments community use agreements between providers and users would ensure that such demand continues to be provided for in the long-term.

Step 8	Identify potential management options for new provision	Navigation
	To further help determine the sustainability of establishing new provision, consideration should be given to the potential management opportunities which may be available.	N/A

To further help determine the sustainability of establishing new provision, consideration should be given to the potential management opportunities which may be available onsite:

- ◀ Is the local authority (or town/parish council) in a position to take on further outdoor sports facilities from a financial point of view?
- ◀ Is an education establishment to be provided as part of the development which offers a potential management option of outdoor sports facilities?
- ◀ Is there a leisure trust in place which has the capacity to take on the management of outdoor sports facilities?
- ◀ Is there an opportunity for a trust based model of management, for example, by formation of a Community Interest Company (CIC) or Charitable Incorporated Organisation (CIO)?
- ◀ Is there an existing sports club that has the capacity to take on the management of another site?

At this point, further dialogue with the relevant NGB may be required to help determine options available.

CABINET	AGENDA ITEM No. 8
17 June 2019	PUBLIC REPORT

Report of	Dave Anderson - Interim Development Director	
Cabinet Member responsible:	Cllr Peter Hiller Cabinet Member for Strategic Planning and Commercial Strategy and Investments	
Contact Officer(s):	Gemma Wildman - Principal Planning Officer Richard Whelan - Water Management Engineer	Tel. 01733 863824 453454

PETERBOROUGH FLOOD AND WATER MANAGEMENT SUPPLEMENTARY PLANNING DOCUMENT (SPD)

R E C O M M E N D A T I O N S	
FROM: Dave Anderson - Interim Development Director	Deadline date: 10 June 2019
<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Agrees that the Flood and Water Management SPD be adopted as part of the council's policy framework, subject to Full Council adopting a new Peterborough Local Plan at its meeting of 24 July 2019. If Full Council does resolve to adopt a new Peterborough Local Plan, then this SPD will come into effect at the same time as that resolution. 2. Delegates to officers the ability to make any minor presentational or typographical changes to the SPD, prior to its publication post 24 July 2019, provided any such changes do not materially affect the content of the SPD. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following consideration by the Growth, Environment and Resources Scrutiny Committee on 10 January 2018 and Cabinet 15 January 2018, prior to four weeks public consultation from 2 March to 29 March 2018.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to seek cabinet approval for the Flood and Water Management SPD (See Appendix 1). The SPD will provide guidance to developers on flood and water management in Peterborough. It will expand on overarching headline policy contained in the council's emerging Local Plan (which is scheduled to be adopted by Full Council on 24 July 2019).
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.9, 'To commission reviews by and determine any changes of policy proposed by the Scrutiny Committees and Commissions making recommendations to Council about proposed changes to the Council's major policy and budget framework.'

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 first Peterborough Flood and Water Management Supplementary Planning Document (SPD) was adopted by Cabinet as part of the Peterborough planning policy framework on 10 December 2012. At that time, the Peterborough Core Strategy and other linked documents had just been adopted, and the SPD provided additional guidance in support of them, in order to help developers and decision makers in respect of how to manage surface water and main river flood risk. Importantly, rather than providing any additional ‘burdens’ to developers, the aim was to assist developers in meeting the requirements arising from, for example, the Core Strategy, the Flood and Water Management Act 2010 and the Water Framework Directive.
- 4.2 With the Core Strategy and other planning policy documents shortly, it is anticipated, to be replaced by a new Peterborough Local Plan, the Flood and Water Management SPD was identified in 2018 to be in need of an update, to align with the emerging new Peterborough Local Plan and to make sure it was in conformity with the latest national policy and legislative framework. In short, therefore, the SPD presented in this report is more of an update of existing 2012 policy, rather than any fundamental new (or shift in) policy approach.
- 4.3 The aims of the updated Flood and Water Management SPD remain the same as the 2012 adopted version, namely:
- (a) to make sure that new development does not increase the risk of flooding from main rivers and surface water and also, where possible, actively reduces it; and
 - (b) to expand on emerging policy in the Peterborough Local Plan relating to flood risk management and water quality.
- 4.4 There have been a number of developments in the flood and water related sector since the 2012 SPD was adopted, including;
- National Planning Practice Guidance has been updated for Flood Risk, including changes to the requirements for assessing the impact of climate change on the drainage system in a new development;
 - The Ministry for Housing, Communities and Local Government released a ministerial statement relating to the application of Sustainable Drainage in new developments;
 - National Non-Statutory Technical Standards for Sustainable Drainage have been released following a working group which included the Department for Environment, Food and Rural Affairs, Home Builders Federation and Local Government representatives;
 - Peterborough Local Flood Risk Management Strategy was adopted in 2015 by the council and its partners to set out our approach to managing flood risk locally;
 - The Environment Agency website has been updated and amalgamated into Gov.uk; and
 - National Pollution Prevention Guidance has been archived.
- 4.5 In the opposite direction, matters which were expected to occur have not. For example, elements of Schedule 3 of the Flood and Water Management Act 2010 (which contains several provisions relating to sustainable drainage) is not, as yet, enacted and indications are that this is not likely to happen in the foreseeable future. Incidentally, it is worth noting that there appears to be a growing trend of Acts of Parliament being granted, but large sections of them not being *enacted* for several years, or even not at all. This does bring challenges to those expected to implement the applicable Act, as there is an expectation that once an Act of Parliament is agreed and with Royal Assent, that it will come into force either immediately or shortly thereafter. However, often for significant elements of Acts, this is not the case, leaving officers to repeatedly check whether something is, or is not, yet in place. For example, the Housing and Planning Act 2016, which is of considerable relevance to several departments of the

council, has recently had its tenth separate 'commencement' regulation issued, each one (which are often unannounced in advance) 'enacting' a small element of the Act. This trend towards 'commencement' regulations to bring Acts into force is leaving a patchwork of dates from which Acts apply, and with several elements often still to be enacted (and some never enacted at all).

4.6 In addition to incorporating changes to the SPD to reflect all the above, officers have also taken this opportunity to use the feedback that we received both prior to and during the consultation on a draft of this SPD, including;

- Updating the 'how to use the document' section to be more user friendly and to be able to be understood by a wider readership, whilst keeping in mind the document is targeted at a technical audience of developers and their agents;
- Identifying sources of relevant information for developers and providing links;
- Highlight organisations that can potentially adopt new assets;
- Clarify some of the terminology and recently outdated tables;
- Review of the use of acronyms to avoid their use where possible but keeping them in place where items are mentioned several times;
- Detailing all permit requirements that currently exist; and
- Include greater references to the importance of The Peterborough Trees and Woodlands Strategy, Green Infrastructure and Biodiversity SPD, the Local Biodiversity Action Plan and the local biodiversity and development guidance.

4.7 Making sure the SPD is brought up to date, and presented in the most usable format possible, will not only make the process of dealing with flood and water matters in development proposals more transparent, consistent and quicker, but, ultimately, will assist in meeting the ultimate aim of reducing the likelihood and consequences of flooding in Peterborough.

5. CONSULTATION

5.1 As part of the development of this SPD views have been sought from planning officers and the development industry as to how best to update and improve the adopted SPD.

5.2 Following consideration by both Growth, Environment and Resources Scrutiny Committee on 10 January 2018 and Cabinet on 15 January 2018, formal public consultation took place during March 2018.

5.3 Just one formal consultation response was received, by the Middle Level Commissioners. A full report on the consultation process is available on our website (see <https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/supplementary-planning-documents/>), but in summary the representations from Middle Level Commissioners were predominantly supportive, as well as raising a few suggestions or offering advice. A number of changes have been incorporated into the text as a result. For example, the inclusion of both upstream and downstream when considering changes to flows caused by development, reflected in 6.4.1, and also greater consideration of changes to land levels caused by development and the effect that has on flow routes, reflected in 5.1.14.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 The SPD, which is a material planning consideration, will be updated to better reflect the current requirements on developments, providing guidance to the relevant audience on those changes. Improvements to the communication and presentation have been made where possible without devaluing the information contained therein. This will aid the council in continuing to achieve the aims set out in 4.3 above.

7. REASON FOR THE RECOMMENDATION

7.1 There is no statutory duty to prepare this SPD. However, without it, developers could be

confused or misinformed as to how they can deliver fit-for-purpose development schemes in Peterborough that meet flood and water management requirements. This could have an impact on development coming forward as additional time would need to be spent on applications where flood or water management issues occur.

- 7.2 The existence of policy and guidance that all of Peterborough's water management partners support will improve current and future service delivery through the more efficient processing of planning applications and future drainage application approvals.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 Alternative options considered were:

Option 1 - do not update the document. For this option, policies remain outdated, weblinks broken and missed opportunity to simplify the process for those involved in managing flood risk through development. As such this is not the recommended option.

Option 2 - remove the SPD from circulation - this would result in a loss of a valuable resource for both planners and developers and carries the risk of flood risk not being consistently managed. As such this is not the recommended option.

Option 3 - full SPD rewrite - this option is more resource intensive with little, if any, additional benefit. The demand on resources make this not a recommended option.

9. IMPLICATIONS

Financial Implications

- 9.1 There are no direct financial implications arising. The SPD is not intended to introduce financial implications for the council or developers, but instead to provide guidance to assist with the new obligations parties have under national and European legislation such as the Flood and Water and Management Act 2010 and the Water Framework Directive.

Legal Implications

- 9.2 The council must follow statutory regulations in preparing and consulting on the SPD. Once adopted, the document will be used as a material planning consideration in the determination of planning applications.
- 9.3 The SPD is intended to provide guidance to assist with the new obligations parties have under national and European legislation such as the Flood and Water and Management Act 2010 and the Water Framework Directive.

Equalities Implications

- 9.4 This SPD does not introduce new policy and is in support of policies in the Local Plan which have been subject to an Equalities Impact Assessment.

10. BACKGROUND DOCUMENTS

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

- 10.1 None, other than those already mentioned in this report.

11. APPENDICES

- 11.1 Appendix 1 - Peterborough Flood and Water Management Supplementary Planning Document



Peterborough Draft Flood and Water Management Supplementary Planning Document (SPD)

This document is a version for Cabinet consideration on 17 June 2019. If approved by cabinet on 17 June, and if the Peterborough Local Plan is adopted by Full Council on 24 July 2019, then this text box will include the following text on the final publication SPD:

This supplementary Planning Document was approved by a meeting of Peterborough City Council's Cabinet on 17 June 2019, and brought into effect as an adopted document for the purpose of decision making on 25 July 2019.

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Abbreviations

Defra	Department for Environment, Food and Rural Affairs
DPD	Development Plan Document
FRA	Flood Risk Assessment
FWMA	Flood and Water Management Act (2010)
IDB	Internal Drainage Board
LDF	Local Development Framework
LLFA	Lead Local Flood Authority
NPPF	National Planning Policy Framework
PFRA	Preliminary Flood Risk Assessment
PPG	Planning Policy Guidance
SAB	Sustainable Drainage Systems Approving Body
SFRA	Strategic Flood Risk Assessment
SPD	Supplementary Planning Document
SuDS	Sustainable Drainage Systems
SWMP	Surface Water Management Plan
WFD	Water Framework Directive
WRC	Water Recycling Centre

1 Introduction

1.1 Background

- 1.1.1** This Supplementary Planning Document (SPD) provides further guidance to support policy LP32 of the Peterborough Local Plan (July 2019) and focuses on managing flood risk and the water environment in and around new developments in Peterborough. In order to reduce the likelihood and consequences of flooding, it is necessary that development is located in a safe environment with appropriately designed and maintained drainage networks. This SPD is a material consideration in planning decisions.
- 1.1.2** It is predicted that climate change will bring more frequent short duration, high intensity rainfall and more frequent periods of long-duration rainfall, this combined with the additional pressures on the existing drainage network means both river and surface water flooding are likely to be an increasing problem. Realisation of this increased flood risk across the nation has led to the creation of the Flood and Water Management Act which caused Peterborough City Council to become a Lead Local Flood Authority. Firm application of national and local planning policy should mean risks can be managed allowing sustainable development to continue.
- 1.1.3** Under the Water Framework Directive water environments must also be protected and improved with regards to water quality, water habitats and biodiversity. There are also protective designations on a number of important sites across Peterborough.
- 1.1.4** Developers should initially consider the advice provided in this SPD. Thereafter, the city council offers a pre-application service. Further information on this service can be found on the city council's planning [web pages](#)¹.
- 1.1.5** To ensure that Peterborough has a consistent, locally appropriate approach to flood risk management, the SPD should be used by:
- developers when selecting new sites for development
 - developers when preparing the brief for their design team to ensure drainage and water management schemes are sustainably designed
 - consultants when carrying out site specific flood risk assessments
 - design teams preparing masterplans, landscape and surface water drainage schemes
 - development management officers when determining delegated planning applications, making recommendations to Committee and drawing up S106 obligations that include contributions for Sustainable Drainage Systems (SuDS)

¹ <https://www.peterborough.gov.uk/council/planning-and-development/>

1.2 How to use this supplementary planning document (SPD)

This step by step guide aims to help guide developers and their agents through assessing the water environment considerations for new developments. The objectives are to ensure that the location and delivery of a development are sustainable and that no adverse effects to the water environment are created over the lifetime of the development.

Whatever stage the development is at, from master planning and pre application through to detailed design and construction we would recommend an early and continued conversation is had with the city council planning department, the necessary water management authorities and any organisation adopting the constructed drainage to ensure a smooth transition through this process.

The city councils pre-application advice service is provided by the Local Planning Authority and includes comments from bodies within the council such as the Lead Local Flood Authority. Other organisations such as the Environment Agency (EA), Internal Drainage Boards (IDBs) or Anglian Water (AW) would need to be contacted separately for their advice.

Step 1 – Development type and vulnerability

Confirm the type of development and its level of vulnerability, section 4.2.1, page 13. **Go to Step 2**

Step 2 – Assessment requirements

If the development type and location are allocated in the Local Plan then the applicant should check that the level of flood risk is unchanged from what is shown in the Strategic Flood Risk Assessment (SFRA). If the level of flood risk is unchanged then there will be no need for the site to pass through any sequential tests (section 4.3.1, page 18) but a site specific flood risk assessment may be required. **Go to Step 4**

If the site is not identified in the Local Plan or the level of flood risk has changed since the production of the SFRA it will mean the developer is required to pass a sequential test section 4.3.2, page 13. **Go to Step 3**

Step 3 – Sequential and Exception Tests

The **sequential** test looks to assess the site selection and potential vulnerability of the site against all sources of flood risk to ensure that development is appropriate section 4.4, page 13. **If a sequential test can be passed then go to step 4, if it cannot be passed then an exception test will be required, see below.**

The **exception** test requires the development to achieve wider sustainability benefits that outweigh the flood risk and demonstrate through a site specific flood risk assessment that flood risk can be managed and will not adversely affect adjacent property. **A site requiring an exception test will always require a Flood Risk Assessment, therefore if an exception test can be passed go to step 5.**

Step 4 – Is a Flood Risk Assessment (FRA) required?

Section 4.6, page 17 provides details of when a FRA is required for a site, this includes references to the requirements of the National Planning Policy Framework (NPPF), the EA and Middle Level Commissioners (MLC). These requirements apply to all sites including those which have passed through a sequential test. It is advised that the developers check the planning history for any site specific requirements which have been previously identified. **Go to step 5**

Step 5 – Pre-Application Consultations, FRA and Drainage Strategy

At this point we would recommend that the developer continue their consultation with the city council and also start to consult directly with other water management authorities such as the EA, IDBs or AW. Section 4.7, page 18.

This will help to set the scope of contents for the FRA and Drainage Strategy whilst also identifying any local knowledge of site constraints and highlighting permissions that may be required outside of the planning process to enable the development to take place.

A number of these considerations are detailed within the SPD including;

- Site characteristics and constraints (6.5, page 29)
- Design Principles (6.6, page 30)
- Where the water goes (6.7, page 34)
- Water Environment (6.8, page 36)
- Health and safety (6.9, page 40)
- Adoption and maintenance (6.10, page 41)
- Water Framework Directive assessment (7.2, page 41)
- Land contamination (7.9, page 49)
- Minerals and waste (7.10, page 49)
- Tourism, recreation and navigation (7.11, page 50)
-

For example a separate permission would be required from the owner of any sewer or watercourse that a developer intends to utilise to drain the site chapter 8, page 51.

Crucially the work carried out as a part of the FRA will inform the site design and feed into the Development of the Drainage Strategy. Guidance on what should be included within a FRA is described within section 4.8.4, pages 18 and 19.

At an early stage the Sustainable Drainage (SuDS) design principles should be set out with confirmation that the rainwater hierarchy has been followed. The SuDS solutions onsite can then be further developed as a part of the strategy and in consultation with the council and its partners. It is important to remember that when delivering the Drainage Strategy the SuDS on site should look to achieve multiple benefits.

2 Setting the scene

2.1 Legislation, policy and guidance

2.1.1 Flood and water management in Peterborough is influenced by legislation, national and local policy, technical studies and local knowledge. Figure 2 1 below attempts to summarise the main contributing documents with the rest of the chapter providing some brief commentary.

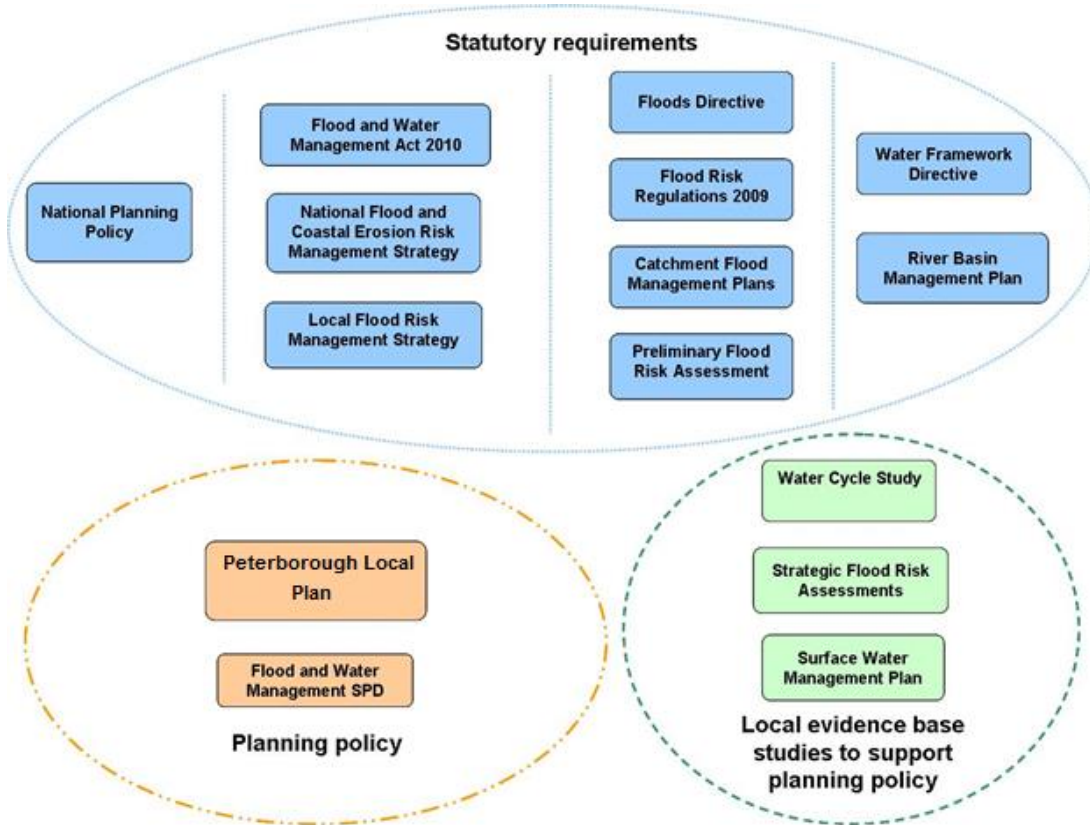


Figure 2 1: Linkages between relevant flood risk management documents and legislation

2.2 Local context

Local flood risk sources in Peterborough

2.2.1 Flood risk in Peterborough occurs from a variety of sources. These include:

- main rivers (18 of the watercourses in Peterborough, of a variety of sizes, have been classified as main river)
- ordinary watercourses
- surface runoff
- groundwater (high water table)
- reservoirs
- the sewerage network – sewers, rising mains and pumping stations

2.2.2 Landscape and flood risk characteristics vary across Peterborough. Notably the Fens area to the north and east varies from the rest of Peterborough because it is managed by Internal Drainage Boards (IDBs). In the 17th century the Fens were drained and IDBs now continuously manage the water levels in these areas. Without such management, the Fens would once again flood over.

The role of Peterborough City Council

2.2.3 The Lead Local Flood Authority (see 2.3.1, page 7) act as a statutory consultee on local flood risk as well as working with the Local Planning Authority to ensure that sustainable drainage systems (SuDS) are delivered on all major development. The council also continue to manage flood risk through their roles as a Land Drainage Authority and Local Highways Authority. The city council works with a wide range of other water and risk management partners in order to deliver its aims and duties in a co-ordinated way. Developing relevant planning policy and co-ordinating management procedures are important parts of reducing flood risk and ensuring that developments are appropriately drained.

The Environment Agency and Catchment Flood Management Plans

2.2.4 The Environment Agency has prepared catchment based guidance to ensure that main rivers and their respective flood risk have been considered as part of the wider river system in which they function. Catchment Flood Management Plans (CFMPs) discuss the management of flood risk for up to 100 years in the future by taking into account factors such as climate change, future development and changes in land management. As well as informing councils' planning policy and local flood management practises, the CFMPs will be part of the mechanism for reporting into the EU Floods Directive. The relevant CFMPs for Peterborough are for the River Nene, River Welland and River Ouse and these can all be accessed on the Environment Agency's Catchment Flood Management Plan [web pages](#)².

Peterborough Water Cycle Study and Strategic Flood Risk Assessment

2.2.5 The combined Water Cycle Study and Strategic Flood Risk Assessment (January 2018)³ for Peterborough sets out a range of recommendations. Linked to some of those recommendations, guidance in this SPD is provided on:

- creating a link between development, the Water Framework Directive and biodiversity priorities
- ensuring there is consideration of the capacity of the existing drainage network
- use of SuDS including the incorporation of green roofs, permeable pavements, swales and attenuation schemes

² <https://www.gov.uk/government/collections/catchment-flood-management-plans>

³ <http://www.peterborough.gov.uk/waterdocuments>

- 2.2.8** The WCS and SFRA document provides the essential information on allocated sites including; flood risk, water supply, waste water management and biodiversity and conservation considerations. This allows the sequential test to be properly applied. SFRAs produced for Peterborough are available online on the city council's web library of [water management documents](#)³.

Peterborough Preliminary Flood Risk Assessment

- 2.2.9** The Peterborough Preliminary Flood Risk Assessment (PFRA) is a statutory document completed under the European Floods Directive. The PFRA process is aimed at providing a high level overview of flood risk from local flood sources, including surface runoff, groundwater, ordinary watercourses and public sewers. It is not concerned with flooding from main rivers or the sea.
- 2.2.10** The Peterborough PFRA report of June 2011 and subsequent addendum of 2017, confirms (based on the evidence collected) that there is no 'Flood Risk Area' of national significance within Peterborough's administrative area. However, the PFRA recognises that there are areas of flood risk with local significance that need further exploration. This is being undertaken as part of the Local Flood Risk Management Strategy (LFRMS)

Peterborough Local Flood Risk Management Strategy

- 2.2.11** The city council has adopted its [LFRMS](#)³ (which is one of its duties under the FWMA). The strategy sets actions to increase understanding and partnership work to tackle issues of flood risk in Peterborough. This focuses on addressing existing risks and highlights known local issues which may influence the delivery of new developments.

Local planning policy

- 2.2.12** The Peterborough Local Plan (July 2019) sets out the overall growth target of the city to 2036 and identifies sites delivery the growth targets.

This SPD provides detailed guidance to help implement the following policies:

- LP28 - Biodiversity and Geological Conservation
- LP32 - Flood and Water Management
- LP34 - Development on Land Affected by Contamination

2.3 National context

Flood and Water Management Act 2010

2.3.1 The Flood and Water Management Act (FWMA) places the responsibility for co-ordinating 'local flood risk' management on the county or unitary authority, making them a Lead Local Flood Authority (LLFA). In this context, the Act uses the term 'local flood risk' to mean flood risk from:

- surface runoff
- groundwater and
- ordinary watercourses

2.3.2 Peterborough City Council is a LLFA. The FWMA contains a range of different duties for LLFAs, including the need to prepare a Local Flood Risk Management Strategy.

2.3.3 The Act did seek to encourage the uptake of sustainable drainage systems (SuDS) by agreeing new approaches to the management of drainage systems and providing for LLFAs to adopt SuDS for new developments and redevelopments. At the time of writing this part of the Act was not enacted and alternative arrangements have been provided through the Town and Country Planning Order.

Ministerial Statement on SuDS

2.3.4 A [Ministerial Statement](#)⁴ was issued in December 2014 to 'make clear that the Government's expectation is that sustainable drainage systems will be provided in new developments wherever this is appropriate.' This change took effect from 6th April 2015.

Non Statutory Technical Standards for Sustainable Drainage Systems

2.3.5 In March 2015 the Department for Environment, Food and Rural Affairs released the [Non Statutory Technical Standards for Sustainable Drainage Systems](#)⁵. These standards address the design, maintenance and operation of SuDS.

National planning policy

2.3.6 Section 14 of the National Planning Policy Framework (NPPF) of 2019 sets out the government's intention that planning should proactively help mitigation of, and adaption to, climate change including management of water and flood risk.

2.3.7 In 2019 the Government updated the NPPF, in this latest version Flood Risk is covered in Section 14, Paragraphs 155 to 165. The NPPG to support this is due to be updated and released in 2019.

2.3.8 The NPPF states that both Local Plans and planning applications decisions should ensure that flood risk is not increased and that development should only be considered appropriate in flood risk areas where it can be demonstrated that:

- a site specific flood risk assessment has been undertaken which follows the Sequential Test, and if required, the Exception Test;
- within the site, the most vulnerable development is located in areas of lowest flood risk unless there are overriding reasons to prefer a different location;
- development is appropriately flood resilient and resistant, including safe access and escape routes where required;
- it incorporates sustainable drainage systems, unless there is clear evidence that this would be inappropriate;
- that any residual risk can be safely managed; and
- safe access and escape routes are included where appropriate, as part of an agreed emergency plan.

⁴<http://www.parliament.uk/documents/commons-vote-office/December%202014/18%20December/6.%20DCLG-sustainable-drainage-systems.pdf>

⁵ <https://www.gov.uk/government/publications/sustainable-drainage-systems-non-statutory-technical-standards>

- 2.3.9** In 2012 the Government replaced the NPPF Technical Guidance with national Planning Practice Guidance (NPPG) to support the NPPF. The 2012 NPPG will need to continue to be used until such time as the guidance is published to support the updated 2019 NPPF. The PPG for [Flood Risk and Coastal Change](#)⁶ advises on a series of tests that need to be met to ensure these risks are adequately considered for a development to be permitted. This includes steps to:
- assess the level the risk through Strategic Flood Risk Assessments and site specific flood risk assessments
 - avoid the risk through sequential testing
 - manage and mitigate against the risk using resilient design whilst incorporating flood risk management measures in developments
- 2.3.10** Major developments should incorporate sustainable drainage systems unless there is clear evidence that this would be inappropriate. The systems used should:
- take account of advice from the lead local flood authority;
 - have appropriate proposed minimum operating standards;
 - have maintenance arrangements in place to ensure an acceptable standard of operation for the lifetime of the development; and
 - where possible, provide multifunctional benefits.

Town and Country Planning Procedure Order 2015

- 2.3.11** The Lead Local Flood Authority became a statutory consultee through this [order](#) from 15th April 2015⁷ and relates to surface water on major development.

2.4 European context

The Floods Directive

- 2.4.1** The EU Floods Directive - 2007/60/EC came into force due to a need for European Union countries (member states) to better understand and gather accurate data about the risks from surface water flooding. In the UK the Directive came into force via the Flood Risk Regulations 2009 which in turn sets the requirement for Preliminary Flood Risk Assessments (PFRA) to be produced by all unitary and county councils. Peterborough's PFRA is discussed below under the heading on local background.

The Water Framework Directive

- 2.4.2** The Water Framework Directive – 2000/60/EC (WFD) is a piece of EU legislation that came into force in December 2000 and was enacted into UK law in December 2003. The legislation requires member states to make plans to protect and improve the water environment. It applies to all surface freshwater bodies, including lakes, streams, rivers and canals; transitional bodies such as estuaries; groundwater; and coastal waters out to one mile from low water. There are four main aims of the WFD which are to:
- improve and protect inland and coastal waters drive wiser
 - promote sustainable use of water as a natural resource
 - create better habitats for wildlife that lives in and around water
 - create a better quality of life for everyone

- 2.4.3** The Directive requires European Union member states to:

⁶ <https://www.gov.uk/guidance/flood-risk-and-coastal-change>

⁷ http://www.legislation.gov.uk/ukxi/2015/595/pdfs/ukxi_20150595_en.pdf

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

2.4.4 River Basin Management Plans produced by the Environment Agency detail the pressures facing the water environment and what actions need to be taken in order for the WFD to be met in each area. The [Anglian River Basin Management Plan 2009](#)⁸ covers Peterborough.

3 Consultation with water and flood risk partners

3.1 Principal water management partners and areas of interest

3.1.1 The city council recognises the importance of sharing expertise and information to be able to deliver effective and timely decisions. Flood risk should be factored into the earliest stages of applications and decisions.

3.1.2 A list of consultees and the relevant water related topics on which either the city council or the developer may need to consult them is presented in table 3-1.

Peterborough City Council

3.1.3 To date Schedule 3 of the Flood and Water Management Act 2010 has not been enacted, as such the anticipated SuDS Approving Body is not in place. April 6th 2015, Peterborough City Council as a Lead Local Flood Authority became statutory consultees for surface water flood risk to the Local Planning Authority. The city council manage a number of SuDS across the area and continue to adopt SuDS in new developments.

Drainage authorities in fenland areas

3.1.4 A large proportion of Peterborough is part of the Fen landscape and is specially managed to ensure that the area retains its significant agricultural, leisure and residential functions. The management is generally undertaken by Internal Drainage Boards (IDBs). IDBs are a type of operating authority which is established in areas of special drainage needs in England and Wales with permissive powers to undertake work to manage water levels within drainage districts.

3.1.5 There are four Risk Management Authorities managing the water levels in the fenland areas within the area of Peterborough City Council: North Level District IDB, Welland and Deeping IDB, Whittlesey and District IDB and the Middle Level Commissioners. The areas of each authority are illustrated in appendix A. Middle Level Commissioners is not technically an Internal Drainage Board but a Statutory Corporate. For ease of reference the Middle Level Commissioners have however agreed that the term IDB may be used loosely throughout this document to refer to all of the relevant drainage authorities.

Environment Agency

⁸ <https://www.gov.uk/government/collections/river-basin-management-plans-2015#anglian-river-basin-district-rbmp:-2015>

- 3.1.6** The Environment Agency is non departmental public body and has responsibilities for protecting and enhancing the environment as a whole (air, land and water) and contributing to the government's aim of achieving sustainable development in England and Wales. The Environment Agency manages flood risk from main rivers, but also has a strategic overview role across all types of flooding.
- 3.1.7** The Environment Agency has produced a list which details when it needs to be consulted on specific issues. This [consultation guide](#)⁹ is available on the Environment Agency website.
- 3.1.8** The Environment Agency has created [standing advice](#)¹⁰ to help determine when they should be consulted. This is aimed at Local Authorities but could be of use to developer teams. For the larger, more complex developments, standing advice is not sufficient and the Environment Agency should be consulted on the development application with an accompanying FRA. For some, generally smaller, development types the city council makes its decision without advice from the Agency.

Water and sewerage provider

- 3.1.9** As the water and sewerage company in Peterborough, Anglian Water Services Limited has the responsibility to maintain foul, surface and combined public sewers so that they can effectively drain the area. When flows are proposed to public sewers, Anglian Water needs to ensure that the public system has capacity to accept these flows. This is therefore assessed when a developer applies for a sewer connection. Information about Anglian Water's development service is available on their [website](#)¹¹.
- 3.1.10** The Flood and Water Management Act 2010 intended to remove a developer's automatic right to discharge surface water to a public sewer. To date this has not been enacted.

3.2 Pre-application advice

- 3.2.1** Many of Peterborough's water management partners provide a pre-application advice service. There may be a charge for this service. The more information provided to the organisation about the site, its location and the proposed discharge points and drainage system, the better their advice can be. Some of the organisations have a specific form which needs completing. Peterborough City Council offer a pre-application service which is discussed in section 4.5 page 16.

3.3 Contact information

- 3.3.1** Table 3-1 provides an overview of the principal organisations which may need to be consulted during the development of a planning application. This list is not exhaustive.
- 3.3.2** Contact information and links for partner organisations are included on the city council's water management [web pages](#)¹².

⁹ <https://www.gov.uk/guidance/developers-get-environmental-advice-on-your-planning-proposals>

¹⁰ <https://www.gov.uk/guidance/flood-risk-assessment-local-planning-authorities>

¹¹ <http://www.anglianwater.co.uk/developers/planning-services.aspx>

¹² <http://www.peterborough.gov.uk/water>

Table 3-1: A simplified table of partner organisations with which it would be useful to consult during preparation of the water related elements of a planning application.

Organisation	Flood risk	Drainage (quantity and quality)	Land contamination	Water habitat (WFD, biodiversity)
Environment Agency (EA)	The Environment Agency should be consulted on any development on land of one hectare or more and any development requiring Environmental Impact Assessment. They are also consulted on specifically water related issues as detailed below:			
	All major and residential minor development sites within Flood Zones 2 or 3, sites within Flood Zone 1 that have been previously identified as having drainage issues and sites within 20m of a main river.		Where risk exists that pollution of controlled waters (includes groundwater) may occur or may have occurred in the past.	Where the city council thinks there may be a risk of deterioration in WFD potential of freshwater systems
Internal Drainage Boards (IDBs)	Development in the Fens or where development may affect or use an IDB managed watercourse – see appendix A			
Anglian Water Services (AW)	Foul and/or surface water flood risk	Connection to surface water sewers or regarding foul discharge	Where flows to the public sewerage system may be affected.	
Peterborough City Council (PCC) –through the pre-application service or the application process	Surface water risk - Drainage Team/ Lead Local Flood Authority Residual risk - Emergency Planning Team	Site drainage - Drainage Team Highway drainage – Drainage Team and Highway Control	Risk to human health and property – Strategic Regulatory Services	Biodiversity, wildlife, WFD - Natural Environment Team
English Heritage	Where flood risk, drainage or contamination may affect a listed building, a conservation area or a Scheduled Ancient Monument.			
Natural England	Development is within or affecting a County Wildlife Site, SSSI, RAMSAR, SAC, SPA or protected species			
Wildlife Trust				Within or affecting a County Wildlife site, protected species or urban wildlife.

Organisation	Flood risk	Drainage (quantity and quality)	Land contamination	Water habitat (WFD, biodiversity)
Cambridge and Peterborough Local Resilience Forum (includes Emergency Services)	Where residual flood risk exists on larger sites or those with vulnerable users			
Highways England	surface water flood risk			
Other organisations	Other organisations may need to be consulted depending on issues arising on site.			

It should be noted at this point that developers may require consents or permissions from the organisations detailed above which lay outside of the planning process. More information on this is available in Chapter 8 of this document.

4 Site selection for sites within flood zones

4.1 Introduction

4.1.1 The aim of this section is to give advice to developers and decision makers on how to address flood risk in the planning process and implement the requirements of policy Local Plan LP32 (Flood and Water Management). The flow chart in section 1.2, page 2 sets out the steps a developer should take. This section applies to all scales of development. Explanatory notes are also provided, where necessary, for each of the steps. The notes in 4.2 to 4.9 below explain what is meant and/or required by steps 1-5 in the flow chart in section 1.2.

4.2 Site vulnerability

4.2.1 Identify how 'vulnerable' the proposed development is using the vulnerability classification in table 2 of the [Technical Guide to the National Planning Policy Framework \(2012\)](#)¹³. This is important because different types of development are acceptable in different flood risk situations. In simple terms, the more vulnerable the development type is, the more important it is to locate it in areas of the lowest possible flood risk.

4.3 Need for Sequential Test

4.3.1 **Are the type and location of development specifically allocated in the Local Plan?** If the site has been specifically allocated in the city council's Local Plan for the same land use type that is now being proposed, then an assessment of flood risk, at a strategic level, has already been done. This will have included assessing the site, against other alternative sites, as part of a sequential approach to flood risk.

4.3.2 **Are the vulnerability classification and flood zones still compatible?** However, there is a small chance that there has been a material change in the flood zoning of the development site since the adoption of the relevant part of the Local Plan. The site must therefore also pass confirm the vulnerability classification and flood zones are still compatible with the proposed development as set out in the National Planning Practice Guidance. For example, the site may have moved, in whole or part, from one flood band to another. If this has occurred, and the site has moved to a higher risk zone (e.g. from Flood Zone 1 to Flood Zone 2), it will be necessary to demonstrate that the proposed development passes the Sequential Test (see below).

4.3.3 While the Sequential Test covers all sources of flood risk, the flood zones are the starting point. Flood zones refer to the probability of sea and river flooding only, ignoring the presence of existing defences. To check whether there has been a change in flood zoning, please contact the Environment Agency. Flood Zones 2 and 3 are shown on the online [Environment Agency Flood Map](#)¹⁴, with Flood Zone 1 being all the land falling outside Flood Zones 2 and 3. Peterborough's SFRA sets out which areas of Peterborough are protected by formal flood defences and assesses the hazard associated with the failure of these defences. This information should inform the Sequential Test and if necessary, the Exception Test – see 2.2.5, page 5 for more details on the SFRA.

4.4 Passing the relevant tests

Flood Risk Sequential Test (a sequential approach to site selection)

4.4.1 The Sequential Test is about applying a sequential approach to site selection putting sites with no or low flood risk ahead of those at higher risk. This applies for all sources of flood risk, as clarified by paragraph 101 of the NPPF and the accompanying Planning Practice Guidance for flood risk and coastal change.

¹³ <http://www.communities.gov.uk/documents/planningandbuilding/pdf/2115548.pdf>

¹⁴ <https://flood-map-for-planning.service.gov.uk/>

- 4.4.2** The starting point for the Sequential Test is the risk of sea and river flooding. If the site is within Flood Zone 2 or Flood Zone 3 the Sequential Test steps described by the [NPPF](#)¹⁵, the agreed [Sequential Test Process](#)¹⁶ note and 4.4.3 to 4.4.7 of this chapter should be undertaken.
- 4.4.3** Using the table below, developers are required to check whether the vulnerability classification of the proposed land use is appropriate to the flood zone in which the site is located. Table 4-1 taken from the [Planning Practice Guidance](#)¹⁷ also shows when an Exception Test will be required.
- 4.4.4** However, this table cannot be taken as the final answer to whether or not a development is appropriate; the Sequential Test (and the Exception Test, where necessary) must be completed in full for all sources of flood risk. For example, if a 'more vulnerable' development is proposed to be located on a site in Zone 2 (and hence receives a in table 4-1) it will then be necessary for this site to be compared to other reasonably available similar sites within lower risk areas (i.e. for this example in Flood Zone 1).
- 4.4.5** For the comparison of reasonable available sites within the city centre the area of search will be Peterborough's city centre boundary. For regional infrastructure the area of search will be the East of England, Northamptonshire and Lincolnshire. For all other sites the area of search is the Peterborough Unitary Authority area. More details on how to search for comparable sites can be found in Appendix E.
- 4.4.6** The definition of the functional floodplain is land where water has to be stored in times of flood. It includes the land which would flood with an annual probability of 4% (1 in 25) and the associated water conveyance routes and flood storage areas (sometimes referred to as washlands). The annual probability has been formally agreed for Peterborough by Peterborough City Council and the Environment Agency, as recommended by national policy.

Table 4-1: Flood risk vulnerability and flood zone compatibility
(source: Flood Risk and Coastal Change Planning Practice Guidance, Paragraph 67, Table 3, March 2014)

Flood risk vulnerability classification	Essential infrastructure*	Water compatible*	Highly vulnerable*	More vulnerable*	Less vulnerable*
Zone 1	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Zone 2	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>	Exception Test required	<input checked="" type="checkbox"/>	<input checked="" type="checkbox"/>
Zone 3a	Exception Test required	<input checked="" type="checkbox"/>	X	Exception Test required	<input checked="" type="checkbox"/>
Zone 3b 'functional flood plain'	Exception Test required	<input checked="" type="checkbox"/>	x	x	X
Key: <input checked="" type="checkbox"/> = Development may be appropriate x = Development should not be permitted					

- 4.4.7** Once these steps have been undertaken, other sources of flood risk for the site must then be discussed. While there are not yet clearly agreed flood bands for other types of flooding, the Environment Agency has produced strategic scale modelling that may be of use in considering the risk both from surface water and groundwater flooding. The current mapping datasets in use are known as: the Flood Map for Surface Water; Areas Susceptible to Surface Water Flooding and

¹⁵ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

¹⁶ <https://www.gov.uk/guidance/flood-risk-assessment-the-sequential-test-for-applicants>

¹⁷ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/575184/Table_3_-_Flood_risk_vulnerability_and_flood_zone_compatibility.pdf

Areas Susceptible to Groundwater Flooding. Since the data is relatively new, it is updated regularly and those wishing to use the data should always enquire as to the latest version available and how this is being interpreted for Peterborough. The maps should be used in conjunction with discussions with the city council about any known surface, ordinary watercourse or groundwater issues.

Sequential approach to site layout

- 4.4.8** When designing a site layout, it is important that a sequential approach to flood risk is also used within the site, i.e. locating development in the areas of lowest flood risk within the site boundary. Use table 4-1 to guide this exercise.

Exception Test

4.4.9 As shown in table 4-1, the Exception Test can be applied in a number of instances. Application of the Exception Test ensures that new developments which are needed in medium or high flood risk areas will only occur where flood risk is clearly outweighed by other sustainability factors and the development will be safe for its lifetime, taking climate change into account. For the Exception Test to be passed:

- it must be demonstrated that the development provides wider sustainability benefits to the community that outweigh flood risk, informed by a SFRA where one has been prepared (see Appendix E for more guidance); and
- the development will be safe for its lifetime taking account of the vulnerability of its users, without increasing flood risk elsewhere, and , where possible, will reduce flood risk overall.

4.4.10 Peterborough City Council advises the use of the outcomes set within the Greater Peterborough Partnership Sustainable Community Strategy 2008-21 as the framework for demonstrating whether or not wider sustainability benefits can outweigh flood risk. There are sixteen outcomes (listed on page 11 and 12 of the Strategy) against which the development should be scored. These outcomes are those that Peterborough wishes to see delivered in order to benefit its communities. [The Sustainable Community Strategy](#)¹⁸ has been adopted by the city council and its partners as the overarching and guiding strategy for Peterborough.

4.5 Consult city council

4.5.1 The city council offers a pre-application service that covers planning applications and sustainable drainage information. Further information on this service can be found on the city council's pre-application [advice web page](#)¹⁹. Developers are advised to use this service to discuss any potential issues that might arise as part of planning the development. It is recommended to consider the following at this stage:

- Which water management organisations is it necessary to consult with?
- Does the council confirm that the Sequential Test, and if required the Exception Test, that have been undertaken are appropriate?
- Is there potential for contamination on site which could affect site design and layout and the types of sustainable drainage components used?
- How the site can meet national and local SuDS requirements?
- Does the council confirm that the proposed development may be acceptable in principle from the perspective of flood risk and other planning constraints?
- Is a flood risk assessment is required? See step 5 below.

¹⁸ <https://www.peterborough.gov.uk/pdf/SustainableCommunityStrategySummary.pdf>

¹⁹ <https://www.peterborough.gov.uk/council/planning-and-development/planning-and-building/apply-for-planning-building-permission/?topic=1>

4.6 Need for flood risk assessment

- 4.6.1** National planning policy should be the first indicator of whether or not a site requires a FRA. Paragraph 103, footnote 20, of the [National Planning Policy Framework](#)²⁰ provides detail of this.

A site specific flood risk assessment is required for;

- proposals of 1 hectare or greater in Flood Zone 1,
- all proposals for new development in Flood Zones 2 and 3, or in an area within Flood Zone 1 which has critical drainage problems
- where proposed development, or a change of use to a more vulnerable class, may be subject to other sources of flooding.
- If the site may be at risk from the breach of a local defence (even the site is actually in flood zone 1). See section 4.6.2 for more information.
- Where the site is intended to drain to the catchment or assets of a drainage authority who requires an FRA
- Where the site's drainage system meets the criteria of the Middle Level Commissioners, as listed in 4.6.4.

- 4.6.2** In areas of Peterborough that are defended the residual risk of breaching of the defence can mean that locations in Flood Zone 1 could be at risk of flooding. While the recognised flood maps show the areas that would be at risk if there were no defences, the failure of such structures can produce different results. The pressure the water may be under at the time of breach and the pathway that it is forced to take may not be same as if water were naturally overtopping the river banks. For this reason a flood risk assessment may sometimes be required for sites proposing people-based uses in defended areas that are actually within Flood Zone 1. If this situation applies breach modelling is also likely to be required as part of the planning process since this would enable determination of the actual risk to a site (see SPD 5.2.2). Please seek advice from the Environment Agency or the city council if further explanation is required on this point.

- 4.6.3** A large part of Peterborough is fenland. Since management practises in this area vary, there are some scenarios not listed by the NPPF, where an FRA could be required within the Fens. Development meeting the following criteria is required to submit an FRA to the Middle Level Commissioners:
- development being either within or adjacent to a drain/watercourse, and/or other flood defence structure within the area of an IDB overseen by Middle Level Commissioners.
 - development being within the channel of any ordinary watercourse within the Commissioner's area
 - where a direct discharge of surface water or treated effluent is proposed into the Middle Level Commissioners' catchment.
 - for any development affecting more than one watercourse in the Commissioner's area and having possible strategic implications in an area of known flood risk.
 - development being within the maintenance access strips provided under the Commissioners' Byelaws.
 - any other application that, in the opinion of the Middle Level Commissioners' Chief Engineer, has material drainage implications.

- 4.6.4** The requirement for FRA should not be confused with the requirement to consult the Environment Agency on certain types of planning application and FRA. Chapter 3 provides more information about when the Environment Agency should be consulted. For clarity, the requirement for site specific FRA where the Agency does not want to be consulted on applications is in practise much simpler, as the FRA need consist only of the basic information referred to by SPD 4.8.3, page 18.

- 4.6.5** Flood risk assessments that the Environment Agency will not be consulted upon will be reviewed by the city council. For householder development this could be as simple as ensuring the development is being designed with an understanding of how the floor levels should relate to flood event levels.

²⁰ <https://www.gov.uk/government/publications/national-planning-policy-framework--2>

For most development this is likely to be as part of agreeing an appropriate drainage strategy for the site.

4.6.6 Please note that passing the Sequential Test does not remove the need for FRA.

4.7 Water management consultees

4.7.1 Each water management organisation offers their own formal pre-application service for developers. It is recommended that this opportunity is taken to:

- agree the scope of an appropriate FRA, if relevant,
- find out about any major opportunities or constraints to the site with regards to the management of flood risk, drainage, contamination or the quality of related water environments
- agree the discharge points for site drainage
- obtain any data needed in order to prepare the FRA and drainage strategy

4.7.2 Chapter 3 provides information about water management organisations with which you are encouraged to consult during the preparation stages of a planning application. Which organisations you need to liaise with depends on where the development site is and what issues need to be discussed.

4.8 Content of flood risk assessment

4.8.1 Flood risk, site design and emergency access and egress can affect the value of land, the cost of developing it and the cost of its future management and use. They should be considered, as part of the FRA, as early as possible in preparing development proposals.

Basic flood risk assessment for smaller application sites

4.8.2 A very simple FRA is required for the following types of development:

- householder development and alterations in Flood Zones 2 and 3
- non-residential extensions with a footprint of less than 250 square metres in Flood Zones 2 and 3
- development of less than 1 hectare in Flood Zones 2 and 3
- any change of use that results in the developments vulnerability class becoming higher risk (e.g. water compatible to less vulnerable or less vulnerable to more vulnerable)

4.8.3 The requirement for FRA consists only of the completion of a simple flood risk table which must be completed and submitted along with supporting evidence, as part of the planning application. The relevant tables can be found in the Environment Agency's [online flood risk assessment](#)²¹ guidance by following the links from the relevant development type and flood zone.

Full flood risk assessment for other sites

4.8.4 The text box below sets out the requirements of a formal site specific FRA.

²¹ <https://www.gov.uk/guidance/flood-risk-assessment-for-planning-applications>

Flood risk assessments should:

- a) take a **'whole system'** approach to drainage to ensure site discharge does not cause problems further along in the drainage sub-catchment/can be safely catered for downstream of the site;
- b) **be proportionate** to the risk and appropriate to the scale, nature and location of the development;
- c) consider the risk of **flooding arising from the development** in addition to the risk of flooding to the development. This includes considering how the ability of water to infiltration into the ground may change after development;
- d) take the impacts of **climate change** into account;
- e) be undertaken **as early as possible** in the particular planning process, by a competent person, to avoid abortive work raising landowner expectations where land is unsuitable for development;
- f) consider both the potential adverse and beneficial **effects of flood risk management infrastructure** including raised defences, flow channels, flood storage areas and other artificial features together with the consequences of their failure;
- g) consider the **vulnerability of occupiers and users** of the development, taking account of the Sequential and Exception Tests and the vulnerability classification, and include arrangements for safe access;
- h) consider and quantify the **different types of flooding** (whether from natural or human sources and including joint and cumulative effects). The city council will expect links to be made to the management of surface water as described in chapter 6. Information to assist with the identification of surface water and groundwater flood risk is available from the city council and the Environment Agency;
- i) identify relevant **flood risk reduction measures** for all sources of flood risk,
- j) consider the effects of a range of flooding events including the **impacts of extreme events** on people, property, the natural and historic environments and river processes;
- k) include assessment of the **'residual' (remaining) risk** after risk reduction measures have been taken into account and demonstrate that this risk is acceptable for the particular development or land use. Further guidance on this is given in chapter 5;
- l) be supported by appropriate **evidence data** and information, including historical information on previous events.

4.8.5 It should be noted that even if the development passes the Sequential Test and Exception, there may be other material planning considerations that would render the development inappropriate. Likewise, if it is not possible to design a new development which is safe and which does not increase flood risk elsewhere, then it is unlikely that development will be permitted. Therefore pre-application discussions with the city council and other flood risk consultees are encouraged as soon as possible in the process.

4.9 Conclusions – responsibilities

4.9.1 Landowners have the primary responsibility for safeguarding their land and other property against natural hazards such as flooding. This applies during the construction period as much as it does when properties are sold or rented out. Individual property owners and users are also responsible for managing the drainage of their land in such a way as to prevent, as far as is reasonably practicable, adverse impacts on neighbouring land.

4.9.2 Developers proposing development in areas of flood risk have certain responsibilities as set out in the box below.

Those proposing development in areas of flood risk are responsible for:

- demonstrating that the proposed development is consistent with national and local planning policy (please refer to chapter 2);
- undertaking sufficient consultation with the flood risk consultees (chapter 3);
- providing a FRA, as part of the planning process, which meets the requirements of section 4.8.4;
- drawing up and building site designs that reduce flood risk to the development and elsewhere by incorporating appropriate flood management measures (chapter 5), including the use of sustainable drainage systems (chapter 6).
- ensuring that any necessary flood risk management measures are sufficiently funded to ensure that the site can be developed and occupied safely throughout its proposed lifetime;
- identifying opportunities to reduce flood risk, enhance biodiversity and amenity, protect the historic environment and seek collective solutions to managing flood risk (discussed throughout this document).

5 Managing and mitigating risk

5.1 Measures to control flood risk

- 5.1.1** This chapter covers ways of controlling and managing risk through site design to ensure that developments will be safe. The information in this chapter is intended for use only after it has been demonstrated that developing in flood risk areas has been avoided as much as possible and the site and location are appropriate for the chosen type of development. Site specific flood risk assessments and the Exception Test must detail how a site will be made safe and this chapter will assist with this requirement.
- 5.1.2** It should be noted that the city council's overarching planning policy, within the Core Strategy, does not support residential development in Flood Zone 3a unless the site consists of previously development land. The city council believes that without a site providing the benefits that regeneration, for example of previously developed city centre land can bring, it is very unlikely that residential development could be safe and sustainable in this location throughout its lifetime.
- 5.1.3** When undertaking a flood risk assessment or the Exception Test developers are strongly encouraged to work closely with the Environment Agency, the city council and Peterborough's emergency services partners (see chapter 3). Partners must agree that developments are safe and that flood risk management partners would be able to respond quickly and appropriately to any incidents.

Modelling and mapping

- 5.1.4** The following flood related factors can influence the design of new developments and should be considered in the site's FRA: flood source and mechanism, predicted flood level, flood duration, debris, frequency, velocity of flood waters, flood depth and amount of warning time.
- 5.1.5** If developers need to undertake more detailed modelling for their sites to be able to accurately demonstrate the timings, velocity and depth of water inundation to their site, then it is recommended that the scope of works is discussed with the Environment Agency.
- 5.1.6** There are two types of breach modelling:
- instantaneous breach: the maximum extent of one or more breaches. This information is generally required by the Environment Agency.
 - progressive breach: this involves modelling a breach over time, as the breach size increases, so that the impact on a development site over time can be assessed. This type of mapping does not currently exist for Peterborough.
- 5.1.7** Some high level modelling of breaches and overtopping has been undertaken for the Lower Nene and can be viewed in the appendices of the [Strategic Flood Risk Assessment Level 2](#)²². The data relating to this mapping is held by the Environment Agency, from whom modelling for the Welland is also available.

Climate change information

- 5.1.8** For guidance on how to take climate change into account in flood risk assessments please refer to the National Planning Policy Framework and supporting [national advice](#)²³. Table 1 provides the recommended sensitivity range for peak river flows, which should be used to plan for the impacts of climate change within the design of the development. For surface water management a 40% sensitivity range should be used for rainfall intensity when designing any developments unless agreed otherwise with the LLFA.

Site layout

²² <https://www.peterborough.gov.uk/council/planning-and-development/flood-and-water-management/water-data/>

²³ <https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>

- 5.1.9** The layout should consider natural flow paths for water and be designed to cater for safe exceedance flows both on the development and for neighbouring property. Chapter 6 provides more information on the design of drainage systems and exceedance events are covered in section 6.8.7, page 6.6.7.
- 5.1.10** The inclusion of good quality green infrastructure has the potential to significantly increase the profile and profitability of developments. Low lying ground can be designed to maximise benefits by providing flood conveyance and storage as well as recreation, amenity and environmental purposes. Where public areas are subject to flooding easy access to higher ground should be provided. Structures, such as benches, provided within the low lying areas should be flood resistant in design and firmly attached to the ground.
- 5.1.11** Short-term or employment related car parking may be appropriate in areas subject to flood risk provided that flood warnings and signs are in place. The ability of people to move their cars within the warning time should be considered (hence the unacceptability of long term and residential car parking where residents may be away from the area for long periods of time). Car parks should ideally not be subject to flood depths in excess of 300mm depth since vehicles can be moved by water of this depth and may cause obstruction and/or injury.

Raising levels

- 5.1.12** Where it is not possible to avoid flood risk or minimise it through site layout, raising floor levels above the flood level is a possible option to manage flood risk to new developments. This could include the placing of parking (see SPD 5.2.9, page 25) or other flood compatible uses at ground level with more vulnerable uses at higher levels. This will not be appropriate in all situations, but may be considered in conjunction with the city council and the Environment Agency. Ensuring that safe access and escape will always be available to upper floors will be an essential part of design and of the ongoing maintenance and legal agreements for the development.
- 5.1.13** Single storey residential development is generally more vulnerable to flood damage as occupants do not have the opportunity to retreat to higher floor levels. For this reason single storey housing in risk areas must provide safe refuge above the flood level.
- 5.1.14** In raising ground levels it is important that consideration is made for surrounding properties and what changes the new land height may have in diverting flood flows, influencing land drainage or preventing safe access for neighbours during a flood event.

Flood compensation

- 5.1.15** Any proposals to modify ground levels will need to demonstrate in the FRA that there is no increase in flood risk to the development itself or to any existing property in any location. Where land on site is raised above the level of the floodplain to protect properties, compensatory land must be returned to the floodplain. This is to ensure that new flood risk is not created elsewhere in an unknown or unplanned for location. For undefended sites floodplain compensation must be both 'level for level' and 'volume for volume'. For example, in Peterborough city centre. Direct (onsite or opposite bank) flood compensation is preferable since it is easier and cheaper to ensure it functions correctly. If off-site flood compensation is to be considered developers should liaise with the city council to understand whether storage sites are available that could protect multiple developments and potentially lead to shared costs. CIRIA's report C624 entitled 'Development and Flood Risk - Guidance for the Construction Industry (2004)' provides detailed advice on floodplain compensation.
- 5.1.16** In defended areas compensation need not normally be provided to the same extent. This applies, for example, to areas to the north and east of Peterborough in the IDB areas. Developers should however assess the risks to the area and undertake mitigating action if the raising of land has the potential to create additional risk elsewhere (especially to life). Consultation should be undertaken with flood risk partners to determine what type of compensation land or other mitigating actions would be appropriate.

New defences

5.1.17 The construction of new flood risk defences to enable development to take place needs to be very carefully considered with the Environment Agency and the city council. New defences create new residual risks that can take significant investment to fully understand and plan for. The Environment Agency is also not obliged to maintain defences and could potentially reprioritise or reduce expenditure in this area. Where defences are required maintenance agreements will need to be reached through section 106 of the Town and Country Planning Act 1990 or section 30 of the Anglian Water Authority Act 1977. The latter can be used by the Environment Agency to adopt flood defences directly.

5.2 Managing the residual risk

5.2.1 Residual risks are those remaining after the sequential approach has been applied to the layout of the different site uses and after specific measures have been taken to control the flood risk. At this stage management measures are no longer about reducing the risk, but about planning for flooding. Management of the residual risk must therefore be the very last stage of designing and planning a site, where all options for removing and reducing risk have already been addressed.

5.2.2 This document only provides an overview of residual risk related management measures. For more detailed information readers are encouraged to read C688 - Flood resilience and resistance for critical infrastructure (CIRIA, 2010) or refer to the [Planning Practice Guidance paragraphs 41 and 42²⁴](#), - [Improving the Flood Performance of New Buildings - Flood Resilient Construction²⁵](#) and [Flood resilient building²⁶](#).

5.2.3 Where flood defence and drainage infrastructure has been put in place there will be risks associated with both its failure and with the occurrence of flood events more significant than the design level of the defence or system. These are residual risks which can be managed. The costs of managing residual risk may be low compared to the damage avoided. It should be noted that climate change is expected to increase the level of residual risk.

5.2.4 Different types of measures to manage residual risk include:

- developer contributions towards publically funded flood alleviation schemes
- designing sustainable drainage systems so that storm events which exceed the design standard are properly planned for and the exceedance routes are known and appropriate (requirement explained in section 5.1.10, page 22 and 6.6.7, page 32)
- flood resistance and resilience measures into building design
- flood warning and evacuation plans

5.2.5 Flood resistance stops water from entering a building and can be referred to as dry proofing. Measures include doorway flood barriers and airbrick covers. The effectiveness of flood resistance products depends upon the occupier understanding the features, putting them in place correctly when required and carrying out any needed maintenance. Water pressure and carried debris can also damage buildings and result in breaching of barriers. As a result these measures should be used with caution and accompanied by resilience measures.

5.2.6 Flood resilient construction accepts that water will enter the building but thorough careful design minimises the damage to allow the re-occupancy of the building as soon as possible. Resilient construction can be achieved more consistently than resistance measures and is less likely to encourage occupiers to remain in buildings that could be inundated by rapidly rising water levels. Under this heading, the use of water resistant fixtures and materials for floors and walls may be appropriate alongside the siting of sockets, cables and electric appliances at higher than normal levels.

5.2.7 Flood resilience also includes information based actions and planning such as:

- the use of clear signage within a development to explain residual risks or required responses such as displaying information on access doors, in car parks or on riverside walkways
- ensuring that appropriate flood insurance is available and is in place for buildings and contents. Further information and links about flood insurance are available on the [Gov.UK website²⁷](#).
- businesses developing and maintaining business continuity plans. The city council encourages business continuity planning across all risk areas and can be contacted for further advice.

²⁴ <https://www.gov.uk/guidance/flood-risk-and-coastal-change#address-residual-risk>

²⁵ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/7730/flood_performance.pdf

²⁶ <https://www.brebookshop.com/details.jsp?id=326889>

²⁷ <https://www.gov.uk/prepare-for-flooding/get-insurance>

- preparing and acting on flood warning and evacuation plans. These plans are an essential part of managing residual risk and advice should be taken from the [Cambridge and Peterborough Local Resilience Forum](#)²⁸ during preparation. Particular attention should be given to communicating warnings to and the evacuation of vulnerable people.

5.2.8 Evacuation plans must include dry access and egress routes wherever possible. Any variation in this, particularly the consideration of on-site refuge must be agreed by partners from the Local Resilience Forum. In this situation the city council will seek to organise a technical meeting with the Environment Agency's development and flood risk officer and flood risk management officers from Cambridgeshire's Fire and Rescue Service and the Police Force in order to agree whether the development's strategy for access, egress and refuge is appropriate.

5.2.9 The areas of Peterborough covered by the Environment Agency's flood warning scheme can be viewed on the Agency's [online map](#)²⁹. While this scheme provides prompt telephone calls and SMS text messages to registered individuals, it is dependent on residents signing up to the scheme. Developers must also bear in mind that warning areas may not be extended to cover new development areas. The Environment Agency's scheme also only covers flooding from main rivers. Flooding from rainfall, surface runoff and groundwater often occur much more quickly, making warning more difficult. No specific local or national warning system currently exists for these more localised mechanisms and developers will need to consider this in ensuring developments will be safe.

²⁸ <https://www.peterborough.gov.uk/business/commercial-information/Resilience/>

²⁹ <https://flood-warning-information.service.gov.uk/long-term-flood-risk>

6 Managing surface water drainage

6.1 Introduction

This chapter is intended to:

- raise awareness of issues that may need to be discussed as part of pre-application planning discussions.
- be applicable to all development using or having the potential for sustainable drainage systems. While the bulk of the chapter is aimed at major development, minor development and minerals and waste management sites. Also specifically applies to householder development. All requirements will be considered by the council in proportion to the scale, nature and location of the site. Further advice on this can be provided by the council as part of the pre-application service.
- Designing site layouts to ensure that SuDS minimise local flood risk and are sustainable in the long term is an important part of the wider flood risk management strategy for a new development. This chapter therefore sets out what elements of drainage need to be considered to create a 'sustainable' system.

- 6.1.1** The expected increase in intense rainstorms (as a predicted result of climate change) and the nature of traditional drainage means that the likelihood of surface water flooding will increase over time in Peterborough, with or without development. Existing drainage systems are generally not designed to cater for more significant rainfall events (those greater than a 3.33% probability), although it should be noted that the drainage systems maintained by the Internal Drainage Boards have a design standard of around 1.3% to 1% depending on the specific drainage authority.
- 6.1.2** Loss of permeable (porous) ground through development, extensions and paving, will also increase surface runoff flow rates and associated flood risk. Therefore the city council requires the drainage systems for all scales of development to be 'sustainable' and include a % for urban creep. In this context the city council defines this as minimising flood risk, improving water quality, bringing wider benefits other than just site drainage (improved local environment and biodiversity and a safe public amenity) and being maintainable over the long-term.
- 6.1.3** The combination of urban creep, climate change and previous design standards highlight why it is important that redevelopment will require improvements from the existing site water management to ensure flood risk is not allowed to increase over time and a standard of protection is sustained.
- 6.1.4** Retrofitting of sustainable drainage systems (SuDS) particularly in the urban area is also something that the city council and its partners are looking to promote where possible.
- 6.1.5** The Flood and Water Management Act 2010 (FWMA) originally intended to create a SuDS Approving Body (SAB). If schedule three of the Act was enacted the SAB in Peterborough would be the city council and they would approve, inspect and adopt SuDS features in the area. To date this has not been enacted.
- 6.1.6** As confirmed in the NPPF, flood risk is a very important consideration in the determination of planning applications. There are often significant interactions between different sources of flooding, and in some locations surface water flooding may present a much greater risk to the development than risk from main rivers. For planning permission the city council must be content that the development will not increase risk from any sources of flooding and that it has a sustainable drainage system approved. An organisation adopting SuDS will have their own specific requirements about how the system will function, its construction and how it will be maintained, the requirement of such information will be set out side of the planning process.

6.1.7 By using this SPD to assist with the designing of sites for planning permission it should be possible to avoid late consideration of the flood risk and drainage during the site design process which can result in trying to find space for water and lead to expensive solutions.

6.1.8 Note about the use of planning conditions:

If it is decided by the city council during the planning process that any elements of drainage will be left to a planning condition, the same information will be required to discharge that condition as would have been required as part of the original process.

However, elements such as where the water goes, contamination and site permeability must still be explored as part of the application process before conditions can be applied to ensure that any significant constraints to site development and drainage are known about before potentially undeliverable site layouts are agreed.

6.2 Information for householder development

6.2.1 A simple drainage statement should accompany a householder planning application explaining where the site's surface water will go. There may, for example, be local options for connecting to a water course or a piped sewer. If the city council highlights that there may be capacity issues in the area the statement will need to consider simple measures to reduce the quantity and flow rate of water discharged. Advice can be sought from the council's [Sustainable Drainage Team](#)³⁰.

³⁰ <http://www.peterborough-suds.org/>

6.3 Consistency with FRA

6.3.1 It is important that there is consistency between the development's flood risk assessment and drainage strategy. Developers may want to consider working with the same design experts/consultants for both pieces of work. For example, if a flood risk assessment identifies surface water flood risk to a site, the city council and partners will expect to see the management of this flood risk addressed in the design of the site and its drainage system.

6.4 Drainage sub catchment

6.4.1 When water draining from a site leaves the development, the water may flow through a variety of watercourses or surface water sewers before reaching its destination in the Nene, Welland or Ouse main rivers. The rate and quality of flow can therefore easily affect locations downstream. For this reason a drainage strategy must take a catchment or sub catchment based approach and consider the route and impacts of flows after they leave a development site. Examples of how this could affect a drainage strategy would be:

- if the post-site flow route takes water into a wildlife site the water quality of the discharge might be particularly important
- if a change in flow rates or volumes increases the flood risk to properties upstream or downstream.

6.4.2 The city council is keen to understand more about the local catchments and make this information available to help those planning drainage schemes. Maps of Peterborough's sub catchments and some of the different characteristics of, and variations between, the sub catchments are therefore available online within the city council's water documents [web page](#)³¹. It is intended that the information will be updated as more information becomes available. Web links are also included to useful data sets such as the British Geological Society's SuDS Infiltration Maps.

6.4.3 Different sub catchments have very different characteristics and it will also be useful at any early stage to scope out the types of constraints and opportunities that may exist in the area around the site. Examples could be permeable soil which would allow site infiltration, or significant numbers of combined sewers and hence limited sewer capacity in the area.

³¹ <https://www.peterborough.gov.uk/council/planning-and-development/flood-and-water-management/water-data/>

6.5 Submission and evidence requirements

Submission and evidence requirements

The application must be submitted with a detailed SuDS (Sustainable Drainage System) drainage strategy which includes the following;

- (a) Confirm details of low flow conveyance, overflow and exceedance routes
- (b) Confirm details of how run-off is collected from all hard surfaces to keep water at or near the surface
- (c) Confirm details of Source Control feature for each sub-catchment
- (d) Confirm details of each Site Control feature with flow control locations and details
- (e) Confirm details of conveyance features from place to place
- (f) Confirmation of final storage volumes and flow control rates
- (g) Confirm detail design of Regional (Catchment) Controls in public open space where appropriate
- (h) Confirm the outfall design for “the controlled flow of clean water” from the site
- (i) Plan(s) showing detail of the SuDS including levels, detail locations, detail drawings

- 6.5.1** Site drainage is a key part of flood risk management and must be clearly discussed within a site specific FRA. It is therefore strongly encouraged that site drainage strategies are undertaken alongside the FRA and the rest of the planning application. If consultants are being used, it is also likely to be more cost efficient and result in better cross linkages for the same consultants to undertake both the drainage strategy and FRA. If drainage designs are submitted to the city council at the same time as the planning application, the process of receiving planning permission (and sustainable drainage approval when relevant) will be much more efficient. This significantly reduces the risk of abortive work being carried out at the expense of the developer through the site and highway design stages.
- 6.5.2** Standard drainage submission requirements, such as the inclusion of a clear site boundary and location plan, are listed on the council’s planning portal [web page](#)³².
- 6.5.3** Ground conditions such as instability or contamination can have a significant effect on the design of a site drainage system. For this reason testing should be carried out before the initial planning application submission so that it can be established whether the results will affect flood risk management, drainage or site design. Increases in or the spread of contamination must be avoided. Should contamination be a potential issue, policy 20 in the Planning Policies Development Plan Document must be followed and further advice should also be sought from the Environment Agency.
- 6.5.4** The developer should be aware that there are various methods for testing the infiltration capacities of the ground these are detailed in Appendix B. Also within IDB areas, some of the drainage authorities have their own standards for infiltration testing. If the site is within this area then please contact the drainage authority for more information.
- 6.5.5** In the IDB areas the drainage strategy or the planning application with which it is submitted should include information about the impacts of site drainage, during and after construction, on buried archaeological deposits. This is likely to involve consideration of groundwater levels, movement of water on and off the site and water quality. This will be especially important if the site is deemed to be in an area of high archaeological interest, or if it contains, or is close to, a Scheduled Ancient Monument, in which case planning will already require consideration of wider impacts on heritage. Developers should seek to avoid and/or mitigate any damage and hence the city council would

³² <https://www.peterborough.gov.uk/council/planning-and-development/planning-and-building/apply-for-planning-building-permission/>

strongly encourage seeking advice from English Heritage at any early stage. For example when Flag Fen was designated as a Scheduled Ancient Monument it was listed as being at high risk of damage due to the drying out of its surrounding environment.

6.6 Design principles

Design principles

- (a) A complete sustainable drainage system should meet all parts of **SuDS treatment train**. This is to ensure that the system functions exactly as it should and achieves the intended benefits.
- (b) The number of **treatment stages** within a drainage system must be appropriate to the uses onsite.
- (c) The **full range of SuDS techniques** must be considered for all sites with the most appropriate technique(s) taken forward.
- (d) All drainage strategies must demonstrate **flow paths and exceedance routes, mimic natural drainage paths** and include appropriate mitigation measures.
- (e) Allowances for **climate change and urban creep** must be factored into designs.
- (f) There should be appropriate **storage** incorporated within the site to allow for rain events up to a 1% annual probability (1 in 100) and an allowance for climate change.
- (g) Where applicable, previously **culverted watercourses should be opened up** to create more natural drainage and reduce the likelihood of bottlenecks/blockages that can occur and cause flooding in localised areas
- (h) The **ease of maintenance** is an essential part of the design of sustainable drainage system
- (i) As well as managing water quantity and quality, SuDS can and should enhance the wider environment by providing opportunities for a net gain in biodiversity and delivering public amenity. However it must be remembered that the **primary function** of SuDS is to effectively drain an area.
- (j) The use of **permeable** surfaces on site (both green and paved) is encouraged.

6.6.1 The layout and design of SuDS and other flood risk management measures must be considered at the beginning of the development process using the design principles set out in this document. A key element to successful SuDS is integrating the design into the development master plan/site layout at an early stage, while also considering how SuDS will be maintained. Good SuDS design also requires early and effective consultation with all parties that are involved in the approval process including the city council and all other relevant stakeholders identified in chapter 3.

What is sustainable drainage?

6.6.2 Sustainable drainage means managing rainwater (including snow and other precipitation) as close to the surface as possible with the aim of :

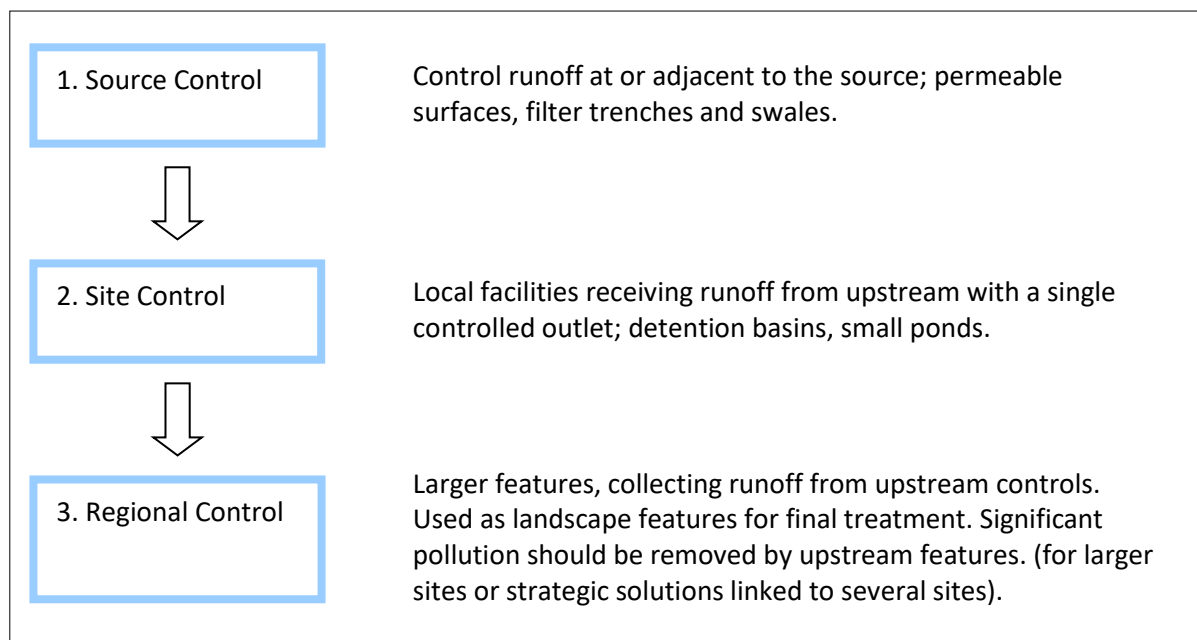
- reducing flooding
- improving water quality
- protecting and improving the environment
- providing amenity for the community
- ensuring the stability and durability of the drainage system

6.6.3 The primary function of SuDS is to provide effective drainage. SuDS replicate as closely as possible the natural drainage of the site before development. This reduces the risk of flooding downstream that could otherwise be caused when surface water with an increased flow rate leaves a development; helps to replenish groundwater; and removes pollutants gathered during runoff.

Management train and treatment stages

6.6.4 Different types of sustainable drainage components should be used in series throughout a development site in order to most effectively achieve the intended benefits of having SuDS. Figure 6-1 illustrates the hierarchy of use, known as the SuDS management train that should be followed when planning the drainage strategy. The benefits discussed in 6.6.2 and 6.6.3 of this document are more likely to be achieved if the management train is followed.

Figure 6 1: SuDS management train



6.6.5 There are a wide range of sustainable drainage components available each using slightly different techniques to manage water. It is likely therefore that there will be a technique and components suitable for each site. Bear in mind that it is still possible to include traditional or piped methods within sustainable drainage systems. The overall design just needs to ensure that the different components work well together to achieve the end aims of sustainable drainage. Appendix B provides advice on where to find more information the SuDS management train, different types of SuDS components and their characteristics.

6.6.6 Different land uses result in differing qualities of water leaving a site. For example water running off a petrol station may be considerably more polluted than water from a residential roof. Each time water runs through a particular SuDS component the flow will be treated in some way to help reduce pollution – this is called a treatment stage. A greater number of treatment stages are required for more polluting land uses. Table 6-1 below was taken from the 2007 CIRIA SuDS manual and gives an approximation for many treatment stages are required for different land uses. These are approximate guides and should not be used to guide developments that carry a higher level of risk from pollution spills such as those storing chemicals or managing waste.

Table 6 1: Number of treatment stages required for different land uses

Runoff catchment characteristic	Minimum number of treatment stages required
Roofs only	1
Residential roads, parking areas, commercial zones	2
Refuse collection, industrial areas, loading bays, lorry parks, highways	3

Designing SuDS features

- 6.6.7** An exceedance route is a flow route that water will take over land when the capacity of a drainage system is exceeded, for drainage this is a rain event with an annual probability of less than 3.33% (1 in 30). It is crucial to effective flood risk management that exceedance routes above 3.33% are understood so that unexpected residual risks are not created. If flow routes are known they can be directed (through site design) to areas of less vulnerability. The city council and emergency services can also be prepared with appropriate responses. The preferred option is for exceedance routes to flow to open space where surface flooding for short periods of time are acceptable. Layout and landscaping will route water away from vulnerable property and avoid creating hazards to principal access and egress routes. It is important to note that the need for exceedance flow routing is not limited to flows between the 3.33% and the 1% (1 in 100) design standards.
- 6.6.8** Local Plan policy LP28 states that the city council will not permit developments that do not take action to protect against the risk of Peterborough's international or European nature conservation sites being threatened by surface water drainage. This is referring to situations where there is the potential that surface run-off from the new development site could enter such sites. If this is the case, a sudden heavy downpour could cause flash flooding of the designated site, potentially destroying valuable habitat and nesting locations. An equally important issue is whether the quality of the water could change the habitat and kill sensitive species. Surface runoff can contain a wide range of pollutants that could harm the wildlife or habitats. The design of the site and its drainage system must take into account these issues, using SuDS to reduce the quantity of water and minimise pollutants, and including provision for acceptable exceedance routes away from the designated sites. This should be done in conjunction with the Environmental Impact Assessment.
- 6.6.9** A well designed surface water drainage system should ensure that there is no residual risk of property flooding during events that are well in excess of the capacity of the receiving system to which the site is discharging. No flooding of property should occur as a result of a storm of 1% annual probability (1 in 100) including climate change allowances. Much more detailed information can be obtained from [Designing for exceedance in urban drainage \(CIRIA, 2006\)](#)³³.
- 6.6.10** It is important that sufficient storage is incorporated within all drainage systems to allow for rain events up to a 1% annual probability (1 in 100) and an allowance for climate change. Storage provided through water re-use methods like rain water harvesting is not usually counted towards the provision of on-site storage for surface water balancing. This is because there may be times where the water is not re-used as hoped (e.g. for watering gardens or flushing toilets) and therefore storage will not be available for each new rain event. Rainwater harvesting is however recognised as very good practice for reducing the use of potable water and is encouraged by the council and its partners.
- 6.6.11** [Table 1 of the Planning Practice Guide](#)³⁴ for Flood Risk and Coastal Change provides information on recommended peak rainfall intensities for use when taking climate change into account within the design of the development. The city council expects a sensitivity range of 40% to be used for rainfall intensity for climate change when designing all developments.
- 6.6.12** [Appendix B of the Non Statutory Technical Standards](#)³⁵ sets out the appropriate allowances for urban creep considerations over the lifetime of the proposed development, this is set at between 0 and 10% depending on the density of the housing.
- 6.6.13** The culverting of watercourses is not generally supported by the city council. Culverting removes floodplain storage from a watercourse and can increase the risk of flooding upstream when bottlenecks or blockages occur. The need for improved green infrastructure corridors and the requirement for water environments to be improved under the Water Framework Directive are two other drivers for ensuring a natural environment around channels, ditches and dykes. Any loss of access to the watercourse can also be a serious problem for the city council and riparian owners who need to maintain the watercourse. Where culverting is required for access purposes the

³³ http://www.ciria.org/Resources/Free_publications/Designing_exceedance_drainage.aspx

³⁴ <https://www.gov.uk/guidance/flood-risk-and-coastal-change>

³⁵ <https://www.gov.uk/government/publications/sustainable-drainage-systems-non-statutory-technical-standards>

developer will be required to obtain consent from the necessary flood risk management authority as set out in chapter 8, this is in separation to the planning application process.

- 6.6.14** The ease of maintenance is an essential part of the design of sustainable drainage system. As well as allowing for access, drainage designers should consider what kind of equipment would be required, e.g. to mow or remove sediment from a drainage system, and how often a certain types of SuDS component might need maintaining. Consideration will also be needed to allow sufficient access to maintain existing drainage and flood risk assets.
- 6.6.15** The city council is very keen to ensure that SuDS help to create a beneficial site environment. Sections 6.8 and 6.9, page 36 to 38 provide information on biodiversity and health and safety expectations.
- 6.6.16** It is recognised that some parts of Peterborough have clay-based soils and so infiltration may be not be possible to the same degree as in other areas of the Peterborough, this is not a reason to exclude SuDS. However, there is variation in soil type across Peterborough meaning that in some areas the soil may be more permeable. Infiltration tests will help to confirm the situation onsite.
- 6.6.17** A permeable area allows rain water to drain into the ground rather than run over a surface. There are certain rules relating to the provision of permeable areas. If an area of proposed hard standing at the front of a dwelling house exceeds five square metres, it will need planning permission unless it is of a permeable construction (made of porous materials) or provision made to direct runoff water from the hard surface to a permeable or porous area or surface within the curtilage of the dwelling (part F of the [General Permitted Development Order](#)³⁶).
- 6.6.18** Under Parts 8, 32, 41 and 42 of the 2010 amendments to the General Permitted Development Order, it is possible for warehouses/industrial, schools, offices and retail to implement certain floor areas of hard standing without planning permission. Please refer to the [2010 amendments](#)³⁷.

³⁶ http://www.legislation.gov.uk/uksi/2008/2362/pdfs/uksi_20082362_en.pdf

³⁷ <http://www.legislation.gov.uk/uksi/2010/654/contents/made>

6.7 Requirements for surface water leaving a site

- (a) Drainage strategies must demonstrate adequate consideration of each stage of the Building Regulations **rainwater drainage hierarchy** before moving to the next discharge option.
- (b) New surface water connections to the **combined or foul systems** will not be permitted.
- (c) If the site is brownfield, options for use of infiltration must still be demonstrated ahead of discharge to **existing surface water sewer connections**.
- (d) If the site is **brownfield and in an area of combined sewers**, the council and partners will seek betterment. It is expected through regeneration that surface water discharge will be reduced or removed from the combined system and will be managed in line with the rainwater drainage hierarchy (see Figure 6-2). Alongside source control measures, sites will be expected to consider the full range of SuDS techniques. Since unattenuated discharge to sewers will not normally be permitted, sites finding little potential for many of the SuDS measures will be expected to also consider on-site water re-use and recycling measures before final discharge.
- (e) If the site is greenfield, the design of SuDS must take into account **original greenfield drainage** catchments and the rate of runoff must be no greater than the greenfield rate.
- (f) If an application site is **adjoining a watercourse**, once infiltration opportunities have been maximised it will be expected that any remaining flows from the development will drain to this watercourse.
- (g) Developments wanting to discharge directly or indirectly into **Car Dyke** will need to demonstrate the impacts that any proposed actions will have on the Roman canal and plan mitigating actions.
- (h) Where a development will be discharging into an **Internal Drainage Board watercourse or into the River Nene** there are some specific circumstances where the council may allow a reduced level of attenuation prior to discharge to the watercourse. Source control and treatment of the 'first flush' of surface water will however still be required.

6.7.1 The [Buildings Regulations 2010 Part H3](#)³⁸ (2002 edition incorporating 2010 amendments) provides a rainwater discharge hierarchy, shown below, that must be followed. As this demonstrates, discharge of surface water from new developments to a sewer should only be considered as a last resort:

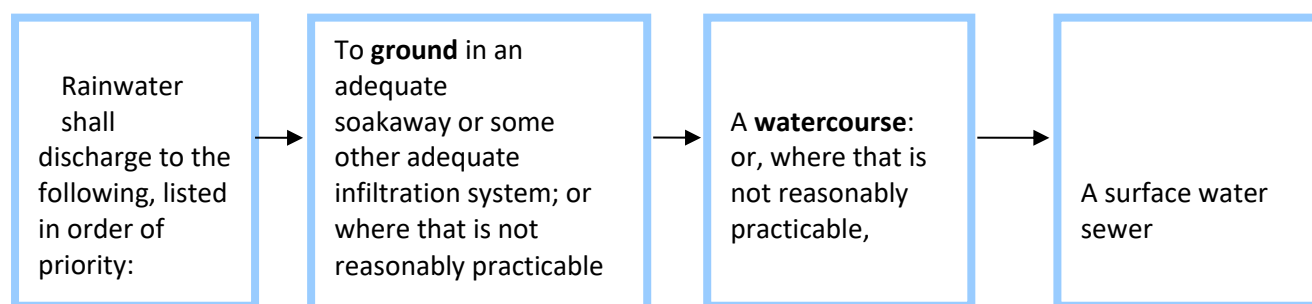


Figure 6 2: Rainwater drainage hierarchy

6.7.2 [Paragraph 80 of the NPPF \(2012\)](#)³⁹ sets out a similar drainage hierarchy to building regulations;

- Into the ground (infiltration)

³⁸ <http://www.planningportal.gov.uk/buildingregulations/approveddocuments/parth/approved>

³⁹ <https://www.gov.uk/guidance/flood-risk-and-coastal-change>

- to a surface water body
- to a surface water sewer, highway drain, or another drainage system;
- to a combined sewer

- 6.7.3** There will be no new surface water connections to the combined or foul systems. Where sewers take rainwater as well as foul, this puts significant pressure on the network in the event of heavy downpours. In an environment where urbanisation has increased the amount of surface runoff entering the sewers, the risk of both foul and surface water flooding is increased as capacity in the system is reduced.
- 6.7.4** The city council and Anglian Water are seeking opportunities, through regeneration, to reduce and ultimately remove surface water discharge to combined sewers. This measure applies to brownfield redevelopment sites where surface water has historically drained into combined and foul sewers. Removal of surface water would leave the sewers to transport just the foul water from existing and future developments, thus reducing the flood risk presented by overloaded sewers.
- 6.7.5** Parts of Car Dyke have been designated as a Scheduled Ancient Monument due to the watercourse originating as a Roman canal. Any works proposed for the purposes of discharging water into the channel will need to be planned and undertaken sensitively and in keeping with the watercourse to ensure no deterioration to the nature of the monument. English Heritage and the city council may ask for a buffer between development and the watercourse as well as information about the water quality of the discharge and about any proposed outlet features to be used in or near Car Dyke. Mitigation of any impacts will be sought.
- 6.7.6** Discharge with reduced attenuation of surface water may be appropriate to the River Nene from riverside sites, although source control for pollution management is still required. For riverside sites, slowing down the discharge of water to the River Nene through the normally required attenuation measures might not always be the preferred approach for wider flood risk management. There is a time lag between heavy rainfall and high water levels in Northampton and the peak water levels being reached in the Nene in Peterborough. For some storm situations it could therefore be better if Peterborough's rainfall and surface water were removed from the system before the high flows arrive from upstream. The city council is willing to consider this as an option for riverside sites subject to the developer undertaking modelling to justify that flood risk from the River Nene will not be increased under certain rainfall conditions if less attenuation is permitted. If developers wish to consider this route they should jointly contact the city council's Sustainable Drainage Team and the Environment Agency for further information and to discuss what modelling work would be required. Reduced attenuation may also be considered if an application site is within an area managed by an Internal Drainage Board and the IDB is in favour of this proposal.

6.8 Water quality, biodiversity and habitat requirements

Water quality, biodiversity and habitat requirements

- (a) Opportunities to protect **wildlife habitat** or increase biodiversity on site should be taken ensuring that the wildlife requirements are fully compatible with the flood risk and drainage needs of the site.
- (b) **Planting** should assist and be appropriate to the function of the drainage system and preferably use native species that contribute positively to the local Biodiversity Action Plan.
- (c) All schemes **must prevent deterioration** of, or preferably enhance, water quality by reducing the risk of diffuse pollution in compliance with chapter 7. Where a water body is vulnerable to a change in ecological status or where biodiversity is particularly susceptible to change, a larger number of treatment stages might be required.
- (d) In designing infiltration systems, the depth of the infiltration system must be appropriate for local peak groundwater levels, ensuring that **no direct discharge to groundwater** occurs from the SuDS. This is to avoid a risk of groundwater pollution as well as to ensure that storage capacity is not lost.

- 6.8.1** The city council recognises that not all types of SuDS provide ecological benefits. However, the applicant is required to show that where practicable, the SuDS scheme will benefit water habitats and biodiversity. The city council therefore expects features such as ponds and wetlands to be planted to enhance biodiversity.
- 6.8.2** The planting of native species appropriate to the local conditions will be favoured and where appropriate the mix of planted species should aim to create habitats that contribute to the local Biodiversity Action Plan. Information about the [Cambridgeshire and Peterborough Biodiversity Action Plan](#)⁴⁰ is available from the website of the Cambridge and Peterborough Biodiversity Partnership.
- 6.8.3** Some common landscape and ecological design requirements may have to be adapted slightly to ensure that the SuDS can function effectively. The city council's drainage and natural environment teams can agree these amendments. It will also be important that the types of planting proposed are considered in line with the design of the SuDS features. For example, the soil moisture profile may be very different at the top of a swale's bank to the bottom and this will need to be taken into consideration to ensure the success of both the plants and the operation of the drainage feature.
- 6.8.4** Consideration should be given as to whether SuDS within the development site can be designed appropriately to form part of dual amenity open space. SuDS features can provide opportunities for informal, quiet recreation and can also provide improved linkages between existing habitats. Peterborough's Green Infrastructure and Biodiversity SPD, referred to in section 6.9.7, page 39 highlights the importance of green infrastructure in linking green spaces for the benefit of both people and wildlife.
- 6.8.5** High level biodiversity information is also available in the document [Integrating Biodiversity and Development; guidance notes for developers](#)⁴¹. This document covers a variety of ways to incorporate biodiversity into development.
- 6.8.6** As discussed in the [Peterborough Trees and Woodlands Strategy](#) (2018)⁴², Peterborough City Council aims to sustainably maintain and improve the quality of existing tree and woodland cover as well as to find opportunities to expand the extent of woodland. Site design should therefore start with the assumption that existing native trees should be retained and where possible new native

⁴⁰ <http://www.cpbiodiversity.org.uk/biodiversity-action-plans>

⁴¹ <https://www.peterborough.gov.uk/upload/PDFs/Planning/OSS/BioChklist%20Notesfordevelopers%20082013.pdf>

⁴² <https://www.peterborough.gov.uk/council/planning-and-development/conservation-trees-and-hedges/tree-management/>

trees should be incorporated into the site design. Trees can provide benefits in terms of water quality and flood risk management as discussed in the Environment Agency and Forestry Commission's [Woodland for Water \(2011\) report](#)⁴³. The city council's natural environment team can provide advice on tree management.

- 6.8.7** Chapter 7 provides more detailed guidance on the importance of protecting and enhancing water environments to meet the Water Framework Directive.
- 6.8.8** The base of an infiltration system should have sufficient clearance above the peak seasonal groundwater levels this ensures that a rise in water levels during particularly wet periods will not cause groundwater to enter the base of infiltration system which would reduce capacity. It should also be noted that a direct discharge of surface water from that infiltration system into groundwater may contravene permitting requirements and environmental legislation.

⁴³ [https://www.forestry.gov.uk/pdf/FRMG004_Woodland4Water.pdf/\\$file/FRMG004_Woodland4Water.pdf](https://www.forestry.gov.uk/pdf/FRMG004_Woodland4Water.pdf/$file/FRMG004_Woodland4Water.pdf)

6.9 Health and safety, access and amenity requirements

Health and safety, access and amenity requirements

- (a) All SuDS schemes must be designed to ensure that the health and safety of people and animals is not put at risk. The environment created by SuDS must be a safe one. One of the council's SuDS objectives is to move away from the use of barriers, by schemes being designed to be inherently safe. A **health and safety statement/ risk assessment** must be submitted with all schemes to demonstrate that this principal has been applied;
- (b) If an application site adjoins a watercourse, development must be **set back** from it by a distance that allows appropriate access for maintenance or where relevant by the distance dictated in the byelaws of the responsible water management partner.
- (c) Schemes should consider how the site and incorporated **green infrastructure** can connect to the Peterborough Green Grid; and
- (d) All drainage schemes should have a **positive impact on the landscape**, create good quality spaces and where possible provide amenity value for residents

- 6.9.1** The Royal Society for the Prevention of Accidents (RoSPA) provides more detailed guidance about safety around inland water sites including SuDS in their [leisure safety guide](#)⁴⁴. Further information is also available in [chapter 36](#)⁴⁵ of the CIRIA SuDS manual.
- 6.9.2** An example of design that improves safety without the need for barriers is ensuring that the sides of SuDS features such as ponds and swales have very gently sloping sides. If a young children or elderly person can walk in they should be able to walk straight out again. Visibility of and around the feature is also important, not only so that visitors are aware of the features, but also for the purposes of passive or active surveillance.
- 6.9.3** Signage can be an important accompaniment to larger SuDS features, but must not be used as a replacement for appropriate design. Those potentially at risk may not be able to understand the signs. There is also benefit in signage covering a range of information issues relating to the drainage system so that residents can understand what they are seeing, know what functions and benefits the SuDS are delivering, and recognise safety precautions.
- 6.9.4** There must be appropriate space between the edge of a watercourse and development to allow for access and the use of equipment to maintain a water body. Even if certain types of maintenance are not envisaged initially consideration must be given to the long term situation. The required distance will vary according to the specific watercourse characteristics and any prescribed information contained within the byelaws of Peterborough's water management partners, see chapter 8. Wherever possible, SuDS features such as ponds and wetlands should be designed so that special machinery is not required to undertake maintenance.
- 6.9.5** Section 7.7.3, page 47 explains why set back is also important for wildlife, creating increased room for water based habitats and allowing wildlife access between fragmented habitats. Well linked habitat networks allow species to be more resistant to a changing environment and climate. Set back can also be required where it is needed to preserve the nature of a heritage monument such as Car Dyke.
- 6.9.6** The inclusion of green infrastructure and considered planting in developments is also of significant benefit in improving on-site drainage due to the increased interception and infiltration of water.

⁴⁴ <https://www.rospa.com/rospaweb/docs/advice-services/leisure-safety/journal/03-spring-2013.pdf>

⁴⁵ http://www.ciria.org/Memberships/The_SuDs_Manual_C753_Chapters.aspx

6.9.7 Further information about green infrastructure and the natural environment is available from the [‘Natural Environment’](#)⁴⁶ page of the city council’s website. The Peterborough’s Green Infrastructure and Biodiversity SPD, can also be downloaded. The aim of the Strategy was to draw up a framework for green space provision throughout Peterborough and its surrounding areas to ensure that the city’s growth goes hand in hand with the protection and provision of quality green infrastructure. Residents, visitors and wildlife should have access to a complete network of open space for leisure, access and habitat.

⁴⁶ <https://www.peterborough.gov.uk/council/planning-and-development/conservation-trees-and-hedges/natural-networks-partnership/>

6.10 Adoption and maintenance

Adoption and management

All sites must have made provision for the **properly funded** management and maintenance of the all drainage components for the lifetime of the development

- 6.10.1** The city council is keen to support developers in finding adoption arrangements for drainage system components and there are a number of opportunities available. Where site discharge would naturally flow into the catchment of an **Internal Drainage Board**, discussions about adoption by the IDB would be appropriate. Anglian Water may also consider adoption of certain systems and developers may wish to enter into discussions on this matter. The **city council** also has the power to adopt sustainable systems as a part of the public open space or highway, with a commuted sum for maintenance. It is recommended that developers who wish to consider these routes for adoption hold early discussions with the necessary organisation about this option so as to avoid designing and building assets which are not of an adoptable standard. Unless adopted by one of the above the responsibility for the future maintenance of drainage systems lies with the developer and hence it is possible that management companies will need to be established.
- 6.10.2** Should Schedule 3 be commenced the city council will become the approval and principal adoption body for surface water drainage systems. This would provide an increased level of certainty to developers about the intended procedures and pathways for their site drainage once construction has completed.
- 6.10.3** A key part of the Drainage Strategy will be to detail the long term maintenance requirements of the drainage system along with confirmation of the body responsible for that future maintenance.
- 6.10.4** Sewers for Adoption (SfA) is a guidance document on the design and construction of sewers and in 2019 it is anticipated that version 8 will be released and may be adopted by Water and Sewerage Companies nationwide, including Anglian Water locally. SfA8 includes guidance on adoptable SuDS, using the best practice for SuDS, laid out in the CIRIA SuDS Manual C753. The council would encourage developers to consider this adoption route but would emphasise the importance of early engagement with Anglian Water to ensure the design of SuDS is of the required standard.

7 Water quality and aquatic environments

7.1 Introduction

7.1.1 This chapter provides guidance to assist implementation of point (d) of policy PP16 -The Landscaping and Biodiversity Implications of Development (see section 12.4.14 for the policy text). Part (d) has been driven by the Water Framework Directive – 2000/60/EC (WFD).

7.1.2 This chapter will help readers to understand some of the additional considerations that need to be thought through when passing step 5 of the flowchart section 1.2.

7.2 Requirements of the Water Framework Directive

7.2.1 An important element of the WFD is the requirement for member states to aim to achieve ‘good ecological status’ in all surface freshwater bodies by 2015. This objective relates to the water body having biological, chemical and structural characteristics similar to those expected in nearly undisturbed conditions.

7.2.2 The directive also sets out the need for there to be ‘no deterioration’ in the ecological potential of the water environment. Development proposals affecting the water environment may impact the biological, hydro-morphological, physio-chemical and/or chemical quality elements. Impacts leading either to deterioration in the status of a water body or to the water body being unable to achieve its WFD objectives are unlikely to be permitted. New activities and schemes must be assessed to identify if they will:

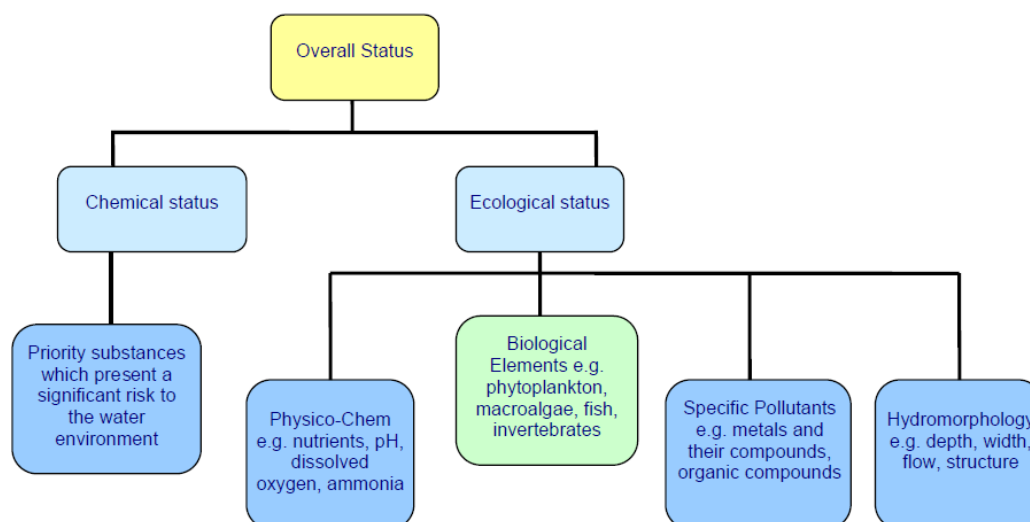
- cause deterioration, or
- lead to failures to achieve ecological objectives.

7.2.3 For surface waters, ‘good ecological status’ is a statement of overall status, made up of ecological and chemical components. This is illustrated in Figure 7 1 below. A range of elements are measured in each water body, such as priority substances (e.g. lead) and physical structure (hydromorphology). Classification is produced based on a ‘one out, all out’ principle, so that the poorest individual element result sets the overall status. For groundwater good status has a qualitative component and a chemical component.

7.2.4 The Anglian River Basin Management Plan, produced by the Environment Agency details pressures facing the water environment and actions that need to be taken by all partners in order to meet the requirements of the directive in the Anglian region.

7.2.5 The Water Framework Directive applies to all waters including inland surface waters, groundwater and transitional and coastal waters independent of size and characteristics.

Figure 7-1: Elements making up the WFD status of a water body



7.2.6 Every river has a defined catchment area within which changes can affect the watercourse. However the reporting mechanism used in River Basin Management Plans is based upon a single river line within each catchment. The river line is an over-simplified representation purely for larger scale reporting and provides an average for the catchment. This means that the potential or status of an individual watercourse could in fact be better or worse than indicated by the related water body status. Developers proposing large or industrial developments are strongly encouraged to liaise with the Environment Agency at any early stage in the planning process to gain further local information.

7.2.7 Information about locally reported Peterborough water bodies is provided in table 7-1 below.

7.2.8 Natural rivers with, for example, meandering courses and native vegetation tend to create good habitats for wildlife and may have a higher ecological status than a modified or artificial watercourse. The majority of watercourses in Peterborough are, however, not in their natural state. Modifications such as channel straightening or dredging have taken place over centuries for reasons such as transport, urbanisation, land drainage and flood defence. In most cases in Peterborough the rivers still serve these important purposes and hence channels cannot just be returned to a more natural state. Such watercourses have been designated as heavily modified or artificial water bodies by the WFD and are given the alternative objective of 'good ecological potential'. This is the best ecology possible without compromising the use of the water body for which it has been designated. There are actions that can be taken to help increase the ecological potential of these heavily modified or artificial watercourses, as discussed in section 7.7.6, page 48.

Table 7 1: A summary of the classification of the locally reported water bodies within Peterborough. This should be taken only as an indicator. Further consultation with the Environment Agency is encouraged.

Water body (or group of)	Water reporting ID	Hydromorphology designation	2009 Ecological Potential	2009 Chemical Status	2015 Predicted Ecological Status / Potential	2015 Predicted Chemical Status	Priority
Welland (western boundary of Peterborough)	GB105031050580	Heavily modified	Poor	Good	Poor	Good	High
Welland (north west boundary of Peterborough)	GB105031050600	Heavily modified	Moderate	Good	Moderate	Good	Medium
Welland (north and east of Peterborough)	GB105031050680	Artificial	Moderate	Good	Moderate	Good	High
Maxey Cut (WFD reference is Welland near Peakirk)	GB105031050590	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
Folly River	GB105031050560	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
Werrington Brook and Marholm Brook	GB105031050540	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
Brook Drain	GB105031050570	Heavily modified	Moderate	Assessment not required	Moderate	Assessment not required	Medium
Southorpe Brook	GB105032050370	Not designated as heavily modified or artificial	Moderate	Assessment not required	Moderate	Assessment not required	Medium

Water body (or group of)	Water body reporting ID	Hydromorphology designation	2009 Ecological Potential	2009 Chemical Status	2015 Predicted Ecological Status / Potential	2015 Predicted Chemical Status	Priority
Wittering Brook	GB105032050360	Not designated as heavily modified or artificial	Good	Assessment not required	Good	Assessment not required	Medium
River Nene (through Peterborough)	GB105032050381	Heavily modified	Moderate	Fail	Moderate	Fail ⁴⁷	Medium
Morton's Leam and the Counter Drain	GB105032050382	Artificial	Moderate	Fail	Moderate	Good	High
Kings Dyke (WFD ref: Old River Nene)	GB70510037	Heavily modified	Good	Assessment not required	Good	Assessment not required	Medium
River Nene Old Course (WFD Ref: Middle Level Navigations)	GB70510035	Artificial	Good	Assessment not required	Good	Assessment not required	Medium
Stanground Lode	GB105032050340	Heavily modified	Moderate	Good	Moderate	Good	Medium

⁴⁷ It has been determined that it is technically infeasible and disproportionately expensive for this section of the Nene to reach 'good' by 2015. The objective is instead for it to reach 'good' by 2027.

7.2.9 In the event that measures to improve a heavily modified or artificial watercourse cannot easily be taken without affecting the important role that the watercourse plays, the legislation allows that water bodies do not require further assessment on that specific element.

7.2.10 Most development near a river or watercourse will have the potential to impact on the water quality and, in turn, on the biodiversity of the water body.

7.2.11 There are other benefits to Peterborough of improved water quality, other than ecological ones. These include reducing the damage caused to people and property by flood waters and reducing the impacts of pollution on waterlogged archaeology. The latter is a potentially relevant issue in Fen areas.

7.3 Assessment of the impacts

7.3.1 The Environment Agency and the city council have a duty to ensure that WFD requirements are met by new development. They will therefore screen the development, during the planning process, based on three issues in this order of importance:

- Causing harm - Does the development have the potential to cause deterioration in the WFD status of a water body?
- Preventing restoration - Does the development prevent future improvement to the water body and therefore prevent it from reaching good ecological status/potential?
- Taking positive action – Are there opportunities for development to assist with improving the ecological status of water bodies and meeting WFD objectives.

7.3.2 Development which may require a WFD assessment includes, but is not limited to:

- Development within 20 metres of a watercourse where changes are proposed to the channel or bank form or where the long term management of the watercourse would be affected
- Development requiring EIA for reasons linked to the water environment.
- New water infrastructure
- Developments on contaminated land

7.3.3 In the event that a development in Peterborough requires a Water Framework Directive assessment, guidance is provided in appendix C as to what would be expected. The Environment Agency may be able to provide additional guidance. Should future formal national guidance be released in this area then it will supersede the information in appendix C. No WFD assessments have been required or undertaken in Peterborough as of 2012.

7.4 How do people and development influence the WFD status of rivers?

7.4.1 The following development-related factors can influence the WFD status of rivers:

- a) Water supply, demand and abstraction
- b) Wastewater discharge
- c) Site drainage
- d) Location of development or works, in relation to water bodies
- e) Land contamination
- f) Highway provision
- g) Minerals and waste planning
- h) Tourism, recreation and navigation
- i) Community engagement

7.4.2 The city council is keen that local policy supports the implementation of the European Directive and that development in Peterborough does not compromise, but rather aids, achievement of WFD requirements. The following section gives further explanation of how development affects the WFD

status of watercourses so that this can be borne in mind by developers and planners in both planning decisions and future policy.

7.5 Water supply, demand, abstraction and wastewater discharge

- 7.5.1** If the water supply or wastewater discharge needs of any future development are likely to cause deterioration in WFD status, the city council and developers will need to take this into consideration and manage or determine impacts accordingly. In some cases the city council and its partners may require an appraisal to be carried out to indicate how the works as a whole will affect the WFD status of the watercourse. When the control and monitoring of such water related issues need to be addressed in the planning process the city council takes advice from the Environment Agency, local Internal Drainage Boards and the local water and sewerage provider.
- 7.5.2** The supply of drinking water to Peterborough involves abstraction from the Nene. When water is removed from a river it can reduce water quality due to reduced dilution of pollutants. Standards are in place between the Environment Agency and Anglian Water to ensure that most of the time water levels within the river are maintained at an appropriate level for fish and other wildlife. However, in drought periods or with increasing demand water companies may need to apply for a permit to increase abstraction, and hence reduce river levels.
- 7.5.3** New development also leads to an increase in demand for sewerage services and hence increased discharge flows from water recycling centre (WRC). Sewage effluent is collected and directed to the closest WRC. For urban Peterborough this is at the Flag Fen and hence the impact of additional flows is likely to be some distance from the development site. It is important therefore that these are not forgotten as wastewater impacts can still be significant. Further information is provided in the WCS and SFRA.
- 7.5.4** If Anglian Water reaches a point where it needs to apply for a permit for increased discharge flows from a WRC, it is likely that the water quality limits will be tightened. This will be intended to aid achievement of the water quality objectives of the receiving water body under the WFD. The Counter Drain, into which the treated effluent from Flag Fen WRC is discharged, currently has a chemical status of 'poor' and hence is far from reaching 'good' by 2015. Where consent limits are not achievable in terms of sustainability or scope for extending the water recycling works, planning issues may arise and strategies for foul drainage and treatment should be investigated. Peterborough's Core Strategy policy CS12 (Infrastructure) requires that there is sufficient infrastructure capacity to support new development. This may require the phasing of development in line with infrastructure provision, in order to avoid environmental damage / WFD non-compliance.

7.6 Site drainage

- 7.6.1** Decisions made about how to drain a site need to consider the impacts on the downstream water environment, both in terms of flood risk and water quality. The Water Framework Directive does not allow for any deterioration in the downstream environment as well as in water bodies that are adjacent to or part of the site. An example of when deterioration could occur is if surface runoff, e.g. from construction, resulted in an increase in sediment being carried into the watercourse and then downstream within the catchment.
- 7.6.2** Where sewers are combined, taking both surface water and foul, heavy rainstorms leading to increases in the surface water flows can result in foul flooding. To reduce the likelihood of this causing damage, combined sewer overflows (CSOs) exist in certain locations. When the capacity of the sewer is reached, spills will result from the CSO into watercourses to reduce the pressure in the system. The connection of surface water and highway drainage to combined sewers therefore increases the risk of flooding and pollution from CSOs and WRC storm discharges. Therefore new surface water connections to the combined sewer system should be avoided where possible and where unavoidable should be restricted to greenfield flow rates. The transfer and treatment of surface water from a CSO or WRC discharge is not normally sustainable.
- 7.6.3** Increases in flows should also be avoided upstream of CSOs. Where this is not possible, if development will lead to an increase in population of more than ten percent in the wastewater catchment upstream of a CSO, the impact of growth should be assessed using Urban Pollution Manual (UPM) techniques to determine the mitigation required. Developers will be advised by Anglian Water and/or the council if there are CSO(s) near their site. Where the impact on the CSO is expected to be an issue, this should be included in the site's EIA or WFD assessment.
- 7.6.4** In order to reduce the frequency and duration of spills from CSOs, it is important to ensure that opportunities to divert surface water and highway drainage from combined sewers are fully explored.
- 7.6.5** As water runs over land it picks up pollutants and transports them ultimately into watercourses. Runoff from roads can contain heavy metals and hydrocarbons and run-off from farmland is more likely to contain nitrates and sediment. The impacts of this diffuse pollution can have serious implications for water quality and the WFD. Improving the quality of discharge from sites is one of the key aims of sustainable drainage systems, as discussed in section 6.8, page 36. By filtering runoff and slowing down flows SuDS can significantly reduce the impacts of pollution through mechanisms such as infiltration, filtration and evapotranspiration. SuDS can also create habitat for wildlife, which may help to improve the ecological potential of nearby water bodies.
- 7.6.6** Management of surface water flows during construction is very important in order to prevent construction debris entering nearby watercourses.

7.7 Development location

- 7.7.1** Since the Water Framework Directive applies to all water bodies the location of development within Peterborough is not specifically relevant. However, the development's position within a catchment or its proximity to a watercourse can be relevant.
- 7.7.2** Location within a catchment will affect how many different watercourses the site drainage could impact on and whether or not the development could be a driver for improvement opportunities for a specific watercourse.
- 7.7.3** Proximity to a watercourse is relevant where, for example, development or engineering works could affect the ability of a water management partner to access, maintain or improve the water body, or where it could affect the flow in a watercourse. Riverside development must therefore be set back a reasonable distance from the waters edge, allowing a corridor between the two environments. While this corridor is crucial for access for maintenance, it is also the most effective means of ensuring there is potential for habitat and ecological benefits. Appropriate form and landscaping of the riverbanks can then be fulfilled through good design. The distance of 'set back' may vary depending on the size of the watercourse, the type of maintenance that is required and the organisation responsible for maintenance. The distance will therefore be determined on a case by case basis with developers bearing in mind the need for access and green infrastructure.
- 7.7.4** Special consent is required from Peterborough's water management partners for development that takes place inside or within a certain distance of a watercourse. Chapter 8 explains what consents are needed, under what legislation and from which organisation. As well as the development or engineering works having the potential to affect flood risk, works (such as river straightening, dredging, putting in physical structures and impoundments and hard engineering) also all have the potential to cause deterioration and prevent WFD objectives being met. These works therefore require a level of WFD assessment.
- 7.7.5** Riverside development is likely to want to make the most of the river to enhance the aesthetics of the location. When landscaping measures are carried out these should be co-ordinated with the Environment Agency and other relevant partners in case methods would also provide ecological benefits or to help facilitate a locally desired partner project. Naturalisation and improvement of river banks and the surrounds of water environments has the most direct and measurable impact on water bodies and their status. Where hard surfaces or bank edges currently exist softening and planting the banks can make a significant contribution to biodiversity; creating and improving habitats for native species. It is recognised that there is significant scope in Peterborough for such improvements to be made and hence part (d) of policy PP16 in the Planning Policies DPD specifically addresses this issue.
- 7.7.6** Where a watercourse must still serve a function for which it has been modified or was originally created, naturalisation and habitat measures may need to be more subtle or more carefully considered since they must not, for example, increase flood risk. This could be the case in Peterborough with some of the watercourses in fenland areas which are managed by an Internal Drainage Board. Smaller changes such as the installation of fish passes alongside pumping stations or bank-side planting can be particularly valuable to improve the habitat for native species. The Middle Level IDB Biodiversity Partnership has their own [IDB Biodiversity Manual](https://middlelevel.gov.uk/conservation/idb-biodiversity-manual/)⁴⁸ explaining the actions taken to manage the waterways in a way that benefits wildlife. This includes methods such as:
- Forming marginal ledges in open channels
 - Changing the timing of works to accommodate species
 - Having maintenance rotation periods
 - Using 'softer' erosion control measures such as sedge plugs and coir roll revetments

⁴⁸ <https://middlelevel.gov.uk/conservation/idb-biodiversity-manual/>

7.7.7 The Environment Agency's [online mitigation manual](#)⁴⁹ provides examples of methods currently used (where appropriate to individual sites) to bring about river naturalisation and improve the ecological potential of main rivers.

7.8 Highways

7.8.1 There are several ways in which highways can interact negatively with water bodies. Construction waste and discharge points for highway drainage are important as discussed in section 7.6, page 47. Three other examples are also given here:

- Where a bridge crosses a watercourse or a road runs down towards a river, surface water exceedance flows may lead water to run off these surfaces directly into a water body, taking heavy metals and hydrocarbons with it.
- The design of new bridges may require river edges to be strengthened and hardened on both sides potentially cutting off a wildlife corridor.
- Culverting of a watercourse under a carriageway causes a loss of morphological diversity and habitat continuity which may interrupt the migration routes of animals. The newt tunnels installed at Hampton in Peterborough are a very good example of how action has been taken to mitigate such an impact.

7.9 Land contamination

7.9.1 Groundwater beneath development sites can provide base flow to surface waters. Ground conditions on brownfield land potentially affected by contamination should therefore be investigated prior to decisions being made about site layout and design of drainage systems.

7.9.2 If there is potential for land contamination on site then this can have effects on more areas than just drainage and water environments. Policy LP34 in the Local Plan therefore requires that on sites with the potential to be affected by contamination a preliminary assessment should be carried out prior to a planning decision being made. This will identify if additional measures and investigations need be carried out before development should commence. Pre-application advice can be sought from the city council and the Environment Agency to ensure a smoother planning application process.

7.9.3 Planning conditions can usually control pollution during construction, but this are not appropriate for land contamination, which should be addressed in principle prior to development decisions. This is discussed in policy LP34.

7.9.4 Soakaways and other infiltration based sustainable drainage systems (SuDS) should not be constructed within contaminated ground. Non-infiltration based SuDs should be considered as an alternative.

7.9.5 Developers seeking further guidance about land contamination should visit the [Gov.UK website](#)⁵⁰ and refer to any guidance produced by government or by nationally recognised planning and/or contamination based organisations. The following Environment Agency documents may be of use:

- The risk management framework provided in CLR11: model procedures for management of land contamination; and
- Guiding Principles for Land Contamination for the type of information required in order to assess risks to controlled waters from the site.

7.10 Minerals and waste planning

7.10.1 Developers should address site restoration options for minerals and waste sites at an early stage. The options for restoration can be an important factor in both the viability and suitability of a site for mineral extraction.

⁴⁹ <http://evidence.environment-agency.gov.uk/fcerm/en/sc060065.aspx>

⁵⁰ <https://www.gov.uk/guidance/land-affected-by-contamination>

7.10.2 The restoration of minerals and waste sites to water habitats can:

- offer opportunities to assist with creating areas for flood storage or with meeting water supply objectives. These must be incorporated within restoration schemes where there is a demonstrated need for them.
- provide opportunities for biodiversity improvements
- reduce the risks of pollution and enable natural groundwater flows to be maintained
- offer local amenity benefits

7.10.3 Landfill sites have to have stringent controls in place to ensure contaminants are contained, controlled and treated. Leachate from a landfill site will be controlled separately from surface water to ensure no contamination occurs. Other types of waste sites where there is the potential for surface water contamination need to be controlled through ensuring appropriate sealed drainage systems are in place. Without these measures or in the case of spills significant pollution could result causing a deterioration of water quality and the ecological potential of the watercourse.

7.11 Tourism, recreation and navigation

7.11.1 The use of water bodies for leisure can bring both positive and negative impacts. Through enjoyment visitors can become more aware of how pleasant water environments can be and often watercourses and lakes, for example, might be improved aesthetically to encourage increased visitor interest. Where aesthetics favour natural landscapes and presentation, measures may increase ecological potential. Conversely, trampling, litter and polluting emissions from boats may cause deterioration in the quality of an aquatic environment. Development wishing to make use of water bodies for leisure and recreation will need to consider the impacts of the specific uses. There is a risk that the insertion of structures and physical modifications to the watercourse, for example to facilitate boating, could potentially cause deterioration and therefore be non-compliant with the WFD.

7.12 Community engagement

7.12.1 Waterside development that encourages communities and companies to interact positively with their environment will be encouraged and commended. Informed and interested communities can do a lot to protect water resources that are important to them. This is demonstrated locally by the Peterborough RiverCare groups which have been established locally with help from Anglian Water. Such groups may carry out very beneficial works on a voluntary basis such as undertaking wildlife surveys, removing litter or monitoring non-native invasive species in watercourses. Local people may also be able to help implement some WFD mitigation measures.

8 Consents and permissions

8.1 When is consent required for works affecting watercourses?

- 8.1.1** If it is proposed to discharge into or undertake construction within the locality of, including over, under and within, a watercourse a specific consent is needed from one of Peterborough's water management partners. This consent is not included within planning permission but may be sought at the same time.
- 8.1.2** The type of consent required and the distance from the watercourse for which it is needed depends on what area of Peterborough the site is in and the classification of the watercourse.
- 8.1.3** Consenting requirements may prohibit development, lead to changes in design or layout and hence developers are advised to contact the relevant partners (illustrated in chapter 3 and below) early in the design process to ensure a smooth path through the planning process.
- 8.1.4** Works that are in, over, under or within 9 metres of the top of the bank of a main river require Flood Defence Consent from the Environment Agency. Where the channel is embanked, consent is required for works 9 metres from the landward toe of the raised embankment.
- 8.1.5** Ordinary watercourse consent is required for works affecting the flow of an ordinary watercourse, i.e. any ditch, dyke or channel carrying water which is not designated as a main river. This consent will be required from Peterborough City Council unless the site is in an area managed by an Internal Drainage Board where they will manage the consent application.
- 8.1.6** To support the many provisions of the Land Drainage Act 1991, organisations managing ordinary watercourses are able to have land drainage byelaws setting out clearly the required practises in their area of management. The distance from a watercourse, for which permission needs to be sought for works, varies between organisations. Table 8-1 below sets out these distances for each organisation and indicates where copies of the byelaws are available online.
- 8.1.7** In general land drainage byelaws will cover issues such as those listed below. However, for a full list of the situations covered by byelaws or advice on how to gain approval please refer to the relevant organisation.
- Control of introduction of water into watercourses
 - Control of sluices
 - Diversion of stopping up of watercourses
 - Obstructions within a certain distance of the watercourse
 - Fishing
 - Repairs
 - Dredging
 - Mooring of vessels
 - Navigation of vessels

Table 8 1: The different types of consents required and when they are applicable

Watercourse type	Consent required	Byelaw distance from watercourse	Organisation	Related legislation	Where to access the byelaws or relevant information
Main river	Flood defence	Within 9 metres	Environment Agency	Water Resources Act 1991	Contact the local Environment Agency office.
Ordinary watercourse	Land drainage byelaw	Within 20 metres	Middle Level Commissioners	Land Drainage Act 1991	http://www.middlelevel.gov.uk/docs/Byelaws/mlc.pdf
		Within 9 metres	North Level District IDB		http://www.northlevelidb.org/administration/byelaws
		Within 7 metres	Peterborough City Council		http://www.peterborough.gov.uk/pdf/PCCLandDrainageByelaws.pdf
		Within 9 metres	Welland and Deeping IDB		http://www.wellandidb.org.uk/byelaws
		Within 9 metres	Whittlesey and District		Contact http://www.wcidb.org.uk/
	Land drainage ordinary watercourse	Within channel or affecting flow	Peterborough City Council or Internal Drainage Board (IDB) - depends on location	Land Drainage Act 1991 and Flood and Water Management 2010	See http://www.peterborough.gov.uk/water for links to: <i>Partner organisations</i> – access contact details for each organisation <i>Water data</i> – find out if your site is within an IDB area

9 Implementation and monitoring

9.1 Delivery partners

9.1.1 Those that will help to deliver this SPD and put flood risk and water management policies into action are:

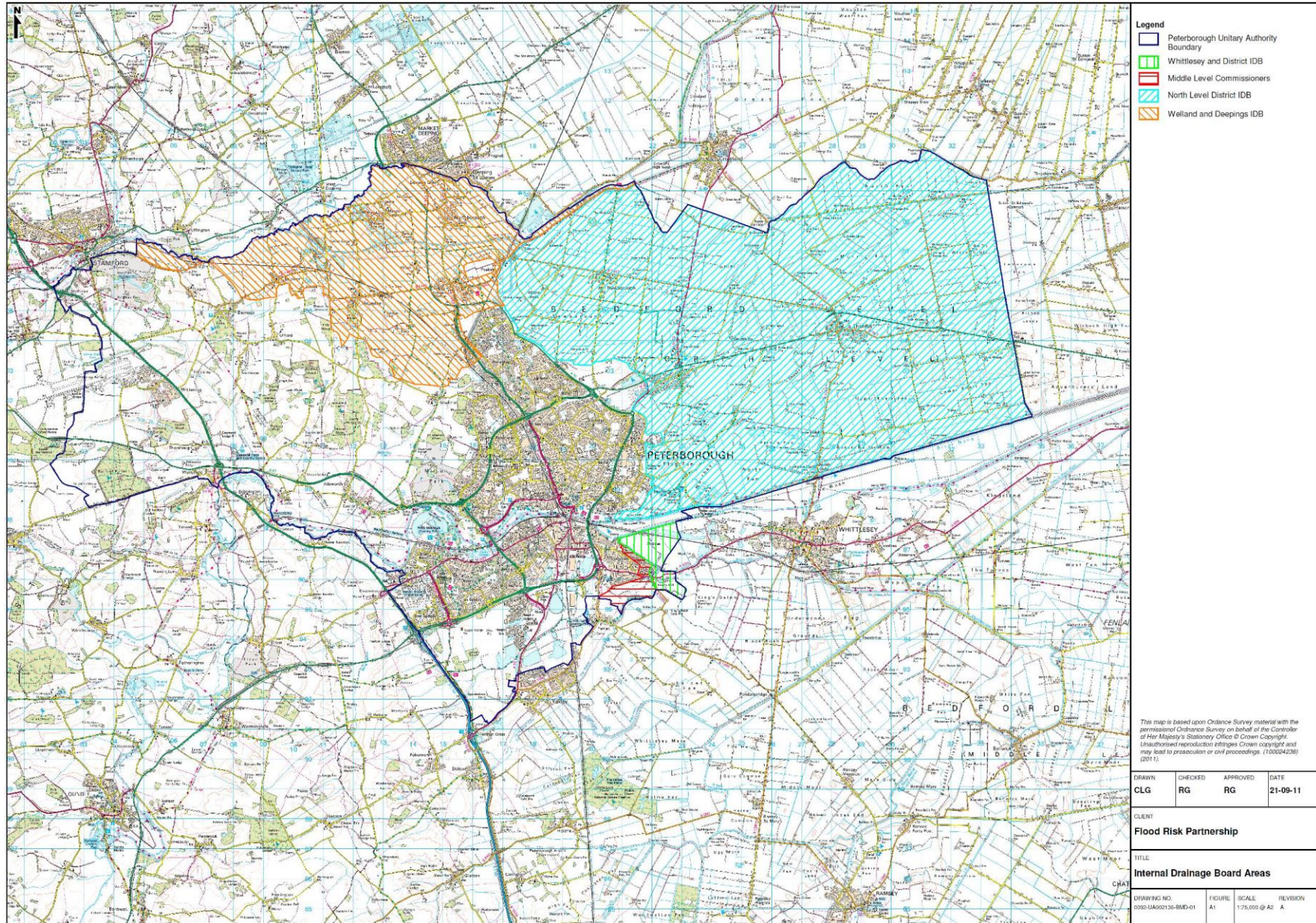
- Peterborough City Council
- Applicants and their agents
- The Environment Agency
- Anglian Water
- North Level District Internal Drainage Board
- Middle Level Commissioners
- Welland and Deeping Internal Drainage Board
- Whittlesey and District Internal Drainage Board

9.1.2 Appropriate indicators and targets have been identified to monitor the effectiveness of current policy, which are set out in Table 9-1 below. An additional indicator has been developed on surface water flows into sewers. The results of annual monitoring will identify which policies are succeeding, and which need revising or replacing because they are not achieving the intended effect.

Table 9 1: Indicators and targets for this supplementary planning document

Indicator	Target
Number of developments containing sustainable drainage systems.	All developments containing sustainable drainage systems to reduce, attenuate and clean water
Number of planning permissions granted contrary to advice from the Environment Agency on WFD and water quality grounds and which adversely affect a water body's potential to achieve statutory WFD targets.	WFD assessments undertaken where detriment is possible and no planning permissions granted contrary to the advice of the Environment Agency.
Number of planning permissions granted contrary to the water management advice of Peterborough's water management partners or officers	No planning permissions granted contrary to the advice of Peterborough's water management partners
Number of new dwellings in flood zones 3b.	No dwellings in 3b.
The number of new dwellings on Greenfield sites in flood risk zones 3a and 3b.	None in 3a and 3b.

Appendix A - Internal Drainage Board areas



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Appendix B - Using Sustainable Drainage Systems

SuDS have been discussed throughout the Flood and Water Management SPD and to best help those delivering SuDS, below there is a list of some of the useful resources and best practice guidance currently available, keep an eye on the Peterborough SuDS Website for the latest developments.

Peterborough SuDS Website

The council SuDS website also provides a range of information on delivering SuDS and what is expected in Peterborough, with links to **case studies**, **technical standards** and lists of **planning requirements** <http://www.peterborough-suds.org/>

Peterborough Design and Evaluation Guide

The council are intending to release a **Design** and Evaluation guide for the use of SuDS in the new developments, once released this will be hosted on the Peterborough City Council Water Management webpages <https://www.peterborough.gov.uk/council/planning-and-development/flood-and-water-management/water-data/>

Association of SuDS Authorities (ASA)

Formerly known as the Local Authority SuDS Officer Organisation (LASOO), this organisation has a core of Local Authorities who work in the SuDS industry. It will share best practice and help enable development by providing a platform to discuss delivery and trouble shooting. ASA will have ownership of Non-Statutory Technical guides and a website hosting this information will be available from 2019. www.SuDS-authority.org.uk

Interpave

Interpave make design guides and case studies for **permeable paving** freely available to all, this includes **design and construction** technical specifications which is supported widely across the industry. <http://www.paving.org.uk/commercial/permeable.php>

CIRIA SUDS manual

This has long been held as the approach for SuDS best practice, including details on water quality and pollutant removal mechanisms. There are sections to set out how to **design the site** and estimate storage needs as well as considerations for the **technical design** of assets. http://www.ciria.org/Resources/Free_publications/SuDS_manual_C753.aspx

UKSuDS

This is a website hosted by HR Wallingford and provides a number of useful tools freely available online, including **calculators and tools** that help to set the design parameters for a site <http://www.uksuds.com/>

Susdrain

This is an online SuDS community with a wealth of **case studies and resources** for SuDS best practice <http://www.susdrain.org/resources/> including advice on assessing **storage and attenuation** needs http://www.susdrain.org/files/resources/fact_sheets/03_14_fact_sheet_attenuation.pdf as well as on creating a **maintenance plan** http://www.susdrain.org/files/resources/SuDS_manual_output/paper_rp992_21_maintenance_plan_checklist.pdf

Non Statutory Technical Standards

These were developed by a multiagency group including working with government to create a **checklist for SuDS** design and achieving the need for SuDS in the planning process.

<https://www.gov.uk/government/publications/sustainable-drainage-systems-non-statutory-technical-standards> . A separate interpretation of these standards by LASOO (Local Authority SuDS Officer Organisation) helps to translate what a Lead Local Flood Authority may expect to see in a new planning application <http://www.peterborough-suds.org/wp-content/uploads/2016/09/155639-SUDS-Booklet-A4-LR.pdf>.

Climate Change and Urban Creep

Details on **Climate change** allowances can be found in the NPPF

<https://www.gov.uk/guidance/flood-risk-assessments-climate-change-allowances>

Information on **Urban creep** and what allowances are expected can be found in Appendix B of LASOO guidance <http://www.peterborough-suds.org/wp-content/uploads/2016/09/155639-SUDS-Booklet-A4-LR.pdf>

Infiltration testing

For standard approaches on **Infiltration testing or soakage** have a look at the BRE365 Soakaway Design <https://www.bre.co.uk/page.jsp?id=904> and CIRIA R156 Infiltration Drainage – manual of good practice <http://www.ciria.org/ItemDetail?iProductCode=R156&Category=BOOK>

Myth Busting

There are a number of misconceptions that surround Sustainable Drainage that seem to have historically prevented SuDS being delivered on new developments. We believe this circulates around a misunderstanding of what the term Sustainable Drainage actually means with some interpretations only seeing SuDS as vegetated features that allow the water to soak into the ground. Whilst these type of features are welcome the designer cannot be this limited in their approach.

National and local policy have an expectation that surface water can be properly managed onsite and that flood risk will not be increased as a result of any development. A sustainable solution for the site drainage would be the most appropriate for managing the volume and quality of water on the site and will incorporate additional benefits such as habitat creation or recreational features where it can.

So before dismissing SuDS out of hand think about what you are trying to achieve, all developments must have a solution for the surface water management that is sustainable for the lifetime of that development, in other words a sustainable drainage system. Below are some of the common barriers to SuDS delivery;

I do not have space for SuDS – There is often an assumption that a site must have a large open water feature such as a pond for storing storm water, this is not the case. A site will need to be designed to manage surface water and provide the necessary attenuation and water treatment functions, this does not have to be vegetated or permanently wet. This volume of water could be managed via a range of smaller components distributed throughout the development.

SuDS cannot be used on clay soils – It is true that certain soil types allow less water to infiltrate into the ground and in this instance infiltration components may not be the most appropriate solution. However, as we have previously discussed, SuDS should look to mimic the natural processes, therefore on a clay site this may mean attenuating and cleaning water as it flows across the surface discharging at a greenfield rate.

I have high water tables so I cannot use SUDS – Similar to clay soils, a high water table may hinder the ability to include infiltration components onsite, however by sending the water underground in a pipe it is likely that a pump will be needed at the end of the pipe to get the water back up to ground level above the water table. This means it is important for the designer to consider keeping the water as close to the surface as possible which could reduce excavation costs and mitigate the need for a pump onsite, in turn avoiding costly installation and long term maintenance.

There are ground contamination issues on site and I cannot use SuDS – As with clay soils or a high ground water table the presence of contamination onsite may act as a constraint to infiltrating water into the ground. In this instance the designer must consider whether the contamination covers the whole site or not and potentially look to drain the water to a portion of the site which is not contaminated. There may be a need to ensure that any drainage components are lined with an impermeable membrane to prevent infiltration in areas of contamination but this does not prevent the use of many SuDS components, it simply changes the technical detail of those features.

No one will adopt the SuDS, they only want pipework – There are perceived barriers to delivering SuDS on site as they have not been widely adopted by drainage authorities. The council have been using SuDS type techniques for a number of years to manage flood risk in Peterborough with some features such as Cuckoos Hollow being in place since the 1970s. The council are willing to consider adopting SuDS features as a part of Public Open Space and also within the adoptable Highway. Our partner organisations, such as Anglian Water, have also previously adopted SuDS features and are open to working with developers on new sites.

Appendix C - Water Framework Directive Assessment Guidance

Introduction

At pre-application stage the city council will make applicants aware of the need to consider impacts on water bodies from the construction of structures in or near channel or from proposed changes to water quality, habitat and/or biodiversity.

If a development site requires Environmental Impact Assessment (EIA), applicants should include the impacts in this assessment, using information obtained from the Anglian River Basin Management Plan or directly from the Agency about the status of potentially affected water bodies.

If a development does not require EIA but has the potential to impact on water bodies then applicants should refer to the Environment Agency. A separate assessment might be required.

Overview of process for assessing impacts on water bodies

If a separate WFD assessment is required the process below for assessing impacts on water bodies, should be followed. The process is derived from European Commission guidance and includes:

- **Preliminary assessment** – including data gathering (water body and proposed development) and identification of impacts on water bodies;
- **Detailed assessment** – including options to avoid impacts on water bodies, mitigation to reduce impacts and opportunities to contribute to betterment.
- **Justification** is required where new modifications led to deterioration of a water body or failure to meet WFD objectives (WFD Article 4.7).

Preliminary assessment

The preliminary assessment of potential impacts on water bodies should follow these stages:

- **development impacts** – how development would impact on water quality elements and thresholds that trigger detailed assessment;
- **cumulative impacts** – how the proposed development together with existing physical modifications might lead to deterioration;
- **sensitive water habitat** – how development would affect water habitat including protected areas;

Where the water body already has a status less than ‘good’ the assessment needs to include information on:

- **the risk of preventing improvement** – whether the proposed development would prevent implementation of any measures in the RBMP;
- **improving water bodies** – other practical opportunities to improve the water body as part of the proposed development.

Detailed assessment

A detailed assessment should have the following stages:

1. **Deterioration assessment** – should consider impacts from development, including physical modifications, on:
 - a) water quantity and flow, river continuity and groundwater connectivity;
 - b) biological elements (flora and fauna);
 - c) recognise where permits, licences or consents that we issue will deal with other impacts including the risk of water pollution.
2. **Ability to achieve good status** – should consider whether the proposed development will prevent implementation of measures in the first RBMPs to achieve good status or good potential as appropriate.
3. **Impacts on other water bodies** – should consider whether or not proposed development would permanently prevent a different water body from the one in which it is located from achieving good status or good potential as appropriate. Consider opportunities to improve status.
4. **Other EC legislation** – the outcome of Detailed Assessment must give the same level of protection as any other EC legislation that applies, to that water body through the designation of protected areas. These include Natura 2000 sites, Bathing Waters, Shellfish Waters, Freshwater Fish Directive reaches and Drinking Water Protected Areas.

Justification

Where the detailed assessment shows that physical modification would lead to unavoidable deterioration then it will only be acceptable if a justification under WFD Article 4.7 can be provided. Such circumstances should be discussed with PCC and the Environment Agency given the limited scope to achieve this under WFD legislation.

Appendix D - Glossary and acronyms

Glossary

Abstraction of water	the process of taking water from any source. Most abstracted water is treated to produce drinking water or used for irrigation.
Amenity	a general term used to describe the tangible and intangible benefits or features associated with a property or location that contribute to its character, comfort, convenience or attractiveness.
Annual flood probability	The estimated probability of a flood of given magnitude occurring or being exceeded in any year. Expressed as, for example, 1-in-100 chance or 1 per cent.
Attenuation	the process of slowing down the rate of flow usually to reduce peak flow downstream.
Biodiversity	all species of life on earth including plants and animals and the ecosystem of which they are all part.
Catchment	an area that serves a river with rainwater, this is every part of the land where the rainfall drains to a single watercourse is in the same catchment
Combined sewers	A sewer which carries foul sewage and surface runoff in the same pipe
Conveyance	movement of water from one location to another
Cross connections	any possible connection between a public surface water sewer and a foul sewer that could cause contamination
Defra	Department for Environment, Food and Rural Affairs
Discharge	Rate of flow of water.
Ecology	The study of environmental systems, particularly the relations of organisms to one another and to their physical surroundings.
Exceedance flow	Excess flow that emerges on the surface once the conveyance/carrying capacity of a drainage system is exceeded.
Exceedance routes	The route that exceedance flows take across the land
First flush	The initial runoff from a site/catchment following the start of a rainfall event. As runoff travels over a catchment it will collect pollutants and the "first flush" portion of the flow may be the most contaminated as a result. This is especially the case for intense storms and in small or more uniform catchments. In larger or more complex catchments pollution wash-off may contaminate runoff throughout a rainfall event.
Flash flood	A significant flood occurring very suddenly as a result of localised intense rainfall
Flood and water management unit	an area of Peterborough identified as having similar flood risk and drainage characteristics
Floodplain	Area of land that borders a watercourse, an estuary or the sea, over which water flows in time of flood, or would flow but for the presence of flood defences where they exist.
Flood storage	The temporary storage of excess runoff or river flow in ponds, basins, reservoirs or on the floodplain during a flood event.
Flood zones	The national flood zones as mapped by the Environment Agency cover all watercourses with a catchment greater than 3 km ² i.e. they cover some ordinary watercourses as well as all main rivers.

Functional floodplain	Land where water has to be stored in times of flood. This includes the land which would flood with an annual probability of 4% (1 in 25), as agreed between Peterborough City Council and the Environment Agency, and water conveyance routes and flood storage areas (sometimes referred to as washlands).
Greenfield land	land which has not been developed before, other than for agriculture or forestry buildings or buildings associated with parks, recreation grounds and allotments.
Green infrastructure	a network of protected sites, nature reserves, green spaces, waterways and greenway linkages (including parks, sports grounds, cemeteries, school grounds, allotments, commons, historic parks and gardens and woodland). It offers opportunities to provide for a number of functions, including recreation and wildlife as well as landscape enhancement.
Green roof	a roof purposely covered in vegetation to retain, attenuate and treat water run-off and to contribute to local biodiversity
Infiltration	the soaking of water into the ground.
Internal Drainage Board	a type of operating authority which is established in areas of special drainage needs in England and Wales with permissive powers to undertake work to manage water levels within drainage districts. Middle Level Commissioners is not technically an Internal Drainage Board although it undertakes many of the same roles.
Local Development Framework	the collective term for the whole package of planning documents which are produced by a local planning authority to provide the planning framework for its area.
Local Resilience Forum	a multi-agency partnership made up of representatives from local public services, including the blue-light emergency services, local authorities, the NHS, the Environment Agency and other partners.
Main rivers	watercourses designated as such on statutory main river maps held by the Environment Agency and Defra and can include any structure or appliance for controlling or regulating the flow of water in or out of a channel. The Environment Agency has permissive powers to carry out maintenance and improvement works on these rivers.
Ordinary watercourse	An Ordinary Watercourse is defined as any watercourse not identified as a main river on maps held by the Environment Agency and Defra.
Peak fluvial flow	the maximum flow rate of water in a river during a particular period
Permeable surface	A surface that is formed of material that is itself water resistance but, by virtue of voids formed through the surface, allows infiltration of water to the sub-base – for example, concrete block paving.
Potable Water	Water that is suitable for drinking
Rapid Inundation Zone	In Peterborough the eastern part of the unitary authority is currently protected by defences along the River Nene. A rapid inundation zone is an area which is at risk of rapid flooding should a flood defence structure be breached or overtopped. The zones at highest risk of rapid inundation are typically located close behind the defences. Please note that the Environment Agency no longer use this term widely but the Core Strategy does make use of this term and hence it is explained here. Hazard and breach mapping are now used to better define the residual risk of a site.

Residual risk	the risk that remains after all risk avoidance, reduction and mitigation measures have been implemented
Runoff	Water flow over the ground surface to the drainage system. This occurs if the ground is impermeable or saturated, or if rainfall is particularly intense.
Source control	The management of rainfall at or close to the place where it lands.
Sustainable drainage systems	a sequence of management practises and control structures often referred to as SuDS, designed to drain water in a more sustainable manner than some conventional techniques. SuDS processes are designed to replicate natural drainage systems which improve water quality and amenity as well. SuDS are typically used to attenuate run-off from sites.
Urban creep	Cumulative impact on towns and cities of gradual increases in impermeable areas.

Appendix E - Application of Sequential and Exception

Sequential Test

1. Area of search	
Location of development	Area of search
(A) City Centre	City Centre
(B) Urban (in City boundary)	Whole city area
(C) Village (that has a defined boundary)	Settlement of the same 'standing' or higher
(D) Rural	Whole rural area incl within settlements

2. Investigation of similar scale sites

Alternative sites can be 20% larger or smaller than the application site's gross site area.

3. How are alternative sites going to be found?

- a) Site allocations
- b) Land and property being currently marketed by agents
- c) Sites rejected during site allocation process (Site Allocations Evidence Report)

4. Are the alternative sites available?

Ownership / willingness to sell are not a matter that can be taken into consideration

Is the site capable of being developed within 5 years (see published 5 year land supply/ apply the used to establish the supply level to any unallocated sites that are identified. If 'NO' the site should still be listed but identified as not being available with the reasons why being stated.

5. Application

If sites are found of a similar size, which are available and at lesser flood risk (based on the Environment Agency's published 'undefended' flood risk maps then the sequential test is failed and the application should be refused. **Only if the test is failed should the exception test be undertaken.**

Exception Test

As per national policy the adopted SPD, both the following criteria must be passed:

Part 1 - The development must be safe in flood terms (typically flood depth vs floor height), not increase flood risk elsewhere, and where possible, will reduce flood risk overall.

AND

Part 2 - The development must provide wider sustainability benefits to the community that outweigh flood risk – i.e. test the development against the objectives in the Community Strategy 2008-21:

[Score system is: 0 = neutral, -1 = or +1 and suggested scores are given below]

The list below identifies all the criteria against which schemes will be assessed. However we have shown those criteria where housing developments will normally score "0" points.'

- Improves Health - '0' unless the development is care/ support related
- Supports vulnerable people – '0' unless the development is care/ support related
- Improved skills and education - '0'
- Empowers the local community – '0'
- Makes Peterborough safer – '0'
- Builds community cohesion – '0'
- Builds pride in Peterborough – '0'
- Making Peterborough cleaner & Greener – '0' unless significantly exceeds policy compliance in terms of open space/ amenity space
- Conserves natural resources – '0' same as above
- Growing our environmental business sector – '0'

- Increasing use of sustainable transport – ‘0’ unless the proposal will result in above the normal use of sustainable transport
- Creating safe, vibrant City Centre/ sustainable neighbourhood centres – ‘0’ unless the proposal is in these locations
- Increasing economic prosperity – ‘0’ (the fact that people would be involved in building the houses and the occupants may bring trade to local shops does not count)
- Building the sustainable infrastructure of the future – ‘0’ as above
- Creating a better place to live – ‘0’ unless brownfield redevelopment/ deals with an eyesore/ contaminated/ nuisance site

Must score 1+ in order to pass part 2

CABINET	AGENDA ITEM No. 9
17 JUNE 2019	PUBLIC REPORT

Report of:	Dave Anderson - Interim Development Director	
Cabinet Member(s) responsible:	Cllr Peter Hiller Cabinet Member for Strategic Planning and Commercial Strategy and Investments	
Contact Officer(s):	Richard Kay – Head of Service - Sustainable Growth Strategy James Fisher – Wildlife Officer	Tel. 863795 Tel. 453543

Green Infrastructure & Biodiversity Supplementary Planning Document (SPD)

R E C O M M E N D A T I O N S	
FROM: Interim Development Director	Deadline date: N/A
<p>That Cabinet:</p> <ol style="list-style-type: none"> 1. Agrees that the Green Infrastructure & Biodiversity SPD be adopted as part of the council's policy framework, subject to Full Council adopting a new Peterborough Local Plan at its meeting of 24 July 2019. If Full Council does resolve to adopt a new Peterborough Local Plan, then this SPD will come into effect at the same time as that resolution. 2. Delegates to officers the ability to make any minor presentational or typographical changes to the SPD, prior to its publication post 24 July 2019, provided any such changes do not materially affect the content of the SPD. 	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following consideration by the Growth, Environment and Resources Scrutiny Committee on 10th January 2018 and Cabinet 15th January 2018, prior to four weeks public consultation from 2nd March to 29th March 2018.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to present the City Council's updated Green Infrastructure & Biodiversity Supplementary Planning Document (SPD) for the Cabinet to approve, and bring it into effect if Full Council subsequently adopt the Peterborough Local Plan at the meeting on 24 July 2019.
- 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 Peterborough Green Grid Strategy was published in 2007, though it was not formally adopted by the Council at that time. In addition, various biodiversity planning guidance documents are currently available on the Council's website, having been revised several times during the last 5-10 years.

The SPD aims to:

- Bring together appropriate material, and gain formal Council approval for the document.
- Support the new Local Plan scheduled to be adopted in July. It will not introduce new policy but explains how policies in the new Local Plan should be implemented.
- Act as a material consideration when determining planning applications and is intended to act as a "one stop shop" source of guidance and advice in relation to both biodiversity and green infrastructure (GI).
- Incorporate relevant new Government legislation and policies.
- Include an updated list of Priority GI Projects which have been carefully assessed against relevant criteria to ensure that the limited resources available are focussed on the most deliverable and beneficial initiatives.

5. CONSULTATION

5.1 A four week public consultation on the SPD was carried out in March 2018, following Cabinet approval to do so in January 2018.

5.2 A total of nine consultation responses were received. These comments and observations have been carefully considered and, where appropriate, incorporated within the revised SPD presented. A full report on the consultation process is available on our website (see <https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/supplementary-planning-documents/>), but in summary the vision, benefits and priority projects set out in the draft SPD were widely supported. However a few minor revisions were recommended including the wording regarding delivering biodiversity net gain to reflect the recently updated National Planning Policy Framework (NPPF).

5.3 A number of consultees also wished to see landscape issues more comprehensively addressed in the SPD, with a desire to have "special character areas" designated. However, after consideration of this matter, it was concluded that such matters are more appropriately addressed within the Landscape Character Area document and so have not been incorporated into this SPD.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 It is anticipated that Cabinet will approve the Green Infrastructure & Biodiversity SPD, bringing it into effect subject to Full Council adopting the Peterborough Local Plan at the meeting on 24 July 2019. By adopting the SPD, the council will have a "one stop shop" document, enabling developers and decision makers to have clear guidance in relation to appropriate consideration and implementation of biodiversity and green infrastructure requirements in Peterborough.

If Full Council does not adopt a new Local Plan as anticipated in July, then this SPD should not be brought into effect because it is policy which is in support of the new Local Plan. An SPD cannot be adopted and brought into effect if a 'parent' Local Plan policy is not in place to set the framework for an SPD to be adopted.

7. REASON FOR THE RECOMMENDATION

7.1 There is no statutory duty to prepare SPDs, though the preparation and adoption of an SPD is

clearly defined in legislation (should a council choose to prepare one).

Accordingly, there is no strict requirement for Cabinet to approve a Green Infrastructure and Biodiversity SPD. However, without this “one stop shop” document, developers could be confused or misinformed in relation to appropriate consideration and implementation of biodiversity and green infrastructure requirements in Peterborough. This could have an impact on development coming forward as additional time would need to be spent on applications where biodiversity and GI issues occur.

In addition, this SPD provides a focus for identifying and driving forward delivery of priority GI projects in partnership with a wide range of environmental organisations and community groups within Peterborough.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 Alternative options considered were:

Option 1 - do not update the 2006 Green Grid Strategy and various biodiversity guidance notes available on the Council’s website. This would represent a missed opportunity to simplify the process for those requiring advice in relation to both biodiversity and green infrastructure, as such this is not the preferred option.

9. IMPLICATIONS

Financial Implications

9.1 The SPD is not intended to introduce financial implications for the council or developers, but instead to provide guidance to assist with meeting current legislative and policy requirements.

Legal Implications

9.2 Once adopted, this document will be used as a material planning consideration in the determination of planning applications.

The SPD is not intended to introduce legal implications for the council or developers, but instead to provide guidance to assist with meeting current relevant environmental legislation.

The SPD has been prepared in accordance with the wide ranging legislation covering the preparation of planning policy documents, though of particular relevance is The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

Equalities Implications

9.3 There are no anticipated equalities implications arising from this decisions.

10. BACKGROUND DOCUMENTS

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

10.1 Biodiversity 2020: A strategy for England’s wildlife and ecosystem services, Defra 2011

Making Space for Nature: a Review of England’s Wildlife Sites and Ecological Network, Defra 2010

The Natural Choice: Securing the Value of Nature, Defra 2011

11. APPENDICES

11.1 Appendix A - Green Infrastructure & Biodiversity SPD - Final Version for Adoption

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Peterborough's Green Infrastructure & Biodiversity Supplementary Planning Document

Positive Planning for the Natural Environment

This document is a version for Cabinet consideration on 17 June 2019. If approved by Cabinet on 17 June, and if the Peterborough Local Plan is adopted by Full Council on 24 July 2019, then this text box will include the following text on the final publication SPD:

This Supplementary Planning Document was approved by a meeting of Peterborough City Council's Cabinet on 17 June 2019, and brought into effect as an adopted document for the purpose of decision making on 25 July 2019.



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1 Introduction

1.1 Purpose of the SPD

This Supplementary Planning Document (SPD) sets out a vision for how Peterborough's network of green infrastructure and associated biodiversity should be protected and enhanced during the next 20 years. It seeks to raise the profile of the natural environment and ensure its value is recognised in key decision-making by all those involved in delivering Peterborough's sustainable growth during the period of the new Local Plan.

It aims to provide practical guidance and advice on how Green Infrastructure (GI) and biodiversity considerations should be integrated into the development process, primarily to planning applicants, developers and land owners, as well as decision makers such as planning officers. However it will also be of interest to a broad range of other stake-holders including conservation organisations, community groups and interested local residents.

1.2 Status of the SPD

As SPD, this document does not introduce new policy and does not form part of the Development Plan. Rather it explains how policies in the Peterborough Local Plan should be implemented. It will be a material consideration when determining planning applications.

1.3 Structure and Content of the SPD

Guidance and information on the following are covered in this SPD:

- Provision of straight forward and effective guidance and advice regarding biodiversity and GI for developers and those considering applying for planning permission, as well as decision makers.
- Priority GI focus areas and the identification of a range of priority GI projects to take forward and deliver the Council's GI vision on the ground.

1.4 A Collaborative Approach

This SPD has been produced by the City Council working in close partnership with a small working group, established in 2015, consisting of a range of conservation organisations and land managers. The Council would particularly like to thank and acknowledge the following partners and organisations who have contributed towards this strategy document: Clare Freeman (Nene Park Trust), Justin Tilley (Natural England), Martin Baker (The Wildlife Trust BCN), Silviu Petrovan (Froglife) and Jamie Robins (Buglife).

In July 2016 a wider stakeholder engagement workshop was held, attended by 40 people, representing 33 different organisations, which further informed the priorities and areas of focus for this strategy. The success of this event demonstrated a real interest in GI and determination to continue the excellent partnership collaborative working approach. This then led to the inaugural Peterborough Nature Partnership meeting in November 2016.

In July 2016 a presentation was also made at the City Council's Planning Customer Forum to inform and invite feedback to the strategy. This well-attended event included a range of interested parties including Parish Council representatives, land owners, developers and agents as well as specialists such as ecological consultants and architects.

1.5 Definitions

Green Infrastructure is a strategically planned and delivered network of high quality green spaces and other environmental features (known as **Natural Capital** areas). It should be designed and managed as a multifunctional resource capable of delivering a wide range of environmental and quality of life benefits (**Ecosystem Services**) for local communities. Green infrastructure can include parks and natural green spaces, wildlife sites, playing fields, woodlands, allotments and private gardens.

It should be noted that GI and open space (as defined in Peterborough's Open Space Strategy) are complementary but distinct: GI has a much greater focus on wildlife, biodiversity, ecosystem services and countryside access and may include both public and private land.

Green infrastructure networks have previously been identified at both strategic and local scales across Peterborough in the 2007 Green Grid (GG) Strategy which remains a valid evidence base in highlighting GI resources and where deficiencies in GI can be found. Therefore this document aims to refresh rather replace the GG Strategy, seeking to provide an up-to-date deliverable GI plan for Peterborough.

Biodiversity is the "wealth of wildlife" incorporating both rare and common species and habitats; all of which play a vital role in ecosystems. A healthy ecosystem can provide a variety of **ecosystem services** such as soil formation, nutrient recycling, climate regulation, flood control and social benefits such as education, recreation and tourism. Biodiversity also has an intrinsic value which we have a responsibility to protect for future generations.

1.6 Benefits of Green Infrastructure

Green infrastructure provides multiple benefits to Peterborough, not only to the natural environment but also for the economy and people. In fact GI provision is now considered as important as the provision of grey infrastructure such as transport, food and energy supplies, water and waste management systems.

Seven key benefits of green infrastructure have been identified for Peterborough which are supported by numerous studies and evidence:

1) Supporting Healthy lifestyles and thriving communities:

There is strong evidence, from a large number of high-quality studies that nature promotes recovery from stress and attention fatigue, and that it has positive effects on mood, concentration, self-discipline, and physiological stress (*Health Council of the Netherlands, 2004*).

Proximity to greenspace is generally associated with increased levels of physical activity. This effect is particularly marked in the under 25s, who are more likely to be obese if they do not have access to greenspace.

Residents who live near nature generally cope better with the stress of everyday life and are considered as happier than those who do not have easy access to green spaces.

Education involving the natural environment and green spaces can positively influence the functioning of communities through reducing anti-social behaviour, increasing self-esteem and improving skills.

2) Providing active access to the outdoors

Well designed, attractive and welcoming walking, cycling and equestrian routes connecting people with green-spaces help to maximise health benefits and people's enjoyment and appreciation of the natural environment.

Physical activity in natural environments, or 'green exercise', is estimated to provide health benefits of £2.2 billion a year to the English adult population, according to research published in the journal *Preventive Medicine* (2016).

3) Conserving and enhancing landscape character and built heritage

Well designed GI can assist in conserving and enhancing heritage assets such as historic landscapes and archaeology, and improving the setting of historic buildings and monuments and other assets.

Integrating access to green spaces and historic places into the everyday lives of communities can help to develop a connection with the local area, increase community participation and reduce anti-social behaviour.

4) Enhancing biodiversity

High quality, planned GI offers opportunities for creating and enhancing Priority Habitats with associated benefits for Priority Species, connecting sites via wildlife corridors and networks, protecting and enhancing landscape character, and improving the quality of rivers and streams.

5) Supporting healthy ecosystems

A robust and resilient ecological network can help to mitigate the impacts of extreme weather events, for example by providing shading and natural cooling and improved air quality from urban trees as well as storm water storage in upstream catchments and floodplains.

GI can play a key role in sustainable drainage, drought mitigation, and in flood and water stress reduction, through providing opportunities for attenuation or infiltration that can help to recharge aquifers as well as to maintain levels in watercourses or other wetland features. Green infrastructure can influence water quality through limiting diffuse pollution and controlling water levels in watercourses.

6) Providing climate change solutions

In Tony Juniper's book "What has nature done for Britain" he demonstrates significant carbon storage benefits using a local example to Peterborough:

"...the Great Fen will bring a number of benefits. One is in relation to the job of carbon capture. Reversing the drainage and returning this area of the Fens to wetland will arrest the continuing degradation of the peat. Over the 80 or so years when the peat would have continued to disappear (with much of it expected to be gone long before then), each re-wetted hectare of the Great Fen will on average result in avoided emissions of 10,000 tonnes of carbon dioxide equivalent. By my rough calculations 2,000 hectares of re-wetted land will save 20 million tonnes of CO₂ over 80 years or the equivalent of 2.5 million tonnes per year (the emissions of 1.5 medium sized cities)".

7) Invigorating the local economy and natural tourism

It is estimated that a property located within 450 metres of a park can be worth up to 19% more than houses not in such a location (Neil Dunse et al., 2007). Views of forests or water can increase house values by 7% and 5% respectively (Garrod and Willis, 1992).

The natural environment provides an enormous range of products and services worth £15 billion to the national economy and supports a wide range of economic sectors including agriculture and horticulture with pollination services being of particular value. Protecting natural areas can deliver economic returns that are 100 times greater than the cost of their protection and maintenance.

Green infrastructure also supports the green economy through the provision of goods such as biofuels, which offer renewable energy opportunities. Technological innovation in this area will enable business growth, skills development and new employment opportunities.

Locally, there are significant opportunities for Peterborough's economy to benefit from natural tourism, for example in relation to the high profile Great Fen Project which is located in close proximity to south of the city.

1.7 Who should think about GI and Biodiversity?

GI and biodiversity should be considered and incorporated at every scale of planning, from the strategic level down to individual buildings. Everyone has a role to play. From householder applicants, to community groups, to developers designing new housing sites and new communities. For strategic level schemes, such as sustainable urban extensions and large scale allocations, it will be important that a collaborative and multi-disciplinary approach is taken to develop solutions that will work on the ground. Of equal importance is seeking input from local communities. Not only could they provide useful information on existing GI and biodiversity assets that are important to them, but also what new GI they would like to see in their area.

2 Setting the Scene

2.1 Background to developing the SPD

This SPD builds on a range of previous strategies including Peterborough's Green Grid Strategy (2007) as well as Developer Guidance Advice (2012) and Biodiversity Checklist Guidance (2013). By refreshing and bringing these documents together for the first time, it is envisaged that this new document will provide a helpful and straight forward "one stop shop" source of guidance and advice relating to GI and biodiversity for Peterborough.

It should be noted that a revised **Council-specific [Biodiversity Strategy](#)** was adopted in December 2018 which aims to demonstrate the Council's commitment to having due regard to biodiversity in the exercising of its functions under the key headings of:

- 1) [Promoting Biodiversity in Planning;](#)
- 2) [Showing Regard for Biodiversity on Council Managed Land & Buildings;](#)
- 3) [Protected Sites and](#)
- 4) [Green Infrastructure](#)

The Council's Biodiversity Strategy references and fully supports the vision and approach set out in this SPD.

Peterborough's [Open Space Strategy](#) (OSS) has also recently been refreshed in parallel with this document and now provides a comprehensive up-to-date assessment of the supply and demand for open space, and given the obvious cross-over with GI, should be referred to alongside this document.

In addition Peterborough's recently revised [Rights of Way Improvement Plan](#) is a key document for identifying and taking forward a range of strategic access-related projects to benefit cyclists, horse-riders and pedestrians.

Peterborough's [Trees & Woodland Strategy](#) has clear links to this SPD, for example as one of the drivers for key projects such as the Forest for Peterborough initiative and the evolving Ward-based Tree Canopy Cover approach to tree planting.

2.2 National Policy Context

The [National Planning Policy Framework](#) (NPPF), first published in 2012, with the latest version published in February 2019, sets out the Government's planning policies for England with a presumption in favour of sustainable development and conserving and enhancing the natural environment as a core planning principle. The NPPF states that local planning authorities should "set out a strategic approach in their local plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure".

In addition the NPPF requires local authorities to "plan for biodiversity at a landscape scale across local authority boundaries" and "identify and map components of the local ecological networks, including the hierarchy of international, national and locally designated sites of importance for biodiversity, wildlife corridors and stepping stones that connect them and areas identified by local partnerships for habitat restoration or creation".

This SPD is also prepared in the context of the [National Planning Practice Guidance](#) (NPPG), published in March 2014 and periodically updated, which expands on national policy. It defines GI as a network of multifunctional green space, urban and rural, which is capable of delivering a wide

range of environmental and quality of life benefits. It goes on to state: “Green infrastructure is not simply an alternative description for conventional open space. As a network, it includes parks, open spaces, playing fields, woodlands, but also trees, allotments and private gardens. It can also include streams, canals and other water bodies and features such as green roofs and walls”.

The core principles of this SPD are driven by the objectives of the [Natural Environment White Paper, The Natural Choice: Securing the Value of Nature](#), the aims of which include halting biodiversity loss by 2020, supporting healthy functioning ecosystems, and establishing coherent ecological networks. [The Lawton Review Making Space for Nature](#) which informed the White Paper concluded that England’s collection of wildlife sites, diverse that it is, does not comprise a coherent ecological network even today, let alone one that is capable of coping with the challenge of climate change and other pressures.

The White Paper refers to the role of urban GI as completing ‘the links in our national ecological network’ and ‘one of the most effective tools available to us in managing environmental risks such as flooding and heat waves’. It advocates that green spaces should be factored into the development of all communities.

The White Paper also introduced a number of policies and initiatives including [Nature Improvement Areas \(NIAs\)](#), intended to enhance and reconnect nature on a significant scale, which, locally, led to the [Nene Valley NIA](#) being designated in 2012. Consequently the Nene Valley forms one of the key ecological areas in this document (see **section 3**).

The White Paper also introduced [Local Nature Partnerships \(LNPs\)](#), intended to work at a strategic scale for a better natural environment. Locally, [Natural Cambridgeshire](#) was established in 2012 as the LNP for Cambridgeshire and Peterborough, and has more recently developed a [vision](#) and action plan.

The [Biodiversity Strategy for England, Biodiversity 2020](#), builds on the Natural Environment White Paper, setting out how the approach of the planning system will guide development to the best location, encourage greener design and enhance natural networks.

More recently in 2018 the Government produced [A Green Future: Our 25 Year Plan to Improve the Environment](#) This Plan sets out a number of relevant key targets and actions including:

- Developing a Nature Recovery Network to protect and restore wildlife;
- Embedding an environmental net gain principle for development, including housing and infrastructure;
- Creating or restoring 500,000 ha of wildlife rich habitat outside the protected site network, focussing on priority habitats;
- Increasing woodland in England to 12% cover;
- Making sure there is high quality, accessible natural spaces close to people.

The [National Pollinator Strategy](#) (2014) sets out a 10 year plan to help pollinating insects survive and thrive across England, and promotes the need for “more, bigger, better, joined up, diverse and high quality flower-rich habitats (including nesting places and shelter) supporting our pollinators across the country”.

The [State of Nature Report](#) (2013 and updated in 2016) is the first of its kind to document the status and population trends of animals and plants in the UK, with an alarming overall decline in species recorded. However the report also identifies ways in which to stop the losses and ‘bring back nature’.

The [UK Action Plan for Biodiversity](#) was launched in 1994 with action plans produced for nationally important species and habitats. These were subsequently reviewed and replaced by the UK Post-2010 Biodiversity Framework, leading to the [UK Priority Habitats and Species List](#). This forms

the basis of [Cambridgeshire and Peterborough's Action Plans](#), and associated [list of important local species](#), which are an important consideration in local habitat and species-focussed projects.

2.3 Legislation

The Council is required to have regard to the safeguarding of species and habitats protected under UK, European and International legislation when determining all planning applications. The main legislation includes:

- [the Wildlife and Countryside Act 1981 \(as amended\)](#)
- [the Hedgerows Regulations 1997](#)
- [the Natural Environment and Rural Communities Act 2006](#)
- [the Conservation of Habitats & Species Regulations 2017 \(The Habitats Regulations\)](#)
- [the Protection of Badgers Act 1992](#) and [Wild Mammals \(Protection\) Act 1996](#)

2.4 Local Policy Context

The Local Plan sets out the plans and policies for sustainable growth and regeneration in Peterborough over the next 20 years. This SPD expands on the Local Plan to provide detailed guidance to help implement policies LP22 Green Infrastructure Network and LP28 Biodiversity and Geodiversity Conservation.

LP22 requires all development proposals to ensure that existing and new green infrastructure is considered and integrated into the scheme design from the outset. Development proposals that are consistent with and support the delivery of the opportunities, priorities and initiatives identified in the Peterborough Green Infrastructure and Biodiversity SPD will be supported.

Policy LP28 requires development proposals to ensure no net loss to biodiversity and that a **net gain in biodiversity** is achieved wherever possible. In addition, all proposals are required to follow the “mitigation hierarchy”, by seeking to avoid impacts to biodiversity in the first instance, then to mitigate unavoidable impacts, and, as a last resort, to compensate for unavoidable residual impacts that remain after avoidance and mitigation measures.

3 Peterborough's Approach to Green Infrastructure and Biodiversity

3.1 GI and Biodiversity in Peterborough; the Current Situation

Green Infrastructure: Within the urban areas of Peterborough, the city has benefited from enlightened green infrastructure planning by the Peterborough Development Corporation during the late twentieth century, which incorporated significant areas of green spaces throughout the new townships.

It was also during this period that the Nene Park Trust (NPT) was established which has resulted in the provision of a significant area of connected green spaces along the river Nene corridor; today NPT is an exemplar of a well-run and managed Country Park, and welcomes over 1m visitors annually.

The Trust's recently published Master Plan builds on this foundation, setting out an exciting vision for the park over the next 20 years; in fact many of the projects and initiatives identified in the [Master Plan](#) are likely to be taken forward through the delivery of this strategy.

During the 1990's Peterborough became an Environment City, a period which also saw the establishment of Peterborough Environment City Trust. More recently, Peterborough has set out its ambition to become the UK's Environment Capital with an associated [Environment Action Plan](#).

Biodiversity: Despite its relatively small geographical area, Peterborough supports a number of distinctive landscapes and rich mosaic of habitats including woodland, parkland, limestone grassland, river valleys and wetlands.

Approximately 10% of the Unitary Area is of at least county significance for its wildlife and 2% of the area is of national importance. This includes 3 sites (Barnack Hills & Holes, Orton Pit and The Nene Washes) which are also of international importance.

Of particular note is Orton Pit which supports the largest known population of great crested newts in Europe; Castor Hanglands National Nature Reserve (NNR) has nationally notable woodland habitat and species rich grassland and supports numerous rare birds and invertebrates as well as a pond that is considered to be the most valuable for aquatic invertebrates in England; Barnack Hills and Holes is renowned for its grassland flora including one of the best displays of pasqueflower and an international significant array of orchids; the Nene Washes holds one of the most significant wintering bird populations in Europe.

Peterborough also supports a rich geological resource with a number of designated sites including Eye Gravel Pit Geological Site of Special Scientific Interest (SSSI) and six Local Geological Sites.

Access to the Natural Environment: There are currently a number of strategic long distance routes available to cyclists, equestrians and pedestrians including the Green Wheel cycle network which provides a unique continuous 50km cycle path around the city with connecting "spokes" connecting the route to the city centre, as well as the Nene Way, Hereward Way and Torpel Way, which are complemented by an extensive network of other rights of way.

It should be noted that the [Rights of Way Improvement Plan](#) identifies specific gaps and deficiencies in the network which are being addressed via the Peterborough Local Access Forum (PLAF).

This SPD promotes the **Accessible Natural Greenspace Standard** (ANGSt), as developed by Natural England and further information on this standard can be found in [Peterborough's Open Space Strategy](#) as well as the document [Nature Nearby: Accessible Natural Greenspace](#).

One key aspect of ANGSt that is particularly relevant to this SPD is the recommendation that everyone, wherever they live, should have an accessible natural green-space equivalent to "a minimum of one hectare of statutory Local Nature Reserves (LNR) per thousand population". Peterborough's OSS has identified that there is currently 0.42ha of LNR per thousand population (equating to 82ha). Therefore an initiative that seeks to increase the current provision of LNRs has been identified as a specific project in the Schedule of Priority GI Projects (**Appendix 1**). This initiative will be taken forward by the City Council in partnership with other relevant organisations.

3.2 Peterborough's Vision for the Future:

It is important to recognise that many of the City's habitats (and associated species) have declined in quality and extent during the past few decades, and without careful forward planning, the city's planned growth has the potential to significantly impact on these natural resources through both direct and indirect impacts such as reduced habitat connectivity and fragmentation, increased visitor disturbance and a reduction of wildlife habitat features.

With significant development growth proposed in the Local Plan, it is important that Peterborough's growth ambitions deliver not just housing and employment targets, but enable the provision of a high quality, robust GI network (please refer to figure 1) which provides the natural services required to support the sustainable development of the city.

It is therefore Peterborough's ambition to ensure that:

By 2036 the Council and its partners will have helped to create an ecological network across Peterborough that is rich in wildlife, providing connectivity of valuable habitats between areas of high quality natural green spaces, delivering multiple benefits to both people and wildlife, whilst enabling the city to grow sustainably and providing a high quality of life for all.

In order to realise the city's vision, the Council and its stakeholders will promote, seek funding for, and deliver projects which maximise the benefits of green infrastructure including:

- Supporting healthy lifestyles and thriving communities
- Providing active access to the outdoors
- Conserving & enhancing landscape character and built heritage
- Enhancing biodiversity
- Supporting healthy ecosystems
- Providing climate change solutions
- Invigorating the local economy and natural tourism

This will involve continued close collaborative partnership working and project delivery between a broad spectrum of organisations including conservation groups and charities, statutory bodies, planners, developers, land owners and the local community.

It is however recognised that it is not always appropriate for every GI project to try to deliver all benefits, for example there can be a conflict between enhancing biodiversity and providing increased public access.

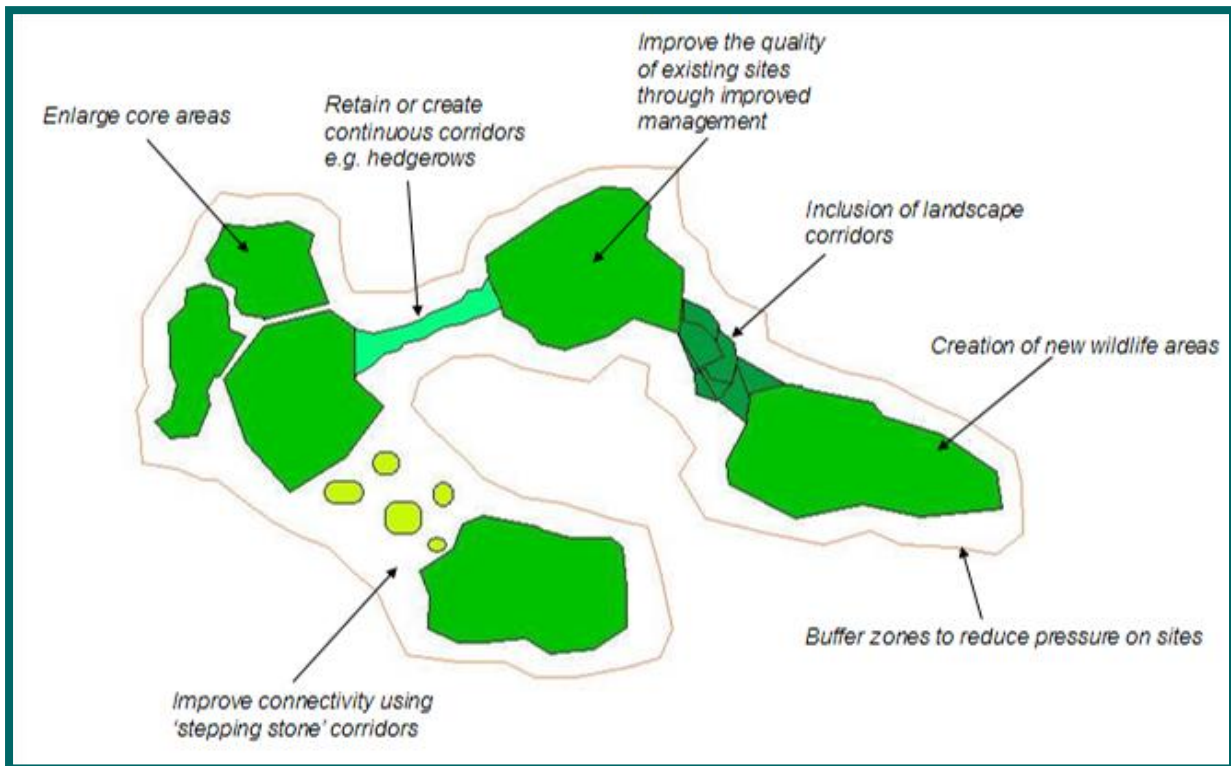


Figure 1 above highlights the principles of how green infrastructure networks may be created and enhanced at a strategic planning level

3.3 Peterborough's Key GI Focus Areas:

An analysis of Peterborough's distinctive landscapes and geology has helped to identify the key areas which will provide the focus for delivering green infrastructure-related projects and initiatives going forwards. In addition it is recognised that there are a number of strategic outcomes which are better addressed at a city-wide scale, therefore these projects are included within the "urban and city-wide" heading. The focus areas are as follows:

Nene Valley: a key wildlife corridor which passes through the heart of Peterborough and presents significant opportunities for biodiversity and landscape enhancement and creation, as well as excellent opportunities to promote greater public access to nature

Welland Valley: forming much of Peterborough's northern boundary with Lincolnshire, the catchment actually covers a surprising amount of Peterborough and provides good opportunities for biodiversity and landscape enhancement and creation

South Peterborough Green Parks: located to the south of the city, this area of former brick works supports some significant wildlife sites and links closely to the Great Fen area as well as the Nene Washes. It is now a major urban extension growth area which presents excellent opportunities to promote access and recreation opportunities whilst ensuring that the network of wildlife sites are carefully managed and better connected

The Fens: a significant landscape to the east of the city, much of the fens are now intensively managed for agriculture, however there are real opportunities to restore and re-create traditional habitats and associated species via agri-environment schemes as well as through major projects such as the Great Fen Restoration Project

John Clare Country: the mosaic of limestone grassland meadows, hedgerows and woodlands, associated with poet John Clare, presents opportunities to restore and create a better connected network of wildlife sites including former minerals sites

Urban & City-Wide Area: There are significant opportunities to enhance urban biodiversity and provide greater, improved access to nature, helping to reconnect people and wildlife and the associated health benefits that brings. In addition, many outcomes are better achieved by taking a more encompassing city-wide approach, delivering projects at a more strategic scale to benefit key species and habitats as well as addressing wider impacts that may result from planned housing growth

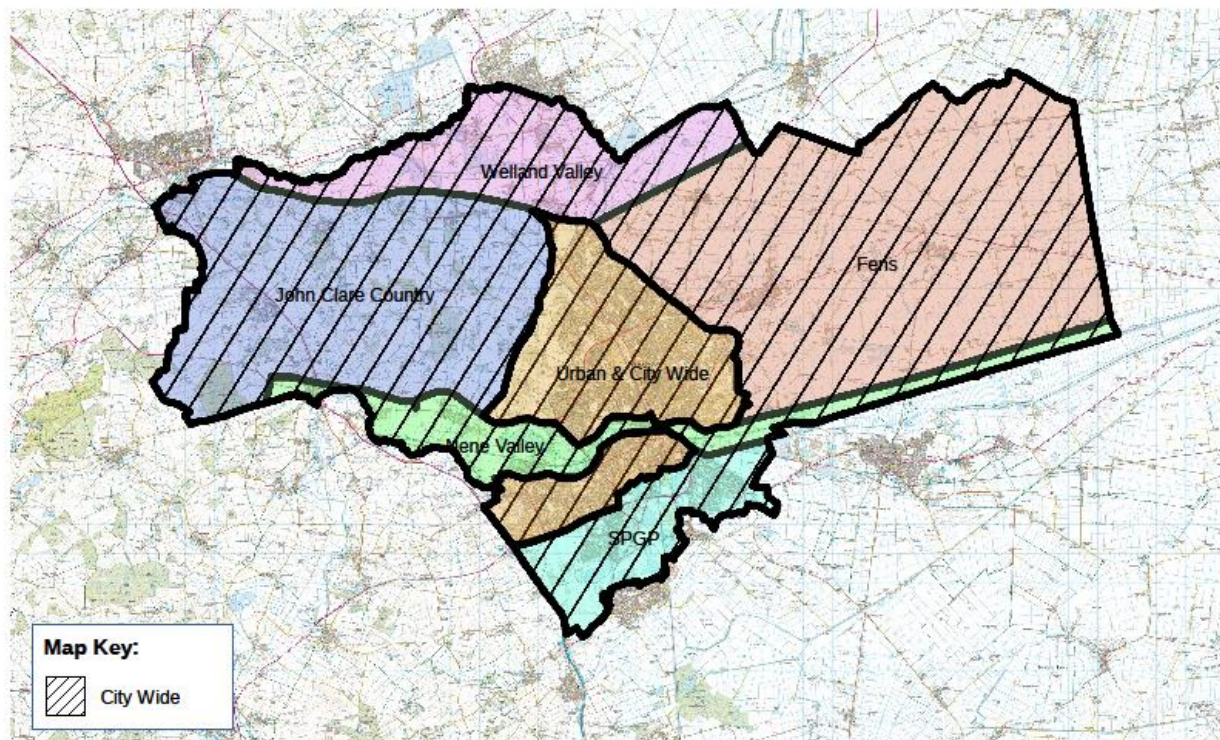
Whilst this area-focussed approach has been developed to focus and group initiatives and projects around distinctive and recognised local landscapes, it is important to note that there are definite and clear connections between these areas, for example there are strong historic links between the Nene and Welland Valleys which are linked geographically through the John Clare Country area. It is also recognised that cross-boundary working is a key principle of GI, for example the South Peterborough Green Parks area has obvious and strong connections beyond the Peterborough boundary towards the Great Fen in Huntingdonshire District.

The Nene Valley connects upstream to Northamptonshire and Peterborough's continued involvement in the development and delivery of the Nene Valley Catchment Partnership is vital to ensure enhancements to the river corridor are achieved at a landscape scale. The Fens

area of Peterborough forms a relatively small but valuable component of the overall Fens natural area; close partnership working with the Fens for the Future Partnership is therefore key to developing and delivering significant enhancements to this landscape. The Welland Valley is also a landscape well connected to neighbouring areas including Northants, Rutland and Lincolnshire; continued partnership working with the Welland Valley Catchment Partnership is vital to realising the benefits to this GI corridor.

The following section describes the key features and associated issues relating to these focus areas, sets out what approach will be taken to address the issues identified and how this will be achieved. Figure 2 below summarises those areas, geographically.

Figure 2: Peterborough's Green Infrastructure Focus Areas



The Nene Valley

The Nene Valley rises in the west of Northamptonshire before flowing through Peterborough then out to the Washes. The Nene supports a wide range of natural habitats including wet grasslands, marshes, wetlands and wild-flower meadows, which are valuable for many species such as kingfishers, otters, herons, as well as over-wintering birds including large flocks of swans and geese.

However the habitats and associated wildlife face many threats in the future due to pressures from planned population growth and anticipated climate change expected to result in increased flash floods and more frequent droughts. Non-native invasive species (such as Himalayan and Orange Balsam) are also relatively widespread along the river corridor. Many of the most valuable habitats are also often isolated from one another, being surrounded by intensively farmed land or urban areas.



Marginal (© Carry Ackroyd)

Historically many of the wet grasslands have been drained and flower-rich meadows sprayed with herbicides as part of agricultural improvements which in turn has led to a significant decline in associated wildlife.

There is also a strong and valued historic archaeological interest to the Nene Valley from the Roman settlement of Dvrobriavae and Ermine Street Roman Road to the west of the city and the Bronze Age site at Flag Fen on the edge of the Fens. However there remains scope to better interpret these sites and also to enhance access particularly from the city centre.

The Nene is also an important navigable route for boating and is popular with canoeists and anglers, who all share an interest in improving the water quality of the river. The Nene Way is a long distance footpath popular with walkers. However opportunities exist to further enhance the quality and connectivity of routes for the benefit of walkers, cyclists and equestrians.

What we plan to do:

Taking a landscape-scale approach, the Nene Valley will be promoted in partnership with the [Nene Valley Nature Improvement Area](#) project as a “[Living Landscape](#)”, with the aim of working with farmers and land owners to better connect habitats and manage land in a more wildlife-friendly way.

Opportunities to provide more suitable areas of well-connected open spaces for public enjoyment will be sought. Improving people’s understanding and interpretation of the historic, archaeological and geological interest of the area will be promoted.

How we will achieve this:

- Restoration & enhancement of flood meadows & associated habitats
- Delivery of “urban study” projects such as coir roll installation, fish refuges and back-water restoration
- Enhancing recreation & access opportunities such as the Thorpe Meadows and Boardwalks nature reserve area



The Welland Valley

The Welland Valley forms, in part, the northern boundary of the Peterborough unitary authority area, however its catchment extends much further south towards the city. The river's naturally meandering course becomes significantly more modified east of Glinton village, with the Maxey Cut forming a major canalised section of the river within Peterborough.



Kingfisher (© Carry Ackroyd)

What we plan to do:

The [Welland Valley Partnership](#) has developed a River Improvement Plan which sets out a clear vision for the river valley and its tributaries which will:

- Be cleaner and healthier
- Continue to provide drainage and manage flood risk
- Support more fish, birds and other wildlife
- Meet the needs of drinking water suppliers and businesses
- Provide a more attractive place for people to enjoy
- Be sensitively managed by everyone whose activities affect it

How we will achieve this:

- Promote as a corridor for biodiversity and landscape enhancement & creation including promoting wet woodland habitat creation where appropriate
- Enhancing habitat connectivity including habitat protection and enhancement along Maxey Cut Drain
- Improving the Water Framework Directive status of Werrington Brook and Brook Drain tributaries by delivering the Werrington Brook Improvement Project
- Promoting enhanced public access from Werrington Brook to the river Welland including a new footbridge over the Welland

John Clare Country

The limestone country to the west of the city was home to 19th century poet John Clare who wrote passionately about changes to the open landscape that took place here during the time of the Enclosure Acts.

The area includes wild-flower rich grassland, ancient woodlands and hedgerows and several wildlife-rich limestone quarries. There are a number of large traditional estates as well as historic features such as Ermine Street (Roman road). The more undulating terrain here provides warm and sheltered conditions for many reptiles and insects such as common lizard and the green tiger beetle.

There is an extensive network of road-side verges as well as several existing and former railway lines that support species-rich limestone grassland and provide connectivity through the landscape.



Swaddywell field (© Carry Ackroyd)

Future threats to this landscape include pressures from planned population growth, and in particular from potential recreational visitor pressures to existing wildlife sites such as Castor Hanglands NNR and Barnack Hills and Holes SSSI & SAC. The connectivity of access routes is also limited in places due to physical constraints such as the A1 and A47 roads and the river Nene.

What we plan to do:

Taking a landscape-scale approach, John Clare Country will be promoted as a “[Living Landscape](#)”, with the aim of working with a range of partners including farmers and land owners, conservation groups and the local community to link, extend and better manage existing fragments of meadow and verges, woodland, wetland and former limestone quarries for wildlife.

Opportunities to enhance access routes as well as providing more suitable areas of well-connected open spaces for public enjoyment will be sought.

How we will achieve this:

- Enhancement and creation of limestone grassland habitats
- Extension and buffering of core ecological sites
- Enhancing recreation & access opportunities

The Fens

The Fens was England's largest wetland, however less than 1% of the original wetland habitat now remains. Today the Fens are nationally important for modern productive farming. The provision for wildlife in the farmed landscape increases significantly with the uptake of environmentally friendly farming practices and sensitive ditch and drain management, thereby creating a network of wildlife habitats extending throughout Fenland. The variety and abundance of farmland wildlife increases and iconic Fenland species thrive.



Morton's Leam (© Carry Ackroyd)

What we plan to do:

A vision has been developed by the [Fens for the Future Partnership](#) which is to see sustainable wetlands restored, re-created and reconnected across the Fens for the benefit of people, our natural and historic heritage and the rural economy. Sustainable wetlands will help reduce storm effects, make available clean water and retain peatland soils so helping mitigate the effects of climate change, while at the same time offering a haven for wildlife, protecting our historic heritage and providing exciting areas for people to visit.

Recreational access and tourism increases with more people taking exercise in the countryside. The diversity of the local economy widens and opportunities for employment in local communities are created.

How we will achieve this:

- Supporting the development of practical approaches and techniques for establishing corridors, buffer zones and sustainable use areas
- Maintaining up to date information on the Fens to inform future priorities
- Encouraging the establishment of multifunctional wetlands that support biodiversity, natural heritage and management of water resources
- Raising awareness of the Fens to support development of tourism opportunities to benefit the area's economy and communities

South Peterborough Green Parks

The South Peterborough Green Parks (SPGP) covers an extensive area of land to the south of Peterborough stretching from the A1 in the west, through the Hamptons up to the Nene Washes and Whittlesey in the east. The Great Fen is also located adjacent to the south of this area.



Along the drain (© Carry Ackroyd)

Historically, this area has been dominated by the brick-making industry, however as this industry has declined, many of the former clay extraction sites have developed into important sites for wildlife, the most significant being Orton Pit SSSI & SAC which is now believed to support the largest population of great crested newts in Europe. The area also includes numerous water bodies with excellent water quality that support a range of stoneworts and other aquatic plants.

Much of the area has, or is, scheduled to be redeveloped for residential and employment uses. This presents potentially significant pressures to existing wildlife sites such as Orton Pit SSSI through habitat fragmentation and isolation, increased recreational visitor use and pollution issues.

What we plan to do:

A [vision](#) for SPGP was developed in 2007 by a partnership including Natural England, the Council, local conservation organisations as well as major land-owner O&H Hampton Ltd:

“South Peterborough Green Parks will be an exciting, inspirational place to visit, a mosaic of water, woods, grassland and play areas with surprises around every corner. A place that people will want to visit again and again. A place that people will make their own and call their own”.

How we will achieve this:

- Ensuring that habitat connectivity, enhancement and creation is carefully integrated into planned development.
- Providing plentiful opportunities for people to appreciate, be involved with and enjoy nature close to where they live and work with large areas of well-designed open spaces and promoting natural play.
- Recognising and interpreting the history and culture of the area including the brick-making industry.
- Promoting links to the Great Fen both in terms of physical access and habitat connectivity.

Urban & City-Wide Area

To complement the area-specific focus areas it is important to recognise that many green infrastructure, geo and biodiversity issues are more strategic in nature. This includes key species and habitats, however these projects also recognise the importance and value of engaging with residents to promote the enjoyment and protection of wildlife along with providing access to nature.



Flock and Pylons (© Carry Ackroyd)

What we plan to do:

Develop projects that are “city-wide”. For example, issues surrounding habitat connectivity affecting priority species such as hedgehogs, water voles, amphibians and reptiles are considered, along with habitats important to the whole city such as Open Mosaic (brownfield) Habitats and Ponds. Species associated with the wider built environment such as swifts and house sparrows are also included.

A habitat opportunity mapping project is planned which will cover the whole city; this will look at opportunities to create new habitat that would enhance a) biodiversity, b) water quality and c) air quality, and then bringing everything together to look at multiple benefits (Ecosystem Services) and highlighting the best sites to this take forward. In addition, strategic access opportunities are included to ensure that all residents and visitors have access to good quality, well managed natural green spaces.

How we will achieve this:

- Targeting habitat enhancements for priority species and habitats, informed by identification and mapping of key habitats and opportunities
- Extension and buffering of core ecological sites
- Identifying and delivering projects that improve people’s connectivity to quality natural green spaces
- Developing projects that focus on urban areas of the city including targeted tree planting and enhancements to open mosaic habitats
- Promoting opportunities for residents to help wildlife such as through caring for gardens and allotments

4 Making It Happen – GI Delivery

4.1 Priority Green Infrastructure Projects

The GI projects set out in [Appendix 1](#) are considered to represent the most deliverable and beneficial schemes currently identified in Peterborough. These projects are anticipated to provide multiple GI benefits which are highlighted against each specific project. The key principles of these projects however should focus on collaborative partnership working, delivering connectivity for the benefit of wildlife and people as well as between geographic areas as appropriate.

Each specific project includes a brief description, details of the lead and partner organisations, estimated costs, key GI benefits, potential funding sources and its current deliverability status. Projects have been grouped under the relevant landscape area and strategic outcome.

It is also important to recognise that [Appendix 1](#) is a “live” document, and as such, new projects may be added to the table and existing projects may be removed, either upon completion or due to significant impediments to delivery.

Projects will be delivered by a wide range of partners, who must be prepared to take ownership of and commit to taking forward the specific projects they have proposed for implementation. To be included, there must be reasonable certainty that projects will have both human and monetary resources available over a realistic timescale.

4.2 Governance

It is anticipated that the emerging Peterborough Nature Partnership will lead on the coordinated delivery of the priority projects listed in [Appendix 1](#), supporting the project lead organisations in addressing specific delivery issues as well as in seeking appropriate funding.

It is also important to recognise the vital role that the City Council has in ensuring momentum is maintained and that projects and initiatives are delivered on the ground. The specific actions that the Council intends to take forward in managing its own land and resources are set out in the Council’s [Biodiversity Strategy](#).

A draft version of this SPD was subject to public consultation in March 2018, and all comments were carefully considered and updates as necessary have been included in this final document.

4.3 Funding

The Peterborough Nature Partnership will wherever possible support the project lead organisations in seeking appropriate funding. Such funding may be available from a wide variety of sources including, but not limited to, the Community Infrastructure Levy (CIL), Specific Planning Contributions (via Section 106 Agreements), growth-related sources e.g. Local Nature Partnership, Agri-environment Schemes and Woodland Grant Schemes, The Health and Education Sectors, Lottery Funding and Charitable Trusts.

5 Integrating GI and Biodiversity with Sustainable Development

This section of the SPD describes how biodiversity and GI should be considered as part of all development proposals within the Peterborough Unitary Authority area.

The wider benefits of green infrastructure to society have been set out earlier in [section 1](#), however it is also important to recognise that biodiversity and GI can also bring many opportunities to individual development proposals; rather than acting as a constraint, well designed GI can provide a significant asset to new and existing communities, raise the value of new developments and may also help address local objections to schemes.

5.1 GI and Biodiversity Design Principles

Providing Habitat Connectivity

It is important that existing natural features such as hedgerows, woodlands and water courses are identified and then incorporated into development proposals at the outset, around which connectivity of habitats can be further enhanced, benefiting priority habitats and species.

Habitat fragmentation is a significant issue for wildlife; the transfer of species is necessary to maintain healthy, self-sustaining ecosystems. Poorly planned development which fails to take adequate account of the principles of habitat connectivity may result in significant impacts to priority habitats and species.

New developments can play a vital role in bridging these gaps in urban areas to the wider countryside. Those species which may particularly benefit from well designed and integrated GI provision include amphibians (e.g. common toad and great crested newt), reptiles (e.g. common lizard and grass snake) and mammals including water voles, hedgehogs and bats.

An interesting case study in Peterborough is the small adder population (UK Priority Species) which, due to isolation factors, has led to concerns over in-breeding and lack of genetic diversity amongst this local population. Conservation charity Froglife is currently carrying out research identify how to best address these concerns which is likely to include measures to better connect suitable adder habitats, enabling the population to spread further in the area.

Delivering Ecosystem Services

Ecosystem services are defined as services provided by the natural environment that benefit people. Some of these ecosystem services are well known including food, fibre and fuel provision and the cultural services that provide benefits to people through recreation and appreciation of nature. Other services provided by ecosystems are not so well known. These include the regulation of the climate, the purification of air and water, flood protection, soil formation and nutrient cycling.

Ecosystem services contribute to economic welfare in two ways – through contributions to the generation of income and wellbeing and through the prevention of damages that inflict costs on society. By focussing on valuing the benefits provided by ecosystems, it is increasingly recognised that investing in natural capital can make economic sense.

The National Planning Policy Framework states that the planning system should recognise the wider benefits of ecosystem services; the Council therefore wishes to see development proposals coming forward that recognise the value of ecosystem services to Peterborough, for example by providing suitable habitats that support pollinating insects (in line with the National Pollinator




Strategy) and addressing flood protection issues utilising natural habitat features. Further information about ecosystems services is in [Biodiversity 2020: A strategy for England's biodiversity and ecosystems services](#).

Adhering to the Ecological Mitigation Hierarchy

The Council expects all development proposals to adhere to the ecological mitigation hierarchy to help avoid or minimise any negative environmental impacts and to demonstrably achieve net biodiversity gain.

As set out in LP28 Biodiversity & Geological Conservation, all developments 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. Please see **Table 1** below for further information.

Table 1: Applying the mitigation hierarchy:

<p>Information: It is essential that sufficient information is gathered at the outset to properly assess the impact of any given development on biodiversity. It is recommended that professional ecological expertise is appointed at start of concept design process for all major schemes and that the Cambridgeshire and Peterborough Environmental Records Centre www.cperc.org.uk is contacted at the earliest stage to ensure information about the site's biological resource is understood along with its potential effects and their significance.</p>

<p>Avoidance: Seek to avoid significant harm to wildlife species and habitats by selecting sites with less harmful impacts and identifying, retaining, buffering and connecting priority habitats at the outset of the development process.</p>

<p>Mitigation: Where significant harm cannot be wholly or partially avoided, minimise by design or by the use of effective mitigation measures e.g. carrying out vegetation clearance outside the bird nesting season and providing suitable alternative nesting features and feeding habitats, ensuring lighting schemes are carefully designed to minimise disturbance to bats and other nocturnal animals and providing gaps in fencing to enable hedgehogs to continue to roam freely.</p>

<p>Compensation: Where, despite whatever mitigation would be effective, there would still be significant residual harm, as a last resort, this must be properly compensated for by measures to provide for an equivalent value of biodiversity e.g. provision of new habitats such as native woodland, hedgerows or wildlife ponds, or translocation of habitats in certain circumstances.</p>

5.2 Recommended Approach to GI & Biodiversity for all Planning Applications

Table 2 (below) aims to provide clear guidance to applicants as to how the Council will expect a development proposal to consider biodiversity and GI at each stage during the development process, to ensure no net loss to biodiversity and achieving an overall biodiversity net gain. Following the steps set out in the table will ensure biodiversity and GI is properly assessed through the development management process.



Table 2: Recommended Approach to GI & Biodiversity for all Planning Applications

		Planning Stage
STEP 1	<ul style="list-style-type: none"> Seeking pre-application advice from the Local Planning Authority (LPA) and relevant agencies and organisations is strongly recommended. In addition it is advised that Natural England is contacted at the earliest stage possible where a development is likely to impact on a National or International Site as there may be a requirement to carry out an Appropriate Assessment under the Habitats Regulations. <p><i>This will ensure all potential ecological and/or GI issues and requirements are considered before a planning application is submitted and help prevent delays.</i></p>	Pre-application
STEP 2	<ul style="list-style-type: none"> Complete Biodiversity Checklist (required for all applications other than those creating no additional floor space) <p><i>Two versions available which apply to either Minor Proposals (up to 10 dwellings or less than 0.5 hectares and for non-residential development is less than 1000m² floor area or less than 1 hectare) or Major proposals (more than 10 dwellings or more than 0.5 hectares and for non-residential development is more than 1000m² floor area or more than 1 hectare).</i></p> <p><i>It should be possible for a non-specialist member of the public, planning agent or developer to complete the checklist.</i></p> <p><i>The Checklists can be found in Appendix 2 and 3 and are also available on the Council's website for major and minor proposals.</i></p> <p><i>Guidance on Specific Species (and Habitat) Questions can be found in Appendix 4.</i></p>	Pre-application
STEP 3	<ul style="list-style-type: none"> If the checklist identifies the potential presence of protected species and/or habitats, relevant ecological survey(s) must be undertaken by a suitably qualified ecologist in accordance with British Standard BS42020 and details of this must be submitted with your application. Provision of this information is a pre-requisite to the planning validation process. 	Pre-application

	<p>It is also recommended that professional ecological expertise is appointed at start of concept design process for all major schemes.</p> <p>The Chartered Institute of Ecology and Environmental Management (CIEEM) provides a professional directory of qualified, regulated ecologists which can be found at www.cieem.net/members</p> <p>This will help to avoid potentially costly delays at a later date and allow a planning decision to be made in a timely manner, which is beneficial for both the applicant and the planning authority. It is also important to consider that some species can only be surveyed at certain times of the year, for example bat roost emergence and activity surveys may only be carried out between May and September. Figure B in Appendix 4 outlines ecological survey seasons for the species identified in the biodiversity checklist. Failure to address this aspect at the onset of the application could result in costly time delays for the developer and may potentially result in the application being rejected at a later date.</p>	
<p>STEP 4</p> <p>161</p>	<ul style="list-style-type: none"> Carefully design scheme in context of wider landscape and ecological networks, ensuring development contributes towards enhancement of relevant strategic green infrastructure focus areas that the application site is located within i.e. the Nene Valley, Welland Valley, John Clare Country, the Fens or South Peterborough Green Parks. Alternatively the scheme may contribute towards the objectives for the City-wide area. Full details are provided in section 3. This may be achieved on site where appropriate or alternatively the use of CIL or S.106 contributions may be sought to assist in delivery of a nearby GI priority project identified in Appendix 1. <p>Plan green and hard infrastructure at same time, following the ecological mitigation hierarchy by retaining existing natural features such as hedgerows, woodlands and mature trees, ponds and water courses wherever possible, around which connectivity of habitats can be further enhanced, benefiting priority habitats and species.</p>	<p>Strategic Concept Design Stage</p>

<p>STEP 5</p>	<ul style="list-style-type: none"> Design a landscaping scheme taking account of local landscape character. Use native species of trees, shrubs and other plants. In addition to being attractive, they will benefit birds, bats and invertebrates, helping to deliver the objectives of the National Pollinators Strategy with trees also providing natural shade in urban developments. <p><i>Incorporating native wildflower species into seed mixes for areas of public open space is also extremely beneficial to invertebrates (as well as being visually attractive to new residents), and should be used wherever possible. Wild-flower grassland will usually require less frequent mowing and therefore can reduce management costs. Flora Locale’s website is a useful source of further information and also provides a link to approved UK wildflower seed suppliers: www.floralocale.org</i></p> <p><i>The RHS has produced the following list of pollinator-friendly plants: www.rhs.org.uk/science/pdf/conservation-and-biodiversity/wildlife/rhs_perfectforpollinators_plantlist-jan15</i></p>	<p>Detailed Technical Design Stage</p>
<p>STEP 6</p>	<ul style="list-style-type: none"> Provide Sustainable Drainage Systems (SuDS) with integral wildlife features. <p><i>The natural features offered by grass swales, infiltration strips, reed beds and ponds may provide habitats for amphibians, birds, mammals and invertebrates. The replacement of open drains and gully pots with surface features will also reduce the number of animals becoming trapped in drains.</i></p> <p><i>Further information may be found on the Council’s website: http://www.peterborough-suds.org/developers/ The RSPB has also produced a useful guide which provides more detailed SuDS information including the use of Green Roofs, Living Walls and Rain Gardens: www.rspb.org.uk/Images/SuDS_report_final_tcm9-338064.pdf</i></p> <p><i>Buglife has produced a best practice guide to creating green roofs for invertebrates: www.buglife.org.uk/sites/default/files/Creating%20Green%20Roofs%20for%20Invertebrates_Best%20practice%20guidance_2.pdf</i></p> <p><i>Green Roof Shelters Ltd provides good examples of integrating habitats within buildings: greenroofshelters.co.uk/</i></p>	<p>Detailed Technical Design Stage</p>

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<p>STEP 7</p>	<ul style="list-style-type: none"> Provide full range of breeding sites, shelter and year-round food resources for protected/ priority species as part of on-site ecological mitigation and enhancement measures. Full details and specifications may be provided as part of the application or, where appropriate, later at the detailed planning stage and secured by condition. <p><i>More detailed guidance is provided in Appendix 4 in relation to Birds, Bats, Water Voles, Amphibians, Reptiles, Badgers, Hedgehogs and other Mammals and Invertebrates.</i></p>	<p>Detailed Technical Design Stage</p>
<p>STEP 8</p>	<ul style="list-style-type: none"> Submit completed Biodiversity Checklist along with Ecological Impact Assessment Report and additional protected species survey reports as required. <p><i>Professional scrutiny from statutory and non-governmental bodies to ensure adequate ecological information has been provided; requests for further information from the applicant may be made should it not be considered adequate.</i></p> <p><i>Statutory obligations including having due regard to biodiversity conservation, must be fulfilled.</i></p> <p><i>Approved applications may be subject to relevant biodiversity planning conditions.</i></p> <p><i>To ensure biodiversity is protected during the construction phase, measures such Construction Environmental Management Plans (CEMP), use of Ecological Clerk of Works (ECW) and restrictions on timings of works may be required.</i></p>	<p>Validation & registration</p> <p>Decision-making</p> <p>Determination</p>
<p>STEP 9</p>	<ul style="list-style-type: none"> Post-development management and/ or monitoring of habitats and species should be carried out as appropriate (may be subject to specific conditions). <p><i>It is important to implement appropriate management of biodiversity features and habitats that are retained or created on site. These may include measures such reducing the frequency of grassland/ wild-flower meadow mowing, avoiding or reducing the use of pesticides and herbicides and retaining rough grassland buffer zones along field margins, hedges and ditches. Details of all such management measures should be clearly identified in an Ecological/ Landscape Management Plan.</i></p> <p><i>Ecological monitoring (and reporting) of natural green-spaces and associated species/ habitats for a period of five or more years may be required to ensure their satisfactory establishment.</i></p>	<p>Implementation</p>

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	<p><i>Options for long-term management of natural green-space may include entering into an agreement with conservation bodies such as the Wildlife Trust or Parish Council as an alternative to the land's adoption by the Local Authority.</i></p>	
<p>STEP 10 (optional)</p> <p>164</p>	<ul style="list-style-type: none"> • Peterborough City Council actively encourages all planning applicants to engage with the Developing with Nature Toolkit, which has been developed by the Natural Cambridgeshire Local Nature Partnership (LNP) and comprises of a simple list of “10 Things to do for Nature”. This is aimed at major developments, generally those that require Environmental Impact Assessment. <p><i>The Developing with Nature Toolkit does not replace planning policies seeking to protect the most important wildlife sites, legal requirements related to protected sites and species, or replace the established mitigation hierarchy. However, it does provide an approach, which if followed, enables developers and infrastructure providers to demonstrate their commitment to achieving a net biodiversity gain to the public, local authorities or shareholders.</i></p> <p><i>The Developing with Nature Toolkit provides the basis for a proposed “LNP Developing with Nature charter mark”. This will judge schemes at the design stage, during construction and post-construction, award the charter mark and monitor continued compliance with the charter mark requirements.</i></p> <p><i>By adhering to the guidance set out in this SPD it is envisaged that schemes which do so are highly likely to meet many of the criteria set out in the Toolkit and are therefore in a positive position to be awarded the Charter Mark.</i></p>	

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
NENE VALLEY						
Promote as corridor for biodiversity and landscape enhancement and creation						
Delivery of WFD Urban Study Projects (Report identifies range of specific river enhancement projects e.g. creation of fish refuges, coir roll installation, back-water restoration)	1) Orton fish and eel pass: Installation of fish pass at Orton Lock to meet WFD requirements	EA (RRC)	L	Climate change Biodiversity	High deliverability subject to funding	CIL, EA
	2) Electric Cut Restoration Scheme: Enhance cut to benefit fish & other wildlife	RNRP (PCC, EA)	M	Climate change Biodiversity Healthy ecosystems	High deliverability: Business Case being prepared & permits in place	HLF Nenescape
	3) Flood-plain Forest Project: better connecting flood-plain & refuge pools to the main river (Orton Brook to Woodston Ponds)	NPT (EA, PCC)	M	Climate change Biodiversity Healthy ecosystems	No Business Case currently developed	POIS, EA
	4) Greening of Hard-engineered Banks: Installation of coir rolls etc. at key locations e.g. Fletton Quays	PCC, EA	M	Climate change Biodiversity Healthy ecosystems	High deliverability: Business Case being developed	POIS, S.106
	5) West Holmes Species-rich flood-plain meadow creation: Restoration of meadow plus protection & creation of marginal wetland habitat	NPT (WTBCN)	S	Climate change Biodiversity Healthy ecosystems	High deliverability: Business Case being developed by WTBCN	CS

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
	6) Alwalton Lock/Castor Mill Fish & Eel Pass: Enhancement of former mill channel & creation of fish & eel passage.	NPT (PCC)	S	Climate change Biodiversity Healthy ecosystems	No Business Case currently developed	CIL, POIS
	7) Lynch Wood River Habitat Restoration Scheme: Develop detailed river management plan for this reach and implement quick-win opportunities	NPT (PCC)	S	Climate change Biodiversity Healthy ecosystems	No Business Case currently developed	CIL, POIS
	8) Thorpe Meadows Golf Course Backwater & Wetland habitat creation: Creation of more diverse riparian habitat including wet grassland, scrapes, pools, tree planting & SuDS wetlands	NPT (PCC)	M	Climate change Biodiversity Healthy ecosystems	No Business Case currently developed	CIL, POIS
Nene Valley Flood Meadow Restoration	9) Bringing Nature Closer Project: Restoration & enhancement of wet meadows within Nene Park	NPT (WTBCN)	S	Climate change Biodiversity Healthy ecosystems	High deliverability	Countryside Stewardship (CS) CIL, EA
Enhanced Public Access & Recreation Opportunities	10) Enhancing access & engagement with nature: developing opportunities in the city centre to Boardwalks area	NE (WTBCN/ PCC/ NPT/ Froglife)	S	Healthy lifestyles Active access Biodiversity	High deliverability	NE

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
168	11) Cycle West Project: enhancing access west of Castor & A1	Cycle West Group (NPT/ PCC)	L	Healthy lifestyles Active access Climate change Economy & tourism	Scheme designed & costed, consultation on-going, planning app due to be submitted late 2016	HLF, CIL, S106
	12) Bluebell Wood Riverside Walk Access Enhancements: Path and boardwalk improvements to create a circular walk	NPT	M	Healthy lifestyles Active access	High deliverability	HLF, CIL
	13) Nene Park Access Improvements: improve condition, length & width of shared routes & the variety of promoted trails for different users	NPT, PCC (Sustrans, Cycle West, HE)	L	Healthy lifestyles Active access	Nene Park Master-plan due for adoption Sept 2016	HLF, CIL
	14) Growing Nene Park: increasing the quantity & quality of accessible green-space including improved access/ facilities at Thorpe Lea Meadows, Ferry Meadows & Castor	NPT (PCC, NE)	L	Climate change Biodiversity Healthy lifestyles Active access Economy & tourism	Nene Park Master-plan due for adoption Sept 2016	HLF, CIL, BL, S106

Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
WELLAND VALLEY						
Promote as corridor for biodiversity and landscape enhancement and creation						
Enhanced Habitat Connectivity	15) Maxey Cut Climate Change Resilience Project: Habitat protection and enhancement along Maxey Cut drain	EA	L	Climate change Biodiversity Healthy lifestyles Active access Economy & tourism	High deliverability	EA, CIL
	16) Werrington Brook Improvement Project	EA, PCC (PECT)	L	Climate change Biodiversity Healthy lifestyles Active access	High deliverability (Business case prepared)	EA, CIL
SOUTH PETERBOROUGH GREEN PARKS						
Enhance and extend the mosaic of lakes, water features and woodland within the former brick pits to the south and east of Peterborough						
Enhanced Public Access & Recreation Opportunities	17) Great Fen Access & Green Wheel Extension: Development of sustainable walking, cycling & equestrian access routes between Peterborough & the Great Fen	Hunts DC (WTBCN, PCC)	M	Healthy lifestyles Active access Economy & tourism	In Great Fen masterplan	CIL, Grants
	18) Fen Edge Long Distance Geology Route: Geology themed path	GeoPeterborough & Cambs Geology Group	S	Healthy lifestyles Active access Economy & tourism	TBD	

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
Enhanced Habitat Connectivity	19) Fenland Habitat Connectivity Project: Promote the extension of the existing Fenland habitats at Woodwalton and Holme Fen throughout the Great Fen Project area and develop links northwards to Peterborough	Hunts DC (WTBCN, PCC)	M	Climate change Biodiversity	High deliverability (in Great Fen masterplan)	CIL, HLF
THE FENS						
Promote the protection and creation of traditional fen habitats including wetland, meadow, drainage ditches, wet woodland and seasonal flood meadows						
Targeted Habitat Enhancements	20) Water for Farming and Wildlife: Development of new 'storage wetlands' through partnership approach – Black Sluice/ Forty Foot pilot	Fens for the Future Partnership (EA, AW)	S	Climate change Biodiversity Healthy ecosystems Economy & tourism	High deliverability	CIL, EA
	21) RSPB Thorney Farmland Bird Friendly Zone: Landscape-scale conservation partnership project	RSPB	S	Biodiversity	High deliverability	Countryside Stewardship (CS)
	22) Fen Ditches Project: Survey to identify key areas for priority species & provision of advice	TBC (IDB, Sarah Lambert, WTBCN)	S	Biodiversity Healthy ecosystems	TBD	
	23) Barn Owl Recovery Programme: Monitoring of population and provision of nest sites across fens area of city	PCC	S	Biodiversity	High deliverability (funding secured)	CIL, S106

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
Enhanced Public Access & Recreation Opportunities	24) Destination Fens: Development of a Fenland tourism strategy including Archaeology Theme	Fens for the Future Partnership	S	Economy & tourism Healthy lifestyles Active access	High deliverability	CIL, EA
CITY-WIDE AREA						
Enhanced connectivity and buffering of key urban & rural wildlife habitats & features						
Extension & Buffering of Core Ecological Sites	25) Dogsthorpe Star Pit SSSI extension/buffer: Provision of new strategic GI site as part of north east Peterborough urban expansion	PCC (Developers, WTBCN)	L	Biodiversity Healthy lifestyles Healthy ecosystems Economy & tourism Active access	TBD	CIL, S.106
Targeted Habitat Enhancements to Priority Habitats & Species	26) Strategic Species Habitat Connectivity Mapping Project: Identification of key habitats and opportunities for enhancements for key priority species including water voles, amphibians, reptiles & hedgehogs	Froglife (PCC, WTBCN, NE)	S	Climate change Biodiversity Healthy ecosystems	TBD	CIL, S.106
	27) Habitat opportunity mapping project looking at opportunities to create new habitat to enhance biodiversity, water quantity and air quality, plus looking at multiple benefits (Ecosystem Services) and highlighting the best sites to this take forward	PCC (RNRP)	S	Biodiversity Climate Change Healthy ecosystems	Project under way	PCC, NIA

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
	28) Swifts Project: Survey & Promotion of swift conservation measures	RSPB (Action for Swifts, PCC)	S	Biodiversity	TBD	
	29) Ponds Project: Restoration & creation of network of amphibian breeding ponds across city	PCC (Froglife)	S	Climate change Biodiversity Healthy ecosystems	TBD	CIL, S.106
	30) Forest for Peterborough: Planting of 183,500 trees in Peterborough over 20 years, plus associated habitat creation	PECT (PCC)	M	Climate change Biodiversity Healthy lifestyles	High deliverability	CIL, S.106
	31) Brownfield Project: Identification, assessment and protection of key Open Mosaic Habitats across city	PCC (Buglife)	S	Biodiversity	TBD	CIL
Enhanced Habitat Connectivity	32) B-Lines: Promote flower-rich habitat creation or management within B-Lines network	Buglife	S	Biodiversity, Healthy ecosystems	TBD	HLF, CIL, local community trusts
Enhanced Public Access & Recreation Opportunities	33) Geotrails: Development & promotion of geology-focussed walking routes across city	GeoPeterborough	S	Healthy lifestyles Active access	High deliverability	

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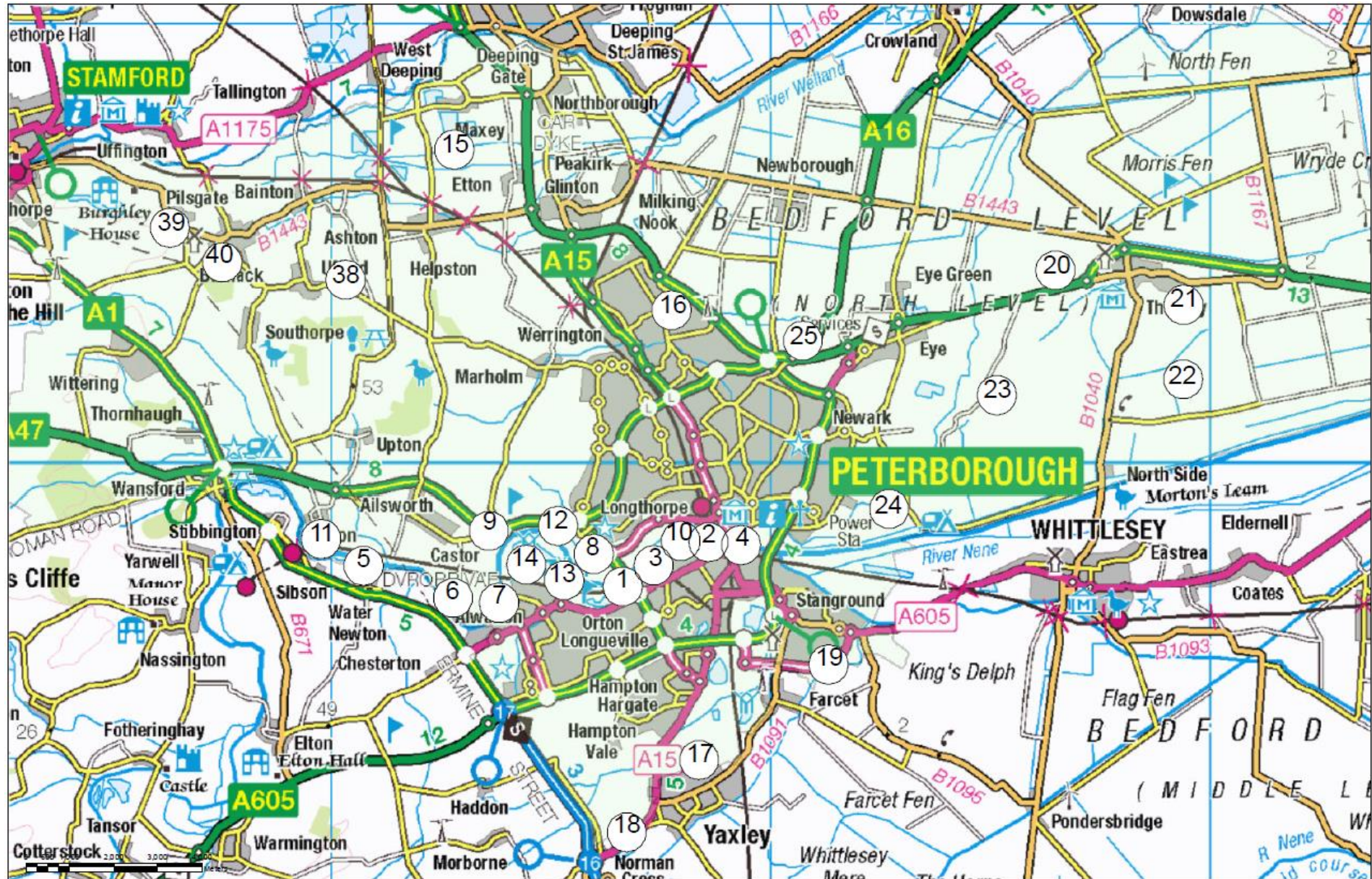
Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
	34) Local Nature Reserves Project: Identification and designation of new LNR's to meet ANGSt standard	PCC	S	Healthy lifestyles Active access Biodiversity	High deliverability	CIL, S.106
	35) Green Wheel Cycle Network: Identify & deliver enhancements to Green Wheel network	(BHS, PCC)	M	Healthy lifestyles Active access	TBD	CIL, S.106
Establishing Range of Community Gardens Across City	36) Community Gardens Project: Various growing areas & improved access at Ferndale Way, Welland	PECT	M	Biodiversity Healthy lifestyles Active access	Medium deliverability: outline project only	POIS, Awards for All, Postcode lottery
Promoting Traditional Wildlife Conservation & Heritage Skills	37) Heritage Skills Project: Creating multiple hubs for teaching heritage skills across city	PECT (Vivacity, Sacrewell, Showground, NPT)	M	Biodiversity Healthy lifestyles Active access Healthy ecosystems Landscape character	High deliverability	HLF
JOHN CLARE COUNTRY						
Restoration & creation of grassland & woodland habitats including road verges, calcareous meadows, hedgerows and restored quarries						
Limestone Grassland Habitat Enhancement & Creation	38) Living Landscapes Project: Limestone grassland habitat survey, restoration and creation and woodland buffering & linkage	WTBCN (Langdyke Countryside Trust)	S	Climate change Biodiversity Healthy lifestyles Healthy ecosystems Economy & tourism	TBD	CIL, HLF, Countryside Stewardship (CS)

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Appendix 1: Schedule of Priority Green infrastructure Projects

Strategic Outcome	Supporting Projects & Description & Project Number	Lead Organisation (& other Partners)	Costs S (<£100K) M (£100-500K) L (>£500K)	GI Benefits	Project Status (e.g. business case prepared/ approvals secured)	Potential funding source(s)
	39) Limestone Grassland Verges Project: Trialling of restoration techniques incl. soil stripping, alterations to mowing regimes etc.	Barnack Wildlife Group (PCC)	S	Climate change Biodiversity Healthy ecosystems	TBD	
Extension & Buffering of Core Ecological Sites	40) Barnack Hills and Holes SAC extension/buffer: Provision of additional accessible GI to address increased recreational pressure on SAC	NE	M / L	Climate change Biodiversity Healthy lifestyles Healthy ecosystems Economy & tourism	TBD	CIL, HLF, Countryside Stewardship (CS)



Green Infrastructure Project Locations (please note projects 26-37 are city-wide with no fixed location)

Scale 1:75,000
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Appendix 2:

Validation of Planning Applications

PLANNING APPLICATION REQUIREMENTS (LOCAL)

***FOR BIODIVERSITY CONSERVATION SURVEY
AND REPORT***

**THE PETERBOROUGH BIODIVERSITY CHECKLIST
(MINOR PROPOSALS)**

In Accordance With

The Town and Country Planning Development Management Procedure Order 2010

Revised July 2013

Biodiversity Checklist to accompany planning applications

Please refer to the guidance notes which specify the types of application which must be accompanied by this checklist. Where identified as required any surveys must also accompany an application.

Question 1: Pre-existing knowledge

To the best of your knowledge are any protected species such as, but not limited to, bats, specially protected birds such as barn owl, great crested newts, reptiles, water voles, badgers or otters present within the site or would be affected by the proposal?

Yes/ No

If Yes, please provide further details:

Question 2: Water Voles

Does the proposal affect or is it within 5m of a river, stream, ditch, canal or lake?

Yes/No

Question 3: Great Crested Newts

Is the proposal within 100m of a pond (excluding small garden ponds under 25m² or heavily fish-stocked ponds)? If so will the building and associated working area of the development directly affect any rubble or log piles, scrub, hedgerows or long grassland?

Yes/No

Question 4: Bats

Does the proposed development constitute or include the modification conversion, demolition or removal of buildings and structures (especially roof voids) involving the following:

- All agricultural buildings (e.g. farmhouses and barns) particularly of traditional brick or stone construction and/or with exposed wooden beams greater than 20cm thick?
- All buildings with weather boarding and/or hanging tiles that are within 200m of woodland and/or water?
- Pre-1960 detached buildings and structures within 200m of woodland and/or water?
- Pre-1914 buildings within 400m of woodland and/or water?
- Pre-1914 buildings with gable ends or slate roofs, regardless of location?
- All tunnels, kilns, ice-houses, adits, military fortifications, air raid shelters, cellars and similar underground ducts and structures?
- Proposals affecting gravel pits or quarries and natural cliff faces and rock outcrops with crevices or caves?
- All bridge structures, aqueducts and viaducts (especially over water and wet ground)?
- Lighting of churches and listed buildings or flood lighting of green space within 50m of woodland, water, field hedgerows or lines of trees with obvious connectivity to woodland or water?
- Affecting woodland, or field hedgerows and/or lines of trees especially those with obvious connectivity to woodland or water bodies?
- Proposals affecting or within 200*m of rivers, streams, canals, lakes, or other aquatic habitats.
- Buildings and walls with thick, dense ivy covering?
- Tall walls (higher than 2 m) with crevices present?

- Proposed tree work (felling or lopping) and/or development affecting?
 - old and veteran trees, and trees that are older than 100 years?
 - trees with obvious holes, cracks or cavities?
 - trees with a girth greater than 1m at chest height?
 - trees with substantial coverings of ivy?

Yes/No

Question 5: Barn owls

- Does the proposal include modification, conversion, demolition or removal of any agricultural buildings (e.g. farmhouses and barns)?

Yes/No

Question 6: Badgers and/ or Reptiles

Does the building and associated working area of your proposal directly affect any derelict (brown-field) land, allotments, woodland or linear features e.g. hedgerows, ditches or rows of trees?

Yes/No

Further action for questions 2- 6:

Where a positive answer is given to any of questions 2 to 6, relevant protected species survey work should be carried out by a suitably experienced ecologist and a report must accompany the planning application.

Alternatively you may provide evidence (e.g. statement from a suitably qualified ecologist) to demonstrate that no priority species or habitats are likely to be impacted on by your proposals to rule out the need for further survey work.

Details of person responsible for completing checklist

Name: _____ **Relationship to proposal:**
(E.g. agent, applicant, ecological consultant).

Declaration:

Being familiar with the proposal and site in question the information supplied above is correct to the best of my knowledge.

Signed: _____

Date: _____

Appendix 3:

Validation of Planning Applications

PLANNING APPLICATION REQUIREMENTS (LOCAL)

**FOR BIODIVERSITY CONSERVATION SURVEY
AND REPORT**

**THE PETERBOROUGH BIODIVERSITY CHECKLIST
(MAJOR PROPOSALS INCLUDING EIA DEVELOPMENT)**

In Accordance With

The Town and Country Planning Development Management Procedure Order 2010

Revised July 2013

Biodiversity Checklist to accompany planning applications

Please refer to the guidance notes which specify the types of application which must be accompanied by this checklist. Where identified as required any surveys must also accompany an application.

Question 1: Pre-existing knowledge

To the best of your knowledge are any protected species such as, but not limited to, bats, specially protected birds such as barn owl or kingfisher, great crested newts, reptiles, water voles, badgers or otters present within the site or would be affected by the proposal?

Yes/No

If Yes, please provide further details:

Question 2: Water Voles

Does the proposal affect or is it within 5m of a river, stream, ditch, canal or lake?

Yes/No

Question 3: Great Crested Newts

Is the proposal within 500m of a pond? If so will the building and associated working area of the development directly affect any rubble or log piles, trees, scrub, hedgerows or long grassland?

Yes/No

Question 4: Bats

Does the proposed development constitute or include the modification conversion, demolition or removal of buildings and structures (especially roof voids) involving the following:

- All agricultural buildings (e.g. farmhouses and barns) particularly of traditional brick or stone construction and/or with exposed wooden beams greater than 20cm thick?
- All buildings with weather boarding and/or hanging tiles that are within 200m of woodland and/or water?
- Pre-1960 detached buildings and structures within 200m of woodland and/or water?
- Pre-1914 buildings within 400m of woodland and/or water?
- Pre-1914 buildings with gable ends or slate roofs, regardless of location?
- All tunnels, kilns, ice-houses, adits, military fortifications, air raid shelters, cellars and similar underground ducts and structures?
- Proposals affecting gravel pits or quarries and natural cliff faces and rock outcrops with crevices or caves?
- All bridge structures, aqueducts and viaducts (especially over water and wet ground)?
- Lighting of churches and listed buildings or flood lighting of green space within 50m of woodland, water, field hedgerows or lines of trees with obvious connectivity to woodland or water?
- Affecting woodland, or field hedgerows and/or lines of trees especially those with obvious connectivity to woodland or water bodies?
- Proposals affecting or within 200*m of rivers, streams, canals, lakes, or other aquatic habitats.
- Buildings and walls with thick, dense ivy covering?
- Tall walls (higher than 2 m) with crevices present?
- Proposed tree work (felling or lopping) and/or development affecting?

- old and veteran trees, and trees that are older than 100 years?
- trees with obvious holes, cracks or cavities?
- trees with a girth greater than 1m at chest height?
- trees with substantial coverings of ivy?

Yes/No

Question 5: Birds

Is the proposal likely to affect any of the following protected bird species:

- 1) Those listed on Schedule 1 of the Wildlife & Countryside Act 1981 (as amended)?
http://jncc.defra.gov.uk/pdf/waca1981_schedule1.pdf
- 2) Those listed as Species of Principle Importance in England under S41 of the NERC Act?
<http://www.naturalengland.org.uk/ourwork/conservation/biodiversity/protectandmanage/habspeciesimportance.aspx>
- 3) Those associated with the Nene Washes (or other National or European designated sites if relevant)? <http://jncc.defra.gov.uk/pdf/SPA/UK9008031.pdf>

Yes/No

Question 6: Badgers and/ or Reptiles

Does the building and associated working area of your proposal directly affect any derelict (brown-field) land, allotments, woodland or linear features e.g. hedgerows, ditches or rows of trees?

Yes/No

Further action for questions 2-6:

Where a positive answer is given to any of questions 2 to 6, relevant protected species survey work should be carried out by a suitably experienced ecologist and a report must accompany the planning application.

Alternatively you may provide evidence (e.g. statement from a suitably qualified ecologist) to demonstrate that no priority species or habitats are likely to be impacted on by your proposals to rule out the need for further survey work.

Question 7: Nationally and Locally important wildlife sites

- Will the proposal impact (directly or indirectly) on a Site of Special Scientific Interest (SSSI), Regionally Important Geological Site (RIGS) or County Wildlife Site (CWS)?

Yes/No

If Yes, please provide further evidence with your planning submission including the amount (m²) of affected sites. Please also state the relevant section within your Environmental Statement where this information may be found:

Please note, answers to Questions 8 and 9 are only required for EIA Development

Question 8: Habitats of Principle Importance for Conservation

Will your proposal result in a net gain in Priority Habitats?

Yes/ No

Please state the relevant section within your Environmental Statement where this information may be found or alternatively please complete the following table:

Amount (Ha) of Habitats of Principle Importance for Conservation created and/or enhanced which can be attributed to proposed development

Local BAP Habitat	Existing	Proposed habitat (ha or linear metres)				Comments
	Existing habitat (Ha or linear m)	Existing habitat Loss	Habitat retained (current condition)	Habitat retained & enhanced	New habitat created	
<u>Arable Field Margins</u>	0	0	0	0	0	
<u>Fenland Drainage Ditches</u>	0	0	0	0	0	
<u>Fens</u>	0	0	0	0	0	
<u>Floodplain and Grazing Marsh</u>	0	0	0	0	0	
<u>Hedgerows</u>	0	0	0	0	0	
<u>Lowland Chalk Grassland</u>	0	0	0	0	0	
<u>Neutral Grassland</u>	0	0	0	0	0	
Open mosaic habitats on previously developed land	0	0	0	0	0	
<u>Ponds, Lakes and Standing Water</u>	0	0	0	0	0	
<u>Reedbeds</u>	0	0	0	0	0	
<u>Rivers and Streams</u>	0	0	0	0	0	
<u>Traditional Orchards</u>	0	0	0	0	0	
<u>Veteran Trees and Parklands</u>	0	0	0	0	0	
<u>Wet Woodland</u>	0	0	0	0	0	
<u>Lowland Mixed Deciduous Woodland</u>	0	0	0	0	0	
TOTALS	0	0	0	0	ha (+ m)	

Question 9: Green Infrastructure (GI)**Will your proposal result in a net gain in GI (excluding Priority Habitats)****Yes/ No**

Please also state the relevant section within your Environmental Statement where this information may be found or alternatively please complete the following table:

Amount and quality of green infrastructure attributed to proposed development

Green Infrastructure (GI) Types	Existing	Proposed Green Infrastructure (ha or linear metres or number if mature trees)				Comments
	Existing GI (Ha or linear metres)	Existing habitat Loss	Habitat retained (current condition)	Habitat retained & enhanced	New habitat created	
Individual Broadleaf and/ or coniferous trees	0	0	0	0	0	
Non-BAP Grassland	0	0	0	0	0	
Non-BAP Wetland Habitat	0	0	0	0	0	
Non-BAP Woodland	0	0	0	0	0	
Other	0	0	0	0	0	
	0	0	0	0	0	
TOTALS	0	0	0	0	Ha (+ no. trees)	

Impact on Public Rights of Way Network**Will the proposal permanently affect the public rights of way network?**

PROW Network – <i>Adversely Affected (Loss)</i> (Length - linear metres)	PROW Network – <i>Adversely Affected</i> (Qualitative loss)	PROW Network – <i>Enhancement (Gain)</i> (Length - linear metres)	PROW Network – <i>Enhancement</i> (Qualitative Improvements)
<u>e.g. x m of footpath to be lost.</u>	<u>e.g. x m of bridleway to be downgraded to footpath status.</u>	<u>e.g. Additional x m of footpath - permissive right of way.</u>	<u>e.g. x m of existing Green Wheel route to be upgraded to bridleway status</u>

Details of person responsible for completing checklist**Name:****Relationship to proposal:**

(E.g. agent, applicant, ecological consultant).

Declaration:

Being familiar with the proposal and site in question the information supplied above is correct to the best of my knowledge.

Signed:**Date:**

Appendix 4: Species-specific Advice incorporating Biodiversity Checklist Guidance Notes

Pre-existing knowledge (Question 1 in Biodiversity Checklist)

There may already be a known wildlife interest on a site even without specific survey work being carried out. This could be through your own involvement with a site or it may have been notified to you by neighbouring landowners, the Local Planning Authority (LPA), and/or by Natural England, the Environment Agency or other nature conservation organisations. Where this is the case, even if not indicated by subsequent questions, further professional survey work should be carried out in accordance with the process outlined below.

It may also be useful in this respect for a data search to be carried out via the Cambridgeshire and Peterborough Environmental Records Centre: www.cperc.org.uk

Water Voles (Question 2 in Biodiversity Checklist)

Water voles are present throughout the authority area, but tend to be confined to watercourses, drains and aquatic features that hold water. Important habitat for water voles extends up to 5 metres from the top of the bank of a ditch or watercourse. This includes both habitat that the water voles themselves will utilise and also a sufficient buffer between the water vole habitat and development activity/ nearby activity, operation of machinery etc.

Surveys should be carried out in accordance with the standards set out in the Water Vole Conservation Handbook 3rd Edition (Strachan and Moorhouse 2011).

Watercourses are less likely to be suitable for water voles if they are dry for much of the year or have been concrete lined or culverted for the length of watercourse that relates to the proposal.

Further information about water voles can be found on the GOV.UK website:
<https://www.gov.uk/water-voles-protection-surveys-and-licences>

Amphibians

Great crested newts, smooth newts, common toads and frogs can all be found throughout the Peterborough area. Amphibians have declined through habitat loss and pollution. All native species receive legal protection under the Wildlife and Countryside Act (as amended) with the great crested newt also receiving full protection by the Habitat Regulations and the Common Toad being a UK Priority Species of Conservation Concern.

Habitat creation and enhancement

Wildlife ponds are an excellent way of enhancing local wildlife and the Council encourages their incorporation into development sites. Ponds should be particularly considered when the proposed development is near known amphibian populations such as toads and/ or great crested newts.

Aquatic plants need to be carefully considered, based on the size of the pond – for example, Common Reed *Phragmites australis* should only be introduced to larger ponds as it can quickly spread. Your ecologist should be able to advise further on suitable plants, landscaping and management for any ponds on site.

Conservation charity Froglife provides plenty of useful information regarding pond creation and creating amphibian friendly habitats:

www.froglife.org/what-we-do/just-add-water

Great Crested Newts (Question 3 in Biodiversity Checklist)

This species will move some distance from their breeding ponds, which they only visit for a few weeks every year. Suitable habitat for newts includes: ponds, rubble and log piles, trees, scrub, hedgerows and long/ rough grassland. A pond that dries out occasionally, but not constantly, can be ideal for great crested newts as this will eradicate fish but not the newts which can survive out of water. Newts can live for several years, therefore if a pond has recently been filled in; it is possible that a population of great crested newts may still be present. Stationary ditches can also provide suitable breeding habitat for great crested newts.

Further guidance and survey requirements can be found on the Gov.uk website and in the Great Crested Newt Conservation Handbook using the following links:

<https://www.gov.uk/guidance/great-crested-newts-surveys-and-mitigation-for-development-projects>

http://www.froglife.org/wp-content/uploads/2013/06/GCN-Conservation-Handbook_compressed.pdf

Bats (Question 4 in Biodiversity Checklist)

All bats and their roosts are afforded strong legal protection by both domestic and international legislation. Deliberate or reckless disturbance to bats and their roosts is a criminal offence and licences must be obtained when undertaking activities which may affect them.

Ten species of bat have been recorded in the Peterborough area including the Common Pipistrelle, Brown Long-eared bat and the rarer Barbastelle bat, each of which have their own preferred habitat and roosting behaviour. This means that bats can be found in a wide variety of situations (with those listed in question 4 of the checklist being the most likely). This is made more likely if a proposal is in close proximity to foraging habitats which are particularly favourable for bats such as wetland and woodland habitats.

Further Sources of Advice

A useful guide for home owners commissioning bat surveys has been produced by CIEEM:

www.cieem.net/data/files/Publications/Bat_Survey_Guidelines_for_UK_Home_Owners.pdf

The Bat Conservation Trust website provides more information on bats including specific species requirements, as well as additional information on how to incorporate bats into buildings plus guidance regarding bats and artificial lighting:

www.bats.org.uk/pages/uk_bats.html

www.bats.org.uk/pages/accommodating_bats_in_buildings.html

www.bats.org.uk/pages/bats_and_lighting.html

Further guidance and survey requirements can be found on the Gov.uk website, Bat Conservation Trust Survey Guidelines and Natural England Bat Mitigation Guidelines using the following links:

The BCT bat survey guidelines: <http://www.bats.org.uk/pages/guidanceforprofessionals.html>

Natural England Publication "Bat Mitigation Guidelines":

<http://webarchive.nationalarchives.gov.uk/20150429000001/http://publications.naturalengland.org.uk/publication/69046>

Natural England Publication "Bats in Buildings":

<http://webarchive.nationalarchives.gov.uk/20150429000001/http://publications.naturalengland.org.uk/publication/68027>

<https://www.gov.uk/guidance/bats-protection-surveys-and-licences>

Bats and buildings

Many bat species make use of buildings, particularly near areas of open space or in the countryside. There are many ways of enhancing new buildings for bats, including provision of the following:

- Bat bricks; used to create hibernating crevices on the inside of structures
- Purpose built bat lofts
- Specially designed access bricks and roof tiles
- External bat boxes placed on buildings or trees

These can easily be incorporated into new buildings without the need for major changes to plans and with no negative effects on the aesthetics of the design. These plans should be included in the architect's brief.

Bat box installation guidelines

- Temperature is a critical factor to ensure bat box success; Boxes should face south or south east to obtain maximum sunlight exposure.
- Boxes should be specific to species present in the area (CPERC can provide this information).
- The ideal location for mounting bat boxes is on mature trees in an open area. If the tree is suitable, aim to install three per tree as bats move between boxes as temperatures change during the seasons (facing north, south-east and south west). Buildings can also be used – ideally placed under eaves.
- If boxes are found to remain unoccupied after three years, they should be re-located.
- Boxes should be placed at least 5m above the ground. Bats need a clear swoop zone to enter and exit their roosts therefore access to the box should be unobstructed so as to provide a clear flight path and ensure there is a clear drop below the box.
- Boxes should be attached with wire around the trunk or branch (nails should be avoided). To prevent damage to the tree, wrap a piece of hose or a section of car tyre around the wire.
- Boxes should be located within 10-30m of natural linear features e.g. hedgerows or tree lines.
- Do not mount boxes within close vicinity of strong lights (see below for more information)

Birds (Question 5 in Biodiversity Checklist)

In the UK, all wild birds, their nests and their eggs are protected by law under the Wildlife and Countryside Act (as amended). Certain birds, including Barn owls and Kingfishers, are also listed on Schedule 1 of this Act and are afforded further protection from disturbance whilst breeding. In addition, the 2009 EU Birds Directive seeks to protect, manage and regulate all wild birds and their associated habitats. Habitat loss and degradation have been identified as the main factors causing declines in wild bird populations.

Breeding Birds

There are very many different species of birds that can be found in the Peterborough area, each of which have their own preferred habitat and specialised behaviour. For these reasons birds can be found in almost any situation. The main sorts of proposals that will particularly affect birds in general and birds of specific conservation concern include removal/ cutting of trees and hedgerows, as well as building demolition and roofing works.

Impact on nesting birds can generally be avoided by either:

- Commencing works outside of the bird nesting season, generally March to August,
- Inside of the nesting season having a suitably qualified ecologist undertake a survey for nesting birds and only undertake works in parts where nesting birds have been confirmed to not be present.

For smaller sites this can generally be secured through the use of a planning condition, however for larger sites/major applications it can be appropriate for a survey to be undertaken to establish what the bird interest of a site consists of. This can include both bird nesting and over wintering. Such a survey can often be used to inform mitigation measures, such as the erection of suitable alternative nesting, landscaping or the programming of works. If a survey is required to accompany a planning application is highly subjective and will depend upon:

- The size and complexity of the site.
- The type of birds that may be likely to be found within the site or disturbed by the proposal.

Further information about birds and bird surveys can be found via the following links:

- Royal Society for the Protection of Birds: <http://www.rspb.org.uk/>
- The British Trust for Ornithology: <http://www.bto.org/>

Birds and buildings

Species that rely on buildings, eaves and ledges are increasingly under threat. Modern housing is generally designed to be weather tight and well pointed, so can easily exclude birds. Careful conversion or simple design changes in new buildings can easily make provision for these species, particularly in eaves or outbuildings. Others are less specific in their nesting choice and can be more easily catered for with a wide range of external bird boxes. Be sure to take key local bird populations into account when planning enhancements for birds in new developments.

Bird Nest Box Installation Guidelines

- Position boxes 2-5 metres high on trees or walls, out of reach of predators such as cats.
- Attach boxes using wire around tree trunks or branches (nails should be avoided). To prevent damage to the tree, wrap a piece of hose or section of car tyre around the wire.
- Select suitable box designs appropriate to local area to ensure relevant priority species are targeted. Please contact CPERC for further information: www.cperc.org.uk
- Position boxes to face between north or eastwards in sheltered positions which avoid full sun.
- Position boxes tilted slightly forwards to ensure that rain will bounce clear.
- Install one box per tree due to the territorial nature of some bird species, with the exception of colonial species such as house sparrows, swifts and starlings which prefer to have their boxes placed closely to each other.
- Ensure access is available for maintenance of boxes which should be cleaned out between August and January after birds have flown the nest.
- Use boxes constructed of materials such as “woodcrete” or integral brick designs where possible which are longer lasting and blend into building materials better.

House Martins

House martins will tend to use eaves in which to build their own nests; however artificial nests can also be provided which are readily available and easy to install. Ensure these are located in an area where droppings will not fall on windows, doors or paths below.

Swifts

Swifts are entirely dependent upon buildings for nesting, and will ideally nest above 4m in areas with an unobstructed flight path. Incorporating ‘letterbox’ slots (measuring 65mm x 25-30mm) into eaves allows swifts to access and nest on top of the closed cavity. Specialised bricks and nest boxes can also be integrated into the building design. They should be installed in straight lines under eaves or at the top of the vertical wall away from windows.

If the development site is close to a known population of swifts or within their natural habitat range, it is important to include enhancements for them. Your ecologist will be able to advise you as to the necessity of catering for swifts. Multiple boxes can be placed on individual buildings – as a rough guide, individual buildings could be expected to hold the following number of swift boxes:

- Individual houses: 1-4 boxes per house
- Small block of flats: 4-10 boxes per building
- Schools/apartments/hospitals/warehouses: 10-20 boxes per building

The following websites provide useful information on how to cater for swifts in new buildings:

www.swift-conservation.org
www.concernforswifts.com

Swallows

Swallow nests are normally built inside a building upon a beam or ledge, typically no higher than 3 metres. Ideal nest sites are dry, dimly lit, secure and close to plentiful sources of insects. Artificial nests and nest platforms may be provided in new developments – these should be fixed out of the reach of cats. Incorporating H: 50mm x W: 70mm openings into garages and outbuildings allow access for swallows. Be aware that droppings could become a nuisance so site nests in undisturbed areas or place a board or bag beneath nesting areas to catch droppings.

Starlings and House Sparrows

Both of these birds are priority species and IUCN red listed species and are highly dependent on buildings for nesting. Provision of appropriately sized holes in eaves (32mm for sparrows, 45mm for starlings) allows access for nesting. Ensure there is no access to the roof void.

Barn owls

Due to many years of active conservation and an annual monitoring programme, Peterborough is now an important area for this species. Barn owls can be found in close proximity to humans, however as they are most active at dusk and dawn it is not unusual for those living close to an occupied site to be unaware of this.

Barn owls will make use of farm buildings, dovecotes, church towers and bale stacks as well as unused buildings. Trees with hollows/cavities of a sufficient size are also used for nesting and roosting. While most eggs are laid during April and May Barn owls can breed at any time of year and can have a second brood later in the season in particularly good years.

Barn owls are most likely to be affected in the situations outlined in question 5 but are less likely to be present in the following situations:

- Structures/disused buildings without roofs.
- Weather tight structures that consequently do not have suitable access points for barn owls.

However, Barn Owls can be affected from disturbance if they are breeding in proximity to a proposed development site so that surveys for this species and any proposed mitigation are needed to take this into account.

Specific information about Barn Owls in Peterborough can be obtained from the Council's Wildlife Officer and via Natural England;

<http://webarchive.nationalarchives.gov.uk/20150429000001/http://publications.naturalengland.org.uk/publication/76007>

Enhancements for Barn owls

Where a new agricultural building or new development is being erected adjacent to habitat suitable for Barn Owls, the Council strongly encourages provision to be made for this species. Owl lofts can be incorporated into roof designs or nest boxes installed on nearby trees or poles in areas where future development is unlikely to occur.

Useful links:

Barn Owl Conservation Network: www.bocn.org

Barn Owl Trust: www.barnowltrust.org.uk

Reptiles (Question 6 in Biodiversity checklist)

Reptiles in the UK have declined through habitat loss and degradation. All native reptiles receive legal protection under the Wildlife and Countryside Act (as amended). Reptile species are found throughout the Peterborough area and include grass snake, common lizard and slow worm. Adders are also very rarely found in the west of the district. These species tend to be found in association with the following habitat features:

- South or west facing banks tend to favour reptiles as they are warmer and suit the reptiles' requirement to bask to warm up.
- Slow worms can tend to be found in woodland and established grassland such as old allotment sites.
- Reptiles may take shelter in piles of wood and or rubble piles that have generally lain undisturbed for some time. These piles may have become partially vegetated.
- Piles of decomposing plant material such as compost and manure heaps; woodchip and sawdust piles may be used by grass snakes for egg laying. Slow worms may take shelter in these sorts of features.
- Wetland features such as rivers, streams, ditches, ponds or lakes may be particularly good habitat for grass snakes.
- In farmland lizards and snakes can use linear habitats such as hedges and/or grass field margins.
- Derelict sites with deteriorating walls with holes beneath can provide good habitat for reptiles especially when connected to grassy areas.

Reptile habitat creation and enhancement

Creation of hibernacula such as stone or log piles, where reptiles such as common lizards can shelter inside or sunbathe on top, are valuable enhancement additions and should be included when creating reptile habitat.

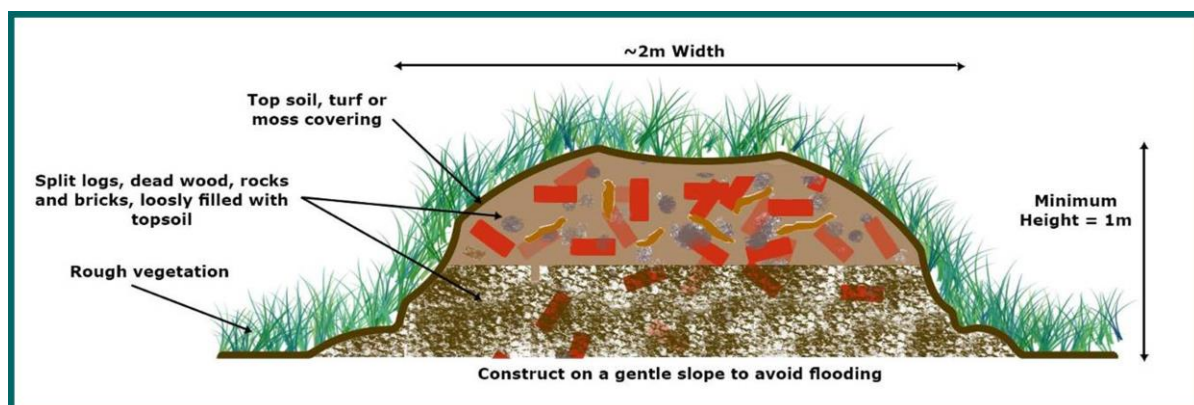


Figure A: An example of reptile hibernacula

Reptile surveys should be carried out in accordance with the standards outlined in Froglife Advice Sheet 10. Further information about reptiles can be obtained via the following links:

- Froglife Advice Sheets: http://www.devon.gov.uk/froglife_advice_sheet_10_-_reptile_surveys.pdf
- Natural England, Reptiles, Guidelines for Developers: <http://webarchive.nationalarchives.gov.uk/20150429000001/http://publications.natureland.org.uk/publication/76006>
- Froglife Advice: www.froglife.org/amphibians-and-reptiles/reptiles

Badgers (Question 6 in Biodiversity Checklist)

Badgers can be found throughout the Peterborough area and while badger setts more likely to be found in the situations outlined in question 6 they can also be found in almost any situation including within farmed fields, and in the banks of drainage ditches. A development may be capable of impacting on a badger sett that is within 30 metres of the edge of a construction site.

If badgers use a proposal site to forage for food or to move to foraging areas it can still be important to consider badgers at the design, implementation and landscaping phases. If you are in any doubt with respect to if a badger sett may be present on the site or badgers affected by a proposal professional advice should be sought at the earliest stage of planning the proposed development and a survey undertaken by a suitably qualified ecologist.

Further information about badgers can be found at:

- Natural England Publication “Badgers and Development”
<http://webarchive.nationalarchives.gov.uk/20150429000001/http://publications.naturalengland.org.uk/publication/73034>

The Mammal Society: www.mammal.org.uk/sites/default/files/factsheets/badger_complete.pdf

Hedgehogs

Hedgehogs are a UK Biodiversity Action Plan priority species and listed as a Species of Principle Importance under s41 of the NERC Act 2006. It is therefore recommended that any potential nesting areas be hand-searched by an experienced mammalogist prior to site clearance.

Simple measures, such as lifting fences 150mm off the ground to allow garden access for hedgehogs and provision of dropped kerbs to allow small animals movement, should be also be considered.

Further information about hedgehogs can be found at: www.wildlifetrusts.org/hedgehogs

Other Mammals

Mammals including Foxes and Rabbits are protected under the Wild Mammals Act 1996 from crushing, asphyxiation etc. It is therefore important if animals are present on a development site (e.g. young are in the tunnel/ fox earth) then the tunnels/ earth should be adequately protected until all animals have safely left the site. If no young are found, then adult foxes may be excluded from the tunnels and prevented from returning.

As a general measure for all mammals, it is recommended that construction trenches are covered overnight or a means of escape provided for any mammals that may have become trapped.

Invertebrates

Invertebrate habitats can easily be incorporated into walls, gardens and green spaces, or protected simply by maintaining existing natural features such as dead wood piles, sandy banks, ponds, hedgerows and native shrubs.

Incorporating invertebrate friendly planting schemes into development plans – such as using a wildflower seed mix or including a variety of nectar producing plants for pollinators such as bees, butterflies and other flying insects, is a great way to enhance biodiversity.

The Cheshire Wildlife Trust and Froglife have prepared advice sheets on creating invertebrate habitats:

www.cheshirewildlifetrust.co.uk/documents/advice_invertebrate_habitat2.pdf

www.froglife.org/documents/Froglife-helping-bugs-info.pdf

Designated Sites (Question 7 in Biodiversity Checklist):

Nationally and Internationally Protected Wildlife Sites

Natural England is the statutory advisor to the Planning Authority for Sites of National and International Importance. Nationally important sites are classified as Sites of Special Scientific Interest (SSSI). International Sites include Special Areas of Conservation (SAC), Special Protection Areas (SPA) and Ramsar sites.

Collectively the internationally designated sites are known as Natura 2000 sites and all will also be nationally designated as SSSIs in addition to their international designations. It is possible for international sites to be designated as only or possibly all of the above.

The locations of national and international sites can be found on the mapping which accompanies the Peterborough Local Plan. The sites can also be identified via the Multi Agency Geographic Information for the Countryside (or MAGIC) website: www.magic.gov.uk Further information on these sites can be found on the GOV.UK Website: www.gov.uk/planning-development/protected-sites-species

Local Sites

The Peterborough area has approximately one hundred County Wildlife Sites (CWS) and six Local Geological Sites (LGS). All such local sites are protected in relation to development as set out in the Local Plan. Each site is by definition of importance at least at the County level and may be much higher.

Locations of Local Sites are indicated on Local Plan Mapping as well as on the City Councils Website www.peterborough.gov.uk/hawkeye.aspx

A search can also be carried out via the Cambridgeshire and Peterborough Environmental Records Centre who are also able to supply specific information with respect to the sites: www.cperc.org.uk

Further action for question 7

Peterborough City Council has a duty to consider the conservation of biodiversity when determining a planning application; this includes having regard to the safeguard of designated sites and priority habitats. Where a proposed development is likely to affect such a site or habitat feature, please provide further evidence with your planning submission including the amount (m2) of affected sites. Please also state the relevant section within your Environmental Statement where this information may be found.

Ecological Assessment for sites, priority habitats or biodiversity features

Your supporting ecological information should identify and describe potential development impacts likely to harm designated sites, priority habitats, other listed biodiversity features (these should include both direct and indirect effects both during construction and afterwards). Where harm is likely, evidence must be submitted to show:

- How alternative designs or locations have been considered;
- How adverse effects will be avoided wherever possible;
- How unavoidable impacts will be mitigated or reduced;
- How impacts that cannot be avoided or mitigated will be compensated.

In addition, proposals are to be encouraged that will enhance, restore or add to designated sites priority habitats, or other biodiversity features. The Assessment should quantify the likely change in the area (hectares) of priority habitat on the site after development e.g. whether there will be a net loss or gain. An ecological survey and assessment may form part of a wider Environmental Impact Assessment.

Figure B ECOLOGICAL SURVEY SEASONS

Key: Optimal Survey Time ■
Extending into ■

	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Badgers	■	■	■	■	■	■	■	■	■	■	■	■
Bats (Hibernation Roosts)	■	■	■								■	■
Bats (Summer Roosts)				■	■	■	■	■	■	■		
Bats (Foraging/Commuting)				■	■	■	■	■	■	■		
Birds (Breeding)			■	■	■	■	■	■	■			
BIRDS (Over Wintering)	■	■									■	■
Great Crested Newts: Terrestrial survey			■	■	■	■	■	■	■	■		
Great Crested Newts: Aquatic survey (ponds etc)		■	■	■	■	■	■					
Invertebrates				■	■	■	■	■	■			
Otters	■	■	■	■	■	■	■	■	■	■	■	■
Reptiles			■	■	■	■	■	■	■			
Water Voles			■	■	■	■	■	■	■	■		
Habitats/Vegetation	■	■	■	■	■	■	■	■	■	■	■	■

Points to note regarding surveys are as follows:

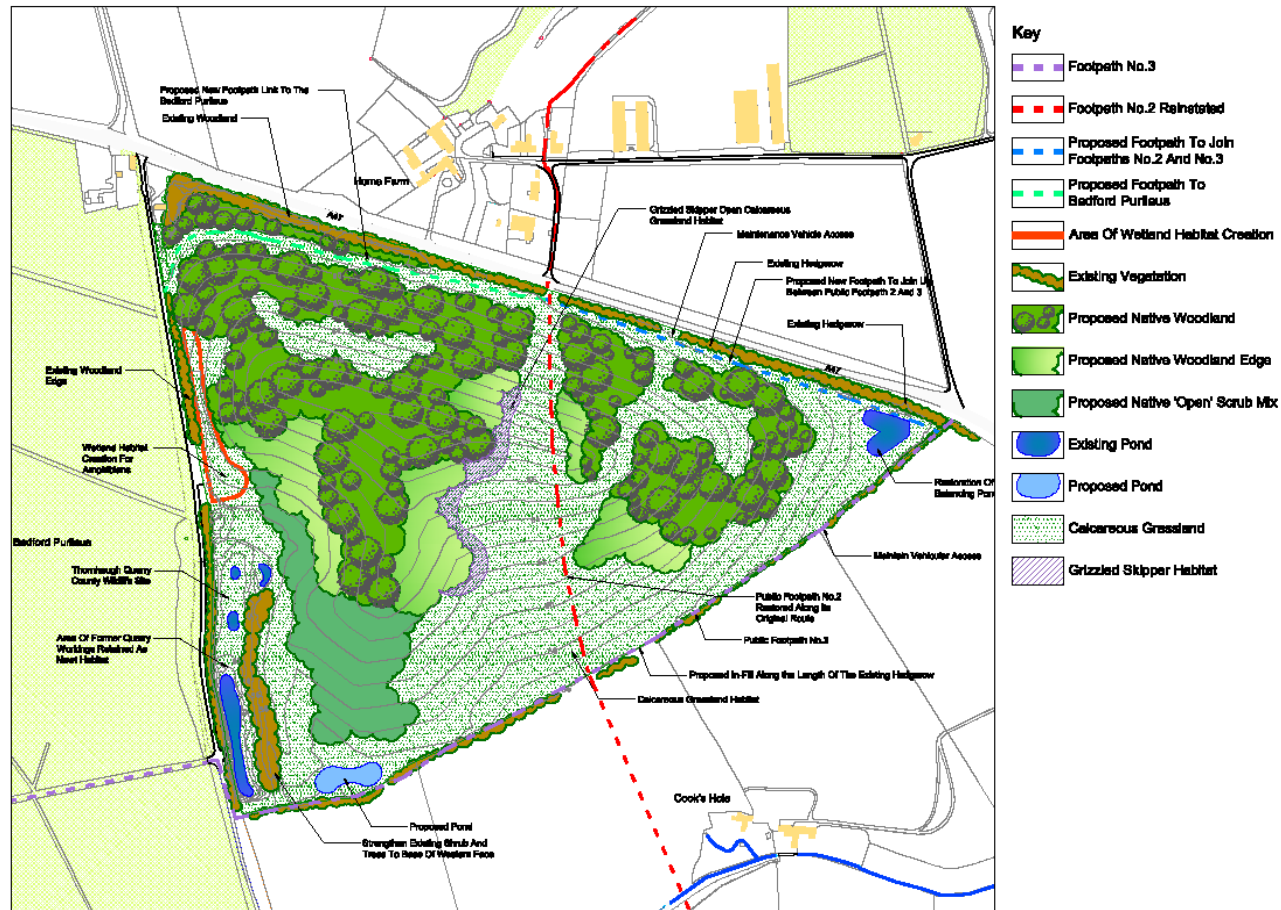
- For certain species and habitats surveys can be carried out at any time of year, but for other species, particular times of year are required to give the most reliable results, as indicated in Figure B.
- Surveys conducted outside of optimal times (Figure 1) may be unreliable. For certain species (e.g. great crested newt) surveys over the winter period are unlikely to yield any useful information. Negative results gained outside the optimal period should not be interpreted as absence of a species and further survey work maybe required during the optimal survey season. This is especially important where existing surveys and records show the species has been found previously on site or in the surrounding area. An application may not be valid until survey information is gathered from an optimum time of year.

- Species surveys are also very weather dependent so it may be necessary to delay a survey or to carry out more than one survey if the weather is not suitable, e.g. heavy rain is not good for surveying for otters, as it washes away their spraint (droppings). Likewise bat surveys carried out in wet or cold weather may not yield accurate results.
- Absence of evidence of a species does not necessarily mean that the species is not there, nor that its habitat is not protected (e.g. a bat roost used in the summer is protected during the winter whether any bats are present or not).



Appendix 5: Best Practice Case Studies

Case Study 1 - Thornhaugh 1 Quarry: This site is located within the John Clare Country GI focus area and lies adjacent to Bedford Purlieus National Nature Reserve. The restoration scheme involves the creation of a significant area of calcareous grassland, native woodland and scrub planting and creation of new ponds which support a large great crested newt population.



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Case Study 2 - Eyebury Quarry: Located in the Fens area east of Peterborough, the restoration scheme has involved the creation of new wetland habitats strategically positioned alongside the Cat's Water Drain County Wildlife Site, thereby helping to buffer and extend existing habitats. By establishing new ponds and ditches at an early stage, habitats have become sufficiently well established to enable protected species including great crested newts and water voles to be trans-located from areas planned for in-filling. Through careful management and long-term monitoring, the new habitats are now of County Wildlife Site standard themselves.



Case Study 3 - Great Haddon: Located in the South Peterborough Green Parks area, this major urban extension proposes the provision of over 40% green space, excluding surface water features and a restricted access habitat buffer to Orton Pit SAC. The mixture of semi-natural habitat creation, informal parkland open space and avenue street tree planting helps to deliver effective habitat connectivity for wildlife and accessible natural green spaces for people, whilst ensuring impacts to the SAC are sufficiently addressed through careful site design and mitigation measures.



CABINET	AGENDA ITEM No. 10
17 JUNE 2019	PUBLIC REPORT

Report of:	Dave Anderson - Interim Development Director	
Cabinet Member(s) responsible:	Cllr Peter Hiller Cabinet Member for Strategic Planning and Commercial Strategy and Investments	
Contact Officer(s):	Richard Kay - Head of Sustainable Growth Strategy Gemma Wildman – Principal Planner, Housing and Strategic Planning Team	Tel. 863824

PETERBOROUGH LOCAL PLAN DEVELOPMENT PLAN DOCUMENT (VERSION FOR ADOPTION)

R E C O M M E N D A T I O N S	
FROM: Dave Anderson - Interim Development Director	Deadline date: Council 24 July 2019
<p>1. That Cabinet notes the conclusions of the independent Inspector who was appointed to examine the council’s submitted Peterborough Local Plan.</p> <p>2. That Cabinet recommends to Council the adoption of the Peterborough Local Plan, incorporating modifications as recommended by the Inspector (‘Main Modifications’) and other minor editorial modifications (‘Additional Modifications’).</p> <p>3. That Cabinet notes that should Council adopt the Local Plan, the following council documents are revoked and must not be used for decision making:</p> <ul style="list-style-type: none"> ● Core Strategy DPD (2011), ● Site Allocations DPD (2012), ● Planning Policies DPD (2012) and ● City Centre DPD (2014). <p>4. Subject to recommendation 2, that Cabinet recommends that Council endorses the updated ‘Policies Map’ in line with draft maps provided via this agenda report, in order to reflect the policies of the new Local Plan, and the deletion of policies from the above listed revoked documents.</p>	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following Council’s decision on 13 December 2017 to approve the Peterborough Local Plan (Proposed Submission Version) for the purposes of public consultation and submission to the Secretary of State. Such consultation has taken place and the Local Plan was submitted to the Secretary of State 26 March 2018. Subsequently, an independent Planning Inspector appointed by the Secretary of State has carried out a public examination into the document. The Inspector has sent her report to the council setting out her conclusions on the Plan.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to set out the recommendations made by the Independent Inspector and subsequently, seek Cabinet’s approval to recommend the Local Plan to Council for adoption.

- 4.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, to take collective responsibility for the delivery of all strategic executive functions within the council's Major Policy and Budget Framework and lead the council's overall improvement programmes to deliver excellent services.

3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	YES	If yes, date for Cabinet meeting	10 June 2019
Date for relevant Council meeting	24 July 2019	Date for submission to Government Dept. <i>(Please specify which Government Dept.)</i>	N/A

4. **BACKGROUND AND KEY ISSUES: PETERBOROUGH LOCAL PLAN – THE INSPECTOR'S REPORT AND THE LOCAL PLAN RECOMMENDED FOR ADOPTION**

Introduction

- 4.1 The preparation of the Peterborough Local Plan has reached its final stage. Following considerable public consultation over the last few years, we have now reached the stage where Council has to decide whether to adopt the Local Plan as part of its major policy framework.
- 4.2 Cabinet will recall that on 20 November 2017, the 'submission' version was considered before subsequently being approved by Council on 13 December 2017. That approval set in motion two key events:
- (i) the issuing of the Local Plan for its final public consultation stage (January-February 2018); and
 - (ii) the 'examination' of the Local Plan by an Independent Inspector appointed by the Secretary of State (Stage 1 August 2018 and Stage 2 October/November 2018), and the subsequent publication of an 'Inspector's Report' (dated April 2019, published May 2019) setting out her recommendations for modifications to the Local Plan.

Content of The Local Plan

- 4.3 Before coming to the Inspector's findings and recommendations, Cabinet may wish to remind themselves as to the purpose, content and status of the Peterborough Local Plan. If adopted, it will become part of the statutory development plan, and, as such, will be part of the council's major policy framework. It will replace the adopted:
- Core Strategy DPD (2011),
 - Site Allocations DPD (2012),
 - Planning Policies DPD (2012) and
 - City Centre DPD (2014).

- 4.4 The Local Plan sets out the council's long-term vision and objectives for the city and surrounding villages. It sets out the policies and proposals for growth and regeneration until 2036.

The Inspector's Role and the Inspector's Report

- 4.5 Government regulations stipulate that an Inspector must be appointed by the Secretary of State to undertake an 'examination' of a proposed Local Plan, and consider all relevant comments and objections that have been made. The Inspector holds a 'hearing' session as part of the examination process. The Inspector then subsequently issues an 'Inspector's Report', which must state either:
- (i) That the Local Plan is 'unsound', and that it is impossible for changes to be made to it to make it 'sound'; under this scenario the Council is not permitted to adopt the Local Plan; or

- (ii) That the Local Plan is 'sound' as submitted, or 'sound' provided that certain modifications as recommended by the Inspector are made to it before it is adopted.

4.6 We are very pleased to report that the Inspector, Ms Louise Crosby, has found our Local Plan 'sound' (subject to certain modifications) and, in effect, has given permission to the Council to adopt it provided her recommended modifications are incorporated into the final adopted version. Her full report is attached at Appendix A. This includes a list of all modifications she deems necessary for the Plan to be 'sound'.

4.7 The Inspector concludes that the submitted Local Plan provides an appropriate strategy and basis for the planning of the City to 2036, provided that a number of modifications are made to it. The modifications of consequence can be summarised as follows:

- Updating of housing tables/numbers because of various changes, including not providing for housing in Fenland and East Cambridgeshire, and updated completion figures.
- Amend policies and text relating to car parking standards for consistency reasons.
- Changes to policy and text relation to the historic environment.
- Changes to policy in relation to biodiversity and geological conservation.
- Necessary changes arising from the findings of the Habitats Regulation Assessment.
- A range of other alterations to the plan's policies and supporting text in order to ensure that the plan is positively-prepared, justified, effective and consistent with national policy.

4.8 Overall, in the opinion of officers, the scale and degree of modifications required is relatively small (much smaller than is ordinarily the case, nationally) and do not go to the heart of the Plan as submitted for examination. In short, the overall thrust of the Plan is unaltered. This is excellent news, and the Council as a whole should be very pleased with this outcome.

4.9 It is important to note that, in accordance with regulations, the recommended modifications in the Inspector's Report are, in effect, 'binding' on the council. This means that the council cannot 'pick and choose' which of her modifications to accept or reject; it must accept them all (if the council wishes to adopt the Local Plan) or, indirectly, reject them all (and, thus, not adopt the Local Plan).

Adoption of the Peterborough Local Plan

4.10 Cabinet must decide whether to recommend to Council the adoption of the Peterborough Local Plan. Attached at Appendix B is the version which Cabinet is asked to recommend to Council. This version incorporates all of the recommended modifications made by the Inspector. It also includes a number of minor changes (legally known as 'additional modifications') which do not affect the soundness of the document, and which the council is permitted to make under provisions introduced by the Localism Act 2011. Appendix C contains such minor 'additional modifications'.

4.11 An updated Policies Map will also be published should Council adopt the Local Plan (a draft of which can be viewed at:

<https://peterborough.maps.arcgis.com/apps/webappviewer/index.html?id=efc4f9dd9744410d989c4e807996c69d>).

The legislative basis for the Policies Map is somewhat complicated, and it is not actually part of the Local Plan to be adopted (nor was it formally examined by the Inspector). However, as is legally required, it shows geographically a representation of the policies in the Local Plan (and policies within other legally prescribed documents), such as the precise location of all the future housing and employment sites as well as land safeguarded for other uses. Cabinet and Council are not asked to formally 'adopt' the Policies Map as a static document, because it is a live

document subject to change for a variety of reasons (for example, when a Neighbourhood Plan is adopted). The recommendations as set out are written in a way to reflect the subtle difference between the adopting of the Local Plan and the updating of the Policies Map.

- 4.12 Overall, in terms of the Local Plan, and to be absolutely clear on this matter, Cabinet (and then Council) can only support or reject the version as at Appendix B (other than any very minor changes, such as typographical corrections).
- 4.13 If Council agree the Local Plan as per Appendix B, then the document is 'adopted' and comes into effect immediately.
- 4.14 If Council does not agree the Local Plan as per Appendix B (subject to minor corrections), then, in accordance with the regulations, it is not obliged to adopt it. Under this scenario, the council would need in due course to re-commence the preparation of a new Local Plan, following the same cycle of extensive data collection, site appraisal, consultation and examination as before (and which typically takes three to four years).

5. CONSULTATION

- 5.1 Extensive consultation, over many years, with the public and a wide variety of other stakeholders has taken place. Emerging drafts have also been considered by various, Scrutiny Committee, Cabinet and Council meetings. The Inspector was satisfied that we had undertaken appropriate, and legally required, consultation throughout.
- 5.2 There is no opportunity for further consultation or comment on the document.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that Cabinet will recommend to Council that Local Plan, as amended as a result of the Inspector's recommended modifications, be adopted. By adopting a new Local Plan, the council will have a robust, up to date policy document for making decisions on planning matters, steering sustainable growth to the right locations. An up to date Local Plan also provides certainty and clarity for developers, which should result in greater investment in the district.

7. REASON FOR THE RECOMMENDATION

- 7.1 As outlined in the report, Council only has two options available to it; either adopt the document with the modifications or not adopt the document. The former is recommended, as it is a statutory duty to prepare Local Plan, and, in adopting it, Peterborough will have a clear and robust policy document setting out its vision, objectives for the city.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The option of not adopting the Local Plan is not recommended, because in doing so the council could reduce potential investment in Peterborough, including fewer new jobs and homes. If the Local Plan is not adopted the council will be in a position going forward where it will be at risk of being unable to robustly defend its supply of housing sites, and could be subject to speculative applications (especially in and around villages) and challenges at appeal.

9. IMPLICATIONS

- 9.1 The Local Plan will have implications for all sectors of society and all wards and parishes of the local authority area. The process of sustainability appraisal, based on social, economic and environmental criteria, ensures that all potential implications are taken into account in a systematic way.

Financial Implications

- 9.2 There are no immediate financial implications flowing from the adoption of the Local Plan, though it is worth noting that the successful and smooth running of the examination (and the relatively limited modifications arising is a demonstration of this point) has meant that the costs of the examination has been achieved under budget (this favourable position being accounted for in 2018/19 accounts).

Legal Implications

- 9.3 On adoption, the council must consider all relevant planning applications against the policies in the Local Plan. It should be noted that, whilst the risk is low, there is a short window post adoption whereby an aggrieved party could legally challenge the adoption of the Local Plan. Should this occur, officers will communicate with Members as appropriate. Looking to the future, the council must legally review the Plan within 5 years of adoption. Options for the timing and content of such a review will be subject to future reports to Cabinet as and when deemed necessary.

Equalities Implications

- 9.4 The Local Plan has been subject to an Equality Impact Assessment.

10. BACKGROUND DOCUMENTS

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

10.1

11. APPENDICES

- 11.1 Appendix A – Inspector’s Report including Main Modifications
Appendix B - Adoption version of the Local Plan
Appendix C - List of Minor Modifications

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Report to Peterborough City Council

by Louise Crosby MA MRTPI

an Inspector appointed by the Secretary of State

Date: 16 April 2019

Planning and Compulsory Purchase Act 2004

(as amended)

Section 20

Report on the Examination of the Peterborough Local Plan

The Plan was submitted for examination on 26 March 2018

The examination hearings were held between 7 August and 21 November 2018

File Ref: PINS/J0405/429/9

Abbreviations used in this report

DPA	Dwelling per annum
HMA	Housing Market Area
HRA	Habitats Regulations Assessment
LP	Local Plan
LHN	Local Housing Need
MM	Main Modification
MoC	Memorandum of Co-operation
NPPF	National Planning Policy Framework
OAN	Objectively assessed need
PPG	Planning Practice Guidance
PPTS	Planning Policy for Traveller Sites
SA	Sustainability Appraisal
SCI	Statement of Community Involvement
SHMA	Strategic Housing Market Assessment
SHNA	Student Housing Needs Assessment

Non-Technical Summary

This report concludes that the Peterborough Local Plan provides an appropriate basis for the planning of the City, provided that a number of main modifications [MMs] are made to it. Peterborough City Council has specifically requested me to recommend any MMs necessary to enable the Plan to be adopted.

The MMs all concern matters that were discussed at the examination hearings. Following the hearings, the Council prepared schedules of the proposed modifications and carried out sustainability appraisal of them. The MMs were subject to public consultation over a six-week period. In some cases, I have amended their detailed wording where necessary.

The Main Modifications can be summarised as follows:

- Updating of housing tables/numbers because of various changes, including not providing for housing in Fenland and East Cambridgeshire and updated completion figures.
- Amend policies and text relating to car parking standards for consistency reasons.
- Changes to policy and text relation to the historic environment.
- Changes to policy in relation to biodiversity and geological conservation.
- Necessary changes arising from the findings of the Habitats Regulation Assessment.
- A range of other alterations to the plan's policies and supporting text in order to ensure that the plan is positively-prepared, justified, effective and consistent with national policy.

Introduction

1. This report contains my assessment of the Peterborough Local Plan in terms of Section 20(5) of the Planning & Compulsory Purchase Act 2004 (as amended). It considers first whether the Plan's preparation has complied with the duty to co-operate. It then considers whether the Plan is sound and whether it is compliant with the legal requirements. The National Planning Policy Framework 2012 (paragraph 182) makes it clear that in order to be sound, a Local Plan should be positively prepared, justified, effective and consistent with national policy. The revised National Planning Policy Framework was published in July 2018 and updated in February 2019. They include a transitional arrangement in paragraph 214 whereby, for the purpose of examining this Plan, the policies in the 2012 Framework will apply. Unless stated otherwise, references in this report are to the 2012 Framework.
2. The starting point for the examination is the assumption that the local planning authority has submitted what it considers to be a sound plan. The Peterborough Local Plan submitted in March 2018 is the basis for my examination. It is the same document as was published for consultation in January 2018.

Main Modifications

3. In accordance with section 20(7C) of the 2004 Act the Council requested that I should recommend any main modifications [MMs] necessary to rectify matters that make the Plan unsound and/or not legally compliant and thus incapable of being adopted. My report explains why the recommended MMs, all of which relate to matters that were discussed at the examination hearing(s), are necessary. The MMs are referenced in bold in the report in the form MM1, MM2, MM3 etc, and are set out in full in the Appendix.
4. Following the examination hearings, the Council prepared a schedule of proposed MMs and carried out sustainability appraisal of them. The MM schedule was subject to public consultation for six weeks. I have taken account of the consultation responses in coming to my conclusions in this report and in this light, I have made some amendments to the detailed wording of the main modification. None of the amendments significantly alters the content of the modifications as published for consultation or undermines the participatory processes and sustainability appraisal that has been undertaken. Where necessary I have highlighted these amendments in the report.

Policies Map

5. The Council must maintain an adopted policies map which illustrates geographically the application of the policies in the adopted development plan. When submitting a local plan for examination, the Council is required to provide a submission policies map showing the changes to the adopted policies map that would result from the proposals in the submitted local plan. In this case, the submission policies map comprises the set of plans identified as the Policies Map as set out in Peterborough Local Plan.
6. The policies map is not defined in statute as a development plan document and so I do not have the power to recommend main modifications to it.

However, a number of the published MMs to the Plan's policies require further corresponding changes to be made to the policies map.

7. These further changes to the policies map were published for consultation alongside the MMs (see following link) - https://drive.google.com/file/d/1hGZU3Tv1J_xPcE5Uqz6AEuYn5L7bRWIf/view
8. When the Plan is adopted, in order to comply with the legislation and give effect to the Plan's policies, the Council will need to update the adopted policies map to include all the changes proposed in Peterborough Local Plan and the further changes published alongside the MMs.

Assessment of Duty to Co-operate

9. Section 20(5)(c) of the 2004 Act requires that I consider whether the Council has complied with any duty imposed on it by section 33A in respect of the Plan's preparation.
10. The Council describes this in its Duty to Cooperate Statement. This describes the activities that it has undertaken with other bodies in order to maximise the effectiveness of Plan preparation. This includes a joint SHMA with South Holland, South Kesteven and Rutland Councils. Work has also taken place with East Northamptonshire Council which is a neighbouring authority but falls outside of the Cambridge HMA and Peterborough HMA, Boston District Council, Fenland District Council, Huntingdonshire District Council and North Northamptonshire Joint Planning Unit (includes Corby, Wellingborough, Kettering and East Northamptonshire Councils). The Council have also worked with bordering County Councils, Lincolnshire, Cambridgeshire, Northamptonshire and Rutland.
11. The 'other prescribed bodies' with whom consultation has taken place are the Environment Agency, Historic England, Natural England, Homes and Communities Agency, NHS Cambridgeshire and Peterborough Clinical Commissioning Group, National Health Service England, Office of Road and Rail, Highways England, Marine Management Organisation and Cambridgeshire and Peterborough Combined Authority (the Integrated Transport Authority).
12. Work has also taken place with The Greater Cambridge Greater Peterborough Local Enterprise Partnership and Natural Cambridgeshire Local Nature Partnership.
13. In 2013, Cambridgeshire authorities, including Peterborough, signed a memorandum of cooperation (MoC) to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need (2,500 dwellings) arising in the Cambridge Sub Region Housing Market Area (this includes areas close to Peterborough such as Yaxley and Whittlesey). Whilst this collaborative approach was undertaken as part of the requirements of the duty to cooperate and was endorsed by Inspectors examining Fenland's Plan in April 2014 and East Cambridgeshire's Plan in March 2015, the apportionment of this need to Peterborough was not done because those areas could not meet their own housing needs, but for strategic planning reasons instead. I shall return to this matter again in dealing with housing requirement later in my report.

14. Overall, I am satisfied that where necessary the Council has engaged constructively, actively and on an on-going basis in the preparation of the Plan and that the duty to co-operate has therefore been met.

Legal Compliance

Habitats Regulations Assessment

15. I shall deal with this matter here as it relates to some modifications I discuss in my report. Other matters of legal compliance are dealt with towards the end of my report.
16. The Habitat Regulations Assessment (HRA) assesses the impacts of the Plan, alone or in combination with other plans or projects, against the conservation objectives of relevant Natura 2000 sites, to determine whether it would adversely affect the integrity of these sites. It assesses internationally designated sites (Ramsar sites, Special Protection Areas (SPAs) and Special Areas of Conservation (SAC). It also considers national sites, so Sites of Special Scientific Interest (SSSI) and National Nature Reserves (NNR) as well as local sites.
17. It follows the stages of HRA with evidence gathering, assessing likely significant effects, conservation objectives of each protected site, and then proposes mitigation for any adverse effects. Appropriate Assessment has been carried out too. In essence, the Appropriate Assessment concludes that the Local Plan can be considered compliant with the Habitats Regulations and will not result in any likely significant adverse effects on the integrity of Orton Pit SAC, Barnack Hills and Holes SAC or the Nene Washes SAC, SPA and Ramsar site, either alone or in-combination with other plans and projects, provided that the recommendations and additional mitigation measures set out in the HRA are incorporated into the Local Plan. These are dealt with in more detail below, where they necessitate main modifications.

Assessment of Soundness

Main Issues

18. Taking account of all the representations, the written evidence and the discussions that took place at the examination hearings I have identified a number of main issues upon which the soundness of the Plan depends. Under these headings my report deals with the main matters of soundness rather than responding to every point raised by representors.

Issue 1 – Whether or not the identified housing requirement figure is soundly based

19. The Plan was submitted prior to 24 January 2019 and therefore falls to be considered against policies in the 2012 NPPF. Nevertheless, the Council have chosen to use the Local Housing Need (LHN) figure of 18,840 (942dpa) for the period 2016-2036, based on the formula provided by the Government in September 2017, in the consultation document 'Planning for the right homes in the right places'.

20. In relation to assessing housing need Planning Practice Guidance (reference 2a-005-20140306 as superseded by more recent guidance, but relevant to this examination) says "There is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need. But the use of this standard methodology set out in this guidance is strongly recommended because it will ensure that the assessment findings are transparently prepared. Local planning authorities may consider departing from the methodology, but they should explain why their particular local circumstances have led them to adopt a different approach where this is the case. The assessment should be thorough but proportionate, building where possible on existing information sources outlined within the guidance".
21. The Council has opted to use the standard method (LHN figure) on the basis that this is the direction of travel in terms of national policy and the following local circumstances. The Plan does make reference to the OAN derived from the July 2014 SHMA as this was the basis of the housing target of 25,125 homes for the period 2011 to 2036 (1,005dpa) in previous draft versions of the Plan. This was based on the ONS mid-year population estimates for mid-2012. As part of the evidence base for the examination this figure was updated to 24,525 (981dpa) to reflect the 2017 updated SHMA, which was based on 2014 based household projections, the same as the standard method. This figure includes upward adjustments from the demographic baseline as required to be considered under NPPF 2012 and the associated PPG methodology. Based on the most recent ONS population forecast (2016 based) this would be likely to come down further.
22. On this basis and the widely accepted point that an OAN figure is not an exact science in any event I find that using the LHN figure as a starting point and thus a different methodology is acceptable and consistent with the PPG as referenced above. This is particularly so given the LHN figure and the latest 2017 SHMA figures are based on the same household projections and yield comparative results. Also, several representors came up with slightly different figures but in the same ball park area. The most recent planning practice guidance in relation to assessing housing need explores when a higher figure than the LHN standard method needs to be considered. Because I find the LHN method is an acceptable starting point, I shall consider those areas of the more recent guidance that are relevant to this plan.
23. The PPG states that "the standard method for assessing local housing need provides the minimum starting point in determining the number of homes needed in an area. It does not attempt to predict the impact that future government policies, changing economic circumstances or other factors might have on demographic behaviour. Therefore, there will be circumstances where actual housing need may be higher than the figure identified by the standard method".
24. Such circumstances it explains include where additional growth above historic trends is likely to or is planned to occur over the plan period, an appropriate uplift may be considered. This will be an uplift to identify housing need specifically and should be undertaken prior to and separate from considering how much of this need can be accommodated in a housing requirement figure. Circumstances where this may be appropriate include but are not limited to: where growth strategies are in place, particularly where those growth

strategies identify that additional housing above historic trends is needed to support growth or funding is in place to promote and facilitate growth (e.g. Housing Deals).

25. While there is a devolution deal in place between the Government and several local authorities, including Peterborough, this is very recent and so will be factored into the next round of Plans. The Combined Authority is made up of representatives from a number of 7 local authorities in Peterborough and Cambridgeshire and a Business Board and has an elected Mayor. The key ambitions are to double the size of the local economy; accelerate house building rates to meet local and UK need; deliver outstanding and much needed connectivity in terms of transport and digital links; provide the UK's most technically skilled workforce; transform public service delivery to be much more seamless and responsive to local need; grow international recognition for our knowledge based economy; and improve the quality of life by tackling areas suffering from deprivation. The Combined Authority has raised no objections to the Plan.
26. Consideration also needs to be given to previous delivery levels. So where previous delivery has exceeded the minimum need identified it should be considered whether the level of delivery is indicative of greater housing need. In Peterborough previous delivery levels are similar to those proposed in the Plan and do not point to a need to increase the LHN figure.
27. Finally, recent assessments of need, such as a Strategic Housing Market Assessments (SHMA) need to be considered. As set out above the 2017 SHMA based OAN figure is 981 dpa, derived from DCLG-2014 based household projections. If the OAN was updated to take of the more recent, ONS 2016 based household projections it would fall below 900dpa. Various other figures were put to me by representors at the hearing sessions, as set out above, but the majority were very similar to the Council's OAN figure. The small difference between the LHN figure and the OAN figure does not indicate a need to uplift the LHN figure either. Overall, having taken all the above into account I find the LHN figure of 942dpa to be a sound one.
28. The Plan also allocates land to meet future student housing need identified through a Student Housing Need Assessment (May 2017) (SHNA). The increase in demand will arise from the creation of an independent campus-based university which is expected to have an undergraduate population of 12,500 students by 2035. The SHNA concluded that there would be a need for an additional 40 dwellings per year over the period of 1 April 2021 to 31 March 2036. This increases the total housing need over the plan period by 600 dwellings. This is added to the LHN figure to give a total dwelling requirement of 19,440, over the Plan period. Since the student housing need is not required until later in the Plan period (2021 onwards), the Plan provides a table showing the staggered total housing requirement.
29. The Plan also allocates land to meet the MoC obligation I refer to above in my duty to cooperate section. This is included in its housing requirement figures. East Cambridgeshire produced a Plan along the same lines i.e. Peterborough would provide for some of its housing need and submitted it for examination at a similar time to this Plan. However, that Plan has recently been withdrawn from examination.

30. In terms of Fenland, their Plan was adopted in 2014 and so given that Plans now should be reviewed every 5 years to assess whether they need updating (paragraph 33 of NPPF 2019), that exercise will need to be carried out very shortly. Similarly, East Cambridgeshire's Plan was adopted in April 2015 and so should be reviewed within the next year. These reviews will need to take account of changing circumstances affecting the area, or any relevant changes in national policy. There was no indication when the MoC was drawn up that Fenland and East Cambridgeshire could not meet their own housing needs and that continues to be the case. Moreover, the 2019 National Planning Policy Framework (NPPF) says that "local planning authorities should identify and update annually a supply of specific deliverable sites sufficient to provide a minimum of five years' worth of housing against their housing requirement set out in adopted strategic policies, or against their local housing need where the strategic policies are more than 5 years old, unless the strategic policies have been reviewed and found not to require updating".
31. Taking all of the above into account I find that following the terms of the MoC would not be sound. Therefore, Peterborough should only seek to meet its own housing needs and as part of the review process set out above, both Fenland and East Cambridgeshire Councils will need to have regard to the fact that Peterborough will no longer be meeting any of their housing need. At this point both may be required to provide a minimum of five years' worth of housing against their local housing need figure which would result in some double counting if Peterborough were also providing for some of the need. Some main modifications are required to the Plan to take account of this change.
32. Given my finding that this Plan should not be making provision for this, modifications to figures and text in the Plan are needed. These and other consequential changes and updating to take account of recent housing monitoring data are dealt with by **MMs2 & 13** which are necessary for the Plan to be justified and effective.

Conclusion on housing requirement figure

33. Establishing the future need for housing is not an exact science and there is no one methodological approach or use of a particular dataset(s) that will provide a definitive assessment of development need. Reaching a housing requirement figure requires some reasoned judgements to be made. In my view the Council has followed the approach set out in Government guidance. As such, I find that the total housing requirement figure of 19,440 for the period 2016 to 2036 to be justified, and I recommend modifications accordingly to adjust the Plan to that effect (**MM2**).

Issue 2 - Whether the Plan makes appropriate provision to meet the objectively assessed need for housing

34. In the 2 years since 2016 (the start of the Plan period) 1,970 homes have been completed. At 31 March 2018 there were 7,961 dwellings with planning permission (commitments which will contribute to supply), giving a total of 9,931. This leaves a total of 9,509 to be planned for. The Plan identifies allocations which would provide around 11,000 new homes.

35. In seeking to meet this outstanding need through site allocations the Council considered various options. The Evidence Report for policy LP3 'Peterborough Local Plan: A Strategy for Accommodating Growth' (PER03) sets out the evidence base for the strategic distribution of growth for policy LP3. Five spatial options were considered by the Council to identify the most sustainable and deliverable approach to meeting housing need. These options included 1) pro-rata distribution; 2) urban area/extension focused (Core Strategy carry over); 3) village extension focused; 4) a free-standing new settlement; and 5) small site focussed development.
36. All options were also assessed through the Sustainability Appraisal. The report concludes that, in principle, the preferred option is Strategic Option 2, as focusing growth within and adjoining the urban area would make the most of existing infrastructure and result in greater levels of sustainable travel. This option, however, would also allow for some growth in the rural area to support local communities and facilities, in line with the NPPF. Nevertheless, whilst this option may have 'scored' the best in terms of sustainability, the report also looked at whether this option is deliverable.
37. The Council sought to identify availability and deliverability of sites to meet the preferred growth option. As a result of this work the report concludes that option 2 remains the most sustainable and appropriate option. This option would see most new residential development focussed in the urban area around Peterborough and urban extensions, which is akin to the strategy in the Council's existing Core Strategy. This option would make the most of existing infrastructure found in the city and would lead to the greater level of sustainable travel. Whilst the option allows for a limited amount of growth in villages, in line with NPPF expectations, this is less than the existing population distribution sets out for sustainability reasons.
38. Whilst earlier versions of the Plan relied on a new settlement approach this was because of the need to accommodate higher levels of housing growth. A new settlement approach, the Council's evidence suggests, would be a less sustainable option than that which is now proposed which makes use of existing infrastructure and would place housing closer to existing services and facilities.

Conclusion on whether the Plan makes appropriate provision to meet the objectively assessed need for housing

39. I am satisfied that the Plan makes appropriate provision to meet the identified housing requirement for housing. Moreover, there is a sufficient buffer in allocated housing land to provide flexibility and choice. I shall return to the matter of supply, including 5 year supply, in issue 6 later in my report.

Issue 3 – Whether the distribution of housing is justified, effective and consistent with national policy

40. Policy LP2 of the Plan sets out the settlement hierarchy for the district and the basis for the overall distribution of growth. In Peterborough there are a number of settlements ranging in size from the city of Peterborough itself to small villages, hamlets and individual, isolated dwellings. One of the key

characteristics of the local authority area is that it is dominated by the city, with no other settlements larger than 4,500 people, such as market towns.

41. The Plan makes provision for housing growth in a variety of locations, but with a distinct emphasis on places within and around the urban area of the city including large-scale urban extensions. These are the most sustainable areas and allow for the maximum re-use of previously developed land. Growth in urban extensions will account for around 59% of the total planned growth, 27% in the urban area of Peterborough, 5% in the villages and it is estimated that around 9% will come from windfall sites. In accordance with the NPPF the Plan seeks to strictly control new residential development in the countryside. Policy LP2 needs further explanation to be justified and effective and is dealt with by **MM1**, which introduces some additional wording to the end of the policy. However, the policy does not take account of the fact that there are made neighbourhood plans that support new dwellings outside of development limits in certain circumstances and therefore I have amended the modification to make it more flexible and take account of this.

Conclusion on distribution of housing

42. Having regard to the above and my findings below in relation to the allocation of sites, I find that the distribution of housing is appropriate subject to the main modification which is necessary for soundness.

Issue 4 – Whether the Plan appropriately identifies the overall level of affordable housing need and makes appropriate provision to meet it

43. Given that the Council are using the LHN figure as the basis for their housing target there is no need to consider whether an uplift is needed to potentially increase the supply of affordable housing as the LHN figure has a local affordability ratio built into the calculation.
44. The 2017 SHMA update identifies a need for 559 affordable homes per annum (net figure). The Council's 2017 Monitoring Report shows that around 30% of housing completions have been affordable housing. The Council's viability evidence shows that a requirement for developers to provide 50% affordable housing, which would be closer to the identified need, would not be viable but concludes that overall a 30% requirement would be. Accordingly, Policy LP8 requires development proposals of 15 or more dwellings to provide 30% affordable housing. The requirement is for on-site provision unless there are exceptional circumstances for it to be provided off-site or through a commuted sum.
45. The policy also, rightly seeks to ensure that developments do not take place in a piecemeal fashion to avoid the provision of affordable housing.

Conclusion on affordable housing provision

46. Overall, whilst a requirement for 30% affordable housing will not meet the identified need for affordable homes, a higher requirement would be likely to render most development unviable and therefore even less market and affordable homes would be built. I am satisfied that the Plan appropriately identifies the overall level of affordable housing need and then, taking into

account the findings of the viability study seeks through Policy LP8 to provide for as much of it as possible.

Issue 5 – Whether the proposed site allocations are justified, effective and consistent with national planning policy

47. Policies LP35, LP37, LP39, LP41, LP42, LP46,LP47,LP49, LP50, LP51 and LP52 are not clear at present that the indicative number of dwellings shown excludes those already built and accounted for, but this is remedied by **MMs14, 15, 16, 17, 19, 23, 24, 25, 26, 27 & 28** which also update the figures so that the Plan is as up to date as possible on adoption, is justified and effective.

Urban Extensions - Policies LP35 & LP36

48. Within Peterborough there are currently 3 urban extensions which are under construction (Hampton, Stanground South and Paston Reserve). The Plan identifies 7 urban extensions with a total capacity of 15,193 dwellings (to 2036). In addition to those already mentioned there is Great Haddon which at 31 March 2018 was permitted subject to a legal agreement. Norwood which is allocated in the Plan for 2000 homes and is also allocated in the adopted core strategy. Gateway Peterborough has outline planning permission for 610 homes (at 31 March 2018) and East of England Showground site does not have planning permission but is allocated in the Plan to deliver 650 homes. As set out above the urban extensions are expected to deliver the largest proportion of homes (13,132) over the remaining plan period in these areas.
49. The Plan is justified in placing reliance on these urban extensions given that some of them are already delivering housing and they have the necessary infrastructure in place to carry on delivering. Also, 2 others have planning permission. Moreover, the risk is spread over several urban extensions which are being developed by different companies.
50. Policy LP36 is a specific policy relating to one of the new urban extensions which will be on part of the East of England Showground and as well as providing around 650 dwellings may also provide new conference facilities and employment related development.
51. Policy LP5 is an overarching strategic policy providing the design principles for all new urban extensions. They are defined as being 500 dwellings or more. The policy seeks to ensure that these areas are developed in a truly sustainable manner with a full range of housing, employment areas and a range of services and facilities, but also integrated with the existing communities of Peterborough.

Urban Area Allocations – Policy LP37

52. The Plan allocates a significant number of urban area allocations which vary greatly in scale. The 35 different sites will yield between 10 and 460 dwellings. One of the large sites (350 dwellings), Fengate South, has its own specific policy (LP38) as it is in a sensitive location in terms of, among other things, flood risk and biodiversity.

City Centre – Policies LP46 – LP52

53. There are 7 separate policy areas within the city centre and each area has its own policy. In many instances the policies identify 'opportunity areas'. These are large areas of underused or vacant land that have the potential for comprehensive redevelopment. All the specific policy areas identify the sites for residential development that collectively would yield approximately 2350 dwellings.

Large Village Allocations – Policy LP39 & LP40

54. The Plan allocates 9 different sites within large villages. All but one of the sites will yield less than 100 dwellings each, with many yielding far lower numbers. The largest site is expected to deliver around 250 homes and this site is in Eye. The development of this site will be more complex and so has its own policy (LP40).

Medium Village Allocations – Policy LP41

55. Within the medium sized villages there are 6 allocated sites, ranging in size with the smallest expected to yield 13 dwellings and largest around 190. One of the larger sites is at Helpston. This is expected to yield around 82 dwellings. During discussions about this site at the hearings it became evident that it has some constraints and therefore for soundness reasons a specific policy setting these out and the expectations of the developer is necessary. This is remedied by a main modification (**MM18**) which introduces a specific policy for this site that requires a comprehensive masterplan to cover open space and landscaping; information about education facilities and whether there is a need to expand the school into the appeal site and a high level of engagement with stakeholders; and a transport assessment. The policy also requires a comprehensive planning permission for the whole site. However, the site is not in one ownership and so such a requirement could frustrate the development of part of the site. The requirement of a masterplan would be sufficient to ensure that development is designed and constructed in a cohesive manner. Consequently, I have modified this policy to remove the requirement for a comprehensive planning permission to be submitted.

Small Village Allocations - Policy LP42

56. There is just one small village allocation and that is for approximately 14 dwellings in Peakirk.

Conclusion on site allocations

57. I find that the site allocations are justified, effective and consistent with national policy.

Issue 6 - Whether at adoption the Plan will ensure a supply of land capable of delivering five years' worth of housing against the LPA's housing requirement, with flexibility to respond to changing circumstances.

58. The Submitted plan (policy LP3) propose to use the so-called Liverpool approach to deal with any previous shortfall, rather than the Sedgefield

approach whereby it would be dealt with over the first 5 years of the Plan period. At present there is no shortfall, indeed there is an 'oversupply' of (86 dwellings) from 2016-2018 measured against the annual requirement since the start of the plan period. On that basis, there is no justification for the Liverpool method to apply, and a modification (**MM2**) is necessary to remove reference to the Liverpool method. In addition, for the following calculation I use the Sedgefield method, this being the most appropriate method at the present time.

59. The 2012 NPPF requires Councils to identify a rolling 5-year supply of deliverable housing sites. It also requires them to have an additional buffer of 5%, or 20% (moved forward from later in the Plan period, depending on the previous level of under delivery), to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.
60. There is no under-supply of housing in Peterborough for the 2-year period 2016-2018. The 2019 NPPF and PPG provide a clear definition of under delivery and now this is the test that will be applied in the Council's planning decision and in appeal cases. This requires a 5% buffer, except where there has been under delivery of housing over the previous 3 years and under delivery is deemed to be delivery below 85% of the housing requirement and then a 20% buffer is required.
61. In Peterborough, over the last 3 years delivery has been at a rate of 91% of the housing target (according to published government data) and 92% (according to the Council's data) over a longer period of 7 years. Taking into account all of this information I conclude that a 5% buffer is appropriate to ensure choice and competition in the market for land is provided.
62. The Council's housing target (as per my modifications) will be set at 19,440 homes in the Plan. The yearly housing requirement differs due to the source of need in different periods because of the student housing need element of the total figure. So, for the period 2016/17 – 2020/21 the annual requirement is 942dpa and for subsequent years 982dpa (student need being 40 dpa). This gives a basic 5 year requirement for 4,790 dwellings for the period 2018 to 2023.
63. The previous oversupply of 86 dwellings results in a 5-year requirement from 2018 to 2023 of 4,704 (4,790-86). When a 5% buffer is added to this a 5-year requirement figure of 4,939 is reached. This is planned for by the Council in their trajectory using their committed supply of deliverable housing sites, those allocated within the Plan identified as being able to deliver housing within the following 5 years and the predicted windfalls (based on past experience).
64. Based on the evidence before me I am content that the Council has been very thorough in their consideration of every site in the trajectory and particularly those in the first 5 years following adoption of the plan, having regard to the likelihood of the sites coming forward, when this will happen and at what rate they will deliver. While concern was expressed by some representors about whether the urban extensions would yield the numbers set out in the housing trajectory, these sites are mostly now already delivering housing and so the

slow lead in times when infrastructure was being delivered have in theory passed. This theory is backed up by statements from developers of the urban extensions.

65. Another expressed concern was about choice and that not everyone will want to live in an urban extension and so this could affect sales which would have a knock on effect on delivery. The urban extensions offer a wide range of house types and designs and services as well as good accessibility which is likely to appeal to a wide range of house buyers. Moreover, the Plan is not purely reliant on these sites, there are a range of other sites, including in villages. In addition, the Plan allocates more housing land than is requirement to just meet its requirement and this will also reduce the risk of supply problems. As such, I have no reason to doubt the trajectory.
66. The Council can demonstrate 6.22 years supply of deliverable housing sites when a 5% buffer is applied and based on the Sedgfield calculation method i.e. dealing with any previous shortfall over first 5 years.

Conclusion on housing land supply

67. To summarise, I am satisfied that the Plan will have a five year supply of housing land on adoption and that it provides sufficient sites and a robust strategy such that it is likely to provide a rolling 5-year supply of deliverable housing land available throughout the Plan period.

Issue 7 – Whether the Plan meets the identified needs of gypsies and travellers and travelling showpeople

68. The Council has an up to date and credible Gypsy and Traveller Accommodation Assessment (GTAA) (2016) which takes account of the 2015 Planning Policy for Travellers Sites PPTS. This covers most of Cambridgeshire, King's Lynn and West Norfolk. The GTAA identifies no additional need for sites in the borough for gypsies and travellers or travelling showpeople. However, the study revealed that it was not possible to determine the status of 47 households as they either refused to be interviewed or were not on site at the time of the fieldwork. It is estimated in the GTAA that the need could range from 0 to 17 pitches but based on evidence gathered nationally about the percentage of gypsies who meet the definition in the 2015 PPTS it is likely to be at the lower end of this spectrum. There are 2 public sites within the district which had a waiting list of zero. Overall, I find that these estimates of need are robust.
69. Given the level of uncertainty and the likelihood that the need, if any, will be low the Council have sought to deal with future need through a development management policy (LP10) that is permissive in nature. I agree that in the circumstances this is the most positive and effective approach to ensuring the needs of gypsies and travellers and travelling showpeople are met.

Conclusion on the needs of gypsies and travellers and travelling showpeople

70. I am satisfied that the Plan will meet the needs of gypsies and travellers and travelling showpeople.

Issue 8 - Whether the Plan sets out a strategy for employment land and retail floorspace which is positively prepared, justified, effective and consistent with national policy

Employment Land

71. The Peterborough Employment Evidence Report (August 2017), which relies on 2016-based forecasts by the East of England Forecast Model, estimates that 76ha of employment land will be required to accommodate the forecast employment growth from 2016-2036 and this is reflected in Policy LP4. It is also estimated that the rate of employment land lost to other uses would be - 2.5ha per annum. Therefore, 50ha would have to be added to the required land to compensate for this loss meaning that around 126ha of employment land would need to be allocated to accommodate the forecast employment growth and loss of land to other uses for 2016-2036 period. The Plan sensibly allocates around 160ha to allow for losses, flexibility and choice.
72. Employment allocations are mainly focussed within the city centre, urban areas (within General Employment Areas and Business Parks), and in urban extensions. Policy LP6 sets out the Council's overarching strategy for the city centre in terms of major new retail, cultural and leisure developments. In line with the strategy I have outlined above this policy promotes the city centre for substantial residential development at a range of densities as well as employment uses, particularly B1 uses. The city centre is defined on the policies map and this needs to be referenced in the policy. This is remedied by **MM3**.
73. Policy LP43 sets out the strategic employment allocations. This includes 3 separate sites, 2 are part of urban extensions at Hampton (23.05ha) and Gateway Peterborough (83.48ha). The other site is known as Red Brick Farm (site LP43.3). The Plan identifies this as having a site area of 30ha, but the total site area is 63ha. It is expected that due to flooding restrictions only part of the site will be developable (around 30ha). This needs to be clarified and is done through **MM20**. Such is the complex nature of this large site the Plan contains a specific criteria based policy (LP44) to ensure that developers are aware of the constraints. One of the requirements of the policy is that a project level appropriate assessment under the Habitat Regulations process is carried out. The policy refers to Nene Washes, but must also be expanded to refer to the fact that it is a SSSI, SAC, SPA and Ramsar site. This is remedied through **MM21**.
74. Other small sites across the local authority area are allocated through Policy LP45 for B1, B2 & B8 uses. In relation to the land adjacent to Thorpe Wood House (site LP45.6), part of the site already has planning permission for a specialist dementia care home and the construction of this is nearing completion. The site was previously vacant for over 20 years and the Council has also granted planning permission for a further 100 bedroom residential care home. Given the consents already granted for the care homes a proposal for a complementary retirement apartment complex the policy needs amending through a main modification (**MM22**) to allow the use of the site in whole or part for C2 uses.

Conclusion on employment land

75. I find that the Council has made provision for an appropriate level of employment land over the Plan period and overall the Plan provides an effective and sound strategy in this regard subject to the main modifications which are necessary for the Plan to be effective.

Retail floorspace needs

76. Peterborough has a hierarchy of retail centres, along with out-of-centre shops. At the top of the hierarchy is Peterborough city centre with around 159,000m² of gross retail floorspace along with a full range of other services. It performs not only a local role but a regional one too with a retail catchment extending as far as the East Midlands and the East of England.
77. The Council's most up to date retail study (2016) indicates that there is no need for any further convenience goods floorspace during the plan period. However, this assumes that all existing commitments would be implemented. If this does not happen there may be some capacity for additional floorspace. This would need to be dealt with on a case by case basis through planning applications which would also need to be accompanied by an up to date retail impact assessment study and in future reviews of the Plan.
78. In terms of comparison goods, the retail study found no current need in the short term, but that it is likely some need would arise beyond 2026. However, this would need reviewing again in the future.
79. Given the retail study findings in relation to capacity, the Council through Policy LP12 state that they will only support retail proposals in designated centres and of a scale appropriate for that centre. It also provides for circumstances where committed but unimplemented retail floorspace permissions lapse or a new district wide retail study produced post adoption of the plan, but before 2026, indicates there is a need. In such circumstances Policy LP12 sets out the sequential approach the Council will take in determining planning applications for retail and this is in line with national planning policy.

Conclusion on retail floorspace

80. The findings in this regard are soundly based and provide for flexibility in the future should retail floorspace requirements change. As such the Plan in this regard is positively prepared, justified, effective and consistent with national policy.

Issue 9 - Whether the Plan has been positively prepared and whether it is justified, effective and consistent with national policy in relation to development in the countryside

81. As set out above, Policy LP2 seeks to focus most new development in and around existing settlements and carefully control development in open countryside and only allow isolated dwellings in special circumstances. Policy LP11 sets out in more detail the Council's stance on development in the countryside.

82. Policy LP11 covers the common forms of development sought in the countryside, including residential conversions, replacement dwellings, mobile homes, new dwellings, employment uses and agricultural diversification. It also seeks to protect the best and most versatile agricultural land. The policy provides helpful and transparent guidance to potential applicants. However, since the Plan was drafted a change has been made to Class Q of The Town and Country Planning (General Permitted Development) (England) Order 2015 (GDPO) by The Town and Country Planning (General Permitted Development) (England) (Amendment) Order 2018 and this has implications for Policy LP11. Part A of the policy covers the re-use and conversion of non-residential buildings for residential use in the countryside and provides support if, among other things, the proposal is for no more than 3 residential units. This aligned with Class Q of the 2015 GDPO. However, the 2018 GDPO amendment increased permitted development rights to 5 dwellings. It is important that the policy reflects this change.
83. Also, part D of Policy LP11 is entitled 'New dwellings in the countryside'. This covers agricultural workers, forestry and other enterprises where a countryside location is essential and not all dwellings. This needs to be made clear in the policy sub heading for the Plan to be effective. These matters are remedied by **MM4**.
84. Overall, I find that the Plan has been positively prepared, is justified, effective and consistent with national policy in relation to development in the countryside, subject to the modification.

Conclusion on development in the countryside

85. I find that the Plan has been positively prepared, is justified, effective and consistent with national policy in relation to development in the countryside, subject to the main modifications that are necessary for soundness.

Issue 10 - Whether the Plan has been positively prepared and whether it is justified, effective and consistent with national policy in relation to the protection and provision of recreational space, green space, green wedges and biodiversity

86. Policy LP16 seeks to ensure that all development proposals contribute positively to the character and local distinctiveness of the area and create a sense of place. Policy LP16 is a criteria based policy which seeks among other things to protect important views of Peterborough Cathedral which is a major landmark building in the city. Criteria 'e' needs amending to refer to cyclists as well as pedestrians and this is resolved through **MM6**.
87. Amenity provision for existing and future occupiers of properties is covered by policy LP17 and standards set out on appendix D to the Plan. The criteria based policy does not take account of the fact that some future residential development is likely to be in the form of flats or apartments. Criteria 'j' needs amending so that it refers to communal amenity space in addition to private amenity space and this is remedied by **MM7**. Also, the table in part A of appendix D needs amending to change the requirement under the heading Natural Greenspace from 'Local Nature Reserve' to 'accessible natural

greenspace' to ensure consistency between the 1st and 2nd column of the table and the evidence base. This is resolved by **MM30**.

88. LP21 seeks to ensure that residential schemes of 15 dwellings or more provide appropriate levels of new open space and outdoor sport and recreation facilities. The policy and supplementary text provide clear details of what would be required in individual circumstances. The policy also deals with sites that have the potential to have a significant adverse effect on the integrity of a designated international or national site for nature conservation purposes because of additional recreational pressure on that site. This policy needs amending to refer to the CIL regulations and this is done through **MM9**.
89. The Nene Valley runs west-east across the local authority area. It is recognised as an area of high amenity, landscape, ecological and heritage value and forms part of the Nene Valley Nature Improvement Area. Policy LP24 seeks to ensure that within this area, new development safeguards and enhances recreation and /or brings landscape, nature conservation, heritage, cultural or amenity benefits. The policy also seeks to prevent development that would increase flood risk or compromise the performance of flood defences or existing navigation facilities. This needs expanding to refer to the restriction of access to these facilities and is done through **MM10**.
90. Policy LP28 and supporting text covers the matter of biodiversity and geological conservation and seeks to ensure that appropriate weight is given to international, national and locally designated sites and to the importance and contribution they make to the wide ecological network. The supporting text to this policy needs expanding to provide important advice in relation to an area of land beyond the designated site boundary of the Nene Washes. This land has been identified as potentially providing important habitat for qualifying bird species. A main modification (**MM11**) provides additional text and a map to be inserted into the Plan close to Policy LP28 showing the location of the Goose and Swan Functional Land Impact Risk Zone. This has been devised in conjunction with Natural England.

Conclusion on the protection and provision of recreational space, green space, green wedges and biodiversity

91. I find that the Plan has been positively prepared and is justified effective and consistent with national policy regarding the protection of recreational space, green space, green wedges and biodiversity, subject to the main modifications which are necessary for soundness.

Issue 11 - Whether the Plan has been positively prepared and whether it is justified, effective and consistent with national policy in relation to the historic environment

92. The Plan contains a Policy (LP19) and supporting text in relation to historic heritage. This reflects the advice in the NPPF and seeks to protect important views of Peterborough Cathedral which is classed as a major landmark building in the Plan. It also aims to avoid harm to the character and setting of a number of important historic parks and grounds in the local authority area.

93. Historic England has sought several changes to the policy which I agree are necessary for soundness. These include the introduction of specific supporting text in relation to historic parks and gardens since they are such an important historic, cultural and environmental asset within the Peterborough area. Additional text and policy wording also need to be added in relation to archaeology to better reflect national guidance and for rigour. Further information is also needed in relation to non-designated heritage assets to explain about their level of protection. Finally, a change to criteria 'f' of the actual policy LP19 is required to remove reference to 'or' to make it more rigorous and reflect the NPPF. These changes are dealt with by **MM8**.

Conclusion on historic heritage

94. I am content that the Plan has been positively prepared and is justified, effective and consistent with national policy in relation to the historic environment subject to the modification that is necessary for soundness.

Issue 12 - Whether the Plan has been positively prepared and whether it is justified, effective and consistent with national policy in relation to strategic transport and infrastructure

95. The Council's main transportation policies and infrastructure requirements for the City are set out in its Long-Term Transport Strategy and the latest Cambridgeshire and Peterborough Local Transport Plan (LTP). The LTP is the responsibility of the Combined Authority. The Council's broad approach is to reduce cars and car parking in the city centre, whilst promoting walking cycling and public transport. Further out, public transport links will be strengthened where possible, with improvements to services and infrastructure and making sure the highway network into the city is as efficient as possible. These aims are supported by policy LP13. There are currently some inconsistencies between Policy LP13, the supporting text and the car parking standards in annex C of the Plan. There is also a need for some additional text in Policy LP13 to cover the matter of parking provision in the city centre and city centre core policy area to ensure the overarching aims I have set out above are accurately reflected in the policy. These are remedied by **MM5 & MM29**.

96. Policy LP32 of the Plan deals with flood and water management and in terms of flooding reflects the advice of national policy. Criteria h of the policy seeks to provide advice in relation to developments in areas served by combined sewers. Some additional text is required in relation to the types of feasible alternatives that will be preferable to connecting to a combined sewer. This is remedied by **MM12**.

Conclusion on strategic transport and infrastructure

97. I am satisfied that the Plan has been positively prepared, is justified, effective and consistent with national policy in relation to strategic transport and infrastructure, subject to the main modifications.

Issue 13 – Whether or not the Plan is soundly based in terms of economic viability issues and its delivery and monitoring arrangements

98. A whole Plan viability assessment was carried out by the Council in line with the advice in the NPPF. The assessment has also been scrutinised as part of this examination in relation to other policy matters. I am satisfied that a robust assessment of viability has been undertaken such that scale of obligations and policy burdens will not prevent development being delivered in a timely manner.
99. The Plan commits to monitoring the policies in it and this will be done through the Council's annual monitoring report.

Conclusion on economic viability, delivery and monitoring

100. I find that the Plan is soundly based in terms of economic viability issues and its delivery, monitoring and contingency arrangements.

Public Sector Equality Duty

101. In arriving at my conclusions on the issues I have had regard to the Public Sector Equality Duty contained in the Equality Act 2010 and the Council's Equality Impact Assessment. In relation to the protected characteristics including older people, gypsies and travellers and those with disabilities, the policies will have a generally positive impact.

Assessment of Legal Compliance

102. My examination of the legal compliance of the Plan is summarised below.

Habitat Regulations Assessment

103. I am satisfied that the HRA adequately addresses the full range of potential impacts on the Plan, and its findings have been considered. The Plan may have some negative impacts, but mitigation is secured through the Plan as set out in more detail above.

Sustainability Appraisal

104. The SA Report explains how Local Plan options were developed including how reasonable alternatives were identified for both policies and sites. The council considered unrealistic alternatives to include those that are in conflict with the strategic objectives of the Local Plan or national planning policy, or sites that are unavailable or undeliverable.
105. At each stage of the preparation of the Plan, all reasonable alternatives were assessed on an equivalent basis using the same methodology and level of detail as the preferred policies and site allocations in the Local Plan. Previous conclusions were reconsidered and updated where appropriate. Any new alternatives that emerged during the preparation of the Local Plan, for example, as a result of updated evidence or comments from respondents submitted during a consultation stage, were also subject to full SA, where they were considered to be reasonable.

106. Overall, I find that the Sustainability Appraisal that has been carried out on the LP and the MMs has been adequate.

Local Development Scheme

107. The LP has been prepared in accordance with the Council's Local Development Scheme.

Statement of Community Involvement

108. The Statement of Community Involvement (SCI) establishes minimum requirements for consultation. Consultation on the Plan and the MMs was carried out in compliance with the Council's Statement of Community Involvement.

Climate Change

109. The Plan includes policies designed to ensure that the development and use of land in the local planning authority's area contribute to the mitigation of, and adaptation to, climate change.

Legal Compliance Conclusion

110. I conclude that the Plan complies with all relevant legal requirements, including in the 2004 Act (as amended) and the 2012 Regulations.

Overall Conclusion and Recommendation

111. The Plan has a number of deficiencies in respect of soundness for the reasons set out above, which mean that I recommend non-adoption of it as submitted, in accordance with Section 20(7A) of the 2004 Act. These deficiencies have been explored in the main issues set out above.

112. The Council has requested that I recommend MMs to make the Plan sound and capable of adoption. I conclude that with the recommended main modifications set out in the Appendix the Peterborough Local Plan satisfies the requirements of Section 20(5) of the 2004 Act and meets the criteria for soundness in the National Planning Policy Framework.

Louise Crosby

Inspector

This report is accompanied by an Appendix containing the Main Modifications.

Appendix – Main Modifications

The modifications below are expressed either in the conventional form of ~~strikethrough~~ for deletions and underlining for additions of text, or by specifying the modification in words in *italics*.

The page numbers and paragraph numbering below refer to the submission local plan, and do not take account of the deletion or addition of text.

Ref	Page	Policy/ Paragraph	Main Modification
MM1	12	LP2	<p>Add an additional paragraph at the end of policy LP2:</p> <p><i><u>"All other residential development outside of village envelopes and outside of Peterborough Urban Area boundary will, by definition, be contrary to the vision, objectives, development strategy and policies of this Local Plan, and should be refused, unless otherwise acceptable within a made Neighbourhood Plan."</u></i></p>
MM2	13 to 15	5.14 – 5.29	<p>Amend the entire section as set out below:</p> <p>"The Level and Distribution of Growth</p> <p>5.14 As required by the NPPF, this Local Plan must define the overall level of growth, such as for new housing, in Peterborough.</p> <p>5.15 Growth targets should be informed by need. At the Preliminary Draft stage (January 2016) and Further Draft Stage (December 2016) of <i>Whilst</i> preparing this Local Plan, the 'Objectively Assessed Need' (OAN) for housing, including market, affordable, and other tenures, was determined through the preparation of, <i>and regular updates to</i>, a Strategic Housing Market Assessment (SHMA) (July 2014) for the Peterborough sub region housing market area which includes the adjoining local authorities of South Holland, South Kesteven and Rutland. Some elements of the SHMA, including the OAN figure, were refreshed in a report published in October 2015. The OAN figure was deemed to be 25,125 new homes between 2011 and 2036 (or 1,005 per year).</p> <p>5.16 However, in September 2017, Government published a consultation document entitled "Planning for the right homes in the right places", which has the intention of getting away from local based methods of calculating housing need and instead using a national standard method to calculate the 'local housing need'. The effect of the new method, assuming it is confirmed by Government, is to reduce the <i>establishes a</i> Peterborough housing need to of <i>942 dwellings per year, starting in</i> and also bring forward the start date of the plan to 2016. The overall effect therefore is a housing need for the plan period of <i>is therefore</i> 18,840 homes between 2016 - 2036.</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>5.17 Despite the new national method, the council must still take into account <i>During the preparation stages of this Local Plan, the council also considered</i> what it agreed in 2013 when the Cambridgeshire authorities, including Peterborough, signed a 'memorandum of cooperation' to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need arising in the Cambridge Sub Region Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). The agreement amounted to an additional 2,500 dwellings (125 dwelling per year over 2011 to 2031). <i>However, during the latter stages of preparing this Local Plan, and particularly during its examination stage, it became clear that the time had come to bring to an end the terms of the 'memorandum of cooperation', and that Peterborough should only seek to meet its own housing needs.</i> This collaborative approach was undertaken as part of the requirements of the duty to co-operate as set out in the Localism Act 2011, and was endorsed by a Planning Inspector in April 2014 (for Fenland) and March 2015 (for East Cambridgeshire).</p> <p>5.18 The council continues to support that agreement of a 125 per year redistribution. However, the total redistribution of 2,500 is reduced by 25 percent to reflect the time frame involved i.e 2016 to 2031, rather than 2011 to 2031. As such this Local Plan includes an additional 1,875 dwellings on top of its Local Housing Need.</p> <p>5.19 Separately, part of the overall vision for Peterborough is the creation of an independent, campus based university which will have an undergraduate population of 12,500 students by 2035. This will result in a significant increase in the undergraduate population of the city and overall housing need. In May 2017 the Student Housing Need Assessment was published, which concluded a need for an additional 40 dwellings per year over the period of 1 April 2021 to 31 March 2036. The total housing, 2016 to 2036, therefore increases by a further 600 dwellings.</p> <p>5.20 This means that the total housing requirement for Peterborough becomes 21,315 <u>19,440</u> dwellings between 2016 and 2036.</p> <p>5.21 However, to determine how much new land needs to be allocated, account must be taken of any completions since 2016 (the base date of the Local Plan for the purpose of the housing forecast).</p> <p>5.22 The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2017<u>2018</u>) identifies that between 1 April 2016 and</p>

Ref	Page	Policy/ Paragraph	Main Modification																															
			<p>31 March 2017<u>2018</u> a total of 1,203 <u>1,970</u> (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2017 <u>2018</u> and 31 March 2036 for 20,112 <u>17,470</u> net dwellings (though existing permissions do count towards this target)</p> <p>Table 2 Overall Requirement for Residential Growth</p> <table border="1"> <thead> <tr> <th>Dwelling requirement for 2016 to 2036</th> <th>Number of dwellings</th> </tr> </thead> <tbody> <tr> <td>Headline 'Local Housing Need' (LHN) 2016 to 2036</td> <td>18,840</td> </tr> <tr> <td>Student Requirement (Student Need Assessment 2017) 2021 to 2036</td> <td>600</td> </tr> <tr> <td>Memorandum of Co-operation Additional Dwellings 2016 to 2031</td> <td>1,875</td> </tr> <tr> <td>Local Plan requirement 2016 to 2036</td> <td>21,315 <u>19,440</u></td> </tr> <tr> <td>Dwelling requirement for 2018 to 2036</td> <td></td> </tr> <tr> <td>Net additional dwellings completed 2016 to 2017 <u>2018</u></td> <td>1,203 <u>1,970</u></td> </tr> <tr> <td>Local Plan Requirement 2017 <u>2018</u> to 2036</td> <td>20,112 <u>17,470</u></td> </tr> </tbody> </table> <p>Annual Requirement and Five Year Land Supply</p> <p>5.23 The year on year housing requirement differs. This is because the source of the need is different and covers different periods. The table below summarises the annual requirement from the different sources, discussed above. This shows that during the first 5 years (2016 to 2021) the annual requirement is for 1,067 <u>942</u> dwellings per year. This then increases to 1,107 <u>982</u> per year between 2021 and 2031 <u>2036</u> and then decreases to 982 during the last five years of the plan period (2031 to 2036).</p> <p>Table 3 Annual Requirement</p> <table border="1"> <thead> <tr> <th>Period</th> <th>Local Housing Need (pa)</th> <th>Student Need (pa)</th> <th>Cambridgeshire HMA appointment (pa)</th> <th>Total OAN (pa)</th> </tr> </thead> <tbody> <tr> <td>2016/17 - 2020/21</td> <td>942</td> <td>0</td> <td>125</td> <td>1,067</td> </tr> <tr> <td>2021/22 - 2030/31</td> <td>942</td> <td>40</td> <td>125</td> <td>1,107</td> </tr> </tbody> </table>	Dwelling requirement for 2016 to 2036	Number of dwellings	Headline 'Local Housing Need' (LHN) 2016 to 2036	18,840	Student Requirement (Student Need Assessment 2017) 2021 to 2036	600	Memorandum of Co-operation Additional Dwellings 2016 to 2031	1,875	Local Plan requirement 2016 to 2036	21,315 <u>19,440</u>	Dwelling requirement for 2018 to 2036		Net additional dwellings completed 2016 to 2017 <u>2018</u>	1,203 <u>1,970</u>	Local Plan Requirement 2017 <u>2018</u> to 2036	20,112 <u>17,470</u>	Period	Local Housing Need (pa)	Student Need (pa)	Cambridgeshire HMA appointment (pa)	Total OAN (pa)	2016/17 - 2020/21	942	0	125	1,067	2021/22 - 2030/31	942	40	125	1,107
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			<p>5.24 The NPPF requires councils to identify and update annually a supply of deliverable sites to meet five years' worth of housing. Therefore it is important to set out the different annual need figures (above) to make it clear what figures should be used when calculating the council's five year land supply requirement.</p> <p>5.25 For example the Peterborough Five Year Land Supply report (January 2018) covers the period 1 April 2017 to 31 March 2022. The basic five year requirement is based on the figure of 1,067 for years one to four (2017/18 to 2020/21) and 1,107 for the fifth year (2021/22). The total basic requirement is therefore for 5,375 dwellings. For example, for a Peterborough Five Year Land Supply report covering the period 1 April 2018 to 31 March 2023, the basic five year requirement is 942 for years one to three (2018/19 to 2020/21) and 982 for years four and five (2021/22 to 2022/23). The total basic requirement is therefore for 4,790 dwellings .</p> <p>5.26 Part D of this plan identifies the sites required to meet the growth targets, and Figure 1 (Housing Trajectory) shows the anticipated delivery rate <u>what is considered deliverable</u> each year.</p> <p>5.27 As stated in table 2, between 2016 and 2017<u>2018</u> a total of 1,203 <u>1,970</u> dwellings were completed, this is 136 <u>86</u> dwellings above the annual <u>two year</u> requirement of 1,067<u>1,884</u>. This means that currently there is no backlog in delivery of housing that needs to taken into account when calculating the five year land supply.</p> <p>5.28 <u>Reflecting the recent start date of the Plan (2016), and the realistic prospect of annual delivery being broadly consistent with the annual housing requirement, any surplus or backlog which does occur should be dealt with over the first five year period of any Five Year Land Supply report. However, as set out in policy LP3, the overall housing supply is based on around 60% of growth on urban extensions. By</u></p>															

Ref	Page	Policy/ Paragraph	Main Modification
			<p>their very nature these are large sites, which require significant new infrastructure, and may also take a significant period to progress.</p> <p>5.29 Therefore when calculating the five year land supply requirement, decision maker should use the 'Liverpool' method which spreads any housing backlog across the remainder of the plan period for any reports published before 31 December 2022. This will enable the urban extensions and other large scale schemes to come on stream."</p>
	15	5.30	<p>Amend paragraph 5.30 as follows:</p> <p>"The spatial strategy makes provision for housing growth in a wide variety of places across the local authority area, but with a distinct emphasis on locations within and around <u>adjoining</u> the urban area of the city".</p>
	16	LP3	<p>Amend the first sentence as follows:</p> <p>"The overall development strategy is to continue to focus the majority of new development in and around <u>adjoining</u> the urban area of the City of Peterborough (maximising growth within the urban area),"</p> <p>Amend the second paragraph as follows:</p> <p>"Provision has been made in this Local Plan to facilitate the development of approximately 21,315 <u>19,440</u> additional dwellings over the period from April 2016 to March 2036."</p> <p>Delete the seventh paragraph:</p> <p>"For the purpose of identifying and updating annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against this housing requirement, the 'Liverpool method' of spreading any backlog which arises across the remainder of the plan period will be applied to Peterborough for all reports published up to 31 December 2022."</p>
MM3	22	LP6	<p>Amend the third paragraph of the policy as follows:</p> <p>"The city centre, <u>as defined on the Policies Map</u>, is promoted as a location for substantial new residential development at a range of densities according to location".</p>
MM4	35 to 37	Lp11	<p>Amend the policy in a number of ways:</p> <p>Amend Part A bullet point c as follows:</p> <p>"the proposal results in no more than three <u>five</u> residential units; and"</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>Amend Part D as follows:</p> <p><u>“Part D: New Dwellings in the Countryside (<i>relating to agricultural workers, forestry and other enterprises where a countryside location is essential</i>): “</u></p>
MM5	42	6.68	<p>Amend paragraph as follows:</p> <p>“Appendix C sets out the car parking and cycle standards for new development within use classes A, B, C and D1, excluding schemes in the City Core Policy Area, where no new car parking is required in accordance with policy LP46. <u>and non residential development in the City Centre.”</u></p>
	43 to 45	LP13	<p>Amend section currently entitled Parking Standards to as follows:</p> <p><u>“Parking Standards Provision</u></p> <p>Planning permission <u>for new development within Use Classes A, B, C and D1</u> will only be granted for development if the proposal makes appropriate and deliverable parking provision in accordance with the standards in Appendix C, <u>subject to specific requirements for development in the City Centre and the City Core Policy area as set out below.</u> ; except for residential schemes within the City Core Policy Area which will be delivered in accordance with the requirements of policy LP46.</p> <p>For all other <u>development not covered by the above Use Classes uses</u>, the number and nature of spaces provided...</p> <p>Proposals must...[no change to this paragraph]</p> <p>In the city centre non residential development will be required to make use of existing public car parks before the provision of additional car parking spaces will be considered. Elsewhere developers are <u>Non residential development outside of the city centre is</u> encouraged to design schemes which share parking spaces with other developments where the location and pattern of uses of the spaces makes this possible. If there is a realistic prospect of sharing spaces, the council will be prepared to relax the requirements for provision accordingly.</p> <p>All development requiring parking provision should be designed, where practical <u>unless there are exceptional design reasons for not being able to do so eg. Listed building constraints or site specific factors</u>), to incorporate facilities for electric plug-in and other ultra-low emission vehicles, or as a minimum the ability to easily introduce such facilities in the future.</p> <p><u>Parking Provision - City Centre</u></p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p><u>Within the defined City Centre (see Policies Map), but excluding the City Core Policy Area, residential (use classes C3 and C4) car parking requirements are as per Appendix C.</u></p> <p><u>For all other types of development, proposals will be required to make use of existing public car parks before the provision of additional car parking spaces will be considered.</u></p> <p><u>The council will only allow additional on-site or off-site spaces if the applicant has provided a full justification for such a need (for example on the basis of essential operational requirements which cannot be met by the use of existing spaces off-site).</u></p> <p><u>Parking Provision - City Core Policy Area</u></p> <p><u>There is a presumption against the provision of additional car parking spaces within the City Core Policy Area (see policy LP46 for details of this Policy Area). New car parking provision will only be supported in very exceptional circumstances."</u></p>
MM6	47 to 48	LP16	<p>Amend criteria e. as follows:</p> <p>"e. Maximise pedestrian permeability and legibility <u>for pedestrians and cyclists</u>, and avoid barriers to movement, through careful consideration of street layouts and access routes that are attractive, accessible and easily recognisable;"</p>
MM7	48 to 49	LP17	<p>Amend criteria j:</p> <p><u>"...well designed and located private amenity space, <i>and/ or communal amenity space in the case of apartments/ flats.</i>"</u></p>
MM8	50	6.14.2	<p>Before the current paragraph 6.14.12 add:</p> <p><u>"Registered Parks and Gardens</u></p> <p><u>6.14.12 Historic parks and gardens are an important historic, cultural and environmental asset within the Peterborough area. This Plan aims to protect them from development that would harm their character. Historic England is responsible for compiling and maintaining the 'Register of Parks and Gardens of special historic interest in England'. Registration of a site means that its significance must be taken into account when considering any proposed development that may affect the site or its setting. The planning authority will consult Historic England on planning applications affecting Grade I and Grade II* registered sites and their settings.</u></p>

Ref	Page	Policy/ Paragraph	Main Modification
	52	6.14.14	<p>Amend as follows:</p> <p><u>“The council may require developers to assess the potential impacts of their development on archaeological remains in order to reach a decision on a development proposal. Where archaeological impacts are indicated, developers are expected to work with the council to devise a scheme for mitigating such impacts.</u> There is a presumption in favour of physical preservation of remains in situ wherever possible. In the case of application sites which include, or could potentially include, heritage assets with archaeological interest, the council will require the developer to carry out a preliminary desk-based assessment and/or programme of field evaluations. The results of these will inform the plan and decision-making processes at pre-determination stage. In the advance of the loss of a potential heritage asset at a post determination stage, further archaeological mitigations may be attained through the implementation of a programme of suitable archaeological investigations. Written Schemes of Investigation will need to reference the Peterborough Historic Environment Record (HER), <u>which records the known and potential archaeological remains in the area.</u></p>
	52 to 53	6.14.16	<p>Amend paragraph 6.14.16 as follows:</p> <p><u>“Non-designated heritage assets cover a wide range of asset types, such as buildings, structures, archaeology, townscapes, landscapes (both formal and informal) and battlefields. The council has compiled a ‘Local List of Heritage Assets’ (December 2016), which includes non-designated buildings and structures of local significance. The list can be found on the council’s website and will be reviewed and updated periodically.</u> There are over 230 buildings and structures which have been identified as non-designated heritage assets. Although these <u>the buildings and structures on the local list</u> are not afforded the same special protection as <u>designated assets</u> listed buildings, they have local historic or architectural significance and make a positive contribution to the character and appearance of the area, and so justify a degree of protection. All non-designated heritage assets are listed in the council’s Local List of Heritage Assets (December 2016), which can be found on the council’s website”.</p>

Ref	Page	Policy/ Paragraph	Main Modification
	53 to 54	LP19	<p>Amend the Policy in two ways:</p> <p>Amend criteria f:</p> <p>"f. describe and assess the significance of the asset and of its setting to determine its architectural, historic artistic or archaeological interest; and"</p> <p>Add the following additional paragraph to the end of the policy:</p> <p><u>"Archaeology</u></p> <p><u>In the case of application sites which include, or could potentially include, heritage assets with archaeological interest, designated or non-designated, the council will require the developer to carry out a preliminary desk-based assessment. If this does not provide sufficient information, developers will be required to undertake a programme of field evaluations. "</u></p>
MM9	57 to 59	LP21	<p>Amend 1st paragraph of Part A of the policy to read:</p> <p>"Subject to Part C, residential development schemes of 15 dwellings or more will <u>should, subject to Reg 122 of the CIL Regulations 2010 (as amended) (or any superseding legislative requirement),</u> be required..."</p>
MM10	63 to 64	LP24	<p>Amend last paragraph as follows:</p> <p>"Development which would increase flood risk, or compromise the performance of flood defences or navigation facilities, <u>or restrict access to such facilities</u> will not be permitted".</p>
M11	69	6.23.4	<p>Insert the following text, after the current 6.23.4 paragraph, as follows:</p> <p><u>"6.23.5 In addition to the land specifically designated, land beyond the designated site boundary may also provide important habitat for qualifying bird species. This land requires appropriate consideration under the Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats, &c.) Regulations 2010 (as amended). Natural England's Swan Functional Land Impact Risk Zone (IRZ) identifies land which is potentially functionally linked to the Nene Washes Special Protection Area (SPA) and Ramsar site. Land within this IRZ area, identified through a British Trust for Ornithology (BTO) research project, has the potential of being regularly used by Nene Washes qualifying species, particularly swans, for foraging and roosting. An indicative map of the area is shown on the following page. Since the IRZ area is considered to be potentially</u></p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p><u>functionally linked to the European designated site, development in this area requires appropriate consideration under the Conservation (of Habitats and Species) Regulations 2010 (as amended). As such, any greenfield 'major development' (see glossary) within the IRZ must undertake a project-level HRA to demonstrate that proposed development will not have any adverse effects on Nene Washes functional land in accordance with the requirements of the Habitats Regulations. Where this applies to specific allocations in this plan, a bullet point has been included to draw the need for such an HRA to the applicant's (and decision maker's) attention".</u></p> <p>Insert an indicative diagram near policy LP28, to reflect above modification – see Appendix 1 to this schedule.</p>
MM12	81	LP32	<p>Amend criterion h to read:</p> <p><u>"in areas served by combined sewers, surface and foul flows should be separated and no new combined sewers created. Connections to the existing combined sewer should only be made in exceptional circumstances where it can be demonstrated that there are no feasible alternatives, <i>such as (and in this priority order): into the ground (infiltration); to a surface water body; or to a surface water sewer, highway drain, or another drainage system</i> (this applies to new developments and redevelopments). <i>Where an existing combined or surface water sewer is utilised, there must be no detriment to existing users of such a sewer;</i>"</u></p>
MM13	85 to 86	7.1.1 to 7.1.14	<p>Amend as follows:</p> <p>Para 7.1.1:</p> <p><u>"... 21,315 <u>19,440</u> ..."</u></p> <p>Para's: 7.1.4; 7.1.5; 7.1.7; 7.1.9; and 7.2.1 (twice):</p> <p><u>"...2017 <u>2018</u>..."</u></p> <p>Para 7.1.8:</p> <p><u>"Column (f) identifies the remaining dwellings to be identified and allocated through this Plan. 23,315 minus completions and commitments (Column (a) – (e)).</u></p> <p>Para 7.1.12:</p> <p><u>"Table 5 includes an assumption for windfall allowance of 2,046 <u>1,868</u> dwellings...."</u></p> <p>Para 7.1.13:</p>

Ref	Page	Policy/ Paragraph	Main Modification
			<p>"In overall terms, Table 5 demonstrates that the Local Plan is capable of facilitating the dwelling requirement with a buffer of 1,892,640. This allowance is a useful buffer to achieving the housing targets and will compensate for any allocated sites which unexpectedly do not come forward in this plan period, or do not come forward as quickly as expected. It will also compensate for any losses (e.g. demolitions) which occur in the plan period. The buffer equates to a 919% buffer provision, above the supply of homes needed 2017 <u>2018</u> to 2036.</p>
	87	Table 1	Update Table 5 as per Appendix 2 to this schedule.
	88	Figure1	Update Figure 1, as per Appendix 2 to this schedule.
MM14	90	LP35	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete".</u></p> <p>Update table of sites in Policy LP35. See Appendix 4 to this schedule.</p>
MM15	91 to 93	LP37	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete".</u></p> <p>Update table of sites in Policy LP37. See Appendix 4 to this schedule.</p>
MM16	94	LP39	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in</u></p>

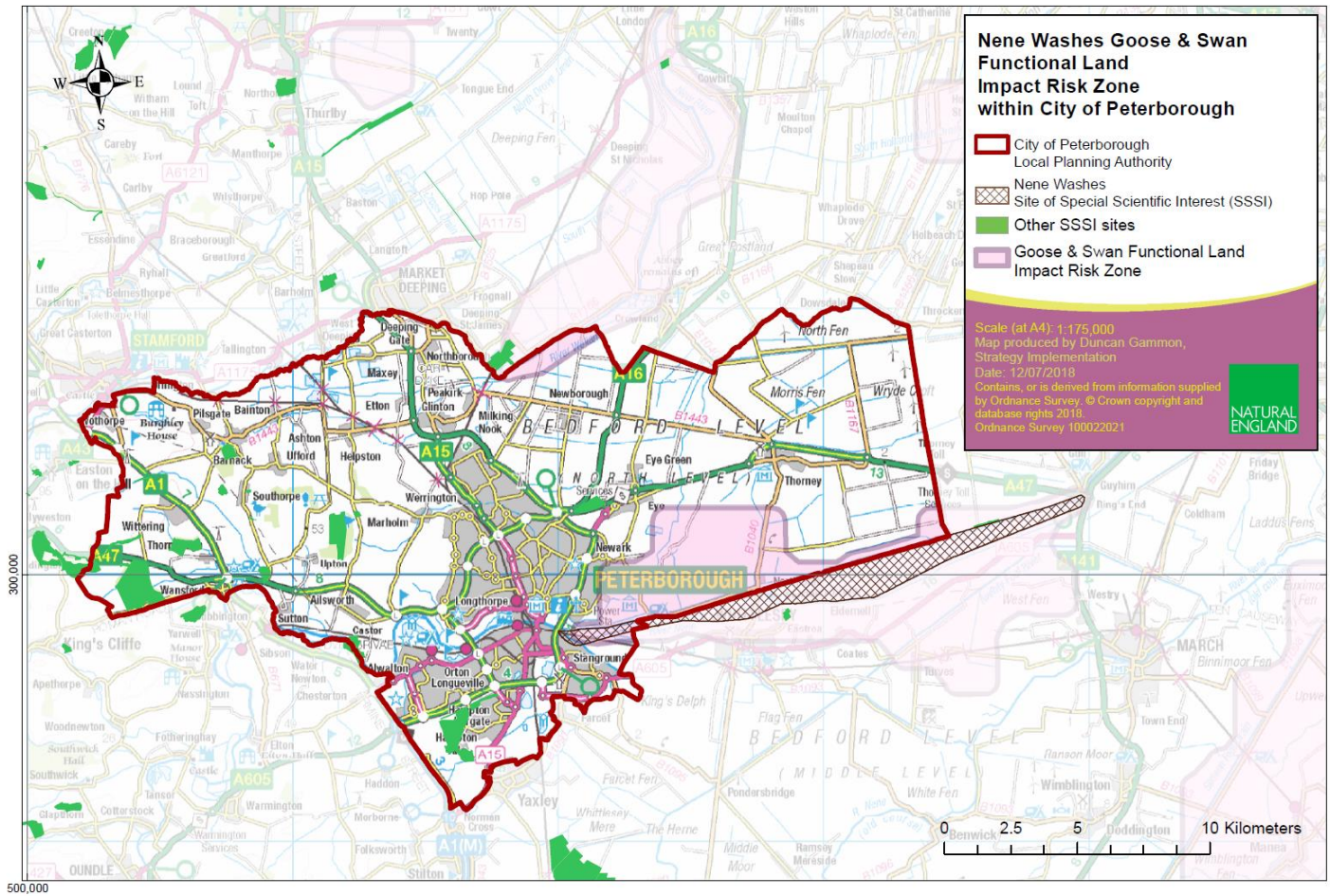
Ref	Page	Policy/ Paragraph	Main Modification
			<p><u>the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete</u>”.</p> <p>Update table of sites in Policy LP39. See Appendix 4 to this schedule.</p>
MM17	95 to 96	LP41	<p>Amend the heading in the table in the policy as follows:</p> <p>“Indicative Number of Dwellings / <u>Remaining Site Capacity*</u>”</p> <p>and insert the following footnote:</p> <p><u>“* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete”.</u></p> <p>Update table of sites in Policy LP41. See Appendix 4 to this schedule.</p>
MM18	96	7.5.2	<p>Add new policy after LP41 Medium Villages, to include a site specific policy for site LP41.5. See Appendix 3 to this schedule for text.</p>
MM19	96	LP42	<p>Amend the heading in the table in the policy as follows:</p> <p>“Indicative Number of Dwellings / <u>Remaining Site Capacity*</u>”</p> <p>and insert the following footnote:</p> <p><u>“* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete”.</u></p>
MM20	97	LP43	<p>Amend 2nd table, 3rd column, 2nd row (Site Area column):</p> <p>“30_*”</p> <p>Add under table:</p> <p><i>“*The total site area is 63 hectares. Part of the site is located in flood zone 3 and the net developable area is expected to be approximately 30 hectares to allow for flood mitigation (Subject to site specific flood risk assessment as set out in Policy LP44).”</i></p>
MM21	98	LP44	<p>Amend final paragraph as follows:</p> <p>“Such an assessment will need to demonstrate that the development will have no harm to protected species and habitats, in particular the Nene Washes <u>SSSI, SAC, SPA and Ramsar site</u>, in accordance with the relevant regulations.”</p>

Ref	Page	Policy/ Paragraph	Main Modification
MM22	98 to 99	LP45	<p>Add following text to site specific requirements for Site LP45.5 Land Adjacent to Thorpe Wood House:</p> <p><i><u>In principle part/whole site could come forward for C2 uses</u></i></p>
MM23	101 to 103	LP46	<p>Amend 4th paragraph as follows:</p> <p>The provision of additional car parking spaces within the City Core Policy Area will only be supported in exceptional circumstances (as set out in Appendix C).</p> <p><i><u>Parking provision is set by policy LP13.</u></i></p> <p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity*</u>"</p> <p>and insert the following footnote:</p> <p><u>** This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete**.</u></p> <p>Update table of sites in Policy LP46. See Appendix 4 to this schedule.</p>
MM24	103 to 104	LP47	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity*</u>"</p> <p>and insert the following footnote:</p> <p><u>** This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete**.</u></p> <p>Update table of sites in Policy LP47. See Appendix 4 to this schedule.</p>
MM25	106	LP49	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity*</u>"</p> <p>and insert the following footnote:</p> <p><u>** This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete**.</u></p> <p>Update table of sites in Policy LP49. See Appendix 4 to this schedule.</p>

Ref	Page	Policy/ Paragraph	Main Modification
MM26	107 to 108	LP50	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete".</u></p>
MM27	108 to 109	LP51	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete".</u></p>
MM28	109 to 110	LP52	<p>Amend the heading in the table in the policy as follows:</p> <p>"Indicative Number of Dwellings / <u>Remaining Site Capacity</u>"</p> <p>and insert the following footnote:</p> <p><u>"* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete".</u></p> <p>Update table of sites in Policy LP52. See Appendix 4 to this schedule.</p>
MM29	117 to 122	Appendix C	<p>Amend first line of Appendix C as follows:</p> <p>"The <i>following tables set out the</i> parking standards are set out by Use Class, <i>though please refer to policy LP13 for any exception</i> c s to the standards set out. They provide an overall approach for the local authority area. A lower provision may be appropriate in the city centre and in locations where there is good access to alternative forms of transport and existing public car parking facilities. "</p> <p>Amend the following 'Informative Note' on page 121:</p> <p>"**For flatted development in the City Centre boundary, <i>and as a consequence of the reduced standards which apply,</i> applications must be supported by a parking management</p>

Ref	Page	Policy/ Paragraph	Main Modification
			plan. This is because the standard for 0.5 spaces per dwelling, and to prevent on street parking and the development becoming cluttered with cars."
MM30	123 to 124	Appendix D	Amend row 4, 2 nd column under Natural Greenspace as follows: "0.42ha of Local Nature Reserve <u>accessible natural greenspace</u> per 1,000 population (<i>which ideally meets the criteria for LNR designation</i>)."

Appendix 1: To be inserted near policy LP28 as referenced in MM11

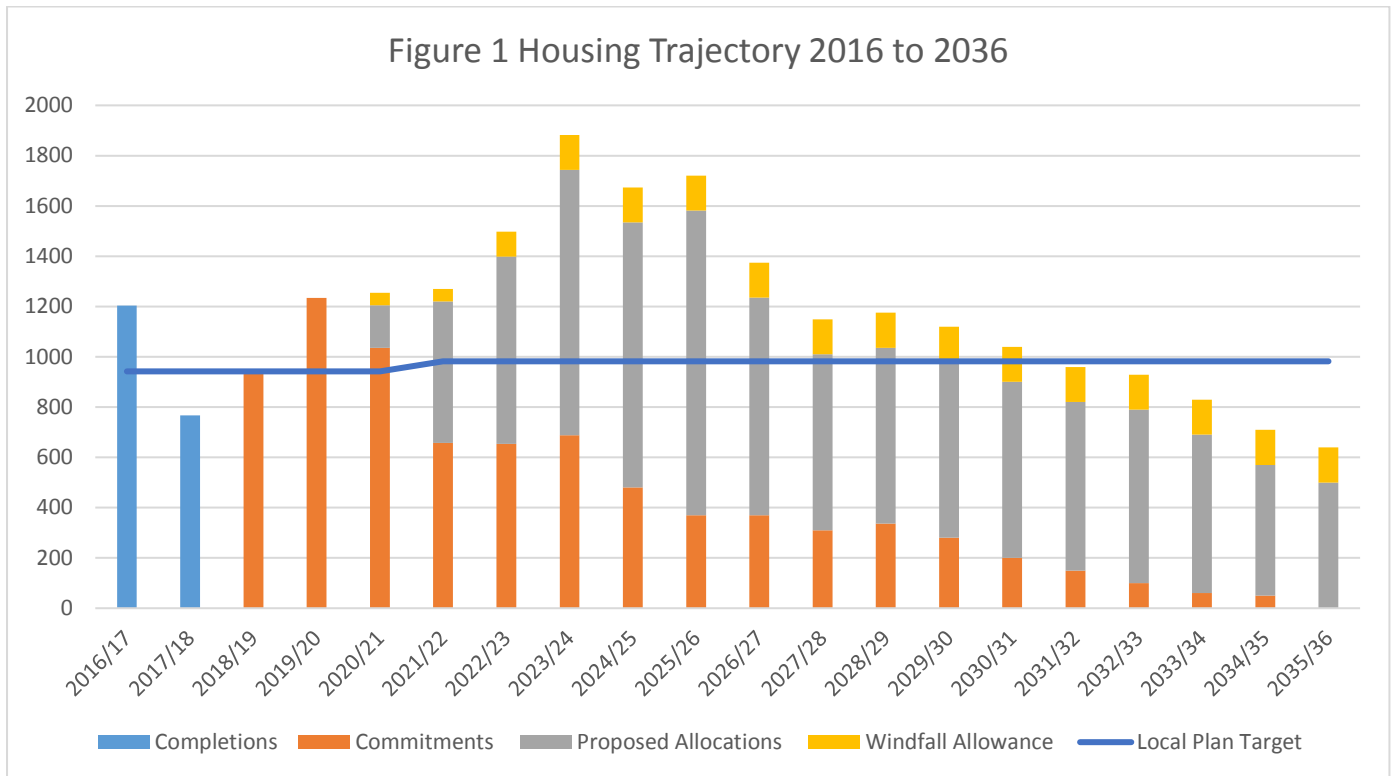


Appendix 2: Updates to Table 5 and Figure 1 see MM13

Table 5 2016 to 2036

	(a)		(b)	(c)	(d)	(e)	(f)	(g)	(h)	(i)	(j)
Area	Local Plan Strategic Distribution 2016 to 2036		Completions 2016 to 2018	Commitments on Sites under 10 dwellings as 31 March 2018	Commitments on Sites over 10 dwellings as 31 March 2018	Total known dwellings b + c + d	Remaining dwellings to be identified a - e	Proposed new Allocations	Total Identified in Local Plan d + g	Total 2016 to 2036 e + g	Difference from Local Plan Strategic Distribution i - a
Urban Area	27%	5,249	1,286	280	1,482	3,048	2,201	3,259	4,741	6,307	1,058
Urban Extensions	59%	11,470	456	13	5,682	6,151	5,319	7,450	13,132	13,601	2,131
Rural/Villages	5%	972	228	130	374	732	240	572	946	1,304	332
Windfall	9%	1,750								1,868	118
Total	100%	19,440	1,970	423	7,538	9,931	7,759	11,281	18,819	23,080	3,640

Figure 1 Housing Trajectory 2016 to 2036 see MM13



Appendix 3: New Policy Site LP41.5 Land between West Street and Broad Wheel Road Helpston see MM18

Any application for the site at Broad Wheel Road, Helpston (Site LP41.5) shall comprise amongst other matters, a comprehensive masterplan for the whole site. In developing the masterplan there should be a high level of engagement with appropriate stakeholders including the local community.

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

- A residential led scheme incorporating on site open space provision and a suitable buffer to the adjacent open countryside that respects the surrounding context;
- Ensure the provision of satisfactory education facilities. If the need for additional provision is identified, the presumption is that land within the site will be utilised to allow the expansion of the existing school, unless there is convincing evidence that an alternative solution provides greater benefits;
- The Transport Assessment should demonstrate that the quantity of homes proposed is deliverable taking account of; safe and suitable access to the site; and any necessary improvements to the transport network. It is anticipated that the scale will be up to 82 dwellings, but potentially less following the outcome of the transport assessment.

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

Appendix 4: Update tables of site Policies see MM14, MM15, MM16, MM17, MM23, MM24, MM25, MM28

The following tables update the tables in the site specific policy to take account of the latest housing monitoring data at 31 March 2018 (See E021).

Further changes will be required to site references, these changes are not shown at this stage.

Policy LP35 Urban Extension

Site Reference	Address	Indicative number of dwellings/ <u>remaining Site capacity</u>	Indicative dwellings in Plan period (2017 to 2036)	Site Specific Requirements
LP35.1	Hampton	3,801 <u>3,569</u>	3,801 <u>3,569</u>	
LP35.2	Paston Reserve	963 <u>945</u>	963 <u>945</u>	
LP35.3	Stanground South (Cardea)*	668 <u>558</u>	668 <u>558</u>	
LP35.4	Gateway Peterborough	610	610	
LP35.5 (HNV002Ui)	Great Haddon	5,300	4,800	
LP35.6 (GUN001U)	Norwood	2,000	2,000	
LP35.7 (ORW005U)	East of England Showground	650	650	See policy LP5 and Policy LP36
Total			13,492 <u>13,132</u>	

Policy LP37 – Urban Area Allocations

Site Reference	Address	Site Area (ha)	Proposed Indicative Number of Dwellings/ <u>Remaining Capacity</u>	Site Specific Requirements
LP37.1	143 Oundle Road	0.13	10	
LP37.2	38 Elm Street	0.09	10	

LP37.3	Glebe Farm, Peterborough Road	0.34	12	
LP37.4	rear 197 Peterborough Road	2.32	26	-
LP37.5	Varity House, Vicarage Farm Road	1.45	14	
LP37.6	Coneygree Lodge Coneygree Road	0.35	14	-
LP37.7	Land off Columbus Road	0.25	15	
LP37.8	Rear 207 239 Peterborough Road	1.47	113	
LP37.9	Car park Hampton Court Westwood	1.00	16	
LP37.10	Potters Way Fengate	0.391	18	
LP37.11	Johnston Publishing Oundle Road	2.34	26	-
LP37.12	St Nicholas Reception Home, South Parade	0.26	22	
LP37.13	659 Lincoln Road	0.19	23	
LP37.14	Remus House Coltsfoot Drive	0.38	30	
LP37.15	north of Matley Primary School	0.64	54	
LP37.16	Land off London Road, Hempsted	2.88	95-31	
LP37.17	Guthrie House Rightwell East	0.14	13	
LP37.18	Land at Bretton Woods	0.60	68	
LP37.19	Bushfield House Orton Goldhay	0.333	24	
LP37.20 (DOG001H)	Former John Mansfield School Playing Field, Poplar Avenue	3.2	116	
LP37.21 (DOG002H)	Former John Mansfield School Site, Western Avenue	4.06	87	
LP37.23 (EAS015M)	Perkins North, Newark Road	5.08	104	

LP37.23 (FLS002H)	Land North of 142-148 Fletton Avenue	0.61	30	
LP37.24 (FLW002H)	One Acre Site, Rhine Avenue	0.43	15	
LP37.25 (FLW003M)	British Sugar Offices, Sugar Way	2.46	74	
LP37.26 (HHM001H)	The Gloucester Centre	3.24	100	
LP37.27 (HHM003H)	Hempsted - Parcel NC5	0.24	10	
LP37.28 (HHM004H)	Hempsted Parcel - NC1, NC3, NC4	1.86	65	
LP37.29 (ORW002H)	Land to the south of Oundle Road	5.49	130	
LP37.30 (RAV001H)	Former Freemans Site, Ivatt Way	15.45	460	This site must come forward with the benefit of an agreed masterplan for the whole site.
LP37.31 (STS002H)	Stanground Stables, Whittlesey Road	0.82	35	
LP37.32 (EAS0212h)	Fengate South		350	See Policy LP38
	<i>Homenene House, Bushfield</i>		<u>19</u>	
	<i>Land south of Buntings Lane</i>		<u>51</u>	
Total			2,179 <u>2,052</u>	

Policy LP39 Large Village Allocations

Site Reference	Address	Site Area (ha)	Indicative Number of Dwellings/remaining site Capacity	Site Specific Requirements
LP39.1	Cranmore House, Thorney Road	0.95	14	

LP39.2	Land south of Northam Close	1.13	17	
LP39.3	Land at Guilsborough Road Eye Green	3.36	55	
LP39.4	land east of Fountains Place	0.52	11	
LP39.5	Rear Rose and Crown PH	0.73	11	
LP39.6	South of Woburn Drive	3.43	59 <u>19</u>	
LP37.7	Land west of Sandpit Road Thorney	5.33	91	
LP39.8 (EYE017Hi)	Tanholt Farm, Eye		250	See Policy LP40
LP39.9 (THO005H)	Land south of Eye		50	
Total			558 <u>507</u>	

Policy LP41 Medium Villages

Site Reference	Address	Site Area (ha)	Indicative Number of Dwellings/remaining site Capacity	Site Specific Requirements
LP41.1	Manor Farmyard High Street, Ginton	0.80	19	
LP41.2	Adjacent to village hall, Newborough	0.57	13 <u>2</u>	
LP41.3	West of Williams Close	1.92	42	
LP41.4	Land west of Uffington Road	4.29	80	
LP41.5 (HEL008H)	Land between Broadwheel Road	4.47	82	
LP41.6 (WIT001H)	Land off Lawrence Road Wittering	7.73	190	Any Planning application must be accompanied by transport assessment
Total			4256	

Policy LP46 City Core Policy Area

Site Reference	Address	Indicative Number of Dwellings/remaining site Capacity	Site Specific Requirements
LP46.1 (CEN002H)	Wheel yard	25	To be delivered in accordance with an agreed development brief that covers, amongst other matters, the height and scale of development and the setting of the cathedral and precincts
Sub Total		25	

Site Reference	Address	Indicative Number of Dwellings/remaining site Capacity	Site Specific Requirements
North Westgate Opportunity Area			
LP46.2	North Westgate Development Area	100	
LP46.3 (CEN006O)	North Westgate	200	
Sub Total		300	
Northminster Opportunity Area			
LP46.4	NCP car park Brook Street	39	
LP46.5 (CEN005O)	Northminster	150	
Sub Total		189	
Total		514	

Policy LP47 Railway Station Policy Area

Site Reference	Address	Indicative Number of Dwellings/remaining site Capacity	Site Specific Requirements
Hospital Opportunity Area			
LP47.1	Site of former Peterborough District Hospital (PDH) Zone B <u>D</u>	43 16	
LP47.2	Zone E former PDH site	76	
LP47.3	Zone F former PDH site	49 13	

LP47.4	Zone B of former PDH site	211 168	
Sub Total		408 273	

Station West Opportunity Area			
LP47.5	Mega Car Centre Midland Road	29	
LP47.6 (CEN0070)	Elsewhere in Opportunity Area	200	
Sub Total		229	
Station East Opportunity Area			
LP47.7 (CEN0080)	Station East	400	
Sub Total		400	
Total		902	

Policy LP49 Riverside South Policy Area

Site Reference	Address	Indicative Number of Dwellings/<u>remaining site Capacity</u>	Site Specific Requirements
LP49.1 (CEN004H)	Railworld	50	Prestige homes see policy LP9
LP49.2 (FLS003M)	Pleasure Fair Meadows Car Park	0	Mixed use site, including
	Elsewhere in policy area	200	
Sub Total		250	

Fletton Quays Opportunity Area			
LP49.3	Fletton Quays, land at East Station Road	280 358	
LP49.4 (FLS0040)	Elsewhere in Opportunity Area	100 22	
Sub Total		380	
Total		630	

Policy LP52 City North Policy Area

Site Reference	Address	Indicative Number of Dwellings/<u>remaining site Capacity</u>	Site Specific Requirements
LP52.1	Manor House, 57 Lincoln Road	11	

LP52.2	117 Park Road	24	
LP52.3	88 Lincoln Road	26	
	<u>Manor House</u>	14	
	<u>69 - 71 Broadway</u>	16	
Total		67	

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Draft Peterborough Local Plan

**Draft for consideration by Cabinet on 17 June
and Full Council on 24 July 2019**

Peterborough City Council

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Foreword

This is the adopted Peterborough Local Plan.

It was adopted by resolution of Peterborough City Council, in accordance with the provision of section 23(5) of the Planning and Compulsory Purchase Act 2004, on **[Add date]**.

Foreword

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Introduction

Part A - Setting the Scene

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

Peterborough in Context

- 1.4** Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises the City of Peterborough itself, and 25 villages set in countryside extending over an area of approximately 344 square kilometres. The area borders the local authorities of Fenland, Huntingdonshire, East Northamptonshire, Rutland, South Kesteven and South Holland. The total population of Peterborough is estimated as 196,640 (at mid 2015).
- 1.5** One of the unique characteristics of Peterborough is its situation in the landscape, on the very edge of the Fens. To the east of the City, the fenland landscape is flat and open, with the villages of Eye and Thorney on islands of higher ground and a settlement pattern of dispersed hamlets and farms. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau, with a denser pattern of attractive stone villages. Historic houses and their grounds, like Burghley and Milton, feature prominently in the landscape, as does the RAF base at Wittering, beside the A1 towards the western edge of the area.
- 1.6** There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen. The Norman Cathedral still stands at the heart of the modern city; a city which expanded in Victorian and Edwardian times as Peterborough developed as a significant railway town, and then experienced further rapid growth from 1967 under the New Towns programme. It remains one of the fastest growing cities in England. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area.
- 1.7** In addition to its important built heritage, the area contains a rich biological diversity. There are two Special Areas of Conservation (Orton Pit and Barnack Hills & Holes); part of a Special Protection Area and Ramsar site (Nene Washes); three National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); five Local Nature Reserves; and a large number of Sites of Special Scientific Interest and other County Wildlife Sites.
- 1.8** Peterborough has a diverse economy, ranging from innovative small business to large global headquarters. The high performing business sectors include engineering and manufacturing; agriculture; food and drink; digital and creative; energy and environment; and financial services. Peterborough fared well during the national and global economic downturn with increased investment underpinned by the city's ambitions and new initiatives to support economic growth.

Introduction

- 1.9** A particularly important characteristic of Peterborough is the concentration of companies engaged in environment-related activities. There is also significant pressure for development to serve the logistics industry, taking advantage of the area's prime location beside the (north-south) A1 and (east-west) A47. Agriculture remains important to the economy, although the numbers employed on a full-time basis are relatively small. Unemployment levels in Peterborough tend to be marginally higher than those for the UK as a whole, but average figures mask particularly high pockets of unemployment, with a concentration in some inner city wards where other measures of deprivation are also higher than average.
- 1.10** The City of Peterborough continues to grow, the most noticeable growth areas are at Hampton, where a major urban extension is underway on reclaimed brickfields, and the urban extension at Stanground South (Cardea). In recent years there has been increased development within the city centre, however, there remain vacant and underused sites close to the city centre which offer the opportunity for further investment to regenerate the area.
- 1.11** Several communities in the Peterborough area have demonstrated an interest in neighbourhood planning since its introduction through the Localism Act of 2011. As of Spring 2018, there are:
- Three adopted Neighbourhood Plans, covering the parishes of Ailsworth, Castor and Peakirk;
 - A number of other parishes which have formally expressed an interest in neighbourhood planning.
- 1.12** Neighbourhood Plans are optional plans prepared by communities. Once they are adopted they form part of the development plan for Peterborough, sitting alongside the Peterborough Local Plan. If an area has a Neighbourhood Plan, any planning application in that area will be determined using the Local Plan, Neighbourhood Plan, national policy, and taking account of any other material considerations.
- 1.13** Copies of all adopted Neighbourhood Plans, and details of any emerging Neighbourhood Plans, can be found on our website.

Influences and Overarching Issues

Introduction

2.1 The Local Plan is required to be consistent with the NPPF/NPPG and to have regard to any other plans, policies and strategies, particularly the council's Sustainable Community Strategy. To help identify the key issues, that have been used to develop objectives for the Local Plan, a review of the following plans, policies and strategies has been carried out:

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

Council's Priorities

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

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

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

Environment Capital

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

2.5 In May 2017 the [Environment Action Plan \(EAP\)](#) was adopted by the council. It provides a clear vision of how Environment Capital will be achieved. The action plan comprises ten themes (see below), each with a 2050 vision along with interim targets (currently to 2020).

Influences and Overarching Issues



Strategic Priorities for Development and Use of Land in Peterborough

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

Table 1 Strategic Priorities

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

Influences and Overarching Issues

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

Other Strategies, Plans and Evidence Base

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

Influences and Overarching Issues

Overarching Issues

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

Overarching Issues:

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

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

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

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

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

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

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

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

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

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

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

Introduction

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

Our vision for Peterborough

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

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

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

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

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

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

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

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

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

Our Vision

Our Objectives

Our Objectives

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

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

- 4.2 The NPPF clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development 'which should be seen as a golden thread running through both plan-making and decision-taking'. In order to fully integrate the aims and

Our Objectives

aspirations of the Environment Action Plan into the new Local Plan these objectives have been used in a consistent way in both the SA framework and the Local Plan.

- 4.3** Each Local Plan policy, and all reasonable alternative options, have been assessed against the above sustainability objectives. The results are set out in the SA report which is published alongside this Local Plan.
- 4.4** To help demonstrate how each policy meets the sustainability objectives, for any policy that scores either a positive effect (+) or a significant positive effect (++) the relevant Environment Action Plan symbol, as shown below, has been placed above each policy.

Sustainability Objectives



The Spatial Strategy

Part B - The Spatial Strategy

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

Sustainable Development

- 5.2** Development in Peterborough should contribute to our ambition to create the UK's Environment Capital. This approach fits with the overarching national policy in the NPPF, which has a presumption in favour of sustainable development.



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

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

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

Spatial Strategy

The Settlement Hierarchy and the Countryside

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

The Spatial Strategy

characteristics of the local authority area is that it is dominated by the city, and there are no other settlements larger than 4,500 people. In other words, there are no market towns.

- 5.7** The Peterborough Settlement Hierarchy Study (January 2018) identifies which settlements should be included in the hierarchy and at what tier they sit. It also explains the rationale in more detail.
- 5.8** It is emphasised that the position of any village in the hierarchy is largely a reflection of its size, and the scale and range of its services and facilities. Whilst this offers a pointer to its suitability (or not) for further development, it does not follow that new development is either appropriate or necessary. For example, if there is no need to identify sites for development in the rural area, then a village which is highly placed in the hierarchy may not need to have any site allocations. A village may be highly placed in the hierarchy, but subject to constraints which restrict the scope for further development. Such constraints would not alter its position in the hierarchy, but would be a critical factor in determining its suitability for any growth.
- 5.9** This policy, together with policy LP3 and policy LP4, steers most new development to those larger places that offer the best access to services and facilities (both now and for the foreseeable future). This can help reduce the need to travel, as well as making best use of existing infrastructure and previously developed land in built-up areas.
- 5.10** This policy does not set an absolute restriction on the number of dwellings or other development that would be acceptable. This would be determined by applying Local Plan policies relating to such matters as density, amenity, traffic implications and greenspace provision.
- 5.11** It is emphasised that place names in the policy are references to villages, not parishes, as there are instances in Peterborough where a village extends across parish boundaries and therefore includes properties in more than one parish.
- 5.12** For many years the council has defined on the Policies Map, for each village within the District, a village boundary, also referred to as a village envelope, which sets the limit of the physical framework of the built-up area. The primary purposes of the envelopes, and the policies which apply within and outside them, are to prevent the spread of development into the countryside; to maintain the essential character of each settlement; and to control the growth within and outside each settlement in accordance with the settlement hierarchy in policy LP2. Policy LP11 sets out further criteria for considering development in the countryside.
- 5.13** The boundaries for the urban area and for each village are shown on the Policies Map.



Policy LP2: The Settlement Hierarchy and the Countryside

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

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

The Spatial Strategy

Medium Villages:	Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering
Small Villages:	Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe

The village envelope for each village is identified on the Policies Map. Proposals within the village envelope will be supported in principle, in line with policy LP1, subject to it being of an appropriate scale for the settlement. Land outside the village envelopes and outside the Peterborough Urban Area boundary is defined as countryside. Development in the countryside (i.e. outside the boundary of all settlements in the hierarchy) will be restricted to that which is:

- demonstrably essential to the effective operation of local agriculture, horticulture, forestry, outdoor recreation and access to natural greenspace, transport or utility services; or
- residential development which satisfies the 'exception' test set out in policy LP8; or
- development in accordance with Policy LP11; or
- minerals or waste development in accordance with the separate Minerals and Waste Development Plan Documents.

All other residential development outside of village envelopes and outside of Peterborough Urban Area boundary will, by definition, be contrary to the vision, objectives, development strategy and policies of this Local Plan, and should be refused, unless otherwise acceptable within a made Neighbourhood Plan.

The Level and Distribution of Growth

- 5.14** As required by the NPPF, this Local Plan must define the overall level of growth, such as for new housing, in Peterborough.
- 5.15** Growth targets should be informed by need. Whilst preparing this Local Plan, the 'Objectively Assessed Need' (OAN) for housing, including market, affordable, and other tenures, was determined through the preparation of, and regular updates to, a Strategic Housing Market Assessment (SHMA) for the Peterborough sub region housing market area which includes the adjoining local authorities of South Holland, South Kesteven and Rutland.
- 5.16** However, in September 2017, Government published a consultation document entitled "Planning for the right homes in the right places", which has the intention of getting away from local based methods of calculating housing need and instead using a national standard method to calculate the 'local housing need'. The effect of the new method establishes a Peterborough housing need of 942 dwellings per year, starting in 2016. The overall housing need for the plan period is therefore 18,840 homes between 2016 to 2036.
- 5.17** During the preparation stages of this Local Plan, the council also considered what it agreed in 2013 when the Cambridgeshire authorities, including Peterborough, signed a 'memorandum of cooperation' to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need arising in the Cambridge Sub Region Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). The agreement amounted to an additional 2,500 dwellings (125 dwelling per year over 2011 to 2031). However, during the latter stages of preparing this Local Plan, and particularly during its examination stage, it became clear that the time had come to bring an end to bring to an end the terms of the 'memorandum of cooperation', and that Peterborough should only seek to meet its own housing needs.

The Spatial Strategy

- 5.18** Separately, part of the overall vision for Peterborough is the creation of an independent, campus based university which will have an undergraduate population of 12,500 students by 2035. This will result in a significant increase in the undergraduate population of the city and overall housing need. In May 2017 the Student Housing Need Assessment was published, which concluded a need for an additional 40 dwellings per year over the period of 1 April 2021 to 31 March 2036. The total housing, 2016 to 2036, therefore increases by a further 600 dwellings.
- 5.19** This means that the total housing requirement for Peterborough becomes 19,440 dwellings between 2016 and 2036.
- 5.20** However, to determine how much new land needs to be allocated, account must be taken of any completions since 2016 (the base date of the Local Plan for the purpose of the housing forecast).
- 5.21** The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2018) identifies that between 1 April 2016 and 31 March 2018 a total of 1,970 (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2018 and 31 March 2036 for 17,470 net dwellings (though existing permissions do count towards this target).

Table 2 Overall Requirement for Residential Growth

Dwelling requirement for 2016 to 2036	Number of dwellings
Headline 'Local Housing Need' (LHN) 2016 to 2036	18,840
Student Requirement (Student Need Assessment 2017) 2021 to 2036	600
Local Plan requirement 2016 to 2036	19,440
Dwelling requirement for 2018 to 2036	
Net additional dwellings completed 2016 to 2018	1,970
Local Plan Requirement 2018 to 2036	17,470

Annual Requirement and Five Year Land Supply

- 5.22** The year on year housing requirement differs. This is because the source of the need is different and covers different periods. The table below summarises the annual requirement from the different sources, discussed above. This shows that during the first 5 years (2016 to 2021) the annual requirement is for 942 dwellings per year. This then increases to 982 per year between 2021 and 2036.

Table 3 Annual Requirement

Period	Local Housing Need (pa)	Student Need (pa)	Total OAN (pa)
2016/17 - 2020/21	942	0	942
2021/22 - 2035/36	942	40	982

- 5.23** The NPPF requires councils to identify and update annually a supply of deliverable sites to meet five years' worth of housing. Therefore it is important to set out the different annual

The Spatial Strategy

need figures (above) to make it clear what figures should be used when calculating the council's five year land supply requirement.

- 5.24** For example, for a Peterborough Five Year Land Supply report covering the period 1 April 2018 to 31 March 2023, the basic five year requirement is 942 for years one to three (2018/19 to 2020/21) and 982 for years four and five (2021/22 to 2022/23). The total basic requirement is therefore for 4,790 dwellings.
- 5.25** Part D of this plan identifies the sites required to meet the growth targets, and Figure 1 (Housing Trajectory) shows what is considered deliverable each year.
- 5.26** As stated in table 2, between 2016 and 2018 a total of 1,970 dwellings were completed, this is 86 dwellings above the two year requirement of 1,884.
- 5.27** Reflecting the recent start date of the Plan (2016), and the realistic prospect of annual delivery being broadly consistent with the annual housing requirement, any surplus or backlog which does occur should be dealt with over the first five year period of any Five Year Land Supply report.

The Spatial Strategy for Residential Growth

- 5.28** The spatial strategy makes provision for housing growth in a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area of the city. These are generally the most sustainable and help to maximise the use of previously developed land. The Key Diagram (Map A), at the end of this section, shows the general location and strategy for future growth.



Policy LP3: Spatial Strategy for the Location of Residential Development

The overall development strategy is to continue to focus the majority of new development in and adjoining the urban area of the City of Peterborough (maximising growth within the urban area), creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling a larger number of people to access services and facilities locally.

Provision has been made in this Local Plan to facilitate the development of approximately 19,440 additional dwellings over the period from April 2016 to March 2036.

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

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

The Spatial Strategy

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

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

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

Spatial Strategy for Employment, Skills and University Development

- 5.29** The job growth target for the Local Plan is based on 2016-based forecasts by the East of England Forecast Model (EEFM). This suggests we should be planning for 17,600 jobs (total jobs, including part time) between 2015 and 2036, distributed across different sectors, with approximately 55% of the jobs estimated to be accommodated on employment land (B Use Classes) while the remaining 45% would be in shops, education, health facilities etc (non B Use Classes).
- 5.30** The Peterborough Employment Evidence Report (August 2017) translates the B Use Classes job requirement (of 9,669 jobs) into a need for around 76ha of employment land between 2015 and 2036 to be allocated in this plan.
- 5.31** Policy LP44 identifies the strategic employment sites and policy LP46 identifies other employment sites to meet the above target. The allocations we have made in this Local Plan amount to around 160ha and is more than sufficient to meet our forecast job needs (allowing for losses, flexibility and choice).
- 5.32** To reflect the differing locational and amenity requirements of various employment uses, two categories of employment areas are established, forming the basis for future land use decisions - General Employment Areas (GEA) and Business Parks (BP).
- 5.33** GEAs are considered suitable for a full range of employment uses: offices, research and development facilities, light and general industrial, and storage and distribution (i.e Use Classes B1, B2 and B8).
- 5.34** BPs are expected to accommodate development within the Use Classes B1(a) and B1(b) only. Generally, these areas are developed at a lower density than other employment areas and provide a higher quality environment. General industrial and warehousing uses are not permitted within BPs in order to protect levels of amenity and maintain the attractiveness of these locations for inward investment. The design of all buildings within BPs should be of a high quality and respect the character of the area.
- 5.35** Policies LP47 to LP53 identify sites within the city centre suitable for B1 office use.

University

- 5.36** It is a council priority to help establish an independent campus based University of Peterborough with an undergraduate population of 12,500 students by 2035. This will meet student demand, tackle the skills agenda, contribute to the local economy, and attract new businesses and investment to the city.

The Spatial Strategy

- 5.37** The establishment of a University of Peterborough was also a priority in the Cambridgeshire and Peterborough devolution deal with Government. The Cambridgeshire and Peterborough Combined Authority approved Phase 2 funding for the university campus in June 2017, with construction of a new campus expected to start in 2021/22.
- 5.38** Land will be safeguarded within the Riverside North Policy Area (see policy LP51) for a new campus. This may include the creation of bespoke faculty buildings, an administrative centre and general student amenities such as student accommodation and sports facilities.



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

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

Employment development will be mainly focused in the city centre, elsewhere in the urban area (within General Employment Areas and Business Parks), and in urban extensions. Small-scale employment development will be allowed in villages where it would meet local needs and, in particular, would form part of mixed-use development.

Provision has been made to accommodate the 76ha of employment land identified as needed over the period from April 2015 to March 2036, including land already committed with planning permission. Policies LP44 and LP46 identify the sites required to deliver the above level of growth.

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

General Employment Area (GEA)

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

Site Reference	Employment Area Name
GEA 1	Bourges
GEA 2	Bretton
GEA 3	Eastern
GEA 4	Hampton
GEA 5	Lakefield
GEA 6	Orton Southgate
GEA 7	Oxney
GEA 8	Paston
GEA 9	Werrington
GEA 10	Westwood
GEA 11	Woodston
GEA 12	Gateway Peterborough

The Spatial Strategy

Business Parks (BP)

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

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

Policies LP47 to LP53 also identify suitable sites/areas within the city centre for B1 office development.

Other Employment Proposals

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

- there is a clear demonstration that there are no suitable or appropriate sites or buildings within allocated sites or within the built up area of the existing settlement;
- the scale of the proposal is commensurate with the scale and character of the existing settlement;
- there is no significant adverse impact on the character and appearance of the area, and/or the amenity of neighbouring occupiers;
- there are no significant adverse impacts on the local highway network;
- there is no significant adverse impact on the viability of delivering any allocated employment site; and
- the proposals maximise opportunities for modal shift away from the private car.

Expansion of Existing Businesses

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

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

Loss of Employment Sites and Buildings to Non-Employment Uses

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

- whether the loss of land or buildings would adversely affect the economic growth and employment opportunities in the area the site or building would likely serve;
- whether the continued use of the site or building for employment purposes would adversely affect the character or appearance of its surroundings, amenities of neighbouring land-uses or traffic conditions that would otherwise be significantly alleviated by the proposed new

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use. It should also be shown that any alternative employment use at the site would continue to generate similar issues;

- whether it is demonstrated that the site is inappropriate or unviable for any employment use to continue and no longer capable of providing an acceptable location for employment purposes; and
- whether the applicant has provided clear documentary evidence that the property has been appropriately, but proportionately, marketed without a successful conclusion for a period of not less than 6 months on terms that reflect the lawful use and condition of the premises. This evidence will be considered in the context of local market conditions and the state of the wider national economy.

University of Peterborough

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

A new university campus could be included within the Riverside North Policy Area (see policy LP51).

Urban Extensions

- 5.39** Policy LP5 is an overarching policy for all new urban extensions (defined as being 500 dwellings or more, which also links to the present threshold change for the purpose of Community Infrastructure Levy (CIL) calculations). Policy LP35 identifies the sites, and any site specific policies are set out in Part D of this Plan.
- 5.40** It is important that these new areas are developed as genuinely sustainable places, with a full range of residential opportunities, to create balanced, mixed communities; employment areas; and all of the services and facilities that will enable residents to meet their day-to-day needs locally. It is equally important that development of these areas takes place in a manner that is well integrated with the existing communities of Peterborough, so that they are seen as, and function as, part of the City.
- 5.41** New urban extensions could offer scope to implement a wide range of sustainable development principles.



Policy LP5: Urban Extensions

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

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

Each urban extension should, where appropriate:

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

The City Centre

- 5.42** The city centre is the 'heart of the city' and is essential to the image, economic prosperity and future success of Peterborough. It is the part of the city most likely to be used by residents and visitors and is a major focus in the region in terms of shopping, leisure, employment and culture, providing a diversity of experience and activity. A lively, successful city centre contributes greatly to the quality of life of the people of Peterborough and the surrounding area.
- 5.43** The area forming the city centre is shown on Map D. The city centre extends from the former District Hospital site in the west to Fengate in the east. It includes the residential areas in the vicinity of Lincoln Road and Bright Street in the north and the Peterborough United football ground in the south, as well as the principal shopping, office and entertainment areas and Cathedral Precincts in the very centre.

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- 5.44** Within the city centre lie the cathedral and many other important listed buildings and heritage assets. It is an important interchange between different means of travel, with railway and bus stations; compared with many city centres, it is relatively accessible by private car.
- 5.45** However, the city centre is not without its problems, and there are issues which need to be addressed over both the long and short term.
- 5.46** The city centre had historically relatively few houses and flats, when compared to other towns and cities of a similar size and scale, but this is changing and further new housing will continue to be supported.
- 5.47** Recent investment in the public realm around Cathedral Square, Bridge Street, Cowgate and King Street has attracted new retailers, restaurants and bars to this part of the city. Extensions to the Queensgate Shopping Centre have accommodated national retail and restaurant operators. Further development is also planned.
- 5.48** The cultural offer is not fully developed and there is a significant opportunity to attract visitors into the city centre, particularly in the evening. The evening economy has improved in the last few years with new restaurants, particularly around Cathedral Square and linked to the wider public realm improvements. However, this is still a limited offer when compared to other towns and cities of a similar size.
- 5.49** There has been little new office development in the city centre for many years. The city centre has not been able to successfully compete for investment with business parks located on the edge of the city. The city centre office stock is generally ageing and some is poor quality, some of which has been converted to residential development, and consequently new office stock is needed.
- 5.50** The River Nene is one of the city's most important assets but it currently fails to maximise its potential for leisure and is poorly connected to other parts of the city centre. Again this needs to be addressed.
- 5.51** The transport network in and around the city centre currently prioritises accessibility by car at the expense of pedestrians and cyclists. Improvements have been made with the new pedestrian crossing points along Bourges Boulevard improving access to and from the railway station into the city core.
- 5.52** The following policy sets the overall vision for the future improvement, growth and regeneration of the city centre. It is supported by policies LP47 to LP53 which identify 'Policy Areas' with individual policies for each area setting out a vision, potential development opportunities and specific planning requirements.



Policy LP6: The City Centre - Overarching Strategy

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

Major new retail, cultural and leisure developments which will meet the needs of the city and its sub-region, as well as the local needs of a significantly larger city centre resident population, are

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

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

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

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

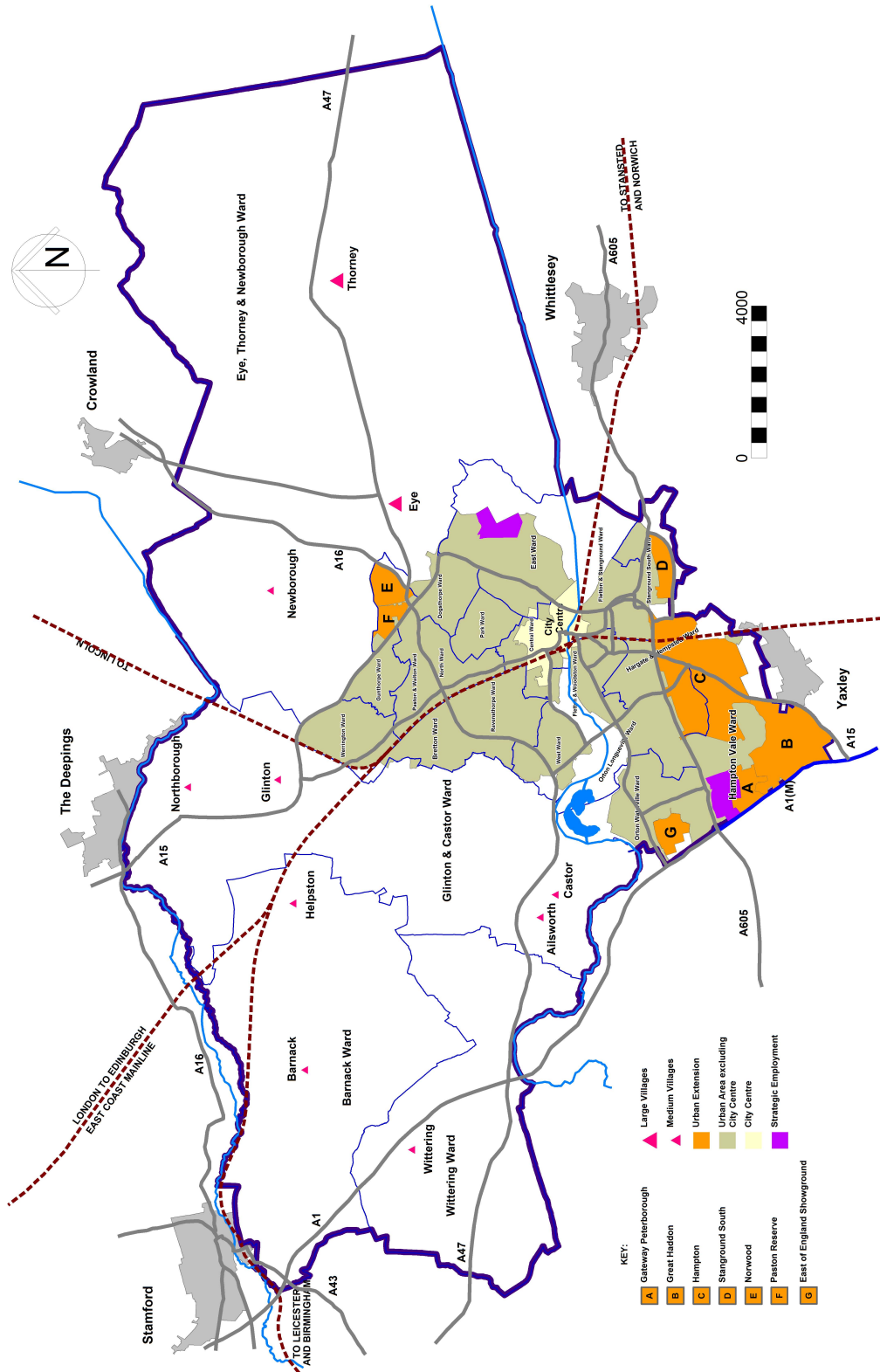
NOTE: Individual policies for the different Policy Areas and individual sites are set out in Part D of this Plan (see policies LP47 to LP53).

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5.53 Local Plan Key Diagram

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

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Part C - The Policies

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

6.1 Health and Wellbeing

6.1.1 A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles. This helps in delivering sustainable development, (see policy LP1). Health and Wellbeing cuts across many policies in this Local Plan and is one of the key objectives and sustainability criteria.

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

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

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

6.1.4 Most developments have the potential to positively influence health and wellbeing. The impacts of proposed development on the wider determinants of health could be assessed and considered by the applicant at the earliest stage of the design process. Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health. Further guidance on preparing HIAs is published on the council's website.

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

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



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Policy LP7: Health and Wellbeing

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

This will be achieved by:

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

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

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

6.2 Housing Standards Review

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

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

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

6.2.3 A Local Plan can only require one or more of these optional standards if the standard will address a clearly evidenced need and the viability implications of introducing the standard have been adequately considered.

6.2.4 Whilst the council acknowledge there could be evidence of 'need' to introduce all of the optional standards, the council is concerned that viability of development would be compromised (or other essential infrastructure not deliverable) if all such standards were imposed on development in full.

6.2.5 As such, this Local Plan introduces the first optional standard relating to space standards for all new rented tenure affordable dwellings only. This is in recognition of the need for minimum space standards, due to recent changes to the benefits system, for what are likely to be fully occupied homes (see policy LP8 below). The plan also requires the second standard relating to water efficiency (see policy LP32) and an element of the third optional standards relating to access standards (see policy LP8 below).

6.3 Meeting Housing Needs

6.3.1 Three of the key objectives of the Local Plan are to: ensure that proposed new housing delivers a balanced mix of housing tenures, types and sizes; delivers sufficient affordable housing; and improves the overall quality of the housing stock. In short, a key task for the Local Plan is to provide a policy framework that will deliver housing that meets all needs, within the context of an evolving national policy.

6.3.2 At a strategic level, the issue of meeting all needs can be subdivided into matters relating to the mix of dwellings of different sizes that will satisfy need and demand; the provision of housing for those households unable to meet their needs in the open market; and the provision of housing for those with special requirements.

6.3.3 Developers will be encouraged to bring forward proposals which will, in overall terms, secure the market and affordable housing mix as recommended by the most up to date SHMA. This mix is however not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics and circumstances. However, unless financial viability indicates otherwise, the guidance on mix in the most up to date SHMA will be sought.

6.3.4 Affordable housing is housing that is provided for eligible households who are unable to meet their housing needs in the open market because of the relationship between housing costs and income. It is tightly defined by national policy. The affordable housing needs of the most vulnerable people will be prioritised by the council. The term 'vulnerable people' refers to a broad group of people who need some kind of support with their living arrangements to enable them to live safely. This could include people with learning disabilities and autism; physical disabilities; sensory impairment; mental health support needs; ex-offenders; older people, young people and care leavers; and statutorily homeless households. It is important that accommodation proposals for vulnerable people consider the location of housing in relation to essential services and community facilities. While such services should be accessible to all of Peterborough's residents, their location might become more significant for those with mobility issues, or where cost of travel is a barrier.

6.3.5 The policy sets an overall target for 30% affordable housing for sites of 15 or more dwellings. Where the affordable housing policy would result in the requirement relating to part of a

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dwelling, the calculation will be rounded upwards for 0.5 and over and downwards for less than 0.5.

- 6.3.6** For many years, it has been difficult for local people on lower incomes to secure market housing. Although house prices in Peterborough are generally lower than those across the region as a whole, so too are average incomes. A limited supply of new affordable properties, and the loss of existing affordable homes through 'right to buy' and 'right to acquire' provisions have tended to exacerbate housing problems for those in need. The latest SHMA evidence (2017 update) has calculated that there is a total annual affordable housing requirement of 559 dwellings (approximately 57% of the annual OAN).
- 6.3.7** The policy seeks, via negotiation and through taking account of a scheme's financial viability, a greater part of affordable housing provision to be for affordable rent. This is to prioritise the provision of homes that people can reasonably afford and reflects the council's priority for affordable rented accommodation identified in the Peterborough Housing Strategy (2017). Where in the policy it refers to a 'greater proportion' being affordable rent, the target is a 70%/30% split in favour of affordable rent, though this should not be applied prescriptively on all schemes, and the split may differ depending on the specific circumstances of a scheme.
- 6.3.8** The preference for affordable rent is supported by evidence as part of the SHMA (2014) and the Local Plan Viability Assessment (2016). The SHMA identifies a net need for 19% intermediate housing and 81% social-affordable rent. The Viability Assessment assumes a tenure split of approximately 70% affordable rented tenure and 30% intermediate in the form of shared ownership. This is also supported by the number of people presenting as homeless to the council and the significant rise in temporary accommodation needing to be accessed by the council to accommodate these households.
- 6.3.9** The policy also sets additional higher access standards so that sufficient choice is available in the market for people with particular needs, such as the requirement for wheelchair accessible homes and homes which can be adapted to suit people's needs over time. Part M (Volume 1) of Building Regulations, updated on 1 October 2015, sets out these additional higher standards. M4(1) Category 1 relates to mandatory access standards (visitable dwellings), M4(2) Category 2 to accessible and adaptable dwellings and M4(3) Category 3 to wheelchair user dwellings. Within Category 3, there is a differentiation between wheelchair adaptable dwellings (M4(3)(2)(a)) and wheelchair accessible dwellings (M4(3)(2)(b)). Any dwellings identified as needing to meet the policy requirement for any of these standards should have regard to this section of the Building Regulations.
- 6.3.10** The Housing and Planning Act 2016 introduced the concept of Starter Homes, though at the time of writing many aspects of that Act relating to Starter Homes have not been brought into effect, and the Housing White Paper 2017 made suggestions that some aspects may not be taken forward as envisaged. As such, policies in this Local Plan, and specifically LP8, are silent in respect of Starter Homes, due to the uncertainty as to precisely how this form of housing is to be taken forward by Government.
- 6.3.11** A 'Park Home', is a residential mobile home, similar to a bungalow or caravan in style, installed on a dedicated site or 'home park' that is either privately owned or owned by a Local Authority. Park homes are designed to be lived in permanently and provide an opportunity for residents to own a home, but pay rent to the owner of the site that includes costs towards maintenance of the communal areas. Park home sites provide a small but important part of the district's housing accommodation. These sites require all the services and facilities of built residential development and will not be acceptable on sites poorly related to services and facilities necessary to meet resident's needs.
- 6.3.12** The policy below makes no reference to houseboats, on the basis that there are no registered permanent houseboats within Peterborough, and there has been no evidence provided to the

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council of a need to make provision for them in the plan period. Should any proposals for houseboats arise, they will be treated on their merits using the policies in this Plan as a whole.

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



Policy LP8: Meeting Housing Needs

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

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

Affordable Housing

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

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

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

Affordable housing should be provided on-site, unless exceptional circumstances can be demonstrated for provision of homes and/or land to be provided off site or through a commuted sum.

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

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

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

Homes for Older People

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

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

Accommodation for Vulnerable People

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

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

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

Dwellings with Higher Access Standards

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

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

Rural Exception Sites

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

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

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

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Homes for Permanent Caravan Dwellers/Park Homes

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

6.4 Custom build, Self-build and Prestige Homes

- 6.4.1** Policy LP8 requires the provision of a wide choice of homes to meet the needs of the community, this could include custom build, self-build and prestige homes.
- 6.4.2** The Self-build and Custom Housebuilding Act 2015 places a requirement on Local Planning Authorities to maintain a register of individuals and associations of individuals who have expressed an interest in acquiring land for the purposes of self-build or custom build.
- 6.4.3** The Housing and Planning Act 2016 goes further to require Local Planning Authorities to grant planning permission on sufficient serviced plots of land to meet the identified need for self-build and custom build.
- 6.4.4** On a separate matter, one of the issues identified for the Local Plan is that a substantial proportion of higher paid people in managerial, professional and technical occupations are commuting into Peterborough for work, whilst living elsewhere in the housing market area (and possibly beyond). Nearly half of the managers and senior officials who work in Peterborough live outside the local authority area.
- 6.4.5** If Peterborough's economic development strategy of growth based on the attraction of new and expanding companies in the environmental and knowledge-based industries is to succeed, there will be a need for large, top of the range houses that will enable business leaders to live locally. Provision will be made for the development of new properties in this sector of the market.
- 6.4.6** Large existing houses in generous plots, including older properties and those in conservation areas, will also help to meet this particular need. The policy therefore seeks to prevent their loss.
- 6.4.7** There is no specific definition of 'top of the market' prestige homes, but these can be generally regarded as being at the higher end of the market in terms of value (within the highest 10% price bracket of dwellings in the housing market area as a whole); large (perhaps with 5 bedrooms or more); and individually designed, with a high specification, detailing and facilities. Newly-built houses in this sector would be typically aimed at the senior professional and managerial market or would be of a bespoke design for an individual client.

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

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

- a. the proposed development would itself create one or more prestigious dwellings; or

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

Policies LP35, LP37 to LP43 and LP47 to LP53 identify sites that will be expected to include a reasonable proportion of prestige homes.

Proposals for residential development will be considered more favourably if they provide appropriate opportunities for custom build and self build. As set out in policy LP5, sites over 500 dwellings will be expected to provide serviced plots for custom build and self build homes.

6.5 Gypsies and Travellers and Travelling Showpeople

- 6.5.1** Throughout many parts of the country the Gypsy and Traveller community has experienced difficulties in securing sufficient caravan sites to meet their needs. The Government's overarching aim is to 'ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community' (Planning Policy for Traveller Sites (PPTS), August 2015).
- 6.5.2** For the purposes of planning policy the PPTS defines "Gypsies and Travellers" as:
- 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'.*
- 6.5.3** The latest [Gypsy and Traveller Accommodation Assessment](#) (GTAA) (October 2016) covering most of Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk identifies no additional need for Gypsy and Traveller sites in Peterborough and no need for Transit sites for Travelling Showpeople. Therefore this plan does not allocate any sites for Gypsy and Traveller or Travelling Showpeople purposes.
- 6.5.4** However, the GTAA identifies that there may be an 'unknown' need for up to 16 pitches between 2016 and 2036. This unknown need is to be met through the determination of planning applications, taking into account the requirements of the NPPF, PPTS and policies in this Local Plan, particularly the requirements set out in policy LP10 below.
- 6.5.5** In Peterborough there are currently two council owned sites and nine private sites. The council owned sites are located at Oxney Road and Paston Ridings on the eastern side of the city and are large in size. The private sites are located in the urban and rural areas to the north and east of the city and the number of pitches on each site varies.
- 6.5.6** From the experience of the council in managing its sites, and from views expressed by residents of sites within Peterborough, it is clear that future provision should aim to deliver smaller sites which have a maximum capacity of 15 pitches, and in many cases, considerably fewer.



Policy LP10: Gypsies and Travellers and Travelling Showpeople

Planning permission will be granted for the development of land as a Gypsy and Traveller Site, or a Travelling Showpeople site, if each of the following criteria can be met:

- a. the site and its proposed use does not conflict with other local or national planning policy relating to issues such as flood risk, contamination, landscape character, protection of the natural, built and historic environment or agricultural land quality;
- b. the site is located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school;
- c. the site can enable safe and convenient pedestrian and vehicle access to and from the public highway, and adequate space for vehicle parking, turning and servicing;
- d. the site is served, or capable of being served, by adequate mains water and sewerage connections and should not place unacceptable pressure on local infrastructure; and
- e. the site can enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of occupiers of nearby properties or the appearance or character of the area in which it would be situated (in accordance with LP17).

The council will be prepared to grant permission for sites in the countryside (i.e. outside the urban area and village envelopes) provided that there is evidence of a need, that the intended occupants meet the national PPTS definition of a Gypsy and Traveller, or a Travelling Showperson and provided that the above criteria (a) to (e) are met.

In the countryside, any planning permission granted will restrict the construction of permanent built structures to small amenity blocks associated with each pitch, and the council will ensure, by means of a condition or planning obligation, that the site shall be retained for use as a Gypsy and Traveller site or a Travelling Showpeople site in perpetuity.

6.6 Development in the Countryside

- 6.6.1** Areas outside the urban boundary and the village envelopes are considered as being in the countryside for the purpose of policies in the Local Plan.
- 6.6.2** Policy LP11 recognises the potential for conversion of redundant rural buildings in the open countryside to dwellings. Given that new housing in the countryside is subject to strict control, applications for residential conversions will be examined with particular care and will only be acceptable where all the criteria of policy LP11 can be met and the development complies with all other relevant policies of the Local Plan.
- 6.6.3** The replacement of an original dwelling with a new dwelling on a one-for-one basis may be acceptable in certain circumstances and policy LP11 sets out the criteria to be applied. Where a building is of historic or traditional nature or is otherwise worthy of retention, redevelopment will be resisted and proposals for restoration and renovation will be encouraged.
- 6.6.4** Policy LP2 places a restriction on development in the countryside and new isolated homes in the countryside will generally be avoided, although an exception may be justified when required to enable agricultural, forestry and certain other full-time workers to live at, or in the immediate vicinity of, their place of work.
- 6.6.5** It will often be as convenient and more sustainable for such workers to live in the city of Peterborough, or nearby towns or villages, or suitable existing dwellings, so avoiding new and potentially intrusive development in the countryside. It is recognised however that there will be some cases where the nature and demands of the work concerned make it essential

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for one or more people engaged in the enterprise to live at, or very close to, the site of their work. This requirement will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any individuals involved.

6.6.6 Where permission is being sought for a dwelling under this policy, the council will require the applicant to supply sufficient information to demonstrate that both the functional and financial tests are satisfied. The functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. In applying this test, the council will consider matters such as:

- the scale and nature of the enterprise
- the potential for things to go wrong or need attention unexpectedly or at short notice
- the frequency of such events
- the ability for a person living off the site to deal with such events
- the period of time over which events occur.

6.6.7 If a functional need is established, the council will then consider the number of workers needed to meet it, and the dwelling should be of a size commensurate with the established functional requirement and economic viability of the enterprise. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of the dwelling that is appropriate.

6.6.8 Any temporary planning permission in association with a proposed or newly established enterprise will only be granted at a location which would be suitable for a permanent occupational dwelling, and will always be subject to a condition requiring the removal of the caravan, mobile home or structure and the reinstatement of the land to its original condition at the end of the temporary period. The council will not normally grant successive extensions to a temporary permission over a period of more than three years.

6.6.9 Whenever permission is granted under policy LP11, suitable conditions will be attached to restrict occupancy of the dwelling and, if necessary, to remove certain permitted development rights relating to residential extensions.

6.6.10 The re-use of buildings in the countryside for employment purposes can play an important role in meeting the need for employment in rural areas. It can provide jobs, give renewed use to vacant buildings and reduce the demand for new buildings in the countryside. The re-use of buildings for tourist accommodation and attractions is generally supported because of the contribution to rural diversification and the wider economic benefits for Peterborough.

6.6.11 Successful rural enterprises located in the open countryside, where new development is closely controlled, may need to expand on their current site. This can protect existing jobs and create additional employment in rural areas. However, such development needs to be highly sensitive to its surroundings. Policy LP11 allows such expansion but ensures that it will be carried out in a way which does not cause significant harm to the countryside or amenity.

6.6.12 In order to maximise opportunities for rural working it is also necessary to retain land which provides existing employment. This will be achieved by preventing use for other purposes unless continued employment use is not viable or would be unsuitable for other planning reasons.

6.6.13 Tourism in rural areas would need to be limited to avoid undue harm to the open nature of the countryside. Where accessibility is poor, proposals would need to be limited to small-scale development such as conversion of existing rural building for tourism/leisure use.

6.6.14 In all cases where a tourism, leisure or a cultural facility is proposed in the open countryside and requires the construction of a new building, the council will require a robust business

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plan, appropriate to the proposed scheme. The business plan must demonstrate the demand and viability of the scheme on an on-going basis. This requirement will help prevent development being permitted in the open countryside, which quickly fails as a business and leads to pressure on the council to permit the conversion of the failed development to another use (e.g. conversion to residential) which the council would not have permitted on that site in the first instance.



Policy LP11: Development in the Countryside

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

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

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

Part B: Replacement of a permanent existing dwelling in the countryside:

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

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

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

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

Part C: Mobile homes within the countryside:

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

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Part D: New dwellings in the countryside (relating to agricultural workers, forestry and other enterprises where a countryside location is essential):

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

- l. there is a clearly established existing functional need (i.e. it is essential for the proper functioning of the enterprise for one or more workers to be on the site for all or most of the time); and
- m. the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement; and
- n. the unit and the agricultural activity concerned has been established for at least three years, has been profitable for at least one of them and is currently financially sound with a clear prospect of remaining so; and
- o. the functional need cannot be fulfilled by an existing dwelling, or the conversion of an existing building in the area, or any other existing accommodation in the area which is suitable and available for occupation by the worker concerned.

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

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

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

Part E: The Rural Economy:

In the countryside, development involving the expansion of an existing employment use on its current site or the conversion of an existing agricultural building (particularly if it is adjacent to or closely related to a village) will be acceptable for employment uses within Use Classes B1 to B8 or tourism and leisure related uses, provided that all of criteria (p) to (v) below are met:

- p. it would be consistent in scale with its rural location, without unacceptable environmental impacts; and
- q. it would not adversely affect existing local community services and facilities; and
- r. it would be compatible with, or would enhance, the character of the village or the landscape in which it would be situated; and
- s. it would not cause undue harm to the open nature of the countryside or any site designated for its natural or heritage qualities; and
- t. it would be easily accessible, preferably by public transport; and
- u. if it would involve the construction of a new building in the open countryside, the development is supported by a robust business plan that demonstrates (i) the demand for the development

- and (ii) that the facilities to be provided would constitute a viable business proposition on a long-term basis; and
- v. in the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.

Part F: Protecting the best and most versatile agricultural land:

Proposals should protect the best and most versatile agricultural land so as to protect opportunities for food production and the continuance of the agricultural economy. With the exception of allocated sites, development affecting the best and most versatile agricultural land will only be permitted if:

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

Part G: Agricultural diversification:

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

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

6.7 Retail and Other Town Centre Uses

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

Hierarchy of Centres

- 6.7.3** In Peterborough, there is a hierarchy of centres, complemented by out-of-centre shops, which is well established. Peterborough city centre is at the top of the hierarchy of such centres, with by far the largest retail floorspace (approximately 159,000 square metres gross) and a full range of other services, performing a regional role and with a retail catchment for comparison goods shopping that extends into the East Midlands as well as the East of England. Policy LP6 focuses on the wider vision for the city centre, supported by policies LP47 to LP53 which set out the specific policies and land uses for the different Policy Areas in the city centre.
- 6.7.4** The Peterborough Retail Centres Hierarchy Study (November 2017) identifies five District Centres at Bretton, Hampton, Millfield, Orton and Werrington based on the scale of retail provision (with retail floorspace in the range 9,880 square metres to 27,745 square metres) and the availability of other community services and facilities. Bretton has recently been

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remodelled and improved with considerable investment; Hampton is currently being re-modelled and extended and Orton has undergone substantial redevelopment, although there is scope for further regeneration in subsequent phases. Together with Orton, the centres now in most need of further investment are Werrington and Millfield. Policy LP37 identifies opportunities for further regeneration of the Orton and Werrington District Centres.

- 6.7.5** Finally, there are a number of identified Local Centres, serving the day-to-day needs of their local neighbourhoods.
- 6.7.6** The Policies Map identifies these centres and also identifies the Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF) for city centre and district centres. For Local Centres the PSA is the same as the boundary of the Local Centre.
- 6.7.7** The designation of the PSF applies only to the ground floor level. Although predominantly in retail use, PSF within District Centres can contain a variety of other uses. However without a reasonable continued proportion of class A1 retail units, the pedestrian flow in the daytime could fall below a level that would maintain the viability of the centre.
- 6.7.8** New centres will be created in urban extensions . These are justified in order to meet the needs of local residents in the areas planned for substantial residential intensification and expansion (see policy LP5 Urban Extension). Of the permitted urban extensions this includes two Local Centres at Hamptons East and a Local Centre at Paston Reserve/Norwood.

Retail Need

- 6.7.9** The latest Retail Study (December 2016) indicates there is no capacity for any further convenience goods floorspace during the plan period. However, this assumes all recently permitted floorspace is built. If some of the existing commitments (at 31 March 2016) are not implemented then this would release some floorspace capacity.
- 6.7.10** For comparison goods, the Retail Study indicates there is currently no capacity for any further floorspace to 2026. However, there is likely to be some need beyond 2026, although this should be treated with caution as long term retail growth expenditure forecasts beyond a ten years period is very difficult to accurately forecast.
- 6.7.11** The council therefore recognises the importance of regularly reviewing retail forecasts figures, at least every five to ten years, to take into account the latest information on population and expenditure growth. The latest retail forecasts will be taken into account when assessing planning applications for retail development.
- 6.7.12** Despite the 'no capacity' conclusion set out in the Study until at least 2026, the council will still support appropriate retail proposals coming forward, although this is likely to be only within the designated centres.
- 6.7.13** As a general principle, new shops selling primarily convenience goods should be located close to, and easily accessible by, the community that they are intended to serve, with a priority to development in centres. This includes the city centre, as the spatial strategy envisages considerable residential development (and, therefore, population growth) here.
- 6.7.14** Policy LP12 sets out the sequential approach to the location of retail development based on the hierarchy of centres. The meaning of 'edge-of-centre' for the purpose of retail development is a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the boundary of a PSA. In determining 'easy walking distance', the council will take into account barriers to pedestrian movement, such as the need to cross major roads or car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the centre.

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Other Town Centre Uses

- 6.7.15** A sequential approach will also be applied to other town centre uses in line with the NPPF and as set out in policy LP12.
- 6.7.16** However, in accordance with policy LP4 (Spatial Strategy for Employment, Skills and University Development) office developments will also be supported in defined General Employment Areas and Business Parks.
- 6.7.17** Policy LP30 also sets out a wider approach to culture leisure and tourism, and identifies exceptional circumstances where other locations may be appropriate.
- 6.7.18** Other uses such as libraries, medical centres and community facilities should be located in or on the edge of centres where possible, but will not be restricted to those locations if they would be unsuitable or inappropriate in relation to the community that they would serve.

**Policy LP12: Retail and Other Town Centre Uses**

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

- support and regenerate the city centre in order to promote its viability and vitality and to maintain its position at the top of the retail hierarchy;
- protect, support, and where necessary regenerate, existing District Centres and Local Centres to ensure they continue to cater for the needs of the communities they serve;
- provide appropriate development in the form of new centres in the emerging and proposed urban extensions, to serve the needs of the new communities created, as set out in policy LP5.

Hierarchy of Centres:

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

1 - Peterborough City Centre*

Peterborough City Centre

2 - District Centres*

Bretton
Hampton
Millfield

Orton
Werrington

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3 - Local Centres

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

*For retail development, the PSA will take precedence

Primary Shopping Areas and Primary Shopping Frontages

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

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

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

New Retail Development

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

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

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

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

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

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

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

Other Town Centre Uses

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

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

Out of Centre Development

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

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

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

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

6.8 Transport

Transport

- 6.8.1** The impacts of growth on the city's transport infrastructure will require careful planning.
- 6.8.2** The main transportation policies and infrastructure requirements for Peterborough are set out in the Long Term Transport Strategy (LTTS) and the latest Cambridgeshire and Peterborough Local Transport Plan (LTP), the latter being the responsibility of the Combined Authority.
- 6.8.3** Reflecting the latest LTP and LTTS, the council's broad approach is as follows:
- **City Centre Core:** Reduction of cars and car parking in the core area with a strong emphasis on pedestrians and cycles, but also promoting and accommodating public transport.
 - **City Centre:** Reduction of car use in the city centre would be supported by parking policy generally and public transport.
 - **City Peripheral:** The city periphery would encourage walking and cycling with improved facilities and develop strong public transport corridors to enhance these modes.
 - **Outer City:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.
 - **Rural:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.
- 6.8.4** The policy for transport aims to reduce the need to travel by private car and helps to deliver a sustainable transport package capable of supporting growth and the council's Environment Capital aspirations.
- 6.8.5** This policy should be read in conjunction with the Infrastructure policy LP14, which explains the relationship between the Infrastructure Delivery Schedule (IDS), the Community Infrastructure Levy (CIL) and the Developer Contributions Supplementary Planning Document (SPD). The IDS identifies a list of infrastructure projects within the authority area.

Parking Standards

- 6.8.6** Appendix C sets out the car parking and cycle standards for development within use classes A, B, C and D1, excluding schemes in the City Core Policy Area and non residential development in the City Centre.
- 6.8.7** All development should carefully assess its parking needs taking into account the accessibility of the development; the type, mix and use of development; the availability of and opportunities for public transport; local car ownership levels; the existing available car parking provision close to the development site and an overall need to reduce the use of high-emission vehicles, as stated in the NPPF.

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- 6.8.8** Development should consider user's needs, impact on neighbouring users and the safe and efficient use of the highway network, and consider imaginative solutions for car share facilities, powered two wheeler and cycle parking, and enabling domestic electric vehicle charging points. Unallocated cycle parking for residents should be secure and covered, located in easily accessible locations throughout the development. The Manual for Streets (2007) and Manual for Streets 2 (2010) provide guidance on the principles that should normally be followed. All development should justify the level of parking provided and the design of such parking.
- 6.8.9** To demonstrate how accessibility, mobility and transport related matters have been considered and taken into account in the development of proposals, one or more of the following should be submitted with planning applications, with the precise need dependent on the scale and nature of development:
- parking or design and access statement (all proposals); and/ or
 - transport statement (typically required for developments of 50 - 80 dwellings); and/ or
 - transport assessment and travel plan (typically required for developments over 80 dwellings).
- 6.8.10** Flatted development in the city centre boundary must be supported by a parking management plan.
- 6.8.11** Advice on the level of detail required should be confirmed through early discussion with the local planning and highway authority.



Policy LP13: Transport

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

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

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

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- Promote improvements to travel security through improvements to lighting, CCTV and underpasses;
- Deliver quality cycle facilities at workplaces including secured and covered cycle parking, showering and changing facilities; and
- Seek to improve sustainable transport links to travel hubs from rural areas and improve walking and cycle links between villages.

Developers will be required to ensure proposals for major new developments are assessed, using appropriate methodologies (such as Travel Plans, Transport Assessments and Transport Statements), for their likely transport impacts. Major development proposals adjacent to international and nationally designated biodiversity sites will require an air quality assessment to demonstrate no significant adverse effect on sensitive features. Major development located not immediately adjacent, but within the vicinity of, such designated sites, may also require an air quality assessment if there is the possibility of a significant adverse effect arising.

The Transport Implications of Development

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

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

Parking Provision

Planning permission for new development within Use Classes A, B, C and D1 will only be granted if the proposal makes appropriate and deliverable parking provision in accordance with the standards in Appendix C, subject to specific requirements for development in the City Centre and City Core Policy area as set out below.

For all other development not covered by the above Use Classes, the number and nature of spaces provided, and their location and access, should have regard to surrounding conditions and cumulative impact and set out clear reasoning in a note submitted with the application (whether that be in a Design and Access Statement / Transport Statement / Transport Assessment and/ or Travel Plan as appropriate, depending on the nature and scale of development proposed).

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

Non residential development outside of the city centre is encouraged to design schemes which share parking spaces with other developments where the location and pattern of uses of the spaces makes this possible. If there is a realistic prospect of sharing spaces, the council will be prepared to relax the requirements for provision accordingly.

All development requiring parking provision should be designed, unless there are exceptional design reasons for not being able to do so (eg. listed building constraints or site specific factors), to incorporate facilities for electric plug-in and other ultra-low emission vehicles, or as a minimum the ability to easily introduce such facilities in the future.

Parking Provision - City Centre

Within the defined City Centre (see Policies Map), but excluding the City Core Policy Area, residential (use classes C3 and C4) car parking requirements are as per Appendix C.

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For all other types of development, proposals will be required to make use of existing public car parks before the provision of additional car parking spaces will be considered.

The council will only allow additional on-site or off-site spaces if the applicant has provided a full justification for such a need (for example on the basis of essential operational requirements which cannot be met by the use of existing spaces off-site).

Parking Provision - City Core Policy Area

There is a presumption against the provision of additional car parking spaces within the City Core Policy Area (see policy LP47 for details of this Policy Area). New car parking provision will only be supported in very exceptional circumstances.

City Centre

Within the area identified as the city centre on the Policies Map, all development proposals must demonstrate that careful consideration has been given to:

- prioritising access for pedestrians;
- improving accessibility for those with mobility issues;
- encouraging cyclists to access the city centre;
- reducing the need for vehicles to enter the city centre and particularly the city core policy area, with retail and other commercial development service vehicles being carefully controlled to minimise unnecessary disturbance to the public.

6.9 Infrastructure

- 6.9.1** The major growth and expansion of Peterborough will be supported by necessary infrastructure such as roads, schools, and health and community facilities to ensure the relevant supporting infrastructure is in place to help in the creation of sustainable communities.
- 6.9.2** The Peterborough Infrastructure Delivery Schedule (IDS) identifies infrastructure projects that will support the sustainable growth of the city. This includes:
- Community Infrastructure – community buildings and libraries,
 - Transport – highways, cycle and pedestrian facilities, rail, bus, travel management and car parking,
 - Environmental Sustainability - Open space and Green Infrastructure projects such as Nene Park, South Peterborough Country Park and the forest of Peterborough,
 - Skills and Education – primary schools, secondary schools, further and higher education,
 - Emergency Services – fire, ambulance and police,
 - Utilities and Services – water, waste water, flood risk management, electricity and gas.
- 6.9.3** The IDS is a live document produced to identify the range of infrastructure types and projects required to support growth. Importantly, it identifies likely funding sources, delivery agents, timescales and priorities. The IDS will be updated every two to three years.
- 6.9.4** The necessary infrastructure will come from a variety of sources, including the council, government departments, public agencies, utility service providers and the private development industry. However, it is unlikely that all the different service providers will have the necessary financial arrangements in place at the same time, therefore the role of the IDS is to ensure that all the service providers' strategies and investment plans are developed alongside and align with the Local Plan.

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- 6.9.5** In April 2015 the council adopted the Community Infrastructure Levy (CIL) and a Developer Contributions SPD. The SPD provides detailed guidance on the council's approach to how developers will contribute to the provision of infrastructure, both on and off site. At present the council does not intend to refresh the CIL prior to the adoption of this Local Plan.
- 6.9.6** While every effort has and will be made to ensure the timely provision of infrastructure, the following policy will be used to restrict development from being commenced or, in certain cases, from being permitted, in the absence of proven infrastructure capacity.
- 6.9.7** Where there is a major development proposal which requires its own (on-site and/or off-site) infrastructure, and the proposal is subject to Environmental Impact Assessment (EIA) and/or project level Appropriate Assessment under the Habitats Regulations, the council will require the developer to consider the likely effects of the development and all of its supporting infrastructure as a whole, so that potential in-combination effects can be fully assessed before any decisions are taken.



Policy LP14: Infrastructure to Support Growth

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

1. Infrastructure

Planning permission will only be granted if it can be demonstrated that there is, or will be, sufficient infrastructure capacity to support and meet all the necessary requirements arising from the proposed development. Development proposals must consider all of the infrastructure implications of a scheme; not just those on the site or its immediate vicinity. Conditions or planning obligations, as part of a package or combination of infrastructure delivery measures, are likely to be required for many proposals to ensure that new development meets this principle.

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

2. Developer Contributions

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

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

6.10 Safeguarded Land for Future Infrastructure

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

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in order to protect it for future infrastructure needs. The following policy highlights three such areas in need of safeguarding.



Policy LP15: Safeguarded Land for Future Key Infrastructure

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

Scheme	Location	Planned infrastructure
Land beside the A15	Glinton/Northborough bypass	Highway Infrastructure
Former Wansford to Stamford and Peterborough to Wisbech Railway Lines	Wansford - Stamford; Peterborough - Wisbech	Walking and Cycling Infrastructure
A1 Wittering Junction improvements	A1 adjacent to Wittering	Highway Infrastructure

6.11 Design and the Public Realm

- 6.11.1** Urban design and the quality of the public realm play a significant part in people's everyday lives. Good design can help to create attractive places and spaces for people to live, work, play, relax and visit. It is at the heart of the vision for a more sustainable Peterborough because it contributes to our quality of life in so many ways.
- 6.11.2** Design should evolve from an understanding of the site, its context and surroundings, rather than unimaginative standards which could apply to any location. The design and layout of new developments establish people's views and image of the city and its surrounding villages.
- 6.11.3** Applications for new development must be supported by a Design and Access statement, in line with current planning legislation. Developers will be expected to explain how the policy matters below have been addressed within their development proposals. Reference should be made, where relevant, to the Design and Development in Selected Villages SPD, Conservation Area Appraisals, adopted Neighbourhood Plans and Character Area Assessments where they have been prepared.
- 6.11.4** The requirements and standard for water efficiency measures in new dwellings is set out in policy LP32.



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Policy LP16: Design and the Public Realm

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

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

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

6.12 Amenity Provision

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



Policy LP17: Amenity Provision**Amenity of existing occupiers**

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

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

Amenity of future occupiers

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

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

6.13 Shop Frontages, Security Shutters and Canopies

- 6.13.1** Shop fronts can make a substantial and positive contribution to the visual interest of an area if sympathetically designed, but a degree of control is required if the character of buildings or the overall appearance of a street is not to be destroyed by poor design. Open shop fronts, such as those with expansive glazing and thin metal frames, can create visually unacceptable voids and proposals for their development will generally be resisted. Particular care is necessary in the design of shop fronts in conservation areas, and on listed buildings, or where the shop front would straddle buildings of different designs.
- 6.13.2** Security shutters (especially if solid) on shopfronts can be visually unattractive and create a 'dead', hostile appearance, which can reduce natural surveillance and thereby encourage crime. This can also affect the commercial viability of an area. There are other means of improving the security of shop fronts, such as the use of laminated glass, improved lighting, internal security grilles or natural surveillance, that have a less detrimental impact. The city council will strive to achieve a balance between the security requirements of individual shops and the impact on the wider area.
- 6.13.3** Canopies are not traditional on most buildings in this country and are frequently not compatible with their style or character. Because of their shape, design, materials and colours, they can be visually very dominant and discordant. It is important, therefore, that they should be used sensitively.

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6.13.4 This policy is supported by the Shop Front Design Guidance SPD.



Policy LP18: Shop Frontages, Security Shutters and Canopies

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

- a. its design would be sympathetic in size, architectural style/proportion, materials and architectural detailing to the building to which it would be fitted; and
- b. it would not detract from the character or appearance of the street as a whole; and
- c. any advertising material is incorporated as an integral part of the design.

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

- d. it is demonstrated that there is a persistent problem of crime or vandalism affecting the property which cannot be satisfactorily and reasonably addressed by an alternative measure; and
- e. the property is not a listed building or situated in a conservation area; and
- f. the shutter is designed to a high standard, taking account of the design features of the frontage into which it would be installed; and
- g. the design is open mesh/perforated in style.

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

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

6.14 The Historic Environment

6.14.1 The protection, conservation and enhancement of Peterborough's historic environment is an integral part of the future strategy for the area. A fundamental feature of the spatial strategy for Peterborough set out in this plan is substantial residential, employment and related growth, with an emphasis on intensification within the urban area. With this anticipated growth, it is vital that the value and character of the historic environment is not put at risk. If sensitively implemented, change and growth can present opportunities to enhance the historic environment.

6.14.2 Our positive strategy for the historic environment will be achieved through the implementation of policy LP19 and through:

- the special protection afforded to designated heritage assets and their settings;
- careful control of development that might adversely affect designated and non-designated heritage assets; non-scheduled, nationally important archaeological remains; other areas

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of archaeological potential or importance; historic features and their settings; and areas of historic landscape or parkland;

- the preparation and maintenance of a list of buildings and structures of local significance;
- safeguarding heritage assets at risk and taking steps to reduce the number of heritage assets in Peterborough on the local and national Heritage at Risk Registers; and
- encouraging the sympathetic maintenance and restoration of listed buildings, scheduled monuments (both structural and archaeological), historic shop fronts and historic parks, gardens and landscapes, based on thorough historical research. Policies LP16 Urban Design and the Public Realm, LP18 Shop Frontages, Security Shutters and Canopies, LP20 Special Character Areas, LP27 Landscape Character and LP29 Trees and Woodland, will also particularly assist in the achievement of this.

6.14.3 It is important to note that this policy does not seek to prevent or unnecessarily restrict development within the setting of heritage assets. It allows for suitable development to take place in these areas, so that they may make an appropriate contribution to the growth priorities of the Local Plan. For example, new development does not have to mimic the past; carefully considered, high quality designs that provide a successful contrast with their surroundings can conserve and enhance character, as can schemes that employ authentic historical forms and features.

6.14.4 Peterborough is an ancient settlement stretching back to prehistoric times, which has been transformed into a modern city, often closely associated with its New Town background. In an area of predominantly recent buildings, the older structures and street patterns, boundary walls, buried archaeological remains and other features of the city, its villages and historic landscape, represent an important record of the area's social and economic history and are a valued amenity for residents and visitors.

6.14.5 We are fortunate to have a rich tapestry of heritage assets including historic places and structures of international and national significance, such as the Bronze Age remains at Flag Fen, the Norman Cathedral with its precincts and associated ecclesiastical buildings in the heart of the city, and the magnificent Burghley House, gardens and parkland in the north-west of the district. There is an international appreciation of the life and work of the 'peasant poet' John Clare, whose cottage at Helpston provides a visitor centre and educational facilities. Within the Peterborough area there are: four Registered Historic Parks and Gardens of special historic interest (Thorpe Hall, Burghley House, Milton Hall and Peterborough Cathedral Precincts); 29 Conservation Areas; over 1,000 listed buildings which are recognised to be of special architectural or historic interest, with around 10% of them being Grade I or Grade II*; and 66 Scheduled Monuments. However, the value of heritage assets is by no means confined to these places. The city, and surrounding settlements and historic landscapes, all have varied and unique characters and appearance. These heritage assets are irreplaceable and therefore every effort should be made to ensure appropriate protection and enhancement.

Scheduled Monuments

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

Listed Buildings

6.14.7 A proposal to demolish a listed building, or to alter or extend it in a way that would affect its special character, requires listed building consent. If the proposal also involves 'development', planning permission is required and, in that case, the council will wish to consider applications for listed building consent and planning applications concurrently.

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- 6.14.8** Proposals to alter or extend any listed building will be assessed against the need to preserve the special architectural or historic interest which led to the building being listed. There is a general presumption in favour of the preservation of listed buildings, and consent to demolish or partly demolish such buildings will only be granted in exceptional circumstances.
- 6.14.9** The setting of a listed building may be affected by development. It is important that applications for planning permission for development affecting listed buildings, or their settings, include an assessment of impact on their significance so that an informed decision can be reached.

Conservation Areas

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

Registered Parks and Gardens

- 6.14.12** Historic parks and gardens are an important historic, cultural and environmental asset within Peterborough area. This Plan aims to protect them from development that would harm their character. Historic England is responsible for compiling and maintaining the 'Register of Parks and Gardens of special historic interest in England'. Registration of a site means that its significance must be taken into account when considering any proposed development that may affect the site or its setting. The planning authority will consult Historic England on planning applications affecting Grade I and Grade II* registered sites and their settings.

The Setting of Heritage Assets

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

Archaeology

- 6.14.14** Archaeological remains are an important part of Peterborough's historic environment and identity. They constitute an important resource for understanding our past, and often survive as significant landscape feature and character areas. It is highly probable that many significant archaeological sites remain undiscovered and unrecorded. Archaeological remains are a finite and non-renewable resource and, in many cases, are highly fragile and vulnerable to damage and destruction.
- 6.14.15** The council may require developers to assess the potential impacts of their development on archaeological remains in order to reach a decision on a development proposal. Where archaeological impacts are indicated, developers are expected to work with the council to devise a scheme for mitigating such impacts. There is a presumption in favour of physical

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preservation of remains in situ wherever possible. In advance of the loss of a potential heritage asset at a post-determination stage, further archaeological mitigations may be attained through the implementation of a programme of suitable archaeological investigations. Written Schemes of Investigation will need to reference the Peterborough Historic Environment Record (HER), which records the known and potential archaeological remains in the area.

Views of Peterborough Cathedral

6.14.16 The City Centre Conservation Area Appraisal (2017) recognises the Cathedral as a major landmark building in the city. The council will seek to protect important views of the Cathedral and its setting (see policies LP47, LP50, LP51 and LP53 which highlight these views). Applicants are encouraged to discuss their proposals with the council at the earliest opportunity if there is any potential that the proposal may impact on, or give rise to opportunities for improved, Cathedral views.

Non - Designated Heritage Assets

6.14.17 Non-designated heritage assets cover a wide range of asset types, such as buildings, structures, archaeology, townscapes, landscapes (both formal and informal) and battlefields. The council has compiled a 'Local List of Heritage Assets' (December 2016), which includes non-designated buildings and structures of local significance. The list can be found on the council's website and will be reviewed and updated periodically. Although the buildings and structures on the local list are not afforded the same special protection as designated assets, they have local historic or architectural significance and make a positive contribution to the character and appearance of the area, and so justify a degree of protection.

6.14.18 In the villages, there are many open areas, substantial walls, hedges, and treed frontages that are an essential and valued feature of village character and appearance. An open space or a gap in an otherwise built-up frontage allows key views into and out of a village. Substantial treed or hedged frontages, traditional walls or railings are invariably positive features in the street scene. As non-designated heritage assets, these features are identified on the Policies Map and are a material consideration in planning decisions.

Heritage Statement

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

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



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Policy LP19: The Historic Environment

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

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

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

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

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

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

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

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

Where a non-designated heritage asset is affected by development proposals, there will be a presumption in favour of its retention, though regard will be had to the scale of any harm or loss and the significance of the heritage asset. Any special features which contribute to an asset's significance should be retained and reinstated, where possible.

The council recognises the significance of setting to a heritage asset and proposals that fail to preserve or enhance the setting of a designated heritage asset will not be supported. Development

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proposals that make a positive contribution to, or better reveal the significance of, the heritage asset and its setting will, in principle, be supported.

Archaeology

In the case of application sites which include, or could potentially include, heritage assets with archaeological interest, designated or non-designated, the council will require the developer to carry out a preliminary desk-based assessment. If this does not provide sufficient information, developers will be required to undertake a programme of field evaluations.

6.15 Special Character Areas

- 6.15.1** A number of areas in Peterborough have been designated as conservation areas because of their special architectural or historic interest (see policy LP19, and individual conservation area appraisals and management plans).
- 6.15.2** In addition, whilst not of conservation area quality, three locally specific Special Character Areas have been designated to acknowledge their strong landscape character, architectural quality and development patterns that together provide high environmental quality. All three Special Character Areas are marked by their low-density and generally large dwellings set within spacious grounds. It is important that any development is carefully guided in order to protect each Area's character.
- 6.15.3** The development criteria identified below are intended to provide additional design guidance in respect of these Special Character Areas.
- 6.15.4 Wothorpe:** The settlement pattern is set around three bridleways established in the Enclosure Award (1797), now First Drift and Second Drift. Both are un-adopted roads. These bridleways provided access to allotments, which gradually became developed into residential properties. Since Enclosure the pasturelands, hedgerows and woodlands surrounding the village have remained largely unaltered. The area is characterised by low-density development, mainly individually designed family houses set in large landscaped gardens giving a semi-woodland setting. The built environment has a wide range of building styles.
- 6.15.5 Thorpe Road, Thorpe Avenue, Westwood Park Road:** The character of the area is defined by low density, large detached family dwellings set back behind established building lines in large and typically spacious landscaped gardens. Many of the properties in the area have a sylvan setting. Trees of varied maturity add significantly to the special character of the area.
- 6.15.6 Ashton:** The settlement is formed by a loose collection of three historic farmsteads, a small number of 19th Century cottages and some post-1950 infill dwellings interspersed with open space along Bainton Green Road and High Field Road. Most buildings are stone and slate construction. Development is very limited and the layout has changed little from the end of the 19th Century.
- 6.15.7** In addition to conservation areas and Special Character Areas the council has adopted a Design and Development in Selected Villages SPD. This gives additional detailed design policy and will be taken into account when determining applicable development proposals.



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Policy LP20: Special Character Areas

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

- a. Garden Sub-Division: There should be no sub-division of gardens if this adversely affects the character of the area, amenity space and/or the loss of trees or boundary hedges.
- b. Extensions and Alterations: Incremental changes in the size and appearance of existing buildings will not be permitted if it harms their character or that of the Area. Alterations should be sympathetic to the original style, and of an appropriate scale to maintain their character. Extensions that result in excessive site coverage, immediate or eventual loss of trees or hedges, or preclude the planting of suitable species of trees or hedges will not be supported.
- c. Design: Any new development must where possible enhance the character and appearance of the Area. It must respect the scale, massing, depth, materials and spacing of established properties. Integral garages should be avoided. Garages should be sited behind the building line to the side of the dwelling.
- d. Design and Access Statement: where required, applications for development should be accompanied by a design and access statement that demonstrates how the proposal takes into account the Area's special character.
- e. Trees: Policy LP29 will be rigorously applied and given considerable weight in these areas.

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

Wothorpe Area

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

Thorpe Road Area

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

Ashton Area

- Any development should respect the linear form of Ashton. As such, there is a presumption against all backland development.
- The special relationship between the settlement and its agricultural setting must not be undermined by new development. As such, views of surrounding countryside must be maintained.
- In all cases, regard must be had to the Design and Development in Selected Villages SPD.

6.16 New Open Space, Sport and Recreation Facilities

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

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



Policy LP21: New Open Space, Sport and Recreation Facilities

Part A New Open Space, Outdoor Sport and Recreation Facilities

Subject to Part C, residential development schemes of 15 dwellings or more should, subject to Reg 122 of the CIL Regulations 2010 (as amended) (or any superseding legislative requirement), be required to make appropriate provision for new or enhanced open space, sports and recreation facilities in accordance with this policy, the standards set out in Appendix D, and in compliance with the latest Peterborough Developer Contributions SPD (or similar subsequent document).

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

On-Site Provision

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

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

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

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

Off-Site Provision

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

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

Part B Indoor Sports and Recreation Facilities

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

Part C Designated Sites - Mitigation of Recreational Impacts of Development

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

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

- h. Access and visitor management measures within the designated site;
- i. Improvement of existing greenspace and recreational routes;
- j. Provision of alternative natural greenspace and recreational routes;
- k. Monitoring the impacts of new development on international designated sites to inform the necessary mitigation requirements and future refinement of any mitigation measures

The Policies

6.17 Green Infrastructure Network

- 6.17.1** Green Infrastructure is the strategic network of multi-functional, linked green spaces, both new and existing, urban and rural, which delivers a range of benefits for people and wildlife. The network is formed by individual green infrastructure components at different scales, from street trees, green roofs, and sustainable drainage, to allotments, nature conservation sites and country parks. These assets may be physically or visually connected to one another by linear features, such as hedgerows, public rights of way, cycle routes, rivers and watercourses to form a green infrastructure network.
- 6.17.2** The strategic green infrastructure network in Peterborough provides a number of benefits, including:
- Enhancing landscape and character and built heritage;
 - Enhancing biodiversity;
 - Supporting healthy ecosystems;
 - Providing climate change solutions (mitigation and adaptation);
 - Supporting healthy lifestyles and thriving communities;
 - Providing active access to the outdoors.
- 6.17.3** Individual elements of the green infrastructure network can serve a useful purpose at a range of scales without being connected. However, when green infrastructure components are linked together to form green networks, further combined benefits can be achieved at a strategic level. These direct and indirect benefits of green infrastructure have been termed 'ecosystem services' and are derived from physical natural assets known as 'natural capital'. Development can impact on the extent and ability of natural capital to provide ecosystem services. To ensure that these benefits are delivered, green infrastructure must be protected, well planned and managed.
- 6.17.4** The council has prepared a Green Infrastructure and Biodiversity SPD, which sets out a Peterborough wide green infrastructure vision and strategy, and defines specific focus areas where targeting investment in green infrastructure is most likely to deliver multiple benefits. The proposals and action plan of the SPD will need to be taken into account and supported in new developments to ensure that the required green infrastructure is provided to support the growth of the city. It is envisaged that the Peterborough Nature Partnership will lead on the coordinated delivery of specific green infrastructure projects. Detailed descriptions of each of the focus areas are contained within the SPD.
- 6.17.5** As set out in policy LP5, where urban extensions are to be created to accommodate the growth of the city, it is important that multi-functional green infrastructure is included as an integral element of their design and layout and which maximises the delivery of ecosystem services. It is also important that such proposals look beyond the site boundary and look for opportunities to connect to the wider green infrastructure network in the Peterborough area and beyond.
- 6.17.6** The council expects all development proposals to make a contribution to providing, enhancing and/or managing green infrastructure proportionate to the scale of the development proposed. In developing proposals, the green infrastructure network for Peterborough should be viewed and considered alongside other relevant policies in this Local Plan to identify opportunities for protecting, enhancing and connecting green infrastructure assets as part of new development.

The Policies



Policy LP22 Green Infrastructure Network

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

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

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

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

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

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

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

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

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

Local Green Space

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

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

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

Protected Green Space in Villages

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

Existing Open Space

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

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



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

Local Green Space

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

Protected Green Space in Villages

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

Other Open Spaces

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

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

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

6.19 Nene Valley

- 6.19.1** The Nene Valley runs west-east across the authority area. It has long been identified as an area of high amenity, landscape, ecological and heritage value and forms part of the Nene Valley Nature Improvement Area (NIA). There are opportunities for development to positively support the aims of the NIA, as set out in the latest NIA Business Plan, to reverse the decline of biodiversity and restore and enhance the ecological network, for example; through the provision of accessible natural greenspace, landscaping using native species and the creation of new habitat. It is important that development within the NIA recognises the full range of ecosystem services and enhances their provision where possible. Further information regarding ecosystem services in the Nene Valley NIA is available on the Nene Valley NIA website.
- 6.19.2** The council works in partnership with a number of organisations to manage the river environment, both within the boundary defined on the Policies Map and the wider River Nene catchment area. Facilities such as the Ferry Meadows Country Park have been provided within the Nene Valley. However, the council considers that there is still scope for further action to enhance the Nene Valley's role for recreation, whilst having due regard to enhancing the natural environment. It is envisaged that there will be a gradual transition from informal, dispersed activities in the rural area to more organised, formal activities in the urban area. The Nene Park Master Plan (2017) will provide a mechanism for addressing some of the above issues.
- 6.19.3** To the west of the urban area of Peterborough, the Nene Valley has high value landscape features, and, from a nature conservation perspective, parts are also designated as a Site of Special Scientific Interest and County Wildlife Site, such as Castor Flood Meadows SSSI and River Nene County Wildlife Site. East of the city lies the Nene Washes SSSI and other wetland sites. The Nene Washes are of international importance for nature conservation, and are

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formally designated as a Special Protection Area (in relation to the conservation of wild birds), and a 'Ramsar' site (in relation to wetlands of international importance). Part of the Nene Washes (Mortons Leam) is designated as a Special Area of Conservation for spined loach (a type of rare fish).

6.19.4 Where these designations apply, the duty to further the conservation and enhancement of the features for which the site is of special interest will carry considerable weight in decision-making (see LP28). In other parts of the Nene Valley recreation development will be encouraged, subject to there not being any unacceptable impact on these considerations.



Policy LP24: Nene Valley

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

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

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

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

6.20 Country Park

6.20.1 Country parks should provide a wide range of recreational activities including: outdoor sports facilities and playing fields; children's play for different age groups; and informal recreational pursuits, including sitting out and walking. Nature trails, cycle routes, formal picnic areas, interpretation facilities, refreshments and toilets are also likely to be found in country parks. Country parks may also provide opportunities to enhance landscape character and biodiversity, and contribute to wildlife and habitat connectivity in the wider area.

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6.20.2 Ferry Meadows Country Park is located within the Nene Valley and therefore is covered by policy LP24.



Policy LP25: Country Park

The following site is identified on the Policies Map as a Country Park and is protected for that purpose. Planning permission will only be granted for development which is considered appropriate to the use of the area as a country park, especially if it would also contribute to or enhance its landscape character and biodiversity.

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

6.21 Green Wedges

- 6.21.1** Green Wedges are open areas around and between parts of a settlement, or settlements, whose primary role is to maintain the distinction between the countryside and built up area and protect the separate identity and character of individual settlements. They may also provide opportunities for outdoor sport and recreation, access to the countryside and maintaining landscape and wildlife interest.
- 6.21.2** In general, there has been limited built development within the Green Wedges around Peterborough, however in recent years, some parts of the Green Wedge network have come under growing development pressure due to their proximity to the built up area. The council maintains a long-term commitment to Green Wedges in this Local Plan.
- 6.21.3** One of these wedges separates Peterborough from Ginton; a second separates Peterborough from Eye; a third separates Stanground from Farcet; and a fourth separates the main part of Peterborough from its suburb of Stanground. Although Stanground forms part of the Urban Area, it is separated from the remainder of the city by an area of undeveloped land. Here, as in the other cases, it is the policy of the council to maintain the separate identity of communities by containing urban sprawl.
- 6.21.4** Although primarily areas for agriculture and woodland, Green Wedges may, where appropriate, accommodate new woodland planting or open uses such as SuDS, landscaping and open spaces associated with an adjoining allocated site, provided that they do not harm the separation of settlements. There may also be instances where it is essential for a certain type of development to be located in a Green Wedge; this may include development required by a public or private utility to fulfil their statutory obligations, or the provision of strategic transport infrastructure, provided that other relevant Local Plan policies are satisfied.



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Policy LP26: Green Wedges

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

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

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

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

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

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

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

6.22 Landscape Character

6.22.1 The character of the landscape across the Peterborough administrative area has been shaped by both human and physical influences and varies considerably, with some landscapes more sensitive than others. There are no National Parks or Areas of Outstanding Natural Beauty within the area, but that does not mean that the character and beauty of the countryside is not valued in its own right. Conserving and enhancing the distinct landscape setting of the area is integral to protecting the identity of Peterborough.

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

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6.22.3 The way that growth is delivered in Peterborough will need to be appropriate and sensitive to the landscape in which it will be situated. It is therefore important for the Local Plan to establish a consistent approach to avoid unnecessary damage to the quality and distinctiveness of our landscapes; and to capture enhancements to the landscape where development is to take place.



Policy LP27: Landscape Character

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

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

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

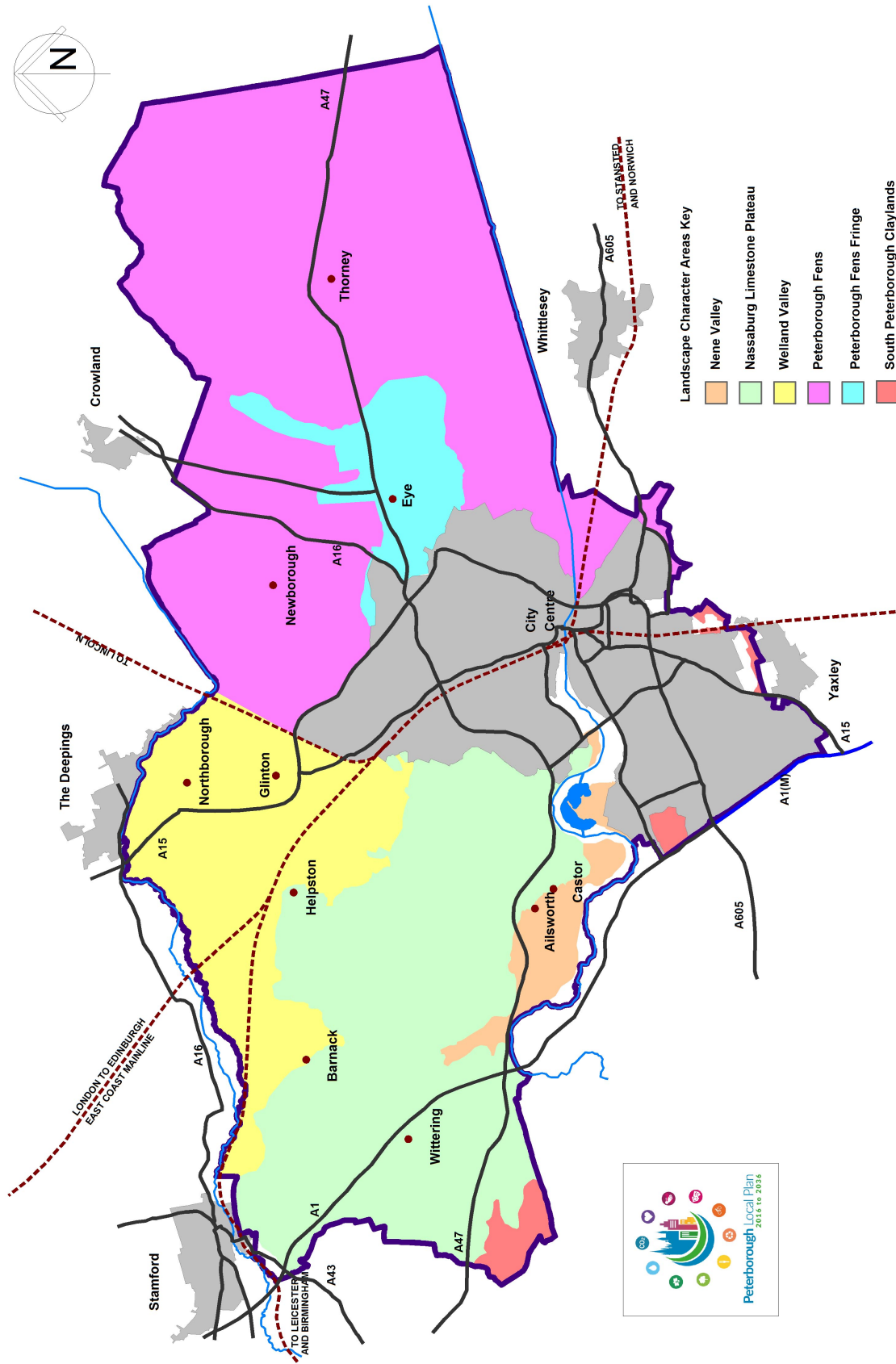
For each Landscape Character Area and sub area, specific details of which are provided in the Peterborough Landscape Character Assessment, planning permission will be granted if the proposed development would:

- a. recognise and, where possible, enhance the character and special qualities of the local landscape through appropriate design and management;
- b. reflect and enhance local distinctiveness and diversity;
- c. identify, maintain and, where possible, enhance any natural or man-made features of significant landscape, historical, cultural, wildlife and geological importance. Where a proposal may result in significant harm, it may be permitted in exceptional circumstances, if the overriding benefits of the development demonstrably outweigh the harm: in such circumstances the harm should be minimised and mitigated;
- d. safeguard and enhance important views and vistas, including sky lines in to, out of and within the development layout;
- e. protect the landscape settings and separate identities of settlements; and
- f. provide appropriate landscape mitigation proportionate in scale and design, and/or suitable off-site enhancements.

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

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Map B



6.23 Biodiversity and Geological Conservation

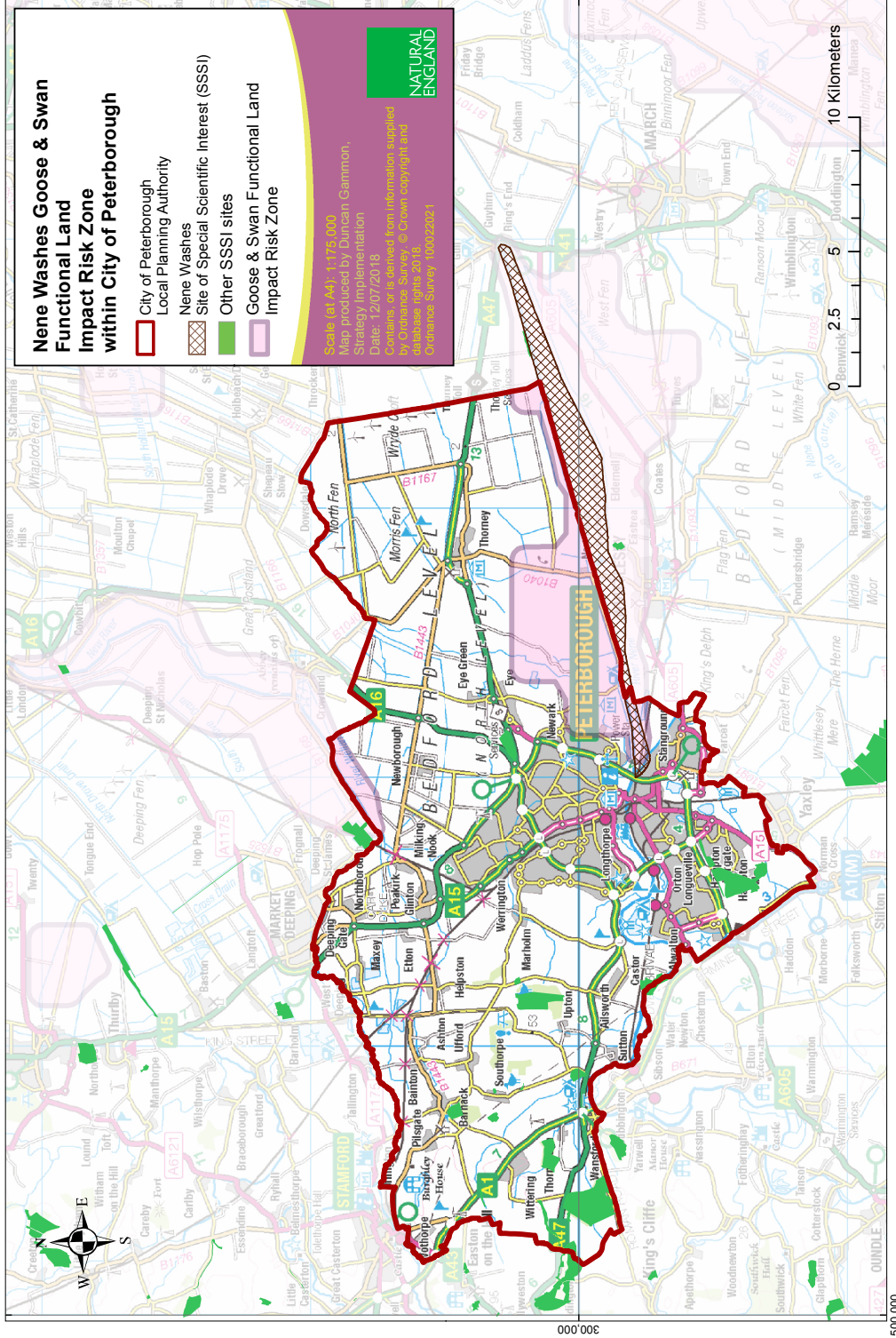
- 6.23.1** Peterborough's natural environment is a valuable resource, rich in internationally, nationally and locally designated sites, as well as those without formal designation. Ecological networks comprising designated sites, other habitats, and wildlife corridors are necessary to maintain and enhance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

Designated Sites

- 6.23.3** Designated sites for nature conservation importance are classified into a hierarchy according to their status and the level of protection they should be afforded. International sites form the top tier of the hierarchy with the highest level of protection, followed by national and then locally designated sites. This policy seeks to ensure that appropriate weight is given to their importance and the contribution that they make to the wider ecological network. International and National sites are shown on the Policies Map and Table 4 below shows the hierarchy of designated sites in Peterborough.
- 6.23.4** There are three international sites within the administrative boundary of Peterborough: Barnack Hills and Holes (SAC); Nene Washes (SAC, SPA and Ramsar); and Orton Pit (SAC). These internationally important sites are protected by the Habitats Directive and Habitats Regulations. The presumption in favour of sustainable development does not apply to development assessed as likely to have a significant effect on such sites.
- 6.23.5** In addition to the land specifically designated, land beyond the designated site boundary may also provide important habitat for qualifying bird species. This land requires appropriate consideration under the Wildlife and Countryside Act 1981 (as amended) and the Conservation (Natural Habitats, &c.) Regulations 2010 (as amended). Natural England's Swan Functional Land Impact Risk Zone (IRZ) identifies land which is potentially functionally linked to the Nene Washes Special Protection Area (SPA) and Ramsar site. Land within this IRZ area, identified through a British Trust for Ornithology (BTO) research project, has the potential of being regularly used by Nene Washes qualifying species, particularly swans, for foraging and roosting. An indicative map of the area is shown on the following page (Map C). Since the IRZ area is considered to be potentially functionally linked to the European designated site, development in this area requires appropriate consideration under the Conservation (of Habitats and Species) Regulations 2010 (as amended). As such, any greenfield 'major development' (see glossary) within the IRZ must undertake a project-level HRA to demonstrate that proposed development will not have any adverse effects on Nene Washes functional land in accordance with the requirements of the Habitats Regulations. Where this applies to specific allocations in this plan, a bullet point has been included to draw the need for such an HRA to the applicant's (and decision maker's) attention.
- 6.23.6** Sites of Special Scientific Interest (SSSIs) form a network of nationally designated sites which also underpin sites designated to meet international obligations. All National Nature Reserves (NNRs) are also notified as SSSIs and these sites are recognised as being amongst the most important SSSIs in the country. Development that is likely to have an adverse effect on these sites, alone or in combination with other developments, will only be permitted in exceptional circumstances, in accordance with the NPPF.

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Map C



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6.23.7 Local sites are also important components of the ecological network and are highly valued locally, providing benefits for both people and wildlife, and recognising the importance of our geology in underpinning the landscape and habitats we have. Developments should help enhance this network and avoid adverse impact on local sites. Where significant harm cannot be avoided, the mitigation hierarchy should be followed (see 6.23.13).

Table 4 Hierarchy of Designated Sites for Nature Conservation

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

6.23.8 As well as greenfield sites and naturalised sites which provide assets in terms of biodiversity and geodiversity, the urban areas of Peterborough contain several significant brownfield sites of high environmental value. Whilst providing an important source of land for redevelopment, these sites may also be valuable for biodiversity and support open mosaic habitats (a habitat of principal importance), which in turn support many threatened and declining species.

6.23.9 Both local sites and brownfield biodiversity sites have been mapped and are available to view on the council's online interactive map.

Protected Species

6.23.10 Many wildlife species benefit from statutory protection under a range of legislative provisions. Section 41 (S41) of the Natural Environment and Communities Act 2006 contains a list of habitats and species of principal importance. The current list (August 2010) contains 56 habitats of principal importance and 943 species of principal importance. The council has a duty to promote the protection and recovery of these species populations, linked to national and local targets, and identify suitable indicators for monitoring biodiversity.

6.23.11 Developers are advised to contact the council at an early stage to determine if their proposal would affect any habitat or species of principal importance. The Cambridgeshire and Peterborough Biodiversity Partnership has published lists of priority species and additional species of interest that are locally important. The Cambridgeshire and Peterborough Environmental Records Centre also holds records of locally recorded species and is therefore a useful source of biodiversity information.

Biodiversity and Geodiversity in Development

6.23.12 New development should ensure no net loss in biodiversity and provide a net gain where possible, through the planned retention, enhancement and creation of habitats and wildlife features. This should be appropriate to the scale, type and location of development, and the long term maintenance and management of these features should be considered early in the planning process.

6.23.13 Development should avoid any adverse impact on biodiversity and geodiversity. Where significant adverse impacts would result, the first priority should be relocation of the

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development to an alternative site. If impacts cannot be avoided then suitable mitigation is required. If that is not possible, then full compensation must be provided.

6.23.14 For most development proposals involving construction or engineering works, applicants will be expected to complete the council's biodiversity checklist and provide a comprehensive site survey as part of the planning application. Applicants should refer to the council's website and Green Infrastructure and Biodiversity SPD for further guidance on the checklist and survey requirements when preparing and submitting an application. The council encourages developers to complete Natural Cambridgeshire's 'Developing with Nature Toolkit' to demonstrate how their proposal delivers a net gain in biodiversity.

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



Policy LP28: Biodiversity and Geological Conservation

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

- aid the management, protection, enhancement and creation of priority habitats, including limestone grasslands, woodlands and hedgerows, wet woodlands, rivers and flood meadows;
- promote the creation of an effective, functioning ecological network throughout the district, consisting of core sites, buffers, wildlife corridors and stepping stones that link to green infrastructure in adjoining local authority areas to respond to and adapt to climate change;
- safeguard the value of previously developed land where it is of significant importance for biodiversity and/or geodiversity;
- work with developers and Natural England to identify a strategic approach to great crested newt mitigation, where this is required, on major sites and other areas of key significance for this species.

1. Designated Sites

1a) International Sites

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

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

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

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

1b) National Sites

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

1c) Local Sites

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

1d) Habitats and Species of Principal Importance

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

2. Biodiversity and Geodiversity in Development

All development proposals should:

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

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

The Policies

3. Mitigation of Potential Adverse Impacts of Development

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

6.24 Trees and Woodland

- 6.24.1** The council has a statutory duty (s197 of the Town and Country Planning Act 1990) to consider the protection and planting of trees when granting planning permission for proposed development. The potential effect of development on trees, whether statutorily protected (e.g. by a tree preservation order or by their inclusion within a conservation area) or not, is a material consideration that must be taken into account in dealing with planning applications.
- 6.24.2** Trees provide a broad range of benefits from providing wildlife habitat, adding maturity to new sites, screening, shade, storm water attenuation, visual amenity and the ability to soften and complement the built form.
- 6.24.3** The council's Tree and Woodland Strategy (2018) sets out a strategy for the management of trees and woodland in Peterborough. It includes corporate aims to:
- sustainably maintain, improve and expand the quality of the existing tree and woodland cover; and
 - expand the extent of woodland cover through opportunities created through sustainable external funding.
- 6.24.4** This Local Plan assists in meeting those corporate aims, principally via policy LP29 below.
- 6.24.5** In terms of existing trees and woodlands, where trees are present on a development site a British Standard 5837 Tree Survey 'Trees in relation to Construction survey', and any related survey information, should be submitted along with an application for planning permission. This will ensure it is clear that a proper consideration of trees and woodlands has taken place and been taken into account in the preparation of proposals for a site.
- 6.24.6** In addition, an Arboricultural Method Statement will also be required where there is a likely adverse impact on the health and wellbeing of the trees, either through the pressure to prune or fell or through excavation works which could harm the root systems. The Statement should set out the measures that will need to be taken to protect the health of the trees during the construction period and afterwards.
- 6.24.7** If the development site (or land within 12 times of the stem diameter of trees located beyond the site boundaries) includes Ancient Woodland, an Ancient Tree and/or a Veteran Tree then any proposal that may result in the loss or damage of such trees will be particularly scrutinised, and only exceptionally approved. Proposals within 500m of an Ancient Woodland will also be tested (and, as appropriate, advice sought from the Forestry Commission) for any potential impact on the Ancient Woodland. Similarly, any loss of a tree which is protected by virtue of a Tree Preservation Order (TPO) will be resisted and unlikely be approved if it resulted in a net loss of amenity. In all instances, clear demonstration of overriding public interest in the loss of a tree(s) or woodland would need to be provided.
- 6.24.8** Any unprotected trees (especially those as defined as Category A or B trees within the aforementioned BS5837) will be expected to be retained if possible.

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6.24.9 In terms of mitigation where loss of trees and woodland is proposed (and where it is deemed acceptable for such tree(s) to be lost, taking account of the status of the tree), then suitable proposals for mitigation, via compensation, should be provided. The tree compensation standard set out in this policy provides a suitable mechanism to determine the appropriate level of mitigation. The council's first preference is for on-site replacement at suitable locations within the curtilage of the development. In exceptional circumstances, where planting cannot be achieved on-site without compromising the achievement of good design, new tree planting proposals may be considered off site (including on public land) to mitigate. Where trees are to be provided off-site, planning obligations will be sought to cover replacement trees, their planting and their future maintenance.

6.24.10 The council is committed to increasing the overall tree canopy cover, and therefore opportunities for new tree planting should be explored as part of all development proposals.

6.24.11 Where new tree planting is proposed (irrespective of whether this is to compensate for losses on site), then the quantity, location and species selection of new trees will be expected to take practicable opportunities to meet the following five Tree Planting Principles:

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



Policy LP29: Trees and Woodland

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

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

Existing Trees and Woodland

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

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

- a. ancient woodland; and/or
- b. the loss of aged or veteran trees found outside ancient woodland

The Policies

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

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

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

Where the proposal will result in the loss of any other tree or woodland not covered by above, then the council will expect the proposal to retain those trees that make a significant contribution to the landscape or biodiversity value of the area, provided this can be done without compromising the achievement of good design for the site.

Mitigating for loss of Trees and Woodland

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

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

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

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

New Trees and Woodland

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

Management and Maintenance

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

The Policies

6.25 Culture, Leisure, Tourism and Community Facilities

- 6.25.1** Peterborough's Cultural Strategy (2015 to 2020) sets out how culture and leisure activities will be promoted and delivered in the city. It also includes the vision 'To ensure that culture is at the heart of the city's growth so that those who live here now and in the future will enjoy a great place to live, work and play'.
- 6.25.2** Peterborough has a rich and diverse heritage coupled with a relatively young population. The city centre provides a wide range of cultural and leisure facilities, attracting many visitors and helping to boost the wider economy. Some of the main attractions include the Cathedral, Peterborough Museum, Broadway and Key Theatres, Regional Pool, Lido and sports facilities, Peterborough United's football ground and a range of restaurants and bars. Whilst the city centre is the focus for cultural and leisure facilities, the rural area is also home to a range of cultural facilities, including the Flag Fen Bronze Age site.
- 6.25.3** The overall Local Plan strategy proposes the intensification and regeneration of the city centre together with the provision of additional homes. This offers an ideal opportunity to help further improve the range of facilities and attractions.
- 6.25.4** In recent years there has been significant investment in the museum and art gallery as well as an extension and improvements to the Key Theatre. The enhancement of the public realm around the Cathedral Square and elsewhere has also helped to improve the overall image of the city for visitors and the increased range of restaurants in this area has helped to make the city centre more vibrant and inviting.
- 6.25.5** Whilst the city centre is seen as the focus for major new cultural and leisure facilities, the latter will be provided across the district to meet the needs of the existing and growing population, such as the provision of smaller scale sports facilities that meet the needs of a local community and larger scale sports facilities that have a substantial land-take.
- 6.25.6** A strong leisure and cultural sector is seen as fundamental to the creation of a vibrant city. There is a need to improve the existing evening economy so that it is more socially inclusive with uses and events for all ages. There is a need for more restaurants and a larger theatre which would attract larger shows and productions to the city. Increasing the range of facilities will help create a place where all parts of the community feel safe and welcome throughout the day and night.
- 6.25.7** The development of a regional or national venue would bring many benefits to the city. All stages of public consultation in the preparation of the previous Local Plan had identified significant public support for a large-scale venue, particularly the need for an arena or entertainment venue.
- 6.25.8** There are many existing community facilities within Peterborough's urban area and villages providing for the health and wellbeing, social and educational needs of the community. Some of these serve a local community, while some serve a wider catchment area. It is important to seek to preserve these existing community facilities. However, it is recognised that there may be instances where facilities become demonstrably no longer fit for purpose and it can be demonstrated that there is no longer an existing or future community need for the facility, either in situ or elsewhere. Where the policy refers to 'redevelopment' this also includes proposals for the demolition, change of use and other forms of development that would result in the loss of an existing community facility.



The Policies

Policy LP30: Culture, Leisure, Tourism and Community Facilities

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

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

Culture, Leisure and Tourism Facilities

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

- a. make the most of the existing facilities and assets such as the river frontage and the embankment, protecting this for future events and uses such as festivals and concerts;
- b. aim to promote a regionally/nationally flexible multi-use venue which can host a range of activities and large-scale events, including concerts; sports, arts and theatre events; a sport village/centre of excellence; leisure pool complex etc. to attract many visitors;
- c. aim to improve the evening and night time economy, offering a wide range of activities that are socially inclusive and meet the needs of different communities and different age groups, and that also take into account issues of community safety;
- d. aim to support the development of the University, such as shared sports facilities or libraries;
- e. assist in the creation and enhancement of water navigation facilities; and
- f. ensure that there are no detrimental impacts on designated sites, in accordance with policies LP23 and LP27.

In exceptional circumstances when there is no appropriate city centre site, due to the nature and scale of the proposed development, other locations for cultural, leisure and tourism facilities will be considered in accordance with a sequential approach to site selection outlined in policy LP12.

Community Facilities

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

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

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

Existing Culture, Leisure, Tourism and Community Facilities

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

The Policies

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

6.26 Renewable and Low Carbon Energy

- 6.26.1** Renewable and low carbon energy refers to those sources of energy which are either not depleted, such as wind or solar, or which are finite but which emit low amounts of carbon dioxide. Advances in technology have meant that some processes are now much 'cleaner' that they have been in the past.
- 6.26.2** The types of large scale renewable and low carbon energy technologies likely to come forward in Peterborough include commercial onshore wind, commercial solar photovoltaics (PV), anaerobic digestion, combined heat and power (CHP), hydroelectricity and biomass. Technologies not applicable to Peterborough include wave energy, tidal energy and offshore wind. Peterborough is also a low enthalpy area therefore geothermal energy generation is currently unlikely to come forward.
- 6.26.3** Microgeneration refers to small scale renewable energy technologies, usually mounted on or about residential or commercial properties. These technologies include heat pumps, solar panels, biomass, micro-CHP and wind turbines. Most microgeneration proposals will be deemed permitted development, however it is recommended to always check with the local authority before carrying out any work.
- 6.26.4** The Energy Act 2004 amended by the Green Energy (Definition and Promotion) Act 2009 provides a definition of microgeneration as any technology which generates up to 50 kW_e (kilowatts of electricity) or 300 kW_t (kilowatts of heat). Renewable and low carbon energy installations which exceed these limits will require planning permission.
- 6.26.5** Energy installations which typically generate a power output greater than 50MW (megawatts) are classified as Nationally Significant Infrastructure Projects (NSIPs). Such technologies could include large scale wind, solar and biomass. NSIPs are dealt with by Central Government through the Overarching National Policy Statement for Energy (EN-1) and National Policy Statement for Renewable Energy Infrastructure (EN-3).
- 6.26.6** In June 2015 the Secretary of State for Communities and Local Government issued a Written Statement (HCWS42) relating to wind energy, which subsequently amended National Planning Practice Guidance (NPPG). The statement sets out criteria for development proposals involving one or more wind turbines, namely that the site must be allocated in the Development Plan (either the Local Plan or a Neighbourhood Plan) and that any planning impacts identified by affected communities have been fully considered and that the proposals have their backing. This policy reflects these changes to national guidance.
- 6.26.7** This Local Plan does not identify any areas for wind farm development.

The Policies



Policy LP31: Renewable and Low Carbon Energy

Low Carbon Energy

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

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

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

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

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

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

Proposals for non-wind renewable energy development

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

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

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

Proposals for wind energy development

The Policies

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

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

6.27 Flood and Water Management

- 6.27.1** The city of Peterborough lies just a few metres above sea-level and much of the district lies below sea-level, making the area particularly vulnerable to the effects of climate change. Linked to the Environment Action Plan and the Sustainable Community Strategy, Peterborough will seek to promote development which has the ability to adapt to climate change, protect the water environment and promotes flood risk reduction.
- 6.27.2** There are two particular flood risk issues relevant to Peterborough. The first relates to the location of new development and to potential development in flood risk areas. The second issue relates to increased surface runoff caused by development, particular in areas where there are drainage capacity issues, such as parts of the city centre with combined foul and surface water sewers.
- 6.27.3** In accordance with the NPPF, the supporting technical guidance and the council's Flood and Water Management SPD, policy LP32 seeks to ensure that development does not place itself or others at increased risk of flooding. All development will be required to demonstrate that regard has been given to existing and future flood patterns from all flooding sources and that the need for effective protection and flood risk management measures, where appropriate, have been considered as early on in the development process as possible.
- 6.27.4** The Flood and Water Management SPD provides further guidance and advice to developers to help reduce flood risk through the location of development or through on site drainage and management.
- 6.27.5** Peterborough City Council is the Lead Local Flood Authority (LLFA) and is responsible for co-ordinating local flood risk issues. The council has worked with the Environment Agency, Anglian Water, a number of Internal Drainage Boards (IDBs) and local community groups to prepare a Local Flood Risk Management Strategy including an action plan for managing flood risk.
- 6.27.6** Management of water is important not only from a flood risk point of view but because of the need to protect and improve Peterborough's water bodies with regards to water quality, quantity, water habitats and biodiversity under the requirements of the Water Framework Directive (WFD). Where new activities or schemes have the potential to cause deterioration and lead to failures in achieving WFD objectives, sites will require a WFD assessment. The SPD provides further detail on the local impacts of the WFD, the assessment and reasons for which it might be required.
- 6.27.7** Strategic Flood Risk Assessment (SFRA) Level 1 and Water Cycle Study have been prepared to support the Local Plan. A separate sequential test has been carried out for all sites suggested to the council.

The Policies

Water Efficiency

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



Policy LP32: Flood and Water Management

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

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

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

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

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

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

The Policies

- e. that water is available to support the development proposed;
- f. that development contributes positively to the water environment and its ecology where possible and does not adversely affect surface and ground water;
- g. that adequate foul water treatment and disposal already exists or can be provided in time to serve the development;
- h. in areas served by combined sewers, surface and foul flows should be separated and no new combined sewers created. Connections to the existing combined sewer should only be made in exceptional circumstances where it can be demonstrated that there are no feasible alternatives, such as (and in this priority order): into the ground (infiltration); to a surface water body; or to a surface water sewer, highway drain, or another drainage system (this applies to new developments and redevelopments). Where an existing combined or surface water sewer is utilised, there must be no detriment to existing users of such a sewer;
- i. that suitable access is safeguarded for the maintenance of water supply and drainage infrastructure.

Water Efficiency

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

6.28 Development on Land Affected by Contamination

- 6.28.1** A number of recognised secondary aquifers lie beneath Peterborough that contribute to river flow and are used locally for small-scale water supply. Land affected by contamination can pose a risk to surface waters and groundwater contained within these aquifers. Peterborough's industrial legacy therefore presents a heightened potential risk in this context which should be managed accordingly.
- 6.28.2** In addition, land affected by contamination may pose an unacceptable risk to human health, the natural environment, the built environment and economic activities, through its impacts on the users of the land, and on neighbouring users. Land contamination, or the possibility of it, is therefore a material planning consideration in taking decisions on individual planning applications.
- 6.28.3** Where pollution issues are likely to arise, intending developers should hold pre-application discussions with the council, the relevant pollution control authority and stakeholders with a legitimate interest. In these circumstances, the submission of a preliminary risk assessment is a requirement for validating relevant planning applications.
- 6.28.4** Preliminary assessments and any subsequent additional information should be carried out in accordance with the Environment Agency's 'Model Procedures for the Management of Land Contamination (CLR11)', which is available at:
https://www.claire.co.uk/index.php?option=com_content&view=article&id=187&catid=45&Itemid=256.
- 6.28.5** There is additional advice regarding land affected by contamination at <https://www.gov.uk/contaminated-land> and also on the Planning Practice Guidance website.
- 6.28.6** If additional technical guidance is produced by the Government or any recognised independent body with the relevant expertise, the council will take that into account in making decisions.
- 6.28.7** In cases where planning permission is granted for development of a site on which the presence of contamination is known or suspected, the responsibility for safe development and secure occupancy of the site rests with the developer and/or landowner.

The Policies

6.28.8 The council will determine planning applications on the basis of the information available to it, but cannot be held liable if that information is subsequently proved to be inaccurate or inadequate.



Policy LP33: Development on Land Affected by Contamination

All new development must take into account:

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

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

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

6.29 Residential Annexes

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



Policy LP34: Residential Annexes

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

- a. the annexe shall presently, and in the future, be within the same ownership as, and will be occupied in conjunction with, the original dwelling;
- b. the annexe does not appear as tantamount to the creation of a new dwelling or separate planning unit;
- c. the annexe is ancillary and subordinate in size and scale to the original dwelling, and of a design which, taken as a whole, complements the original dwelling;

The Policies

- d. the occupant(s) of the annexe share(s) the access, garden and parking areas of the original dwelling;
- e. there is a clear functional relationship between the occupant(s) of the annexe and the original dwelling;
- f. the annexe is not capable of subdivision from the original dwelling to create a new dwelling or separate planning unit;
- g. the provision of services and utilities to the annexe are provided via the original dwelling; and
- h. the proposal does not cause any other harm, such as, but not limited to, amenity (including on occupiers of the annexe, the original dwelling and neighbours), heritage and biodiversity assets, highways, parking, flood risk or character of the locality.

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

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

The Policies

7.1 Introduction

Part D - The Sites

- 7.1.1** The following section identifies the sites required to deliver the Local Plan target for 19,440 dwellings and 76 ha of employment land between 2016 and 2036. The site selection process is set out in the Sites Evidence Report (November 2017), which explains the detailed methodology and site selection criteria.
- 7.1.2** Table 5 (overleaf) sets out the overall spatial distribution as included in policy LP3.
- 7.1.3** Column (a) of the following table presents the approximate dwelling requirement figure based on the growth and distribution targets set out in policy LP3, for which provision must be made over the period 1 April 2016 to 31 March 2036, broken down according to the location in the first column.
- 7.1.4** Column (b) provides details of the net dwellings completed between 1 April 2016 and 31 March 2018.
- 7.1.5** Columns (c) and (d) provide details of commitments, as at 31 March 2018, which are defined as:
- dwellings which remain to be completed on sites under construction;
 - dwellings which have full planning permission;
 - dwellings which have outline planning permission.
- 7.1.6** The Local Plan does not allocate any site under 10 dwellings therefore the commitment data is broken down by the number of dwellings on sites with permission for fewer than 10 dwellings or with fewer than 10 dwellings still to be completed (column (c)); and on sites with permission for 10 or more dwellings or sites with 10 or more dwellings still to be completed (column (d)).
- 7.1.7** Column (e) provides the total completed and committed sites (Column (b) + (c) + (d)) to give the total known dwellings at 31 March 2018.
- 7.1.8** Column (f) identifies the remaining dwellings to be identified and allocated through this Plan.
- 7.1.9** Column (g) shows the number of dwellings that are assumed to be deliverable from new sites that are allocated in policies LP35 to LP43 and LP47 to LP53. These are sites without planning permission at 1 April 2018.
- 7.1.10** Column (h) shows the total sites allocated in the Local Plan, and listed in the policies LP35, LP37, LP39, LP41, LP43 and LP47 to LP53. This is a sum of 'Committed Sites over 10 dwellings' and 'Proposed New Allocations' (column (d) + (g)).
- 7.1.11** Column (i) headed 'Total dwellings 2016 to 2036' shows the sum of 'Total known dwellings' (e) plus, 'Proposed new allocations' (g). The difference between the figure in column (i) and those in the 'Local Plan Requirement' (a) are presented in the final column (j). Thus, column (j) reveals the extent to which the identified sites deliver both the Local Plan target overall and the strategic split as per policy LP3.
- 7.1.12** Table 5 includes an assumption for windfall allowance of 1,868 dwellings. This is considered a conservative estimate of the likely amount of dwellings coming forward in the plan period on land not allocated or accounted for in this Local Plan. Typically windfall developments are: small scale developments (1-9 units); infill development; change of use from offices to residential; or unexpected large sites coming forward (e.g. previously unidentified brownfield sites).

The Sites

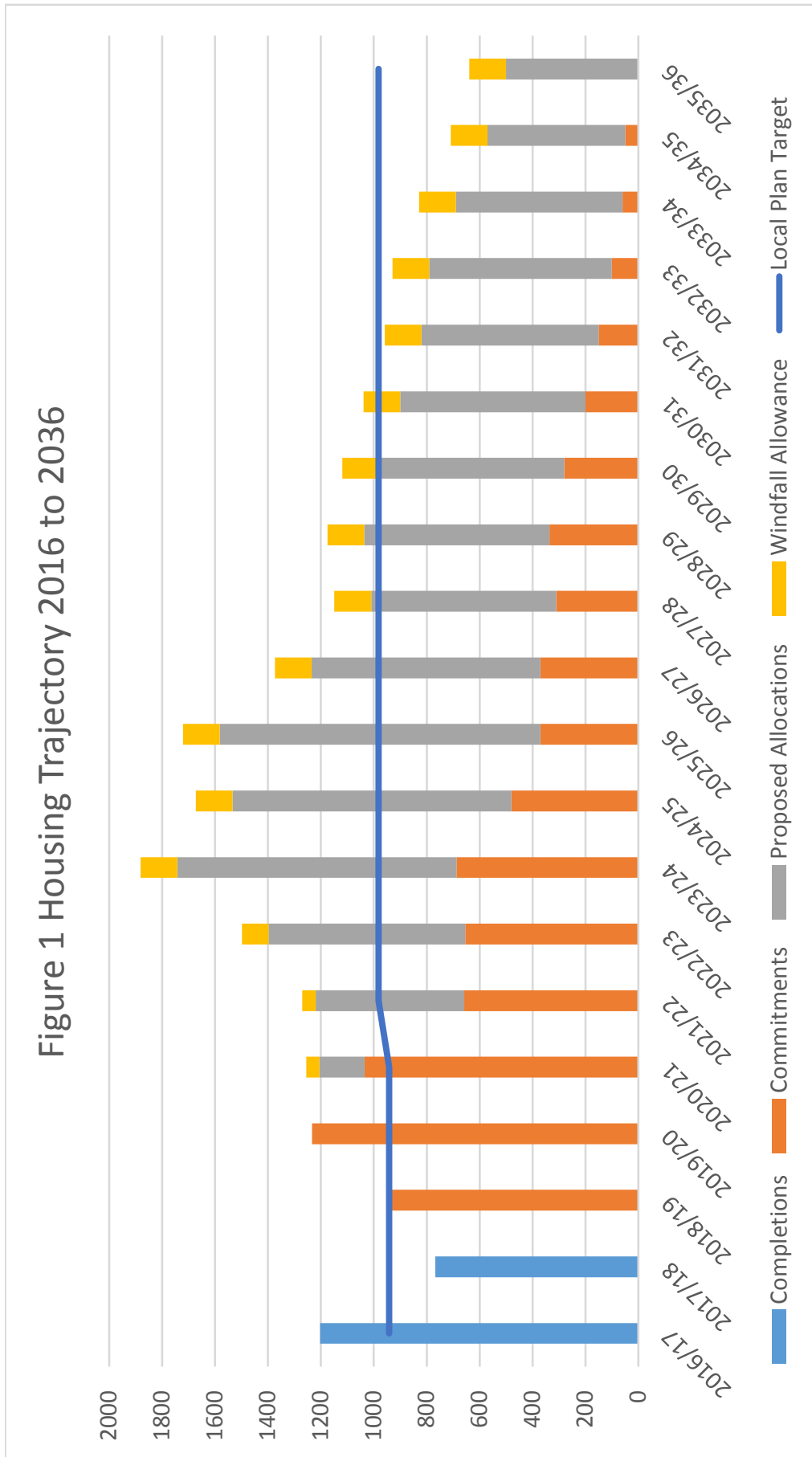
- 7.1.13** In overall terms, Table 5 demonstrates that the Local Plan is capable of facilitating the dwelling requirement with a buffer of 3,640. This allowance is a useful buffer to achieving the housing targets and will compensate for any allocated sites which unexpectedly do not come forward in this plan period, or do not come forward as quickly as expected. It will also compensate for any losses (e.g. demolitions) which occur in the plan period. The buffer equates to a 19% buffer provision, above the supply of homes needed 2018 to 2036.
- 7.1.14** An estimate has been made as to when each site will actually deliver units on the ground. This is known as a housing trajectory for each site. A combined trajectory of all sites can then be created, and is shown in figure 1.

Table 5 2016 to 2036

Area	(a) Local Plan Strategic Distribution 2016 to 2036	(b) Completion 2016 to 2018	(c) Commitments on Sites under 10 dwellings as 31 March 2018	(d) Commitments on Sites over 10 dwellings as 31 March 2018	(e) Total known dwellings b + c + d	(f) Remaining dwellings to be identified a - e	(g) Proposed new Allocations	(h) Total Identified in Local Plan d + g	(i) Total 2016 to 2036 e + g	(j) Difference from Local Plan Strategic Distribution i - a
Urban Area	27%	1,286	280	1,482	3,048	2,201	3,259	4,741	6,307	1,058
Urban Extensions	59%	456	13	5,682	6,151	5,319	7,450	13,132	13,601	2,131
Rural/Villages	5%	228	130	374	732	240	572	946	1,304	332
Windfall	9%								1,868	118
Total	100%	1,970	423	7,538	9,931	7,759	11,281	18,819	23,080	3,640

The Sites

Figure 1 Housing Trajectory 2016 to 2036



7.2 Residential Allocations

- 7.2.1** In the policies that follow, each site allocated for residential development has a figure in the column headed "Indicative Number of Dwellings". Where a site already has planning permission (at 1st April 2018), but no development has started, the figure is the number of dwellings for which permission was granted. Where development had already started (at 1st April 2018), the figure is the remaining number of dwellings still to be completed in accordance with the permission. Where the site is 'new' (i.e. without any existing permission), the figure is an estimate based on the size of the site, an assumption about the net developable area, and an assumption about the net residential density which would be appropriate for the area in which the site is located.
- 7.2.2** However, there are a few exceptions to this where information in pending applications, or in design-led schemes that have been submitted to the council for example, has been agreed as being more appropriate than the density assumptions. There is a full explanation of the assumptions made in the supporting Sites Evidence Report.
- 7.2.3** The indicative numbers of dwellings are used to demonstrate how the approximate Local Plan dwelling requirements can be met. It is emphasised that they are only "indicative", and do not represent a fixed policy target for each individual site.
- 7.2.4** Developers are encouraged to produce the most appropriate design-led solution, taking all national policies and other Local Plan policies into account, in arriving at a total dwelling figure for their site, and they need not be constrained by the figure that appears in the column headed 'indicative dwelling figure'.
- 7.2.5** Policy LP35 identifies new urban extensions. It sets out the total number of indicative dwellings proposed for each site. However, the delivery of these sites is often reliant on significant infrastructure and therefore some sites may not deliver all the proposed dwelling by 2036. Therefore this policy includes an additional column titled 'Indicative dwellings in plan period 2016 to 2036'.

7.3 Urban Extensions - Allocations

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

The Sites

Policy LP35: Urban Extensions Allocations

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

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*	Indicative dwellings in Plan Period (2018 to 2036)	Site Specific Requirements
LP35.1	Hampton	3,569	3,569	
LP35.2	Paston Reserve	945	945	
LP35.3	Stanground South (Cardea)	558	558	
LP35.4	Gateway Peterborough	610	610	
LP35.5	Great Haddon	5,300	4,800	
LP35.6	Norwood	2,000	2,000	
LP35.7	East of England Showground	650	650	See policy LP5 and policy LP36
Total			13,132	

* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

East of England Showground

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



Policy LP36: East of England Showground

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

- Facilities directly related to the function of shows on the Showground itself;
- Conference facilities (D1 and D2);

The Sites

- Employment related development;
- Residential development of around 650 dwellings.

Proposals for development should not have an unacceptable adverse impact on the surrounding uses (especially on occupiers of nearby residential properties), and all development should ensure that the character of the area is maintained.

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

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

7.4 Urban Area - Allocations

7.4.1 The following policy identifies sites in the urban area. This excludes City Centre sites (see policies LP47 to LP53).

Policy LP37: Urban Area Allocations

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

Site Reference	Address	Site Area (ha)	Indicative number of dwellings/ Remaining site Capacity*	Site Specific Requirements
LP37.1	143 Oundle Road	0.13	10	
LP37.2	38 Elm Street	0.09	10	
LP37.3	Glebe Farm, Peterborough Road	0.34	12	
LP37.4	Varity House, Vicarage Farm Road	1.45	14	
LP37.5	Land off Columbus Road	0.25	15	
LP37.6	Rear of 207 239 Peterborough Road	1.47	113	
LP37.7	Car park Hampton Court Westwood	1.00	16	
LP37.8	Potters Way Fengate	0.39	18	
LP37.9	St Nicholas Reception Home, South Parade	0.26	22	
LP37.10	659 Lincoln Road	0.19	23	
LP37.11	Remus House Coltsfoot Drive	0.38	30	
LP37.12	land off London Road, Hempsted	2.88	31	

The Sites

Site Reference	Address	Site Area (ha)	Indicative number of dwellings/ Remaining site Capacity*	Site Specific Requirements
LP37.13	Land at Bretton Woods	0.60	68	
LP37.14	Bushfield House Orton Goldhay	0.33	24	
LP37.15	Former John Mansfield School Playing Field, Poplar Avenue	3.2	116	
LP37.16	Former John Mansfield School Site, Western Avenue	4.06	87	
LP37.17	Perkins North, Newark Road	5.08	104	
LP37.18	Land North of 142-148 Fletton Avenue	0.61	30	
LP37.19	One Acre Site, Rhine Avenue	0.43	15	
LP37.20	British Sugar Offices, Sugar Way	2.46	74	
LP37.21	The Gloucester Centre	3.24	100	
LP37.22	Hempsted - Parcel NC5	0.24	10	
LP37.23	Hempsted Parcel - NC1, NC3, NC4	1.86	65	
LP37.24	Land to the south of Oundle Road	5.49	130	
LP37.25	Former Freemans Site, Ivatt Way	15.45	460	This site must come forward with the benefit of an agreed masterplan for the whole site.
LP37.26	Stanground Stables, Whittlesey Road	0.82	35	
LP37.27	Fengate South	13.77	350	See policy LP38
LP37.28	Homenene House, Bushfield	0.04	19	
LP37.29	Land south of Buntings Lane	1.39	51	
Sub Total			2,052	

*This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

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

The Sites

Site Reference	Address	Site Area (ha)	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP37.30	Hampton Centre	15.79	200	
LP37.31	Orton Centre	10.75	250	Site to come forward through master planning
LP37.32	Werrington Centre	6.57	100	Site to come forward through master planning
Sub Total			550	
Total Urban Area (Excluding City Centre)			2,602	

Fengate South

**Policy LP38: Fengate South**

Prior to the granting of any planning permission for residential development on the Fengate South site (LP37.27), the council will require the developer to submit a development brief or other evidence documents that address the following matters:

- how flood risk issues are to be addressed, including the location of dwellings in areas at lowest probability of flooding and the proposed flood risk mitigation measures;
- the arrangements for the remediation of the site to a standard suitable for residential and associated uses;
- transport issues, including vehicular access arrangements, measures to address transport impacts beyond the site and measures to improve pedestrian and cycle infrastructure from the area to the City Core (thus reducing the need to travel by car);
- impacts on biodiversity, including, in particular, any impacts on the Nene Washes SSSI, SAC, SPA and Ramsar Site;
- visual and landscape impacts (including countryside and cathedral views);
- a design solution that creates a high quality residential environment with associated community facilities, providing an attractive frontage to the river with the possibility of moorings; and
- the creation of an attractive public riverside walk and cycle path which runs the length of the site, connecting with the foot and cycle paths from the Embankment west of the Parkway.

The council will require the submission of sufficient information from the applicant to enable the completion of a project-level screening exercise under the Habitats Regulations, and, if that screening concludes that full Appropriate Assessment is needed, sufficient information to enable

The Sites

it to complete that Appropriate Assessment. This process will need to demonstrate that the development will not have a significant adverse effect on the integrity of the Nene Washes.

7.5 Rural Area - Allocations

Large Villages

Policy LP39: Large Village Allocations

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

Site Reference	Address	Site Area (ha)	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP39.1	Cranmore House, Thorney Road, Eye	0.953	14	
LP39.2	South of Northam Crescent, Eye	1.13	17	
LP39.3	Land at Guilsborough Road, Eye Green	3.36	55	
LP39.4	Rear Rose and Crown Public House, Thorney	0.734	11	
LP39.5	Land off Woburn Drive, Thorney	3.43	19	
LP39.6	Land to the South of Sandpit Road, Thorney	5.33	91	
LP39.7	Tanholt Farm, Eye	13.3	250	See policy LP40
LP39.8	Land to the South of Thorney	2.56	50	
Total			507	

* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

7.5.1 Due to the relatively complex make up of site LP39.7, there is a need for masterplanning the area as one. Policy LP40 sets out the guiding principles for this development area.



Policy LP40: Tanholt Farm, Eye

Prior to the approval of detailed proposals for the site at Tanholt Farm, Eye (Site LP39.7) an outline planning application comprising, amongst other matters, a comprehensive masterplan for the whole area should be submitted and approved by the council.

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

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

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

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

Medium Villages**Policy LP41: Medium Village Allocations**

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

The Sites

Site Reference	Address	Site Area	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP41.1	Manor Farmyard, High Street, Glington	0.80	19	
LP41.2	Adjacent to Village Hall, Newborough	0.57	12	
LP41.3	West of Williams Close, Newborough	1.92	42	
LP41.4	Land west of Uffington Road	4.29	80	
LP41.5	Land Between West Street and Broad Wheel Road, Helpston	4.47	82	
LP41.6	Land off Lawrence Road, Wittering	7.73	190	Any planning application must be accompanied by a Transport Assessment.
Total Medium Villages			425	

7.5.2 * This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

7.5.3 Any planning application for the development of site LP41.6 must be accompanied by a Transport Assessment, including a Residential Travel Plan. Subject to the conclusions of that Assessment, it is likely that the development will require improvements to the existing junction of Townsend Road and the A1 Great North Road, unless improvements or a replacement grade-separated junction in accordance with policy LP15 have already been implemented. Any improvements required to enable the development to proceed will need to be funded by the developer and the works completed before occupation of the first dwelling. It is possible that improvements to the existing junction will not be sufficient to enable all of the development envisaged for this site. In that case a phased development would be necessary, with later phases relying on the prior provision of the grade-separated junction.

Policy LP42: Land Between West Street and Broadwheel Road Helpston

Any application for the site at Broad Wheel Road, Helpston (Site LP41.5) shall comprise amongst other matters, a comprehensive masterplan for the whole site. In developing the masterplan there should be a high level of engagement with appropriate stakeholders including the local community.

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

- A residential led scheme incorporating on site open space provision and a suitable buffer to the adjacent open countryside that respects the surrounding context;

The Sites

- Ensure the provision of satisfactory education facilities. If the need for additional provision is identified, the presumption is that land within the site will be utilised to allow the expansion of the existing school, unless there is convincing evidence that an alternative solution provides greater benefits;
- The Transport Assessment should demonstrate that the quantity of homes proposed is deliverable taking account of; safe and suitable access to the site; and any necessary improvements to the transport network. It is anticipated that the scale will be up to 82 dwellings, but potentially less following the outcome of the transport assessment.

Small Villages

Policy LP43: Small Village Allocations

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

Site Reference	Address	Site Area	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP43.1	Land South of Penwald Court, Peakirk	0.74	14	
Total			14	

* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

The Countryside

7.5.4 At 31 March 2018, there were 13 dwellings committed in the countryside - i.e outside the urban area of Peterborough and the village boundaries. Development in the countryside contributes to the overall housing delivery and must be acknowledged in the spatial strategy, but the strategy does not make provision for any specific additional figure from this source. Any dwellings developed in the countryside are very much exceptional - for example, to meet a specific requirement related to local agriculture, or to enable the renovation and reuse of a building that has fallen into decay (see policy LP11). If further dwellings arise from this source over the Local Plan period, these would be classed as 'windfall'.

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

7.6 Employment Allocations

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

The Sites

Strategic Employment Allocations

Policy LP44: Strategic Employment Allocations

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

Site Reference	Address	Site Area (ha)	Site Specific Requirements
LP44.1	Hampton	23.05	
LP44.2	Gateway Peterborough	83.48	
Total		106.53	

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

Site Reference	Address	Site Area (ha)	Site Specific Requirements
LP44.3	Red Brick Farm	30	See Policy LP45
Total		30*	

*The total site area is 63 hectares. Part of the site is located in flood zone 3 and the net developable area is expected to be approximately 30 hectares to allow for flood mitigation (Subject to site specific flood risk as set out in Policy LP45).

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

Red Brick Farm

7.6.2 The Red Brick Farm site LP44.3 is a large allocation which has a number of detailed issues that warrant an additional policy to ensure appropriate delivery of the site.

7.6.3 Policy LP45 sets out the detailed requirements, this includes the requirement for a Site Specific Flood Risk Assessment (FRA), that will need to demonstrate that the development can be made safe and not adversely affect flood risk elsewhere. This should be achieved through a sequential approach to site layout and the use of appropriate flood risk management and mitigation techniques. As part of the FRA, a surface water drainage strategy will need to have regard to existing flood risk information, and the need to protect ambient ground water levels linked to archaeology.

7.6.4 To address point c in policy LP45 a full assessment and evaluation of the impact of development should take place as part of any planning application. It should include archaeological, palaeoenvironmental, hydrological and geo-archaeological analysis, and an assessment of the impact on the setting and condition of Flag Fen. The latter should include suitable monitoring and assessment of ground water levels. The hydrological status of Flag Fen should be assessed to establish a baseline from which to determine the potential impact of development and any mitigation measures.

The Sites

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



Policy LP45: Red Brick Farm

Planning permission for the Red Brick Farm (LP44.3) site will only be granted once appropriate solutions to the following issues are demonstrated and proved to be deliverable:

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

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

Employment Allocations

Policy LP46: Employment Allocations

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

Site Reference	Address	Site Area (ha)	Site Specific Requirements
LP46.1	Oxney Road Site C	9.95	
LP46.2	Perkins South	4.2	
LP46.3	Land off Third Drove and fronting Fengate	4.23	
LP46.4	Station Road, Thorney	1.0	
Total		18.38	

The Sites

The following sites, as identified on the Policies Map, are allocated for development primarily for uses within Classe B1:

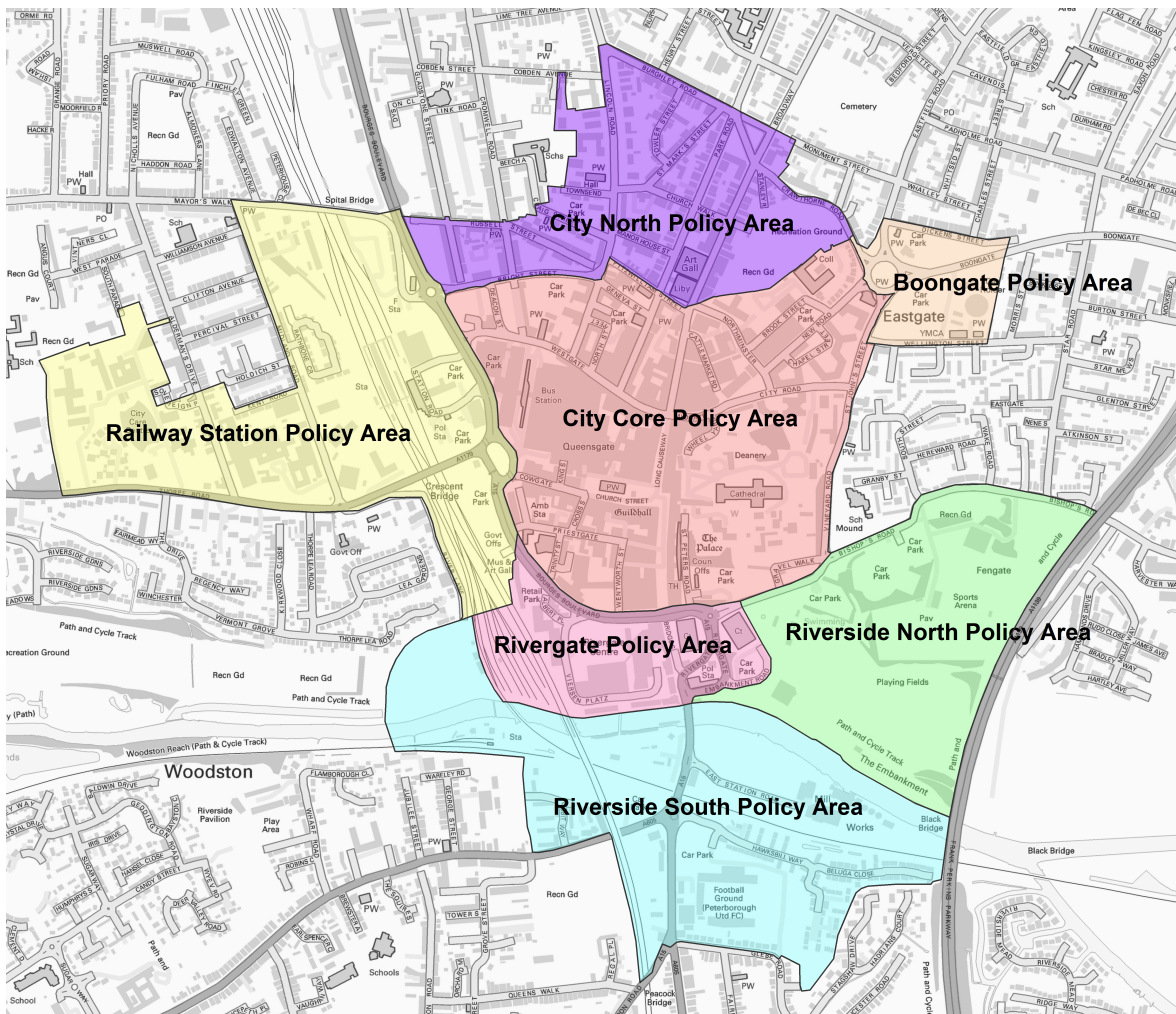
Site Reference	Address	Site Area (ha)	Site Specific Requirements
LP46.5	Land adjacent to Thorpe Wood House	2.06	In principle part/whole site could come forward for C2 uses.
LP46.6	Lynchwood North	1.29	
Total		3.35	

Policies LP47 to LP53 identifies suitable sites/areas within the city centre for B1 office development. Any non- B class uses will only be supported where requirements of policy LP4 can be met.

7.7 City Centre Allocations

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

Map D: City Centre Policy Areas



City Core Policy Area

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

The Sites



Policy LP47: City Core Policy Area

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

New development must, where appropriate:

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

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

Parking provision is set by policy LP13.

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

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP47.1	Wheel Yard	25	To be delivered in accordance with an agreed development brief that covers, amongst other matters, the height and scale of development and the setting of the cathedral and precincts
Sub total		25	

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

The Sites

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
North Westgate Opportunity Area			
LP47.2	North Westgate Development Area	100	
LP47.3	North Westgate	200	
Sub Total		300	
Northminster Opportunity Area			
LP47.4	NCP car park, Brook Street	39	
LP47.5	Northminster	150	To be delivered in accordance with a development brief or SPD for the area
Sub Total		189	
Total City Core Policy Area		514	

* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

North Westgate Opportunity Area

Within the North Westgate Opportunity Area (LP47.3) planning permission will be granted for comprehensive mixed-use redevelopment including retail, employment, housing, office and leisure uses, which is well integrated with the existing retail area. The design, layout and access arrangements must enhance the transition between the residential area to the north and the city centre.

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

Northminster Opportunity Area

Development proposals within the Northminster Opportunity Area (LP47.5) should deliver a range of uses that provide high quality office development, approximately 150 dwellings and possibly student accommodation. Development in this area should protect and enhance any historic assets, including in particular the Cathedral Precincts and Peterscourt.

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

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

- a net increase in dwellings, including apartments above existing commercial or new commercial development and the provision of student accommodation;

The Sites

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

Railway Station Policy Area

7.7.8 This Policy Area is located to the west of the city centre and primarily comprises the former hospital site (which relocated to a new site in 2011), the railway station and associated operational railway land.

7.7.9 The area comprises large areas of under-utilised railway land, together with low density and derelict industrial land. This offers a significant opportunity for major mixed-use development and regeneration of a prominent part of the city.

7.7.10 The Railway Station Policy Area is an excellent strategic location for new investment.



Policy LP48: Railway Station Policy Area

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

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

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
Hospital Opportunity Area			
LP48.1	Site of former of Peterborough District Hospital (PDH) Zone B	16	
LP48.2	Zone E of Former PDH site	76	
LP48.3	Zone F of Former PDH site	13	
LP48.4	Zone B of Former PDH site	168	
Sub total		273	
Station West Opportunity Area			
LP48.5	Mega Car Centre Midland Road	29	

The Sites

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP48.6	Elsewhere in Opportunity Area	200	
Sub total		229	
Station East Opportunity Area			
LP48.7	Elsewhere in Opportunity Area	400	
Sub total		400	
Total Railway Station Policy Area		902	

*This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

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

Station West Opportunity Area

Development proposals for the Station West Opportunity Area (LP48.6) should:

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

Station East Opportunity Area

Development proposals for the Station East Opportunity Area (LP48.7) should deliver a mixed-use development, including:

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

Rivergate Policy Area

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

The Sites

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



Policy LP49: Rivergate Policy Area

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

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

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

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

Riverside South Policy Area

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

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

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

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

The Sites



Policy LP50: Riverside South Policy Area

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

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

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

Site Reference	Site Name	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP50.1	Railworld	50	Prestige homes see policy LP9
LP50.2	Pleasure Fair Meadow Car Park	0	Mixed use site, including leisure and commercial
	Elsewhere in Policy Area	200	
Sub total		250	

Opportunity Area			
Site Reference	Site Name	Indicative number of dwellings/ Remaining Site Capacity*	Site Specific Requirements
Fletton Quays Opportunity Area			
LP50.3	Fletton Quays	358	
LP50.4	Elsewhere in Opportunity Area	22	
Sub total		380	

Total Riverside South Policy Area	630	
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*This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

Fletton Quays Opportunity Area

Within the Fletton Quays Opportunity Area (LP50.4), planning permission will be granted for a mixed-use development which delivers new dwellings, offices, culture and leisure uses, with restaurants and bars along the river frontage will also be acceptable. Development should:

- maximise the advantages of the riverside setting with a high-quality design solution;

The Sites

- deliver an attractive public riverside walk and cycle path and reserve space for a future foot/cycle bridge across the River Nene to the Embankment;
- incorporate and enhance the listed buildings (railway engine sheds and goods sheds) and building of local importance (the Mill), with imaginative new uses;
- incorporate appropriate flood risk mitigation measures, as identified through a site-specific flood risk assessment;
- deliver opportunities to naturalise the river corridor and enhance biodiversity in ways that complement existing river functions and in line with the objectives of the Nene Valley Nature Improvement Area.

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

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

Riverside North Policy Area

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

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

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



Policy LP51: Riverside North Policy Area

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

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

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

The Sites

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

Site Reference	Address	Indicative Number of Dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP51.1	Bishops Road Car Park	25	Any proposal for this site must be of a high standard of design and low density; ensure that the height of dwellings does not exceed the height of the trees that exist around the western, southern and eastern sides of the site; and include additional landscaping.
Total		25	

* This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

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

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

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

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

Boongate Policy Area

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

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



The Sites

Policy LP52: Boongate Policy Area

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

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

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*
LP52.1	Dickens Street Car Park	30
Total		30

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

Site Reference	Address	Indicative number of dwellings/ Remaining Site Capacity*
LP52.2	Wellington Street Car Park	0

*This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

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

City North Policy Area

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

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



Policy LP53: City North Policy Area

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

Site Reference	Address	Proposed Indicative Number of Dwellings/ Remaining Site Capacity*	Site Specific Requirements
LP53.1	Manor House, 57 Lincoln Road	11	
LP53.2	88 Lincoln Road	26	
LP53.3	Manor House	14	
LP53.4	69 - 71 Broadway	16	
Total City North		67	

This figure represents, indicatively, the total number of dwellings the site can accommodate, or, in the case of sites under construction at 01 April 2018, the remaining number of dwellings to be complete.

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

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

The Stanley Recreation Ground will be protected and enhanced with new facilities for local users. Proposals for development adjoining the Recreation Ground should help to reconnect it to the rest of the city centre and ensure activity and overlooking across the open space to enhance the sense of safety. Small scale development, which do not impact on important views of the Cathedral, may be allowed where it would enable investment in the Recreation Ground.

The Sites

Glossary

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

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

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

Ancient tree - A tree in its third stage of life.

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

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

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

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

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

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

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

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

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

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

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

Glossary

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

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

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

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

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

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

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

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

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

Major Development - Where the phrase 'major development' is used in this Local Plan, it means major development as defined by national legislation at the time. At the time of writing this Local Plan, the phrase is defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 as follows:

"major development" means development involving any one or more of the following -

- a. the winning and working of minerals or the use of land for mineral-working deposits;
- b. waste development;
- c. the provision of dwellinghouses where -
 - i. the number of dwellinghouses to be provided is 10 or more; or
 - ii. the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c) (i)
- d. the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or
- e. development carried out on a site having an area of 1ha or more.

Minor Development - Any development which is not major development.

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

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

Glossary

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

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

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

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

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

Park Home - is a residential mobile home, similar to a bungalow or caravan in style. installed as a dedicated site or 'home park' that is either privately owned by a Local authority. they are designed to be lived in permanently and provide opportunity for residents to own a home, but pay rent to the owner of the site.

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

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

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

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

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

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

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

Registered park and garden - A park or garden that is included on Historic England's 'Register of Parks and Gardens of special historic interest'. Registered parks and gardens are designated heritage assets of national significance.

Glossary

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

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

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

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

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

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

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

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

Sustainable Drainage Systems (SuDS) - an overall term for systems of surface water drainage management that take into account the quantity and quality of runoff, and the amenity value of surface water in the urban environment. The main focus is on source control and the mimicking of natural processes to enable infiltration and gradual discharge into watercourses.

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

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

Windfall Development - development on a site which is not allocated for development in the Local Plan. Windfall developments are typically small scale (1-9 units); infill; change of use; or unexpected large sites (eg brownfield site).

Neighbourhood Planning

B

Appendix B - Neighbourhood Planning

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

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

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

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

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

Neighbourhood Plans are required to meet the basic conditions as set out in legislation. One element of this is that a Neighbourhood Plan must be in general conformity with the strategic policies contained within the Local Plan.

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

Policy LP2: The Settlement Hierarchy and the Countryside

Policy LP3: Spatial Strategy for the Location of Residential Development

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

Policy LP5: Urban Extensions

Policy LP6: The City Centre - Overarching Strategy

Policy LP7: Health and Wellbeing

Policy LP8: Meeting Housing Needs

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

Policy LP10: Gypsies and Travellers and Travelling Showpeople

Policy LP11: Development in the Countryside

Policy LP12: Retail and Other Town Centre Uses

Policy LP13: Transport

Policy LP14: Infrastructure to Support Growth

Policy LP15: Safeguarded Land for Future Key Infrastructure

Policy LP19: The Historic Environment

Policy LP21: New Open Space, Sport and Recreation Facilities

Policy LP22: Green Infrastructure Network

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

Policy LP24: Nene Valley

Policy LP25: Country Park

Policy LP26: Green Wedges

Policy LP27: Landscape Character

Policy LP28: Biodiversity and Geological Conservation

Policy LP29: Trees and Woodland

Policy LP30: Culture, Leisure, Tourism and Community Facilities

Neighbourhood Planning

Policy LP31: Renewable and Low Carbon Energy

Policy LP32: Flood and Water Management

Policy LP33: Development on Land Affected by Contamination

Policy LP35: Urban Extensions Allocations

Policy LP37: Urban Area Allocations

Policy LP39: Large Village Allocations

Policy LP41: Medium Villages Allocations

Policy LP44: Strategic Employment Allocations

Policy LP46: Employment Allocations

Policy LP47: City Core Policy Area

Policy LP48: Railway Station Policy Area

Policy LP49: Rivergate Policy Area

Policy LP50: Riverside South Policy Area

Policy LP51: Riverside North Policy Area

Policy LP52: Boongate Policy Area

Policy LP53: City North Policy Area

Parking Standards

Appendix C

The following tables set out the parking standards by Use Class, though please refer to policy LP13 for any exceptions to the standards set out.

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

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

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

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

Use	Car/van	Cycle
A2 - Financial and professional services	One space per 20 sqm gross floorspace	One stand per 150 sqm gross floorspace for staff plus one stand per 400 sqm gross floorspace for customers
A3 – Restaurants and cafes (excluding transport cafes)	One space per 15 sqm gross floorspace	One stand per 100 sqm for staff plus one stand per 100 sqm for customers
A3 Transport cafes/truck stops	One space per 15 sqm gross floorspace plus one lorry space per two sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 200 sqm gross floorspace for customers
A4 – Drinking establishments	One space per 15 sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 100 sqm gross floorspace for customers
A5 – Hot food takeaways	One space per 20 sqm gross floorspace	One stand per 100 sqm gross floorspace for staff plus one stand per 100 sqm gross floorspace for customers

Parking Standards

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

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

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

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

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

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

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

It is acknowledged that there is an increasing trend for B8 developments with a retail element where there is the option for customers to visit a counter at the premises and make purchases. For developments such as this, additional customer parking should be allocated, equivalent to the A1 standard for the floorspace that has public access. If a site office is included in the development then a B1 parking standard should be applied for that area.

Parking Standards

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

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

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

Informative notes: Parking standards for retirement developments that are warden assisted yet provide independent living should fall under Class C3. Hospital parking: It should be acknowledged that particular needs of hospitals arising from their 24 hour service (which impacts on accessibility for patients and visitors and on staff working patterns) should be taken into account and parking provision provided accordingly. The impact of parking on the surrounding area should be considered and if necessary provision should be made for appropriate traffic management measures (e.g. resident

Parking Standards

parking scheme) to prevent illegitimate parking on neighbouring streets by people travelling to the hospital site. Travel plans for staff, patients and visitors play an important role in traffic reduction and especially encourage modal shift for staff.

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

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

Use	Car/Van	Cycle
C3 – Dwelling houses	Minimum*	Minimum*
One bedroom	One space per dwelling (plus spaces for visitors at the rate of one space for every four dwellings (unallocated))	One secure covered space per dwelling. None if garage or secure area is provided within curtilage of dwelling
Two + bedrooms	Two spaces per dwelling (plus spaces for visitors at the rate of one space for every six dwellings (unallocated))	
Four + bedrooms	Two spaces per dwelling (plus spaces for visitors at the rate of one space for every four dwellings (unallocated))	
Flats in City Centre**	One space for every two dwellings (plus spaces for visitors at a rate of one space for every six dwellings (unallocated))	on a case- by-case basis

Parking Standards

Use	Car/Van	Cycle
Retirement developments (e.g. warden assisted independent living accommodation)	One space per dwelling	
C4 – Houses in multiple occupation	One space per bedroom	

Informative notes:

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

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

**For flatted development in the City Centre boundary, and as a consequence of the reduced standards which apply, applications must be supported by a parking management plan to prevent on street parking and the development becoming cluttered with cars.

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

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

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

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

Use	Car/van	Cycle
D uses	Maximum	Minimum
D1 - Medical centres	One space per full time equivalent staff plus two per consulting room plus drop off/pick up facilities	One stand per eight staff plus one stand per two consulting rooms for visitors

Parking Standards

Use	Car/van	Cycle
Crèche, child care	One space per full time equivalent staff plus drop off/pick up facilities	One stand per eight staff plus One stand per 15 child places
Day care centre	One space per full time equivalent staff plus drop off/pick up facilities	One stand per eight staff plus one stand per 20 clients
Education – primary/secondary	One space per full-time member of staff plus drop off/pick up facilities	One stand per eight staff plus one stand per six pupils

Informative notes:

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

Parking/drop off arrangements for special schools must be taken into consideration as generally extra staff are required and most pupils/students arrive by taxi or car. Coach parking and facilities must be considered for all D1 uses.

Open Space, Sport and Recreation Standards

Part A: Open Space Standards

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

Open Space, Sport and Recreation Standards

Open Space Type	Quantity Standard	Accessibility Standard	Quality Standard
and NEAPs, as well as informal play space.	LEAP and NEAP)	<ul style="list-style-type: none"> • LEAP – 450m straight line distance • NEAP – 800m straight line distance 	
<p>Natural Greenspace</p> <p>Natural and semi natural open space, including woodland, scrub, grassland, heath or moor, wetlands (e.g. marsh or fen) open and running water wastelands, wetlands, where the public have legal or permissive access.</p>	0.42ha of accessible natural greenspace per 1,000 population (which ideally meets the criteria for LNR designation).	<ul style="list-style-type: none"> • 300m to natural greenspace of at least 2ha (although a minimum of 0.25ha will be appropriate within existing urban areas) • 2km to natural greenspace of at least 20ha • 5km to natural greenspace of at least 100ha • 10km to natural greenspace of at least 500ha 	Areas of natural and semi-natural greenspace should be of adequate quality and support local biodiversity
<p>Allotments</p> <p>Open Spaces where the primary use is allotment gardening or community farming.</p>	0.29ha per 1,000 population	560m straight line distance	Allotment sites should be of adequate quality and support the needs of the local community. Allotment sites which under perform in terms of their value to the local community should be improved

Part B: Playing Pitch Standards

As a guide, the expected quantity standard for playing pitches is 0.86 pitches per 1,000 population.

Open Space, Sport and Recreation Standards

The type of pitch to be provided, such as football or hockey, will be negotiated on a case by case basis, taking account of current local provision and community aspirations. See the council's website for the 'Playing Pitch New Development Calculator', which can be used to help estimate the demand for pitches that may be generated from a new development.

Part C: Converting Standards per Person

In order to convert the standard per person into standards per dwelling (and subsequently, standard per development scheme), the following formulas apply:

1 bed dwellings = assumes 1.2 people average occupancy

2 bed dwellings = assumes 1.9 people average occupancy

3 bed dwellings = assumes 2.9 people average occupancy

4+ bed dwellings = assumes 3.1 people average occupancy

Thus, a development scheme of 10 x 1bed dwellings, 100 x 2bed dwellings and 100 x 3 bed dwellings, would have a total assumed population of:

$$(10 \times 1.2) + (100 \times 1.9) + (100 \times 2.9) = 492 \text{ population}$$

This figure of 492 population can then be used to calculate the area required to meet the above standards.

Source: Cambridgeshire County Council's Research Group, based on census data and development monitoring data. These figures are also used in the 2017 Developer Contributions SPD.

Open Space, Sport and Recreation Standards

Bin Storage and Collection

Waste Storage Capacity

The following table illustrates recommended external storage capacities for various types of residential development based on alternate weekly collections. Where reference is made to a '1 room unit', '2 room unit', etc all 'living' rooms (i.e. lounge, dining room, bedrooms) are counted. The kitchen and bathroom are excluded.

For flats/apartments, capacity is unlikely to be provided on an individual residence basis. Capacity calculated for each unit should be combined giving a total. This should then be converted to the required number of communal bins (where calculations result in a fraction, figures should be rounded up or down as appropriate).

For example: a developer has constructed a low-rise (4 floor) development without communal gardens of 16 flats – 8 are 2 room units and 8 are 3 room units. The developer has sought guidance from the council with regards to the split into recycling, composting and residual waste. Based on consultation with the council the waste capacity was determined as: (8 x 340 litres) + (8 x 440 litres) = 6240 litres total capacity in terms of external storage containers. This may equate to: 3 x 1100 litre bins for residual waste; 4 x 660 litre bins for dry recyclables; 1 x 360 litre bin for compostables.

Residential Development Type	Aggregated Capacity Provision Guidance Notes
Single House	775 litres
Low-rise (to 4 floors) with communal gardens	For each 1 room unit 320 litres For each 2 room unit 420 litres For each 3 room unit 520 litres For each 4 room unit 620 litres For each 5 room unit 720 litres
Low-rise (to 4 floors) without communal gardens	For each 1 room unit 320 litres For each 2 room unit 340 litres For each 3 room unit 440 litres For each 4 room unit 540 litres For each 5 room unit 640 litres
High-rise (above 4 floors)	For each 1 room unit 240 litres For each 2 room unit 340 litres For each 3 room unit 440 litres For each 4 room unit 540 litres For each 5 room unit 640 litres

Guidance Notes:

Bin Storage and Collection

Capacities detailed are maximum capacity 'footprints'. Developers should ensure that sufficient space is provided for the appropriate external storage containers.

The Waste Collection Authority must be consulted on capacity split (e.g between recycling, residual and compostable waste) and the types of external storage containers that the developer will be required to provide.

Developers should agree the amount of space required and the type of containers with the Waste Collection Authority prior to the submission of the planning application.

It should be noted that capacity 'footprints' and splits are provided as guidance only.

Waste Storage Points

Waste is typically taken from its point of generation to a storage point outside the building. From here it is moved to a point of collection. In developments of flats and apartments waste is typically taken from the point of generation straight to the point of collection.

The design of proposed developments should consider the siting and layout of residential and commercial waste storage points at an early stage. It is important to emphasise that appropriate siting and landscaping should reduce the visual impact of the waste storage point, to help enhance the overall quality and experience of the streets/development.

In all cases, collection points should be convenient for the user to access and for service crews to access without presenting a risk to health and safety. For developments of flats and apartments the developer should make adequate arrangements for the management and maintenance of all communal waste transit and storage infrastructure. The developer should demonstrate these arrangements to the satisfaction of the council.

Residential Storage Points

For single houses waste containers should:

- Be housed within a designated area or structure as appropriate;
- Be easily accessible to the occupier;
- Not have to be moved through a building to the collection point;
- Be located in a shaded position and away from windows; and
- Be located in a well ventilated area

In terms of distances and gradients, the following should be observed:

- Resident should not have to move waste more than 30m to any designated storage area within the boundaries of the property. This applies to houses and flats;
- Any designated storage area within the boundaries of the property should not be more than 25m distance from the collection;
- Where properties do not share waste containers, residents should take their waste storage containers to the collection point for the purpose of emptying, which is either within the curtilage of the property or the kerbside;
- Where properties either sharing waste containers or where the containers are stored in a communal facility, the storage and collection point are to be the same the location.
- For containers with two wheels the distance between the collection point and the collection vehicle must not exceed 25m;
- The passage of a 2 wheeled container should avoid steps, but where it is not possible should avoid transfer over more than 3 steps;

Bin Storage and Collection

- The passage of a 4 wheeled container must never be over steps: dropped kerbs must be provided where a collection lorry is on the highway. Paths must be 2 metres wide; and
- In all cases surfaces should be smooth and solid and gradients should not exceed 1:12.

For flats/apartments, temporary storage of waste is unlikely to occur immediately outside each flat/apartment. Waste is normally transferred straight to the collection point of collection which comprises a communal storage facility.

A number of transit options are typically available and are illustrated in the table below:

Option	Description
Resident Transit	In low-rise blocks (up to 4 floors) it is typical for residents to transfer their waste to communal compounds, within which are located a number of bins to receive their waste. Residents should not have to transfer waste more than 30m (excluding vertical distance). Best practice is to install bins allowing the segregation of material types from residual waste.
Chutes	In high-rise blocks (above 4 floors) waste chutes are a potential option for installation for the deposit of waste and to enable recycling. The chute system conveys the waste (by gravity) to a point of storage. This may be a compactor, a skip or large bin.
Facilities Residents Management Complete Collection Service	Resident deposit their waste, in bags, outside their door from where it is collected by a waste collection team. Service lifts should be installed.

Where it is necessary for collection crews to move bins from the communal storage facility to tip into the collection vehicle, they should not have to move large containers (4 wheels) more than 10m. Option choice, and therefore the waste transit method open to residents should be addressed against:

1. User convenience and efficiency;
2. Health, safety and security; and
3. Risk of environmental harm.

The challenge posed by flats and apartments particularly those of a high-rise nature are further addressed under Waste Management Provision for flats and apartments.

Waste storage requirements to commercial premises need to reflect these stringent demands and should allow additional space and infrastructure for the separate storage of these waste types.

Bin Storage and Collection

Policies Map

The Policies Map is not part of this Local Plan. Instead, the council's adopted Policies map illustrates geographically the application of the policies in the adopted development plan. As such, the Policies Map covers policies in:

- the Peterborough Local Plan Development Plan Document;
- and Cambridgeshire and Peterborough Minerals and Waste Development Plan Documents; and
- any 'made' (adopted) Neighbourhood Plans

The council will keep its Policies Map up to date, particularly the interactive version available on the website. Updated paper copies will be made available as soon as is practical after an amendment has been made. Any paper copy of the Policies Map received with this Local Plan should only be considered up to date as at the date of adoption of the Local Plan.

Policies Map



Peterborough Local Plan

Schedule of Proposed 'Minor' Modifications

April 2019

Introduction

Following the Local Plan Examination and publication of the Inspectors report the council has prepared a schedule of 'additional (minor) modifications', to be in the final Local Plan which it adopts. These minor modifications are not considered or approved by the Inspector, **and do not require consultation**. These Minor Modifications are set out in the following schedule and must be read alongside the Main Modifications as set out in Appendix to the Inspectors Report.

The minor modifications (taken together) must not materially affect the policies that would be set out in the Local Plan if it was adopted with the main modifications but no other modifications.

It is completely at the discretion of the local planning authority to prepare a list of 'minor modifications', and to take responsibility for ensuring that such modifications are indeed 'minor' (i.e. do not materially affect the policies).

In practice, 'minor modifications' tend to be very minor indeed. They are normally one of the following:

- Correcting typographical errors
- Presentational improvements
- Updating factual text
- Minor wording changes, to make the text clearer

There are usually very few 'minor modifications' which apply to policies themselves within a Local Plan. They normally only apply to the supporting text. Where they do apply to policies, particular care needs to be taken that they are indeed 'minor'.

Schedule of 'Minor Modifications'

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
Minor/SC/FW/01	Foreword Page i	<p>Delete:</p> <p><i>This is the Proposed Submission version of the Peterborough local Plan, which sets out how the city and surrounding areas will grow and change up to 2036</i></p> <p><i>This document is available for public consultation between 8 January and 20 February 2018, before the council submits the document to Government to carry out an independent examination into the Local Plan</i></p> <p>Add:</p> <p><u><i>This is the adopted Peterborough Local Plan.</i></u></p> <p><u><i>It was adopted by resolution of Peterborough City Council, in accordance with the provision of section 23(5) of the Planning and Compulsory Purchase Act 2004, on [insert adoption date].</i></u></p>	Foreword to be update to explain that Local Plan has been adopted.	No
Minor/SC/Pf/01	Preface, pages ii to vi	Delete Preface	The Preface in the Proposed Submission version of the Local Plan was intended to be helpful to the reader during the consultation period. It set out the background to the production of the document and explained how comments could be made during the	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
			consultation period. This is not relevant to the adopted Plan.	
Minor/SC/Int/01	Introduction, New paragraphs after 1.10	<p>Add new paragraphs as follows:</p> <p><u>“Several communities in the Peterborough area have demonstrated an interest in neighbourhood planning since its introduction through the Localism Act of 2011. As of spring 2018, there are:</u></p> <ul style="list-style-type: none"> • <u>Three adopted Neighbourhood Plans, covering the parishes of Ailsworth, Castor and Peakirk</u> • <u>A number of other parishes which have formally expressed an interest in neighbourhood planning.</u> <p><u>Neighbourhood Plans are optional plans prepared by communities. Once they are adopted they form part of the development plan for Peterborough, sitting alongside the Peterborough Local Plan. If an area has a Neighbourhood Plan, any planning application in that area will be determined using the Local Plan, Neighbourhood Plan, national policy, and taking account of any other material considerations.</u></p> <p><u>Copies of all adopted Neighbourhood Plans, and details of any emerging Neighbourhood Plans, can be found on our website.</u>”</p>	<p>Several representors made representations suggesting that reference should be made to the need for neighbourhood plans to be taken into consideration when determining planning applications. (Reps include: 16PS108; 16PS237; 16PS276; 16PS403; 16PS109)</p> <p>It is not considered necessary or appropriate to repeat this requirement throughout the plan, however, we feel that a paragraph in the plan introduction would be helpful in setting the scene and highlighting the significance of these plans.</p>	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
Minor/SC/02/01	2.6	Amend paragraph 2.6: “The strategic priorities for the development of use <u>and use of</u> land in the Peterborough Authority Area (for the purpose of section 19(1B) of the Planning Compulsory Purchase Act 2004) are:”	To correct typing error.	No
Minor/SC/06/01	6.3.9	Amend paragraph 6.3.9 as follows: “...Within Category 3, there is a differentiation between wheelchair adaptable accessible dwellings (M4(3)(2)(a)) and wheelchair <u>accessible</u> adaptable dwellings (M4(3)(2)(b)). Any dwellings identified as needing to meet the policy requirement for any of these standards should have regard to this section of the Building Regulations.	To correct an error in defining the different categories within Category 3 (wheelchair user dwellings) of the Building Regulations.	No
Minor/SC/06/02	6.11 Urban Design and the Public Realm	Change heading: ‘ Urban Design and the Public Realm’	Policy contains generic design considerations that will apply to all locations, not just urban locations.	No
Minor/SC/06/03	LP16 Urban Design and the Public Realm	Change Policy Title: ‘ Urban Design and the Public Realm’	Policy contains generic design considerations that will apply to all locations, not just urban locations.	No
Minor/SC/06/04	6.14.1	Amend: “...If sensitively implemented, change and growth can represent opportunities to enhance the historic built -environment.”	To more accurately reflect the emphasis of the policy, which covers historic parks and gardens and landscapes as well as built heritage, in response to comments made by Milton (Peterborough) Estates (16PS186).	No
Minor/SC/06/06	LP27 Landscape Character	Amend 4 th para (starting “recognise and, where possible, enhance the	To correct formatting error.	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
		<p>character...”) so as to form part of the criteria list and be item ‘a. and b’.</p> <p>The remainder of the list should be corrected accordingly (i.e. become ‘c. – f.’).</p>		
Minor/SC/06/08	LP28 Biodiversity and Geodiversity Conservation	<p>Amend 4th paragraph of policy, under 1a) International Sites, (starting "Development proposals that are likely to have an adverse impact...) to read:</p> <p>"...must satisfy the requirements of the Habitats Regulations, <i>including</i> determining site specific impacts and avoiding or mitigating against impacts where identified...."</p>	To correct typing error.	No
Minor/SC/06/09	6.24.3	<p>Correct date of Trees and Woodland Strategy</p> <p>(20128)</p>	To correct the date of publication of trees and woodland strategy	No
Minor/SC/06/07	LP33 Development on Land Affected by Contamination	<p>Remove repeated first line of policy:</p> <p>All new development must take into account</p>	The first line of this policy has been repeated. This will be deleted.	No
Minor/SC/07/03	7.3.2	<p>Amend paragraph 7.3.2 as follows</p> <p>In October 2016, the council granted outline permission for up to 610 dwellings north of Great Haddon, known as Gateway Peterborough. The council has resolved to grant consent for Great Haddon, subject to finalising legal</p>	To update latest position regarding Great Haddon.	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
		<p>agreements, for up to 5,300 dwellings. <u>The council has granted consent for Great Haddon for up to 5.300 dwellings</u></p>		
Minor/SC/07/01	LP35 Urban Extensions	<p>Remove ** from Stanground south</p> <p>** The total committed at stanground south at 31 March 2017 is 515. However, please note this figure includes an additional 153 dwellings approved on 16 August 2017. The total figure for this site increases to 668 dwellings.</p>	Updated housing figure to take account of 2017/18 monitoring data.	No
Minor/SC/07/04	7.5.4	<p>Update paragraph 7.5.4</p> <p>At 31 March 20178, there were 103 dwellings committed in the countryside..</p>	Updated to take account of 2017/18 monitoring data.	No
Minor/SC/07/02	LP47 Railway Station Policy Area	<p>Amend last bullet:</p> <p>'...enhance the <u>listed</u> Carpenter's shop...'</p>	Consistency (policy refers to listed railway sheds) (rep 16PS581).	No
Minor/SC/07/05	LP49 Riverside South Policy Area	<p>Above 4th paragraph add following heading</p> <p><u>Fletton Quays Opportunity Area</u></p>		No
Minor/SC/Glos/01	Glossary	<p>Add:</p> <p><u>Major Development</u> - <i>Where the phrase 'major development' is used in this Local Plan, it means major development as defined by national legislation at the time. At the time of writing this Local Plan, the phrase is defined in The Town and Country Planning (Development Management Procedure) (England) Order 2015 as follows:</i></p>		No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
		<p><u>“major development” means development involving any one or more of the following—</u></p> <p><u>(a) the winning and working of minerals or the use of land for mineral-working deposits;</u></p> <p><u>(b) waste development;</u></p> <p><u>(c) the provision of dwellinghouses where</u> <u>—</u> <u>(i) the number of dwellinghouses to be provided is 10 or more; or</u> <u>(ii) the development is to be carried out on a site having an area of 0.5 hectares or more and it is not known whether the development falls within sub-paragraph (c)(i);</u></p> <p><u>(d) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; or</u></p> <p><u>(e) development carried out on a site having an area of 1ha or more.</u></p> <p><u>Minor Development – Any development which is not major development</u></p>		
	Glossary	<p>Add:</p> <p><u>“Registered park and garden - A park or garden that is included on Historic England’s ‘Register of Parks and Gardens of special historic interest’. Registered</u></p>	To address representation made by Historic England (16PS563 and 16PS584).	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
		<i><u>parks and gardens are designated heritage assets of national significance</u></i> ".		
Minor/SC/PM/01	Policies Map	Update Key for inset 1 Urban Area. See Core Document CD005c 'Policies Map Update Note for Inset 1 – Urban Area (CD005b)' for full details of changes.	To address inconsistencies between the paper copy of the Policies Map placed on deposit and the electronic version available on the council's website during the Proposed Submission consultation.	No
Minor/SC/PM/02	Policies Map	Update Key to Inset Maps 3 to 28: Sites Allocated for Employment Development (LP4, LP43, LP44 <u>LP45</u>) Site Allocated Primarily for Residential Development (<u>LP39, LP41 and LP42</u>) Land Safeguarded for Walking and Cycling (<u>LP??15</u>) Land Safeguarded for Key Infrastructure (<u>LP??15</u>)	To correct / add policy references.	No
Minor/SC/PM/03	Page 132	Replace text as follows: If the Local Plan as to be consulted upon (January 2018) and as to be submitted for examination (May 2018) is adopted without amendment, then this Policies Map (and associated Inset maps) will replace in its entirety the current adopted Policies Map for Peterborough City Council. This notice meets our statutory requirements under regulation 19 and 22 of the Town and country Planning (Local Planning) (England Regulations 2012).	Update text for adoption	No

Suggested Change Ref Number	Section/Policy Number in Proposed Submission Version	Proposed Minor Modification	Reason for Change	SA required? (Yes/No)
		<p><u>“The Policies Map is not part of this Local Plan. Instead, the council’s adopted Policies Map illustrates geographically the application of the policies in the adopted development plan. As such, the Policies Map covers polices in:</u></p> <ul style="list-style-type: none"> • <u>the Peterborough Local Plan Development Plan Document;</u> • <u>any Cambridgeshire and Peterborough Minerals and Waste Development Plan Documents;</u> <u>and</u> • <u>any ‘made’ (adopted) Neighbourhood Plans</u> <p><u>The council will keep its Policies Map up to date, particularly the interactive version available on the website. Updated paper copies will be made available as soon as is practical after an amendment has been made. Any paper copy of the Policies Map received with this Local Plan should only be considered up to date as at the date of adoption of the Local Plan.</u></p>		

CABINET	AGENDA ITEM No. 11
17 JUNE 2019	PUBLIC REPORT

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

BUDGET CONTROL REPORT APRIL 2019

RECOMMENDATIONS	
FROM: Corporate Director: Resources	Deadline date: 31 May 2019
<p>It is recommended that Cabinet notes:</p> <ol style="list-style-type: none"> 1. The Budgetary Control position for 2019/20 at April 2019 includes an early indication of an overspend of £5.504m against budget. 2. The Key variances and Budget risks, highlighted in Appendix A. 3. The estimated reserves position for 2019/20 outlined in Appendix B 	

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 is for Cabinet to consider under its Terms of Reference No. 3.2.7 'To be responsible for the Council's overall budget and determine action required to ensure that the overall budget remains within the total cash limit'.
- 2.2. This report provides Cabinet with an early indication of the forecast for 2019/20 at April 2019 budgetary control position.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan	No	If yes, date for Cabinet meeting	N/A
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4. APRIL 2019 BUDGETARY CONTROL- REVENUE

4.1. The revenue budget for 2019/20, agreed at Full Council on 6 March 2019, was approved at £150.768m.

	£m
Approved Budget 2019/20	150.768
Use of reserves per MTFS	3.084
Revised Budget 2019/20	153.852
Drawdown of reserves during 2019/20	0
Revised Budget 2019/20	153.852

4.1. The 2019/20 year-end outturn position, is currently forecast to be overspent by £5.504m. This is based on reported departmental information as at the end of April 2019. It should be noted that this is an early forecast for 2019/20, and where risks are highlighted within this report, CMT are putting plans in place to mitigate these as far as possible.

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

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Directorate	£000	£000	£000	£000	£000	£000	%
Chief Executives	1,340	0	1,340	1,600	0	260	19%
Governance	4,659	0	4,659	5,022	0	363	8%
Growth & Regeneration	21,440	0	21,440	22,262	0	822	4%
People & Communities	87,702	0	87,702	88,074	0	372	0.4%
Public Health	62	0	62	6262	0	0	0
Resources	38,649	0	38,649	41,959	377	3,687	10%
Total Expenditure	153,852	0	153,852	165,179	0	5,504	4%
Financing	(153,852)	0	(153,852)	0	0	0	0
Net	0	0	0	165,179	377	5,504	

4.3. 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 A – Detailed Revenue Budgetary Control position and explanation of Key Variances and Risks

Chief Executives

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Chief Executive	243	0	243	243	0	0	0
Human Resources	1,097	0	1,097	1,357	0	260	24%
Total Chief Executives	1,340	0	1,340	1,600	0	260	19%

The only variance currently being reported within Chief Executive Department is in relation to the Shared Services savings target included in the budget in HR, where there is currently no plan in place to achieve this saving.

Governance

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Director of Governance	331	0	331	343	0	12	4%
Constitutional Services	2,100	0	2,100	2,145	0	45	2%
Legal Services	1,436	0	1,436	1,742	0	306	21%
Performance & Information	202	0	202	202	0	0	0
Coroners Service	590	0	590	590	0	0	0
Total Governance	4,659	0	4,659	5,022	0	363	8%

The main variance being reported within Governance relates to the Shared Services savings target included in the budget. This variance is £0.306m within Legal Services.

Election costs are anticipated to be approx. £0.045m higher than budgeted. There is also a risk of approx. £0.100m where a reserve may need to be set up for future unbudgeted election costs.

The Department is reporting a further £0.012m adverse variance relating to staffing costs within the service.

Growth & Regeneration

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Director, Opportunity Peterborough & Joint Venture	128	0	128	202	0	74	58%

Development and Construction	158	0	158	196	0	38	24%
Sustainable Growth Strategy	1,395	0	1,395	1,395	0	0	0
Peterborough Highway Services	4,262	0	4,262	4,672	0	410	10%
Waste, Cleansing and Open Spaces	13,658	0	13,658	13,658	0	0	0%
Westcombe Engineering	115	0	115	115	0	0	0
Corporate Property	2,033	0	2,033	1,833	0	(200)	(10%)
Resilience & Health & Safety	235	0	235	235	0	0	0
City Centre Management	269	0	269	369	0	100	37%
Marketing & Communications	272	0	272	372	0	100	37%
Parking Services	(2,089)	0	(2,089)	(1,789)	0	300	(14%)
Regulatory Services	855	0	855	855	0	0	0
Service Director Environment & Economy	149	0	149	149	0	0	0
Total Growth & Regeneration	21,440	0	21,440	22,262	0	822	4%

There is a forecast pressure of £0.074m in relation to the costs associated with the Energy, Infrastructure and Regeneration Manager and the Director of Business Improvement. There is also a further risk in this area in relation to the delivery of Shared Services savings, this is due to a delay in reviewing the service needs and structure, pending the new Corporate Director taking position from June 2019.

The Shared Services saving within the Highways service are not currently achievable, generating a pressure of £0.160m. There is also a pressure of £0.250m in relation to the energy pricing for street lighting.

There is a forecast favourable position of £0.200m on the Budget for Fletton Quays in respect of the recently announced lease with the Construction Industry Training Board, who will occupy part Sandmartin House from Summer 2019.

There is a £0.100m pressure relating to the stall rental income target for the Market stall rent income

There is a forecast adverse position of £0.100m in relation to the Communications team due an expected shortfall of income from sponsorship and sales and internal recharges.

There is an adverse forecast of £0.300m due to the forecast underachievement of parking income.

People & Communities

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Director	1,285	0	1,285	1285	0	0	0

Communities	6,544	0	6,544	6,544	0	0	0
Adults	45,869	0	45,869	45,869	0	0	0
Children's & Safeguarding	10,839	0	10,839	10,839	0	0	0
Education	5,832	0	5,832	6,204	0	372	6.4
Commissioning and Commercial Operations	17,333	0	17,333	17333	0	0	0
DSG	0	0	0	0	0	0	000
Total People & Communities	87,702	0	87,702	88,074	0	372	

A pressure of £0.372m is reported in relation to Home to School Transport. This is based on the outturn position for financial year and does not take account of the contract changes for Academic Year 2019-20.

Public Health

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Children 0-5 Health Visitors	3,663	0	3,663	3663	0	0	-
Children 5-19 Health Programmes	879	0	879	879	0	-	-
Sexual Health	1,938	0	1,938	1938	0	-	-
Substance Misuse	2,269	0	2,269	2269	0	-	-
Smoking and Tobacco	317	0	317	317	0	-	-
Miscellaneous Public Health Services	1,542	0	1,542	1542	0	-	-
Public Health Grant	(10,621)	0	(10,621)	(10,621)	0	-	-
Children 5-19 Healthy Schools Programme	65	0	65	65	0	-	-
Healthy Peterborough	10	0	10	10	0	-	-
Total Public Health	62	0	62	62	0	-	-

No Variances reported.

Resources

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Director's Office	272	0	272	272	0	0	0%
Financial Services	2,730	0	2,730	2822	377	634	25%
Programme Management Office	173	0	173	173	0	0	0%

Capital Financing and Capital Receipts	17,564	0	17,564	17,564	0	0	0%
Corporate Items	8,209	0	8,209	7,821	0	-388	-5%
Peterborough Serco Strategic Partnership (PSSP)	4,219	0	4,219	7,410	0	3,191	76%
ICT	6,395	0	6,395	6,810	0	250	4%
Energy	480	0	480	480	0	0	0%
Cemeteries, Cremation & Registrars	(1,393)	0	(1,393)	-1,393	0	0	0%
Total Resources	38,649	0	38,649	41,959	0	3,687	10%

The main variances being reported within Resources are in relation to the Shared Services savings targets included in the budget, where there is currently no plan in place to achieve these savings. These variances are £0.634m within Financial Services, £1.850m within Peterborough Serco Strategic Partnership (PSSP) and £0.150m within the ICT Service. The ICT Service is aiming to achieve £0.450m of the £0.600m target held within the department. Work is underway, as per the Tranche Two Medium Term Financial Strategy report to deliver a £1m savings in business support, but there are associated timing and redundancy risks which require further consideration and agreement, before the saving can be realised. Therefore at the moment the full amount is shown as a pressure, until plans are actively in place, it is hoped that this pressure will reduce once the programmes are put in place.

Within the PSSP service there is an additional further forecast overspend of £1.000m and £0.100m in relation to savings targets from prior year Medium Term Financial Strategy, namely the Variable costs reduction saving and Business Support saving.

Within PSSP there is a risk that ADP (Annual delivery plan costs) which is currently costing the Council £0.066m per month will create an adverse variance against the budget unless costs are switched off or charged to a budgeted project. Within the forecast variance two months of cost at £0.132m has been assumed, which relates to April and May 19, this is pending a Notice of Change (NoC) to the contract. which will change the allocation of these costs so that they are retrospectively fully allocated to projects being delivered.

The Housing Benefit and Council Tax admin subsidy due to be received this year is expected to be £109k lower than budgeted and this is being reported adverse within PSSP.

ICT is reporting a further £100k adverse variance relating to staffing costs within the service, due to three additional posts over establishment being created.

Financing

	Budget 2019/20	Cont. from reserve	Revised Budget 2019/20	Forecast Spend 2019/20	Cont. to reserve	Forecast Variance 2019/20	Forecast Variance 2019/20
Budget Group	£000	£000	£000	£000	£000	£000	%
Council Tax	(71,925)	0	(71,925)		0		
Council Tax - Adult Social Care precept	(5,450)	0	(5,450)		0		

NDR Income	(45,727)	0	(45,727)		0		
NDR Levy	306	0	306		0		
NDR S31 grants	(5,442)	0	(5,442)		0		
NDR Tariff	2,424	0	2,424		0		
Revenue Support Grant	(10,246)	0	(10,246)		0		
Parish Precept	(672)	0	(672)		0		
New Homes Bonus	(4,713)	0	(4,713)		0		
Section 31 Grant	(8,616)	0	(8,616)		0		
Contribution from/to Grant Equalisation Reserve	(3,084)	0	(3,084)		0		
Contribution from/to Reserves	0	0	0		0		
Collection Fund - Council Tax	(201)	0	(201)		0		
Collection Fund - NDR	(506)	0	(506)		0		
Total Financing	(153,852)	0	(153,852)		0		

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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 next table summarises the expected balance for all reserves for 2019/20 to 2021/22

Out of the total reserves balance only £11.9m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

	Balance Brought Forward 1.4.19	Forecast Balance 31.03.20	Forecast Balance 31.03.21	Forecast Balance 31.03.22
	£'000	£'000	£'000	£'000
Summary of Reserves				
General Fund Balance	6,000	6,000	6,000	6,000
Available Reserves				
Capacity Building Reserve	14,973	9,638	9,638	9,638
Grant Equalisation Reserve*	4,214	1,130	1,130	1,130
Departmental Reserve	6,890	1,147	1,147	1,147
	26,077	11,915	11,915	11,915
Ring-Fenced Reserves				
Insurance Reserve	3,398	3,398	3,398	3,398
Schools Capital Expenditure Reserve	482	482	482	482
Parish Council Burial Ground Reserve	54	54	54	54
Hackney Carriage Reserve	226	226	226	226
Lease Consolidation Reserve	615	574	495	495
Public Health Reserve	364	364	364	364
	5,140	5,098	5,019	5,019
Total Available and Ring-Fenced reserves and General Fund Balance	37,217	23,013	22,934	22,934

* £3.1m was drawn down as part of the budget setting process.

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CABINET	AGENDA ITEM No. 5
17 JUNE 2019	PUBLIC REPORT

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

BUDGET MONITORING REPORT FINAL OUTTURN 2018/19

RECOMMENDATIONS	
FROM: Acting Director of Corporate Resources	Deadline date: N/A
<p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Note the final outturn position for 2018/19 (subject to finalisation of the statutory statement of accounts) of a £2.119m overspend on the Council's revenue budget. 2. Note the reserves position outlined in section 6 and Appendix C, which includes a contribution from the capacity building reserve of £2.119m, as a result of departmental overspends highlighted in the revenue outturn report in Appendix A and further detail of the People & Communities directorate in Appendix B. 3. Note the outturn spending of £95.9m in the Council's capital programme in 2018/19 outlined in section 7. 4. Note the performance against the prudential indicators outlined in Appendix D. 5. Note the performance on payment of creditors, collection performance for debtors, local taxation and benefit overpayments outlined in Appendix E. 	

1. ORIGIN OF THE REPORT

- 1.1. This report is submitted to Cabinet as a monitoring item. The outturn position will be reported to Audit Committee on 15 July 2019 alongside the final audited statement of accounts.

2. PURPOSE AND REASON FOR REPORT

- 2.1. The report provides Cabinet with the outturn position for both the revenue budget and capital programme for 2018/19, subject to any changes required in the finalisation of the Statement of Accounts.
- 2.2. The report also contains performance information on payment of creditors and collection performance for debtors, local taxation and benefit overpayments.

- 2.3. The report is for Cabinet to consider under its terms of reference 3.2.7 to be responsible for the Council's overall budget and determine action to ensure that the overall budget remains within the cash limit.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan	NO	If yes, date for Cabinet meeting	N/A
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4. FINAL OUTTURN 2018/19

Corporate Overview

- 4.1. The Council, at its meeting on 7 March 2018 approved a balanced budget for 2018/19 that supported the delivery of key services. The approved budget included £22.2m of savings, £7.4m of demand-related pressures and investment.
- 4.2. The budget included the use of £4.2m from the Grant Equalisation (GE) reserve. This was used in line with the purpose the reserve was initially set up for in 2015/16, which was to mitigate the impact of reduced government grant, protecting as far as possible the delivery of services to our residents, while allowing officers time to develop a sustainable budget.
- 4.3. There were a number of non-repeatable savings included within the 2018/19 budget, such as the use of capital receipts, council tax surplus and the use of the GE reserve, as mentioned in point 4.2. The Council has used non-repeatable options to support the budget for a number of years, with planned use also being incorporated in to the 2019/20 budget. These are outlined in the following table:

Non Repeatable	2017/18 £000	2018/19 £000	2019/20 £000
Capital Receipts	12,738	2,922	10,639
MRP Re-provision	-	3,700	-
Council Tax Surplus	173	1,188	201
Planned Use of Reserves	7,194	4,231	3,084
Total	20,105	12,041	13,924
In year Use of Reserves	-	2,119	-
In year increased Use of Capital Receipts	-	3,298	-
Total	20,105	17,458	13,924

- 4.4. As demonstrated in the table the Council has also used additional, unbudgeted, non-repeatable options within 2018/19 to deliver a balanced position at outturn.
- 4.5. During the year the Corporate Management Team (CMT) have received regular reports on the in-year budget position, including progress updates against savings approved as part of previous budget rounds. Cabinet discuss the financial position regularly, with formal positions reported to the Cabinet meetings throughout the year. Financial plans have also been considered by a cross-party budget working group.
- 4.6. Actions undertaken by the CMT and Cabinet have included:
- Departmental management teams, together with CMT have reviewed the budget position monthly and have taken appropriate action, including plans to address budget issues. These have been reported in Budgetary Control Reports throughout the year;

- Regular reports to CMT have included a summary of progress with savings proposals, additional pressures and risks;
- Introduction of a new rolling budget process to aid the delivery of a balanced three year Revenue Budget and Capital Programme from 2019/20 to 2021/22 for the Council.
- Savings and service pressures have been identified as part of a new rolling budget process for 2019/20;
- An officer led Capital Review Group has, been meeting on a four weekly basis. This group has the responsibility of reviewing the following and reporting updated information to CMT:
 - Review of the capital programme during the year, deferring projects into future financial years or removing projects that are no longer required. Any reduction in the amount that the council requires to borrow to fund the capital programme has reduced the costs of financing borrowing which has been reflected in the revenue outturn position;
 - Monitoring capital receipts;
 - Scrutinising proposals to capitalise expenditure relieving pressure on the general fund; and
 - Reviewing new capital project proposals for to ensure they represent value for money and that the Council only invests in necessary projects.
- Thorough review of the reserves balances including a review of the future planned use of reserves.
- An enhanced Risk Management Board has met regularly throughout the year, led by the Acting Corporate Director of Resources. The purpose of this board is to challenge and supporting risk management across the council and partner organisations, and will report corporate and departmental risks into CMT.

4.7. The January 2019 Budget Control Report was presented to Cabinet on 25 March 2019, reporting a £3.4m overspend for the year. The Council can now report a departmental overspend of £2.1m, which will be funded from the Capacity Building Reserve.

4.8. The final outturn position for 2018/19 is outlined in a summary table in section 5, with additional detailed information in Appendix A.

4.9. Although the Council has drawn down £2.1m from the Capacity Building Reserve to support the 2018/19 position, the final end of year balance of £15m, on this reserve has improved by £2.3m, from £12.7m on 1 April 2018. This is due the planned contribution of £4.4m from capital financing, as outlined within the MTFs and the release of other reserves no longer required, which have been added to the Capacity Building reserve. There has also been increases in the departmental reserves position as a result of a number of specific grants received in advance. Throughout the year the reserves have undergone a thorough review by officers in conjunction with the Section 151 officer, to ensure that the planned use of reserves are:

- In line with the Councils Medium Term Financial Strategy;
- Appropriate levels are available to manage risks;
- Change Programme Funds are invested effectively in to future service transformation to ensure the strategic, operational and financial requirements are met;
- Ring-fenced Reserves are used in accordance with the predicted or known requirements, in most cases programmes funded by specific grants.

As a result of this a number of reserve commitments were released, freeing up capacity to support future council transformational change and supporting the creation of a balanced and sustainable budget for future years.

4.10. The Council's budget for 2019/20 includes budget reductions of £20.7m and a planned use of £3.1m from the GE reserve. Included within the reductions are a number of items which are one off non-repeatable savings, such as capital receipts and Council tax surplus.

4.11. The budget gap in 2020/21 currently stands at £18.4m rising to £20.1m in 2021/22. CMT and Cabinet have commenced work on a strategy to address this gap and create a sustainable ongoing budget. In 2018/19 Cabinet and Council implemented a new rolling budget process, as agreed at Council on 7 March 2018. This new process introduces opportunities for savings and efficiencies to be approved with each Tranche of the budget process identifying :

- Savings and efficiencies that have been validated and are ready for approval;
- Savings and efficiency strategies that are being worked on that require the Council to approve resources for detailed plans to be validated and enable timely implementation to be agreed as part of subsequent budget tranches later this financial year.
- Future strategic direction and ideas.

5. Revenue Outturn

5.1. The Council's overall revenue outturn shows a £2.1m overspend for 2018/19, after departmental contributions to reserves. The table below summarises the revenue outturn position by the directorates during 2018/19.

Revenue outturn 2018/19

Directorate	Budget	Contributions from Reserve	Revised Budget	Actual	Contributions to Reserve	Revised Variance
	£000	£000	£000	£000	£000	£000
Chief Executive	1,580	55	1,635	1,380	0	(255)
Governance	4,585	73	4,658	5,001	0	343
Growth & Regeneration	23,612	2,627	26,239	26,391	531	683
People & Communities	75,743	2,036	77,779	78,926	3,530	4,677
Public Health	(125)	64	(61)	(61)	0	0
Resources	40,590	979	41,569	34,855	4,440	(2,274)
Totals	145,985	5,834	151,819	146,492	8,501	3,174
Financing Adjustment						(1,055)
Revised Overspend						2,119
Drawdown from the Capacity Building Reserve						(2,119)
Final Variance						0

5.2. A detailed breakdown of the outturn by Directorate and explanation of the major variances is provided in Appendix A.

5.3. The overall position shows a £2.1m overspend, a £1.3m (38.6%) improvement against a January 2019 forecast of a £3.4m overspend. This change is summarised in the following table:

Departmental Variance Summary

Variance Change	£000
January 2019 position	3,444
Chief Executive	(70)
Governance	75
Growth & Regeneration	(1,008)
People & Communities	138
Public Health	-
Resources	(388)
Financing	(72)
Outturn position	2,119

5.4. The final overspend is mainly in one area, children's services. This £4.5m demand related pressure was outlined in detail when reported at the Cabinet meeting on 23 July 2018, although there are a number of key areas of overspend to also be aware of:

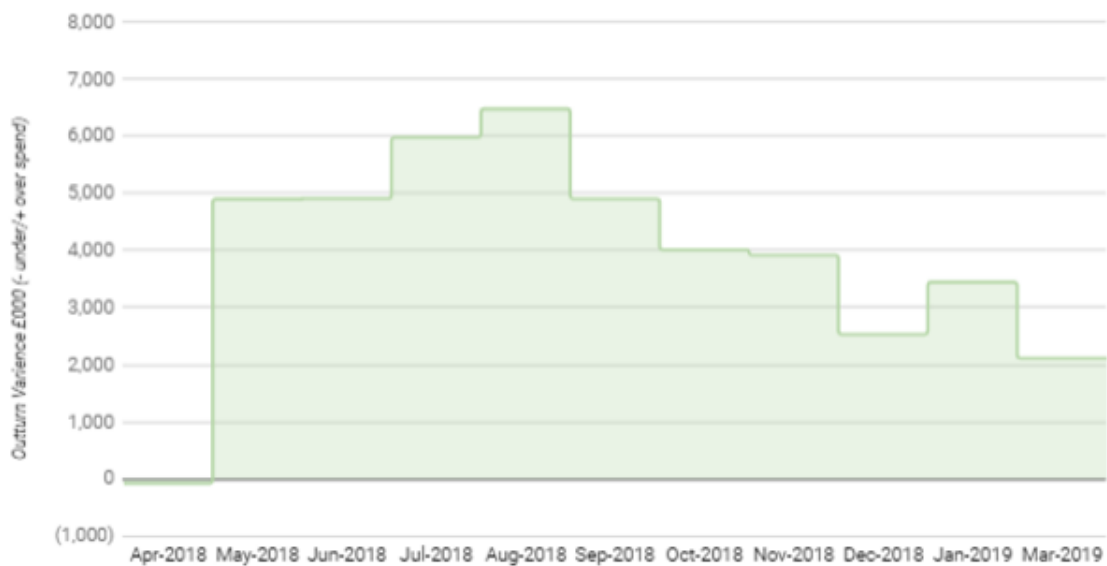
- Demand within adults services £0.8m;
- Peterborough Serco Strategic Partnership -Transformation costs, Business support and un-achievement of 2018/19 saving targets for variable costs £2.3m;
- Amey contract extension prior to mobilisation to Peterborough Ltd £1.3m;
- Underachievement of the income, within Parking Services £0.5m;
- ICT £0.6m;
- Increased volumes within the Coroners service £0.2m.

5.5. The above pressures have been offset by the following key underspends and additional income generated:

- Capital financing £3.7m
- Additional interest income from extending a loan arrangement with Empower Community Management LLP in respect of solar installations £0.9m
- Efficiency rebate on the LED capital project and rebate on the Skanska turnover £0.3m
- Business Rates Levy account Surplus £0.6m

5.6. The following graph outlines the trend of the reported forecast outturn throughout the financial year, illustrating how the plans put in place by CMT and Cabinet has impacted on the final outturn position:

Forecast Month by Month Outturn Variance for 2018/19



- 5.7. Early on in the financial year it was clear that the Council had a significant pressure on children's services. This was the result of an increase in demand for and required mix of placements required. Detail is considered in the report which went to Cabinet on 23 July 2018 (link to the report [here](#)). Future budget adjustments have been made to take account of the pressure expected in future years through this.
- 5.8. In the summer, the overspend peaked as other forecast pressures emerged in relation to undeliverable savings targets within the Peterborough Serco Strategic Partnership area (PSSP) and the additional costs of £0.810m associated with extending the Amey contract, while the plan for transferring the services over to the Local Authority Trading Company, more widely known as Aragon Direct Services were developed. This was reported to Cabinet in July 2018 (link to the report [here](#)), December 2018 (link to the report [here](#)) and February 2019 (link to the report [here](#)).
- 5.9. Over the course of the year the overspend has gradually been reducing due to the efforts of officers, CMT and Cabinet to manage expenditure, a reduction in the cost of capital financing (borrowing costs), additional capital receipts and income received in relation to the extension of Empower loan. The saving from the Empower loan and capital receipts are one off and not expected to repeat in future years. CMT, Cabinet and an officer lead capital review group (CRG) have, and will continue to put the Capital Programme through an additional layer of review and scrutiny, to assess the requirement and rationalise expenditure. A reduction in the capital financing budget has been factored in to the 2019/20 budget, and this will continue to be monitored closely to achieve further savings.
- 5.10. As part of the provisional local government finance settlement on 13 December 2018 the Minister James Brokenshire announced that there would be a returned Business Rates Levy, due to a surplus on the national Business Rates Levy account. This was distributed to local authorities based on the relative need basis, and meant that Peterborough received additional funding of £0.634m. This was unexpected, and therefore generated a financial benefit for 2018/19.
- 5.11. In January 2019 the forecast outturn increased due to additional pressures on the housing needs service. This was the result of a combination of housing availability, and additional

demand for housing along with additional costs for a further extension of the Amey contract, required to meet the actual transfer and go live dates for Aragon Direct Services.

6. Reserves

- 6.1. The Council's reserves are monitored throughout the year as part of the BCR and feed into the budget setting process accordingly. The following table summarises the balance for all reserves at the beginning of 2018/19, against the position at the end of 2018/19, and the forecast position for future years. A more detailed outline of the reserves is outlined in Appendix C.

Table 3: Council Reserves Summary Position

Summary of Reserves	Balance at 31.3.18 £000	Balance at 31.03.19 £000	Estimated Balance at 31.03.20 £000	Estimated Balance at 31.03.21 £000
General Fund Balance	6,000	6,000	6,000	6,000
Change Programme Funds	27,590	26,077	11,915	11,915
Ring-Fenced Reserves	7,309	5,139	5,099	5,019
Total	40,899	37,216	23,014	22,934

- 6.2. The earmarked reserves balances are set aside for specific purposes, the table highlights which of these reserves are ring-fenced for specific use, or available for use on change programmes. The Change Programme Funds will be utilised in part over the next financial years to resource the cost of transformational change and support a sustainable and balanced budget.
- 6.3. The table also indicates what the estimated future reserves balances are, once the planned commitments against these have been undertaken.
- 6.4. Key comments for reserve movements are as follows:

Departmental Reserves - the amounts set aside by departments during the preparation of the accounts is in accordance with financial guidance to minimise risk exposure to the council in the following financial year. This reserve has increased at year end due to a number of grants which have been received for projects covering multiple years. These include:

- Family Safeguarding Innovation Programme Pilot £2.0m
- Integrated communities £1.8m
- Controlled Migration Fund £0.7m

Future Cities Reserve – the movement on this reserve represents the final, and full drawdown of the Future Cities Grant in 2018/19 awarded to Peterborough in 2013/14.

Capacity Building Reserve - this reserve is held to meet one off costs of service transformation and the delivery of savings within the Medium Term Financial Strategy (MTFS). A number of change programmes have been committed against this reserve including the ICT strategy, Adults Positive Challenge work and the delivery of savings programmes across the Council.

The reserve has also reduced this year as £2.1m has funded the final 2018/19 position, as outlined in table 1. Despite this the reserve has increased by £2.3m, this is due to a planned contribution of £4.4m from capital receipt as outlined in the MTFS.

Public Health – movements on this reserve represent a net carry forward of unused Public Health grant, in relation to previous years underspends. This balance has reduced in 2018/19 as it was used, as planned (outlined within the 2018/19 MTFS), to support the delivery of public health services through a period of transformation. However less of the reserve has been utilised due to underspends on other services within the Public Health department.

Grant Equalisation – this reserve was created in 2015/16, with the purpose of stabilising the budget position, while the Government funding received by the Council reduces considerably. The £7.2m was used to support the position in 2017/18 and £4.2 in 2018/19, with £3.1m planned to support 2019/20. There are no further commitments against this reserve at this time.

Development Equalisation Reserve - This reserve was established at the end of 2016/17 to manage cash flow in relation to a £1.2m declared distribution from the Peterborough Investment Partnership (PIP), and was used as planned in 2018/19, therefore the reserve has been fully drawn down.

General Fund – the general fund will be maintained at £6.0m and this is consistent with the current budget strategy.

7. Capital Budget Outturn Report as at 31 March 2019

- 7.1. The following provides the final position of Council's Asset Investment Plan and the Treasury activity for the financial year 2018/19. Treasury activity for the Council during 2018/19 has been compliant with the Treasury Management Strategy approved in March 2018. This information compliments the Prudential Indicators performance report as set out in Appendix B.

Capital Programme Outturn 2018/19

- 7.2. The Council's final revised budget for the 2018/19 financial year was £98.3m, which includes £1.7m for Invest to Save (I2S) Schemes. The agreed capital budget as per the Medium Term Financial Plan (MTFS) was £158.7m.
- 7.3. The movement between the MTFS position and the £95.9m actual outturn is a result of an in-depth review of the capital programme by the Capital Review Group (CRG) and Corporate Management Team (CMT) under taken during 2018/19 to ensure that the capital programme is both affordable and appropriate
- 7.4. A number of other large projects across all directorates have been reprofiled to more accurately reflect the spending over future years and other projects were removed following an enhanced scrutiny process linking to the development of the 2019/20 MTFS.
- 7.5. The Invest to Save projects have been reduced over the next few years due to no planned expenditure but does not impact the Council's budgets as it is for schemes that must cover the cost of borrowing and minimum revenue provision (MRP) from either income generation or from generated savings.
- 7.6. The work under taken by CRG has also started to embed the Council's governance arrangements for making asset investment decisions and increase greater project

management in the City; but there is still further work to be undertaken to ensure effective borrowing decisions are made, ensure all future schemes in the capital programme provide value for money, and are managed in line with the Council's project management systems.

- 7.7. The following table shows capital budgets as agreed for the 2018/19 MTFS (£158.7m), budgets containing slippage from 2017/18 (£181.3m), and the budget as reported at 31 January 2018 (£98.3m). These budgets are then compared to the final expenditure for each directorate and how this investment is financed (£95.9m). The Actual Outturn includes the cost of the Sand Martin House finance lease (£13.4m) that was not been included in the January 2019 budget figures as the figures were not finalised with advisors at this time.

Directorate	MTFS Budget £000	1 April Budget £000	31 Jan. Budget £000	Actual £000
Governance	49	49	-	-
Growth & Regeneration	55,239	63,363	49,494	45,745
People & Communities	58,883	64,692	34,096	29,166
Resources	16,195	1,119	12,947	19,303
Invest to Save	28,350	52,064	1,729	1,641
TOTAL	158,716	181,287	98,266	95,855
Grants & Contributions	40,486	46,335	38,621	38,895
Borrowing for capital programme	117,230	133,952	58,645	48,760
Capital Receipts relating to loans	1,000	1,000	1,000	8,200
TOTAL	158,716	181,287	98,266	95,855

- 7.8. Listed below are the material value projects that have been slipped into 2019/20 that have contributed to the variance between the revised budget reported at January 2019 and the reported capital programme outturn of £95.9m.

- Loan to Properteer for Hotel at Fletton Quays - £14.2m
- A605 Whittlesey Access – Phase 2 Stanground - £3.7m
- Jack Hunt School Expansion - £3.6m
- Hampton Lakes Primary - £5.0m
- A47/A15 Lincoln Road Junction 18 - £4.6m
- Oakdale Primary 1 FE Expansion - £1.8m
- Woodston Primary Expansion - £2.4m
- Marshfields School Expansion - £1.9m
- Strategic Property Portfolio - £3.7m

Funding the Capital Programme

- 7.9. In reflection of the Council's Minimum Revenue Provision (MRP) Policy, the Capital Programme is funded via grants and third party contributions, capital receipts and borrowing funds from the external market. The £8.2m of capital receipts used to fund the Capital Programme in 2018/19 relate to the repayment of loans to third parties and therefore ring fenced as per the Councils' MRP Policy.
- 7.10. Capital receipts generated from the sale of Council assets are now used to repay debt as per the MRP calculation shown in table 7.16.
- 7.11. It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent

and sustainable limits) are outlined in the approved Treasury Management Strategy. The Council borrows only to fund expenditure for new assets, and not for revenue expenditure. Just over half the expenditure incurred on asset investment will be funded via borrowing.

7.12. The Council's total borrowing as at the end of the financial year is £457.6m, and the total interest paid on these loans for the year was £14.0m. The following tables summarise the overall treasury borrowing activity undertaken for the year, and summary details for the Council's debt portfolio.

Borrowing Activity for the Year	£000	£000
April 2018 Debt B/fwd		419,587
New Debt in year	60,000	
Repayment in year	(22,000)	
Net increase / (decrease) for the year		38,000
TOTAL		457,587

Borrowings	Less than 1yr	1-2yrs	3-5yrs	6 -10yrs	10+yrs	Total	Ave. Interest Rate	Ave. length of loan
	£000	£000	£000	£000	£000	£000	%	Years
PWLB	-	4,500	12,128	20,715	332,244	369,587	3.5	29
Local Authority	48,000	22,500	-	-	-	70,500	1.5	-
Market Loans	17,500	-	-	-	-	17,500	4.5	27
Total Borrowing	65,500	27,000	12,128	20,715	332,244	457,587	3.17	28
% of total Borrowing	14%	6%	3%	5%	76%			
Borrowing Limit (PI)	40%	40%	80%	80%	100%			

7.13. Consideration has been made to rescheduling debt, however there have been no suitable opportunities to do this. The difference between the repayment rate and the rate of a new loan has not resulted in a net discount to the Council and no savings were to be made.

Capital Receipts

7.14. As per the MTFs and the Council's MRP policy, capital receipts generated from the sale of Council assets are used to repay debt and therefore form part of the MRP calculation.

7.15. The following table shows the amounts of capital receipts built into the MTFs. The actual capital receipt received in 2018/19 including the sale of Bayard Place which will be used in 2019/20 to repay debt reducing the Capital Financing Requirement (CFR) in 2019/20.

MTFS	Budget £000	Achieved £000	(Short) / Over £000
2018/19	2,922	6,313	3,391

7.16. The total amount of capital receipts used to repay debt as per the MRP policy in 2018/19 was £11.2m which included the Tesam sale capital receipt received in 2018 (£8,950k).

MRP 2018/19 Calculation £000	Repayment of Debt to Reduce the CFR			
	Capital Receipts £000	Revenue Provision £000	Overprovision £000	TOTAL 2018/19 £000
14,591	(11,189)	(226)	(3,176)	(14,591)

Investments and Loans to Third Parties

- 7.17. The Council aims to achieve the optimum interest on treasury investments commensurate with the proper levels of security and liquidity.
- 7.18. The Council has small surplus cash balances to cover the Council's treasury function, however, this was kept under review to avoid incurring higher borrowing costs in the future when the Council may not be able to avoid new borrowing to finance capital expenditure and/or the refinancing of maturing debt.
- 7.19. In the current economic climate the Council considered it appropriate to keep investments short term to cover cash-flow fluctuations, and only invest with Barclays (the Council's banking provider) the Debt Management Office and a Money Market Fund.
- 7.20. The Council has made a both a treasury and capital loan to the Council owned Local Authority Trading Company (LATCo) in March 2019 of £940k against the loan facility agreement between the Council and the Peterborough Live (LATCo) of £1,750k.
- 7.21. The Council has also secured loans to third parties to advance the Council's strategic interests. The loans are only made after the Council's formal decision making process has been followed. This includes formal approval by the Acting Corporate Director: Resources.
- 7.22. As part of the formal decision to make the loan, the security for the loan was assessed as to its adequacy in the event of the third party defaulting on repayment and individual loan agreements provided for the recovery of the capital loan in the event of the default.
- 7.23. The Council's secured capital loans to third parties are set out in the following table.

Third Party Details	Loan Amount	Status
Longhurst Housing Association (previously Axiom)	Capital Loan £6.7m	Repaid in 2018/19
ECS Peterborough 1 LLP	Capital Loan £23.2m	Due in 2019/20

- 7.24. At the end of the financial year, the Council's external investments totalled £24.3m. The interest that has been received from all external investment activity including the Council's loans to third parties, early repayment of loans premium and the dividend payment from Eastern Shires Purchasing Organisation (ESPO) has yielded £2,193k.
- 7.25. Further information on the Council's capital financing arrangements can be found in the Prudential Indicators performance found in Appendix D along with an update on treasury management activity and other financial performance indicators in Appendix E.

8. Consultation

8.1. Detailed reports have been discussed in Departmental Management Teams and this report with the Corporate Management Team.

9. Anticipated Outcomes

9.1. That the outturn position for 2018/19 is noted.

10. Reasons for Recommendations

10.1. This monitoring report forms part of the 2018/19 closure of accounts and decision making framework culminating in the production of the Statement of Accounts and informs Cabinet of the final position.

11. Alternative Options Considered

11.1. None required.

12. Implications

12.1. Members must have regard to the advice of the Section 151 Officer.

13. Background Documents

- [MTFS Tranche One- Budget Book](#)- 16/07/2018 Cabinet meeting
- [MTFS Tranche Two- Budget Book](#)- 03/12/2018 Cabinet meeting
- [MTFS Tranche Three- Budget Book](#)- 25/02/2019 Cabinet meeting
- [Budgetary Control Report April 2018](#)- 16/07/2018 cabinet meeting, Item 12
- [Budgetary Control Report May 2018](#)- 23/07/2018 Cabinet meeting
- [Budgetary Control Report- July 2018](#)- 24/09/2018 Cabinet meeting, item 11
- [Budgetary Control Report-August 2018](#)- 15/10/2018 Cabinet meeting, item 4
- [Budgetary Control Report-September 2018](#)- 19/11/2018 Cabinet meeting, item 11
- [Budgetary Control Report- October 2018](#)- 17/12/2018 Cabinet meeting, item 7
- [Budgetary Control Report- November 2018](#)- 04/02/2019 Cabinet meeting, item 15
- [Budgetary Control Report- December 2018](#)- 25/02/2019 Cabinet meeting, item 9
- [Budgetary Control Report- January 2019](#)- 25/03/2019 Cabinet meeting, item 2

APPENDIX A – 2018/19 REVENUE OUTTURN REPORT

Final Departmental position

Budget Group	Budget 2018/19	Cont. from reserves	Revised Budget 2018/19	Final Actuals 2018/19	Cont. to reserves	Final (Under)/Over Spend 2018/19	Variance 2018/19	January 2019 Variance	Movement from January 2019 to Final Outturn
	£000	£000	£000	£000	£000	£000	%	£000	£000
Chief Executive	240	0	240	193	0	(47)	(20%)	(29)	(18)
Human Resources	1,340	55	1,395	1,187	0	(208)	(15%)	(156)	(52)
Total Chief Executives	1,580	55	1,635	1,380	0	(255)	(16%)	(185)	(70)
Director of Governance	265	0	265	154	0	(111)	(42%)	(128)	17
Legal Services	1,580	54	1,634	1,938	0	304	19%	246	58
Constitutional Services	2,067	0	2,067	2,056	0	(11)	(1%)	(5)	(6)
Performance & Information	193	19	212	197	0	(15)	(7%)	(1)	(14)
Coroners Service	480	0	480	656	0	176	37%	156	20
Total Governance	4,585	73	4,658	5,001	0	343	7%	268	75
Development and Construction	175	0	175	189	0	14	8%	204	(190)
Director, OP & JV	(2)	95	93	(215)	0	(308)	(331%)	20	(328)
Peterborough Highway Services	9,075	0	9,075	8,741	0	(334)	(4%)	(169)	(165)
Sustainable Growth Strategy	1,468	414	1,882	1,590	33	(259)	(14%)	(142)	(117)
Waste, Cleansing and Open Spaces	11,632	462	12,094	11,991	350	247	2%	384	(137)
Westcombe Engineering	100	0	100	185	0	85	85%	76	9
Corporate Property	1,637	1,599	3,236	3,418	125	307	9%	409	(102)
Resilience & Health & Safety	249	0	249	231	0	(18)	(7%)	(22)	4
City Centre Management	324	37	361	644	0	283	79%	255	28
Marketing & Communications	251	0	251	499	0	248	98%	223	25
Parking Services	(2,118)	0	(2,118)	(1,482)	0	636	(30%)	621	15
Regulatory Services	668	20	688	386	23	(279)	(41%)	(221)	(58)
Service Director Environment & Economy	153	0	153	214	0	61	40%	53	8
Total Growth & Regeneration	23,612	2,627	26,239	26,391	531	683	3%	1,691	(1,008)
Adults	37,865	123	37,988	37,534	85	(369)	(1%)	(651)	282

APPENDIX A

Budget Group	Budget 2018/19	Cont. from reserves	Revised Budget 2018/19	Final Actuals 2018/19	Cont. to reserves	Final (Under)/Over Spend 2018/19	Variance 2018/19	January 2019 Variance	Movement from January 2019 to Final Outturn
	£000	£000	£000	£000	£000	£000	%	£000	£000
Commissioning & Commercial Operations	14,155	250	14,405	19,187	0	4,782	33%	4,626	156
Children's & Safeguarding	10,656	20	10,676	10,869	0	193	2%	3	190
Director	1,471	0	1,471	1,456	0	(15)	(1%)	9	(24)
Education	2,949	251	3,200	3,037	47	(116)	(4%)	256	(372)
Communities	9,037	426	9,463	6,785	2,880	202	2%	296	(94)
DSG	(390)	966	576	58	518	0	0%	0	0
Total People & Communities	75,743	2,036	77,779	78,926	3,530	4,677	6%	4,539	138
Children 0-5 Health Visitors	3,718	64	3,782	3,906	0	124	3%	(3)	127
Children 5-19 Health Programmes	879	0	879	879	0	0	0%	0	0
Sexual Health	1,831	0	1,831	1,870	0	39	2%	53	(14)
Substance Misuse	2,299	0	2,299	2,299	0	0	0%	0	0
Smoking and Tobacco	317	0	317	321	0	4	1%	(12)	16
Miscellaneous Public Health Services	1,661	0	1,661	1,513	0	(148)	(9%)	(38)	(110)
Public Health Grant	(10,905)	0	(10,905)	(10,908)	0	(3)	0%	0	(3)
Children 5-19 Healthy Schools Programme	65	0	65	53	0	(12)	(19%)	0	(12)
Healthy Peterborough	10	0	10	6	0	(4)	(36%)	0	(4)
Total Public Health	(125)	64	(61)	(61)	0	0	0%	0	0
Director's Office	112	0	112	236	0	124	111%	88	36
Financial Services	3,282	50	3,332	3,179	0	(153)	(5%)	(452)	299
Programme Management Office	139	127	266	246	0	(20)	(7%)	(21)	1
Capital Financing	21,521	0	21,521	13,306	4,437	(3,778)	(18%)	(3,002)	(776)
Corporate Items	4,823	456	5,279	5,019	3	(257)	(5%)	(170)	(87)
Peterborough Serco Strategic Partnership	5,952	32	5,984	8,250	0	2,266	38%	2,143	123
ICT	5,339	314	5,653	6,147	0	494	9%	349	145
Energy	780	0	780	(43)	0	(823)	(106%)	(745)	(78)
Cemeteries, Cremation & Registrars	(1,358)	0	(1,358)	(1,485)	0	(127)	9%	(76)	(51)
Total Resources	40,590	979	41,569	34,855	4,440	(2,274)	(5%)	(1,886)	(388)
Total Expenditure	145,985	5,834	151,819	146,492	8,501	3,174	2%	4,427	(1,253)
Financed by:									

APPENDIX A

Budget Group	Budget 2018/19	Cont. from reserves	Revised Budget 2018/19	Final Actuals 2018/19	Cont. to reserves	Final (Under)/Over Spend 2018/19	Variance 2018/19	January 2019 Variance	Movement from January 2019 to Final Outturn
	£000	£000	£000	£000	£000	£000	%	£000	£000
Council Tax	(69,298)	0	(69,298)	(69,298)	0	0	0%	0	0
Council Tax - Adult Social Care precept	(5,328)	0	(5,328)	(5,328)	0	0	0%	0	0
NDR Income	(45,792)	0	(45,792)	(45,799)	0	(7)	0%	0	(7)
NDR Levy	216	0	216	272	0	56	26%	0	56
NDR S31 Grants	(3,128)	0	(3,128)	(4,223)	0	(1,095)	35%	(983)	(112)
NDR Tariff	2,370	0	2,370	2,370	0	0	0%	0	0
Revenue Support Grant	(15,056)	0	(15,056)	(15,056)	0	0	0%	0	0
Parish Precept	(586)	0	(586)	(586)	0	0	0%	0	0
New Homes Bonus	(5,152)	0	(5,152)	(5,152)	0	0	0%	0	0
Section 31 Grant	0	0	0	(9)	0	(9)	0%	0	(9)
Contribution (from)/to Grant Equalisation Reserve	(4,231)	0	(4,231)	(4,231)	0	0	0%	0	0
Contribution (from)/to Reserves	0	(5,834)	(5,834)	(5,834)	0	0	0%	0	0
Total Financing	(145,985)	(5,834)	(151,819)	(152,874)	0	(1,055)	1%	(983)	(72)
Net	0	0	0	(6,382)	8,501	2,119	3%	3,444	(1,325)

Explanation of Variances from the January 2019 Position:

Dep	Variance Change	£000
	January 2019 position	3,444
Chief Executive	Improvement in the Chief Executives directorate from further underspends on staffing and supplies and services.	(70)
Governance	Increased legal services costs due to higher than forecast caseloads within the Child Protection Team and use of locums, and other minor changes across the governance department, partially being offset by additional land charges income.	75
Growth & Regeneration	Development and Construction - reduction in employee and supplies and services costs, together with the application of the new accounting standard IFRS 15, which outlines the application of accounting for revenue form contracts with customers.	(190)
Growth & Regeneration	Director, OP & JV – as part of the roadmap efficiency target the Council has received rebate on in relation to the LED capital project and the level of Skanska turnover.	(328)
Growth & Regeneration	Peterborough Highways Services - additional income generated and transport savings	(166)
Growth & Regeneration	Sustainable Growth Strategy - reduction in staffing costs	(116)
Growth & Regeneration	Waste, Cleansing and Open Spaces - final pension rebate figures higher than anticipated, due to the Amey contract extension and additional income generated from the sale of electricity generated from the Energy from Waste facility.	(136)
Growth & Regeneration	Corporate Property - lower than expected rateable value for Sand Martin house, confirmed by the valuation office. Leading to lower than budgeted business rates.	(102)
Growth & Regeneration	Minor changes in position across the Growth and Regeneration	30
Funding	Additional Business Rates Income	(63)
People & Communities	Commissioning and Commercial - Clare Lodge – decreased occupancy and therefore income	163
People & Communities	Adults – Clinical Commissioning Group (CCG) invoice write-offs due to the incorrect raising of invoices	503
People & Communities	Adults Independent Sector Placements - prior year invoice costs and increase in care packages	305
People & Communities	Adults - projects have been delayed to mitigate overspends in other People and Communities budgets.	(651)
People & Communities	Communities - Housing - increase in temporary accommodation costs and less Housing Benefit subsidy income than anticipated	483
People & Communities	Communities - Housing - additional grant income announced March 2019	(340)
People & Communities	Communities - Targeted Youth Support Service (TYSS) underspends	(102)
People & Communities	Communities - Prevention Enforcement Service (PES) underspends	(116)
People & Communities	Education - Commissioned Service saving and staffing underspends	(117)
Resources	Insurance - contribution required to Insurance provision	375
Resources	Capital Financing- additional underspend	(776)
Resources	Peterborough Serco Strategic Partnership - Revenues and Benefits - overpayment income lower than expected and reduction in subsidy.	493
Resources	Peterborough Serco Strategic Partnership - Business Transformation / Strategic Improvement team variable costs	(244)
Resources	Corporate Items - Bad Debt provision requirement for 18/19 greater than budget	231
Resources	Corporate Items - VAT Shelter income greater than budget	(130)

Dep	Variance Change	£000
Resources	Corporate Items – the current year budget for pension strain costs was not required, as pension strain costs incurred by the Council as a result of redundancies in 2018/19, were funded from the Capacity Building Reserve, from the commitment for downsizing.	(213)
Resources	Minor changes in position across the Resources department	(123)
	Outturn position	2,119

Full explanation of the overall variances are highlighted in Section 1-8.

Explanation of Key Departmental Outturn Variances:

1. Chief Executives - £0.255m underspent

Within Human Resources, there are staffing savings of £0.083m and supplies and services savings of £0.125m.

2. Governance - £0.343m overspent

Director of Governance - £0.111m underspent

There is a saving of £0.066m on the Director of Governance post, as a result of sharing the role with Cambridgeshire County Council, and other small savings of £0.045m.

Legal Services - £0.304m overspent

There is an overspend of £0.451m 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. This was partially offset by additional Land Charges income of £0.147m.

Coroner Service - £0.176m overspent

The final 2017/18 costs were greater than estimated and not fully recognised in that financial year. The overspend in 2018/19 was due to a backlog of referrals, budget pressures from additional staff hired, and a number of complex cases.

This budget pressure is likely to continue into future years and the Council has recognised this by allocating additional budget to this area within Tranche Three of the budget process.

3. Growth and Regeneration - £0.683m overspent

Development and Construction - £0.014m overspent

There is a net outturn position of £0.014m in this area. There is an overspend of £0.199m on temporary staffing costs in Development Control and Planning Enforcement, which includes a £0.085m redundancy payment. This has been offset by reduced expenditure on supplies and services and legal costs and additional income generation.

Director, Opportunity Peterborough & Joint Venture - £0.308m underspent

The underspend is made up of the following, as part of the efficiency roadmap target, where the service, in conjunction with Skanska aims to deliver the same service at a lower cost:

- An efficiency rebate received in respect of the expenditure on the LED street lighting capital project
- A rebate in relation to the overall Skanska turnover as per the agreement within the contract.

Peterborough Highway Services - £0.334m underspent

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 has led to an overspend of £0.096m.

Additional income of £0.253m from “selling” highways work to developers has been generated. Due to this high workload agency staff have been covering vacant posts and employee costs are overspent by £0.013m.

There is a favourable variance of £0.115m within the Bus Services area, this is from applying Bus Services Operator Grant (BSOG) funding to enhance and develop further existing services and reduced Voluntary Partnership Arrangement (Stagecoach).

Sustainable Growth Strategy - £0.259m underspent

There is a favourable variance on this budget due to the following:

- A saving of £0.090m on employee costs due to vacant posts and reduced hours;
- A saving of £0.047m on consultancy costs as a planning Inspector costs less than anticipated;
- Additional income generation due to staffing recharges and grant received creating a £0.161m surplus;
- Minor variances of £0.039m.

Waste, Cleansing and Open Spaces - £0.247m overspent

Income from electricity sales at the Energy from Waste (EFW) facility is achieving higher levels than budgeted, leading to a favourable variance of £0.674m. 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 were confirmed and this was higher than expected by £0.177m.

The new Household Recycling Centre opened on 18 February 2019, which is delayed from the original forecast opening. As the new plant costs more to operate this has generated a one off saving of £0.136m in 2018/19. However there are costs of £0.061m relating to the existing site contract extension costs.

The financial negotiations with Amey have now concluded regarding the costs of extending the contract, with services transferred over to Aragon Direct Services on 4 April 2019, and the last of the phased transfer due to complete on 4 May 2019. The additional costs incurred to the 31 March totalled £1.393m, resulting in an overspend on the budget. The Council 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 £0.613m favourable position offsetting a proportion of the additional costs.

There has been an Insurance Rebate from the EFW Plant of £0.271m. The Council has received this rebate as the insurance costs are reducing to reflect the advancement of the technology, which is reducing the risk profile.

Corporate Property - £0.307m overspent

There are a number of variances within the Corporate Property budget relating to Sand Martin House, these include:

- Income has been 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 due to repairs to damage on the ground floor. This reduced the available space in the building during 2018/19, however a lease has now been agreed with the Construction Information Training Board (CITB), which will see them occupy part of the building from Summer 2019. These combined factors result in a £0.362m forecast overspend;
- Saving of £0.132m on Sand Martin House rent as the occupancy date was later than anticipated;
- Saving of £0.128m due to the Rateable Value for Business Rates, being confirmed by the Valuation Office, being lower than anticipated;

Revenue costs associated with the feasibility and abortive works for capital projects amounts to £0.099m. A budget for this will need to be established within the MTFS in future years.

There is a £0.106m overspend relating to the costs associated with procuring temporary accommodation. This action has been taken to reduce the long-term pressures on housing needs budget and to enable the Council to provide suitable accommodation to families who are at risk of or find themselves homelessness.

City Centre Management - £0.283m overspent

Income has been lower than budgeted for the City Market based on current stall occupancy £0.094m, for rent in the Pedestrian Area £0.040m and advertising space £0.011m.

There was a £0.057m adverse variance against the Great Eastern Run budget due to fewer runners and less sponsorship, however there is additional income from events held at the Embankment of £0.010m.

Marketing & Communications - £0.248m overspent

The budget in this area is overspent by £0.248m this is mainly a result of the following:

- Temporary staffing costs of £0.141m;
- Additional cost of £0.045m for the design and print function;
- Reduced sponsorship income of £0.036m.

Parking Services - £0.636m overspent

Income generated is £0.316m 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 £0.176m, and the additional multi-storey car park capacity at Fletton Quays £0.140m which is not yet fully utilised by the public, or widely promoted due to the ongoing works around the site.

There is also a £0.320m pressure relating to:

- £0.095m- National Non-Domestic Rates (Business Rates) due to the rateable value of car parks increasing on the revaluation list, issued by the Valuation Office (VOA)
- £0.212- security, cleaning, and Ringo (debit/credit card charges);
- £0.13m- other.

Regulatory Services - £0.279m underspent

Across the service there has been reduced employee costs, due to vacancies, saving £0.201m.

There are other minor variances relating to the staffing and income received for DEFRA services totalling £ 0.078m.

4. People and Communities - £4.677m overspent

Adults -£0.369m underspent

A pressure of £1.558m is reported in relation to Adults Placement costs. This relates to:

- A overspend of £0.750m on residential nursing packages.
- There was a pressure due to writing off £0.503m of Clinical Commissioning Group (CCG) invoices.
- These have been offset by delaying projects and additional savings - £1.859m

Commissioning and Commercial - £4.782m overspent

Permanency Service (TACT) and other - £4.537m overspent

It has been agreed to pay TACT an additional £0.637m in relation to financial year 2017/18. The cost of placements for 2018/19 exceeds budget by £3.9m. This is as a result of increased LAC numbers, the lack of availability of fostering placements (which has resulted in more expensive placements) and higher complexity of need. Responsibility for placements has transferred back to the Council from TACT. Staff have TUPE'd back to the Council and budget will be transferred from the Permanency contract to the PCC Placement budget in 2019/20.

Clare Lodge - £0.218m overspent

A reserve contribution of £0.250m was agreed which offsets some of the overspend arising from the delayed opening of the new High Dependency Unit. Despite this there is a £0.218m adverse position on this budget. This is the result of decreased occupancy and therefore a shortfall in income of £0.812m. The management team have made efforts to control expenditure to mitigate the financial impact of this shortfall and reduced expenditure of staffing, agency and recruitment by £0.594m along with some other smaller savings.

Children's & Safeguarding £0.193m overspent

Children's Social Care - £0.114m overspent

An overspend was incurred against the Children's Social Care budget as a result of overseas recruitment costs and mileage. A financial risk exists around financial assistance and the use of agency staff to cover substantive posts. Other variances £0.079m.

Education £0.115m underspent

Home to School and Children's Social Care Transport - £0.440m overspent

Home to School Transport is overspent by £0.364m. The Passenger Transport Team Manager has been tasked to produce a paper for CMT to explain this overspend and the effect on future year budgets. An adverse variance of £0.021m is reported with regard to Passenger Transport Team staffing. Children Social Care transport is also overspent by £0.096m. Further analysis has been requested to understand what is driving this increase e.g. more children transported, longer average journeys, etc. Other variances £0.040m.

School Improvement Traded Service - £0.146m underspent

A favourable variance of £0.146m is reported against the £1.1m income target, in respect of charges to schools for statutory educational duties carried out by the Council on their behalf. This was incorporated in to the MTFS 2017/18 to off set the impact of £2.2m of Education Services Grant (ESG) reduction. It is unlikely that this favourable variance will be repeated in future years, as more schools transfer to Academy status.

Other - £0.410m underspent

There are a number of variances within this service, outlined as follows:

- PFI Utility costs are underspent by £0.127m, this is as a result of the 2017/18 estimated accrual for utilities which is now not required.
- 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. As the pace of schools converting has reduced it has meant that meeting the target factored in to the MTFS, has been unachieved. 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 £0.106m is reported in relation to the Attendance Service which is largely in relation to Fixed Penalty Notice charges for School absence, along with a favourable variance of £0.257m in relation to staffing and other smaller underspends.

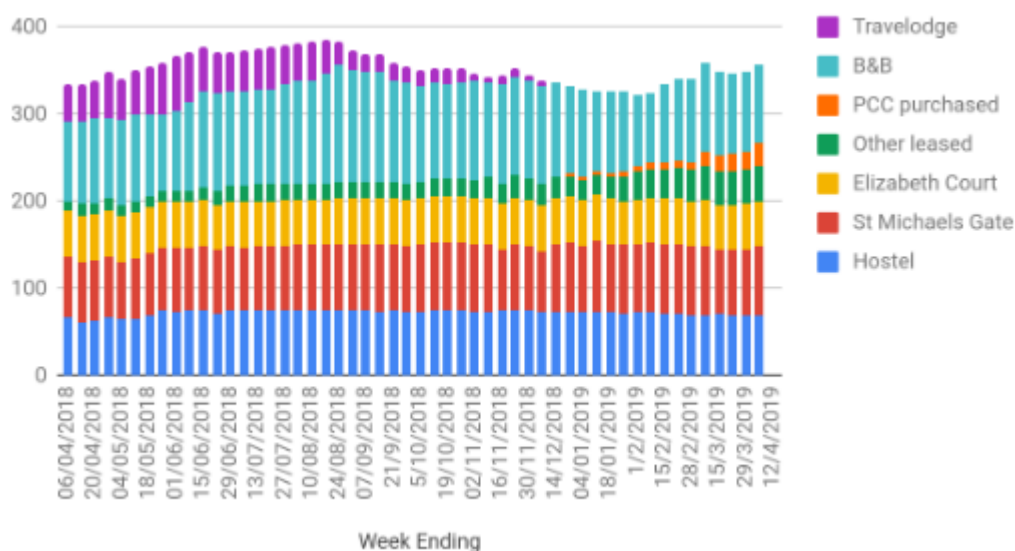
Communities - £0.202m overspentHousing - £0.626m overspent

Temporary accommodation costs have overspent by £1.112m, but have been offset by additional housing grant totalling £0.340m which was confirmed and allocated by Ministry of Housing, Communities & Local Government (MHCLG), in March 2019. This pressure is also being offset by a £0.174m underspend on the staffing budget.

The Council has faced significant demand from homelessness and the need for housing in Peterborough, and this peaked in August when there was 385 households in temporary accommodation. Over the course of the year the housing needs team have supported families to prevent them being in a position where they require housing in addition to reducing the number of families in temporary accommodation to 364.

Plans are in place to ensure there is a supply of housing to meet this need, to avoid putting families in B&B, Travelodge's or out of the area. At the beginning of the year (as demonstrated by the purple blocks in Graph 2) there were families in both of these circumstances but through the efforts of the housing needs team, no families are now in that accommodation type. Graph 2 outlines the trend of the number of households in temporary accommodation and the type of accommodation which has been used.

Graph 2: Temporary Accommodation trend analysis 2018/19



Cultural Services - £0.159m overspent

A savings target of £0.250m against the contract with Vivacity will not be achieved, although some of this is being offset by other savings in the department.

St. Georges Hydrotherapy pool is underspent by £0.040m due to lower than expected running costs.

Targeted Youth Support Service (TYSS) - £0.290m underspent

This underspend comprises employee savings of £0.323m due to vacancies being held pending new service implementation. There are other minor savings and pressures within the service which are reducing this staffing underspend.

Prevention Enforcement Service (PES) - £0.234m underspent

The PES underspend is broken down in to the following:

- Employee costs are underspent by £0.155m
- Kingdom costs are underspent £0.148m
- As a result of the staff vacancies the income from Penalty Charge Notices, Fixed Penalty Notice & CCTV is £0.187m below the budget profile. Recruitment to vacant posts is continuing, which should then improve this trend going forward.
- There are also underspends totalling £0.118m in the service from reduced CCTV transmission costs, camera maintenance and other.

Service level variances within People and Communities are further outlined in Appendix B.

5. Public Health- balanced position

Although the position overall at year end is balanced, there are some minor service variances. The children 0-5 health visitors' service was planned to be supported by the Public Health reserve this year while there was a transition to allow the implementation of savings. However as the public health budget overall was underspent this contribution was no longer required. Therefore a pressure of £0.124m is reported within this area. There is an underspend of £0.104m reported in relation to health checks, and a £0.027m saving from sharing a commissioning team with Cambridgeshire County Council.

6. Resources- £2.274m underspent

Directors Office - £0.124m overspent

A Shared services savings target has not been achieved.

Financial Services - £0.153m underspent

This is due to savings generated against the insurance premium budget.

Capital financing - £3.778m underspent

The final underspend for capital financing has been achieved through a combination of factors, which are:

- Borrowing for the 2018/19 capital programme has not been incurred to the timescales originally planned
- Total amount of new borrowing being taken has not been as great as indicated in the 2018/19 MTFS
- Where borrowing has occurred loans have been taken at lower rates than previously forecast due to the continued economic uncertainty being experienced both globally, and nationally from the impact of Brexit decisions
- The council has also benefited from additional income receipts; the ESPO dividend £100k greater than budgeted, early redemption of the Axiom loan fees which was not confirmed until early March of £380k, and additional interest receipts from the Empower loan extensions made throughout the year.
- As reported throughout the year the council has also been able to benefit from the additional loan repayments made through capital receipts as outlined in Tranche 1 of the 2019/20 MTFS.

For further, more detailed information see the Capital section of this report.

Corporate Items - £0.257m underspent

- There has been an underspend of £0.332m on the budget relating to pensions, this is mainly in relation to the pension strain elements of redundancy costs being covered by the downsizing commitment within the Capacity Building Reserve, instead of this budget.
- Additional bad debt provision is required at the end of 2018/19, due to the level of debt (uncollected income) increasing. This has caused a budget pressure of £0.231m
- The VAT shelter agreement with Cross Keys Homes enables VAT to be reclaimed on capital works to housing that was transferred to Cross Keys Homes and the benefit split equally between the Council and the housing association. In 2018/19 this has overachieved the budget, generating an additional benefit of £0.130m.

Peterborough Serco Strategic Partnership (PSSP) - £2.266m overspent

The overspend in this service is from a combination of three key areas. There is £0.990m 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. Offsetting this is £0.100m of contract income brought forward, and £0.145m of favourable variances on the costs of changes in the contract. The following savings that were included in the 2018/19 MTFS have not been achieved.

- The £1m Serco variable spend saving. 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 Serco Business support saving of £0.100m.

ICT - £0.494m overspent

Savings that were expected to be generated through the implementation of a technology platform across Social Care (PeopleToo) have not been 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 have not been fully achieved, causing a £0.792m pressure.

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

Savings off £0.100m were achieved against the corporate computer software budget and other overspends £0.056m have occurred.

Energy - £0.823m underspent

The Council has received additional interest income of £0.894m from extending a loan arrangement with Empower Community Management LLP in respect of solar installations.

Cemeteries, Cremation & Registrars - £0.127m underspent

Bereavement income was £0.119m greater than the budget, with other underspends of £0.08m

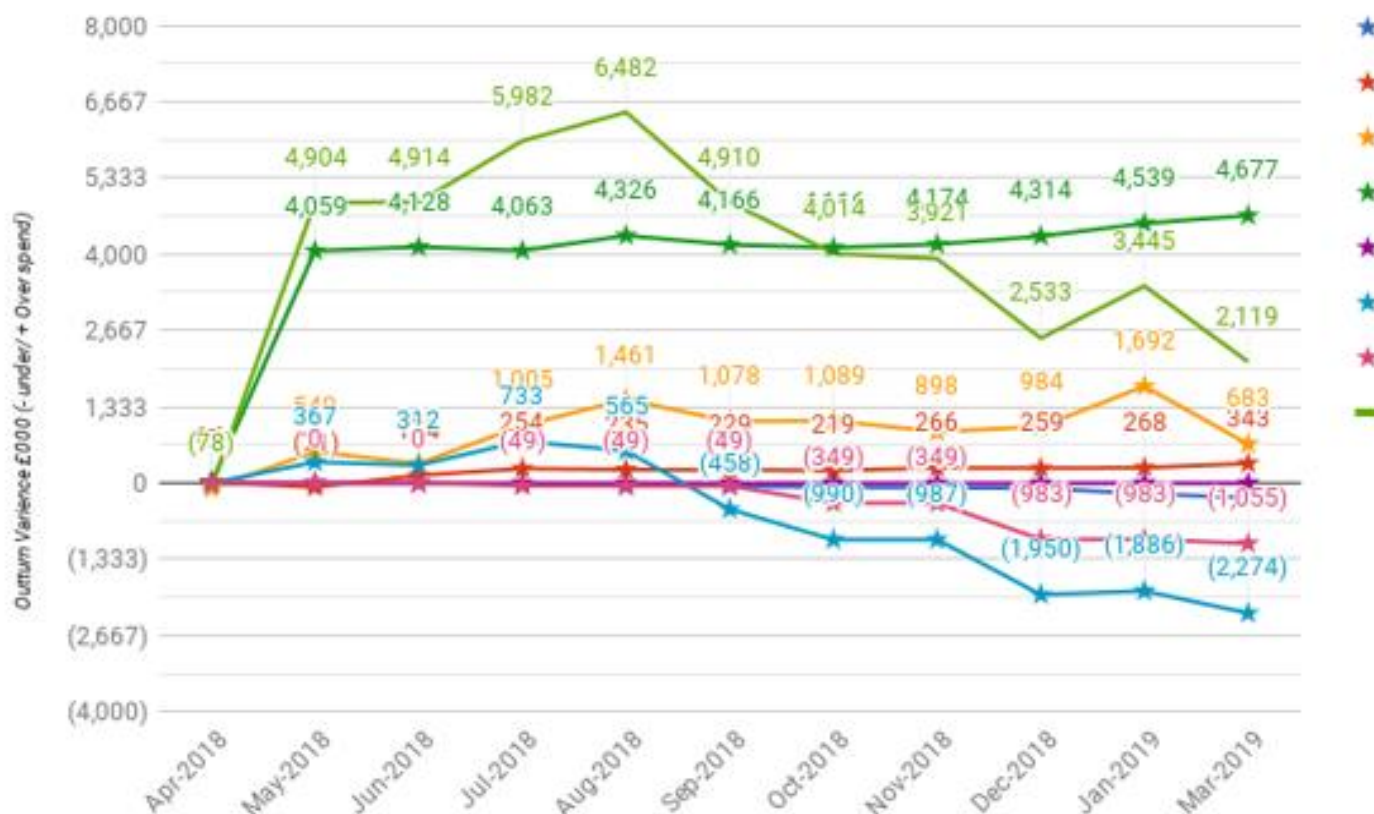
7. Financing- £1.055m underspent

The additional income from business rates during 2018/19 amounting to just over £1m arises from a number of key areas, these are outlined in the following:

- The first results from a redistribution of overpaid levies from previous years amounting to £180m at a national level of which £0.634m was received by Peterborough, the redistribution was based on an assessment of need;
- The second key element is an additional £0.248m of section 31 grant covering the two years to 2018/19 in respect of the changes made by the government from 1st April 2017 to small business rate thresholds. It has arisen due to the diligence of a member of the finance department who identified an error in the initial calculation by MHCLG, the impact of this is to provide an additional £0.124m per annum for the council on an ongoing basis which is estimated to be in excess of £50m per annum nationally as this adjustment affects all authorities;

- Finally there has been a further increase in section 31 grants for small business rate relief and the business rate multiplier cap arising from increased volumes which amounts to some £0.160m net of additional levies.

8. The Departmental Position Reported Throughout 2018/19.



The graph demonstrates the fluctuation of the departmental forecast outturn position reported throughout the year, and how this has improved. The most noticeable changes are the surplus being generated within Resources, largely due to capital financing costs and income from the Empower loan, with the People and Communities directorate remaining fairly static at £4m, which was from a pressure on the children’s placement (TACT) budget. More detail on the individual departmental variances is outlined in sections 1-7 of Appendix A, and an overview of the overall Council position is outlined in section 5, of the main report

Appendix B – People & Communities further breakdown in to the key service areas

	Budget 2018/19	Cont. from reserve	Revised Budget 2018/19	Final Actuals 2018/19	Cont. to reserve	Final under/ov er spend 2018/19	Variance 2018/19	January 2019 Variance	Moveme nt from January 2019 to Final Outturn
	£000	£000	£000	£000	£000	£000	%	£000	£000
Adults:									
Independent Sector Placements	31,981		31,981	33,539		1,558	5%	750	808
Adult Social Care Teams	7,652	99	7,751	7,779		28	0%	30	(2)
Block Contracts	6,351	24	6,375	6,366		(9)	0%	(127)	118
Financing	(9,607)		(9,607)	(11,467)		(1,860)	19%	(1,226)	(634)
Home Service Delivery Model	1,488		1,488	1,317	85	(86)	-6%	(78)	(8)
Total Adults	37,865	123	37,988	37,534	85	(369)	-1%	(651)	282
Commissioning & Commercial Operations:									
Permanency Service	8,747		8,747	13,284		4,537	52%	4,537	0
Clare Lodge	(1,170)	250	(920)	(702)		218	-24%	55	163
Commissioning & Commercial Operations - Other	6,578		6,578	6,605		27	0%	34	(7)
Total Commissioning & Commercial Operations	14,155	250	14,405	19,187	0	4,782	33%	4,626	156
Children's & Safeguarding:									
Children's Social Care	6,675		6,675	6,789		114	2%	2	112
Children's - Other	3,981	20	4,001	4,080		79	2%	1	78
Total Children's & Safeguarding	10,656	20	10,676	10,869	0	193	2%	3	190
Director:									
Director	1,475		1,475	1,457		(18)	-1%	9	(27)
Department Savings target	(4)		(4)	(1)		3	-75%	0	3
Total Director	1,471	0	1,471	1,456	0	(15)	-1%	9	(24)
Education:									
Home To School & Childrens Social Care Transport	4,001		4,001	4,441		440	11%	491	(51)
School Improvement Traded Service	(779)		(779)	(925)		(146)	19%	0	(146)
Education - Other	(273)	251	(22)	(479)	47	(410)	1864%	(235)	(175)
Total Education	2,949	251	3,200	3,037	47	(116)	-4%	256	(372)
Communities:									
Housing	2,541	50	2,591	3,127	90	626	24%	486	140
Cultural Services	2,636	22	2,658	2,817		159	6%	152	7
Targeted Youth Support Service (TYSS)	1,629		1,629	1,339		(290)	-18%	(188)	(102)
Prevention Enforcement Service (PES)	586	11	597	363		(234)	-39%	(118)	(116)
Communities - Other	1,645	343	1,988	(861)	2,790	(59)	-3%	(36)	(23)
Total Communities	9,037	426	9,463	6,785	2,880	202	2%	296	(94)
Dedicated Schools Grant	(390)	966	576	58	518	0	0%	0	0
Total People and Communities	75,743	2,036	77,779	78,926	3,530	4,677	6%	4,539	138

Appendix C: Council Reserves Position

	2018/19	2018/19	2018/19	2018/19	2018/19	2019/20	2020/21
Summary of Reserves	Balance C/Fwd 1.4.18	Cont from Reserve in 2018.19	Cont to Reserve in 2018.19	Movement between Reserves	Balance at 31.03.19 £000	Estimated Balance at 31.03.20 £000	Estimated Balance at 31.03.21 £000
General Fund Balance	6,000	0	0	0	6,000	6,000	6,000
Available Reserves							
Capacity Building Reserve	12,714	(4,597)	4,735	2,121	14,973	9,638	9,638
Grant Equalisation Reserve	8,445	(4,231)	0	0	4,214	1,130	1,130
Development Equalisation Reserve	1,233	(1,233)	0	0	0	0	0
Departmental Reserves	5,198	(787)	3,079	(600)	6,890	1,147	1,147
	27,590	(10,848)	7,814	1,521	26,077	11,915	11,915
Ring-Fenced Reserves							
Insurance Reserve	4,936	(50)	0	(1,488)	3,398	3,398	3,398
Schools Capital Expenditure Reserve	1,208	(855)	162	(33)	482	482	482
Parish Council Burial Ground Reserve	51	0	3	0	54	54	54
Hackney Carriage Reserve	203	0	23	0	226	226	226
Lease Consolidation Reserve	243	(127)	499	0	615	575	495
Future Cities Reserve	240	(240)	0	0	0	0	0
Public Health Reserve	428	(64)	0	0	364	364	364
	7,309	(1,336)	687	(1,521)	5,139	5,099	5,019
Total Available and Ring-Fenced Reserves and General Fund Balance	40,899	(12,184)	8,501	0	37,216	23,014	22,934

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Appendix D - Treasury Management Strategy – Prudential Indicators – Outturn 2018/2019

The Prudential Code for Capital Finance in Local Authorities provides a framework for local authority capital finance to ensure that:

- (a) capital expenditure plans are affordable;
- (b) all external borrowing and other long term liabilities are within prudent and sustainable levels;
- (c) treasury management decisions are taken in accordance with professional good practice.

In taking decisions in relation to (a) and (c) above, the local authority is accountable by providing a clear and transparent framework.

The Code requires the Council to set a range of Prudential Indicators for the forthcoming financial year and at least the following two financial years. The Council has set out indicators for the next five financial years in line with setting a five year budget. During the financial year to date the Council has operated within the treasury limits and Prudential Indicators set out in the Council's Annual Treasury Management Strategy.

The outturn for the Prudential Indicators for the financial year are detailed below. The indicators include the Invest to Save scheme. The costs of borrowing associated with these schemes will be offset by the income or savings generated by these projects.

The updated 2018/19 Prudential Indicators are shown below and the Council's performance to date against them. All performance is within the limits.

1. Indicator 1: Capital Expenditure

This indicator is the estimated capital expenditure for the year based on the Capital Programme for that period.

Capital Expenditure	2018/19 Indicator £m	2018/19 Actual £m
Capital Expenditure	101.3	94.2
Invest to Save	19.8	1.7
Total	121.1	95.9

The outturn is lower than the MTFS indicator due to a number of large projects across all directorates have being reprofiled to more accurately reflect the spending over future years and other projects were removed following an enhanced scrutiny process linking to the development of the 2019/20 MTFS. The Invest to Save projects have been reduced over the next few years due to no planned expenditure but does not impact the Council's budgets as it is for schemes that must cover the cost of borrowing and minimum revenue provision (MRP) from either income generation or from generated savings.

2. Indicator 2: Capital Financing Requirement (CFR)

The CFR measures the Council's underlying need to borrow money in the long term for capital purposes. Any capital expenditure which has not immediately been paid for will increase the CFR.

Capital Financing Requirement	2018/19 Indicator £m	2018/19 Actual £m
CFR b/fwd	540.1	540.1
Underlying Need to Borrow	64.7	35.6
Underlying Need to Borrow - Invest to Save	1.5	1.7

Total CFR C/fwd	606.3	577.4
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3. Indicator 3: Actuals and Estimates of the Ratio of Financing Costs to Net Revenue Budget

The Council must estimate the proportion of the revenue budget, which is taken up in financing capital expenditure i.e. the net interest cost and to make provision to repay debt.

The final position for this indicator, 3.9% is a result of the capital receipts being used to repay the principal being greater than originally budgeted due to 'saving' proposals identified in the 2019/20 MTFs being applied earlier as reflected in the updated MRP policy.

Ratio of net financing costs to net revenue stream	2018/19 Indicator	2018/19 Actual
Total Ratio	6.4%	3.9%

4. Indicator 4: Proportion of Gross Debt to the Capital Financing Requirement (CFR)

This indicator shows the proportion of the Council's external borrowings (Gross Debt) against the CFR. In order to ensure that borrowing levels are prudent over the medium term and only for a capital purpose, the Council should ensure that its gross external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year (2017/18) plus the estimates of any additional capital financing requirement for the current (2018/19) and next two financial years. This essentially means that the Council is not borrowing to support revenue expenditure.

Proportion of Gross Debt to the CFR	2018/19 Indicator	2018/19 Actual
	£m	£m
CFR	606.3	577.4
Gross Debt (inc PFI & Leases)	522.7	507.2
% of Gross Debt to CFR	86.2%	87.8%

This indicator shows that the Council maintained an under-borrowed position. This means that the capital borrowing need (the Capital Financing Requirement (CFR)), was not fully funded with loan debt as cash supporting the Council's reserves, balances and cash flow was used. This strategy was prudent as investment returns were low and counterparty risk was still an issue that needed to be considered.

5. Indicator 5: The Operational Boundary

The Operational Boundary is a measure of the day to day likely borrowing for the Council. The code recognises that circumstances might arise when the boundary might be exceeded temporarily, but if this continues for a lengthy period then it ought to be investigated.

This indicator takes into consideration the capital programme over the life of the MTFs and the ability to phase the borrowing over this period. The indicator provides flexibility for the Council to take advantage of favourable interest rates in advance of the timing of the actual capital expenditure.

Operational Boundary	2018/19 Indicator	2018/19 Actual
	£m	£m
Borrowing	573.1	457.6

Other Liabilities (PFI & Leases)	52.6	49.6
Total Operational Boundary	625.7	507.2

6. Indicator 6: The Authorised Limit

The Authorised Limit represents the maximum amount the Council may borrow at any point in time in the year. It is set at a level the Council considers is “prudent”.

The indicator takes account of the capital financing requirement estimated at the start of each year, plus the expected net borrowing requirement for the year. This makes allowance for the possibility that the optimum time to do all borrowing may be early in the year.

The limit also incorporates margins to allow for exceptional short-term movements in the Council’s cash flow, bids from service departments to finance efficiencies, changes to the timing of capital payments and fluctuations in the realisation of capital receipts.

Authorised Limit	2017/18 Indicator £m	2017/18 Actual £m
Borrowing	723.4	457.6
Other Liabilities (PFI & Leases)	52.6	49.6
Total Authorised Limit	776.0	507.2

It is ultra vires to exceed the Authorised Limit so this should be set to avoid circumstances in which the Council would need to borrow more money than this limit. However, the Council can revise the limit during the course of the year. The actual position is lower than the indicator as the Council does not currently anticipate borrowing in advance of need due to the additional cost of holding the funds until required.

7. Indicator 7: Fixed Interest rate exposure

This indicator places an upper limit on the total amount of net borrowing which is at fixed rates secured against future interest rate movements. The upper limit allows flexibility in applying a proportion of the investment portfolio to finance new capital expenditure. It also reflects a position where the majority of borrowing is at fixed rate which provides budget certainty with 100% of borrowing being at fixed rate. The upper limit for fixed interest rate exposure was set to allow for flexibility in applying a proportion of the investment portfolio to finance new capital expenditure. It also reflected a position where the majority of borrowing was at fixed rates to provide budget certainty.

Upper limit for fixed rate exposure	2018/19 Indicator £m	2018/19 Actual £m
Upper Limit	761.0	457.6
% of fixed interest rate exposure	100%	100%

8. Indicator 8: Variable interest rate exposure

This indicator places an upper limit on the total amount of net borrowing (borrowing less investment) which is at variable rates subject to interest rate movements. The intention is to keep the variable rate borrowing below 25% of the total gross borrowing (CFR). The limit is expressed as the value of total borrowing less investments

Upper limit for variable rate exposure	2018/19 Indicator £m	2018/19 Actual £m
Upper Limit	190.3	0.0
% of variable interest rate exposure	25%	0%

The indicator is zero due to the borrowing strategy of borrowing only at a fixed interest rate in an economic climate of volatile interest rates. Borrowing at fixed interest rates provides budget certainty for the Council.

9. Indicator 9: Maturity structure of borrowing

The prudential limits have been set with regard to the maturity structure of the Council's borrowing, and reflected the relatively beneficial long term rates that were expected to be available over the next few years. The borrowing that the Council has actually taken is £457.6m (shown in the indicator below).

Period	Upper Limit Indicator	Actual Borrowing	Actual Borrowing £m
Under 12 months*	40%	14%	65.5
1 – 2 years	40%	6%	27.0
2 – 5 years	80%	3%	12.1
5 – 10 years	80%	5%	20.7
Over 10 years	100%	72%	332.3
Total Borrowing			457.6

* The borrowing for under 12 months includes £17.5m of Lenders Option Borrowers Option (LOBO) loans. Although the loans are due to mature in 23-35 years' time, they are classed as loans repayable within the financial year due to LOBO's having a call-in date every six months.

10. Indicator 10: Total Investments for periods longer than 364 days

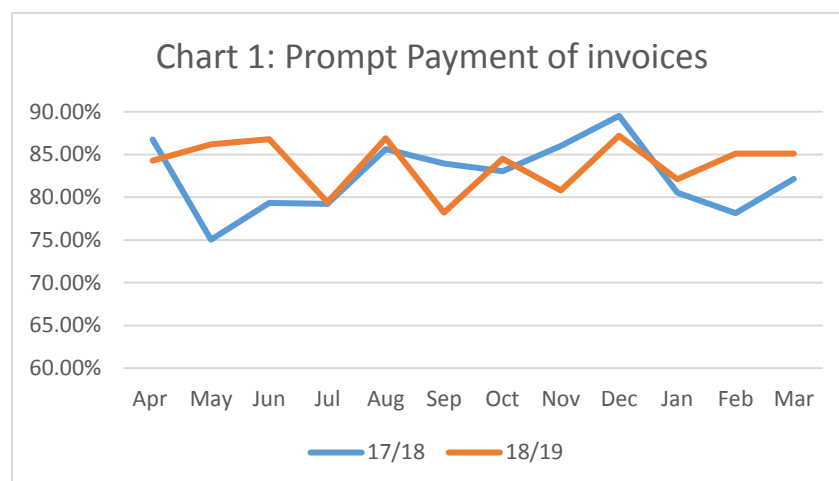
Authorities are able to invest for longer than 364 days; this can be advantageous if higher rates are available. However it would be unwise to lend a disproportionate amount of cash for too long a period particularly as the Council must maintain sufficient working capital for its operational needs.

This indicator reflects the Council's current lending policy of keeping investments short term for liquidity purposes. The Council has used its cash balances as an alternative to new borrowing and does not have the available cash balances to invest for long periods.

	2018/19 Indicator £m	2018/19 Actual £m
Principal sums invested >364 days	0.0	0.0

Appendix E – Performance Monitoring Prompt Payment of Invoices (Invoices paid within 30 Days)

- 1.1. The cumulative position on prompt payment of invoices as at 31 March 2019 was 83.9% which is 1.4% above the previous year's performance of 82.5%. The performance for 2018/19 is shown alongside the equivalent 2017/18 figures in chart 1.
- 1.2. Within the last financial year the Agresso system has been developed to drive improved compliance to the Council's 'no PO, no pay' policy. At the same time, closer alignment to the procurement system has been achieved which will further support the on-boarding process for suppliers.



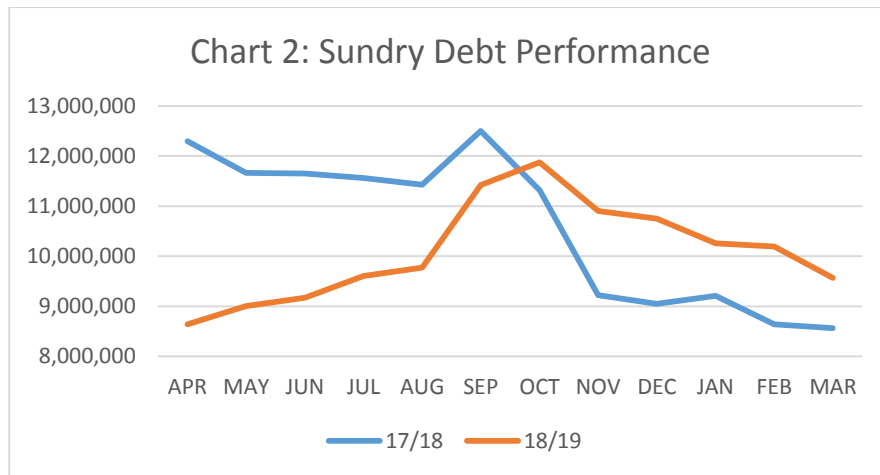
1.3. In 2018/19 a total of 66,406 invoices were paid, of which 55,785 were paid within 30 days. The total value of payments made was £331.3m of which:

- £328.6m was by BACS
- £2.0m by cheque (763 payments)
- £0.757m by CHAPS

(99.4% of the total payments were made electronically (BACS and CHAPS), which equates to 98.3% of invoices being paid electronically).

2. Sundry Debt Performance

2.1. The total outstanding sundry debt in excess of 6 months old (as at 31 March 2019) was £9.6m in total and is set out in Chart 2 (alongside the comparative figures for 2017/18). Of this £9.6m figure, a total of £6.0m, or 63%, was in respect of the NHS/CCG debt (these latter figures are up by £1.1m, or 6% from the previous year).

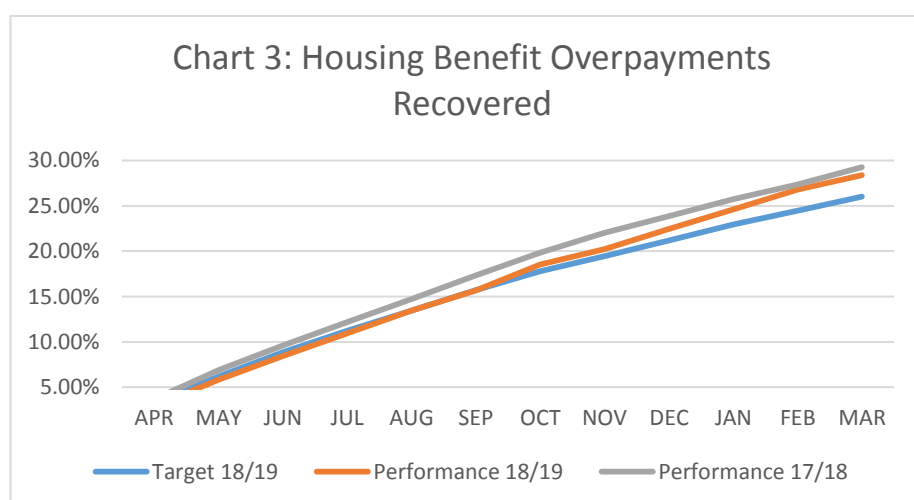


2.2. The top 20 debts owed to the Council at 31 March 2019, and which were more than 30 days old, totalled £14.5m of which £9.5m were for the NHS/CCG. A review of the end-to-end sundry debt recovery process is ongoing. One of the key outcomes of this will be the introduction of more control at the billing stage to improve accuracy and ensure evidence is in place to support latter stage recovery action (should it be required). Closer working between Serco's Accounts Receivable team, and council directorates continues to be positively developed.

2.3. In 2018/19 a total of £68.5m was raised, whilst £56.2m was collected (across all years). The difference between the two being £6.6m, which was not yet due, credit notes of £4.58m and write-offs of £0.8m. The two 'aged debt' projects continue to go well. At the end of 2018/19, a total of £0.325m had been collected across the two initiatives.

3. Housing Benefit Overpayments

3.1. Chart 3 shows the total amount of housing benefit overpayments recovered against the cumulative target rate set for 2018/19 (and the 2017/18 figures).



3.2. Housing benefit overpayment collection as at the 31 March 2019 was 28.38% which is above the target of 26.0% but 0.87% lower than the figure for March 2018 (29.25%). The amount of

debt carried forward from 2017/18 was just over £8m (£1m higher than 2016/17) and the amount of newly identified debt was £1.8m lower. As a result the age profile of the debt was much older.

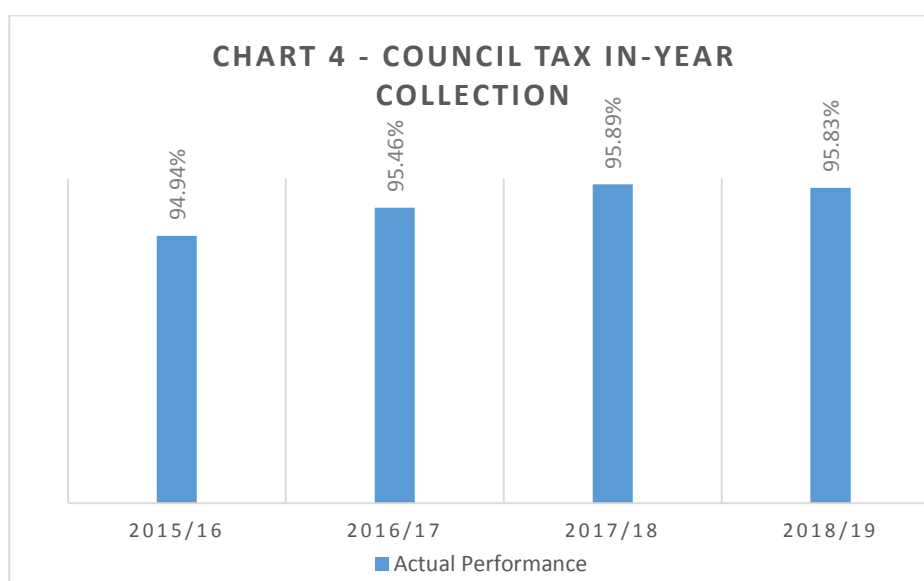
3.3. Overall overpayments are reducing for a number of reasons, the main ones being that:

- a) Benefits processing is significantly more up to date than it has been historically, leading to fewer overpayments caused by delays in processing;
- b) Recent data matching of earnings with DWP and HMRC has led to claims being more promptly updated when changes occur; and
- c) Universal credit is reducing the caseload of Housing Benefit claims. The reduction in identification of new debt is of overall benefit to the council, but does mean the achievement of the KPI becomes increasingly difficult.

3.4. Further resource has been assigned to the oldest debt in 2018/19. An additional £0.345m has been collected as a result, and this will continue into 2019/20.

4. Council Tax and Non Domestic Rates Collection

4.1. Chart 4 shows the performance for the collection of Council Tax over the last four years. In-year council tax collection at 31 March 2019 was 95.83%, which is 0.06% less than the amount collected by this stage in 2017/18.

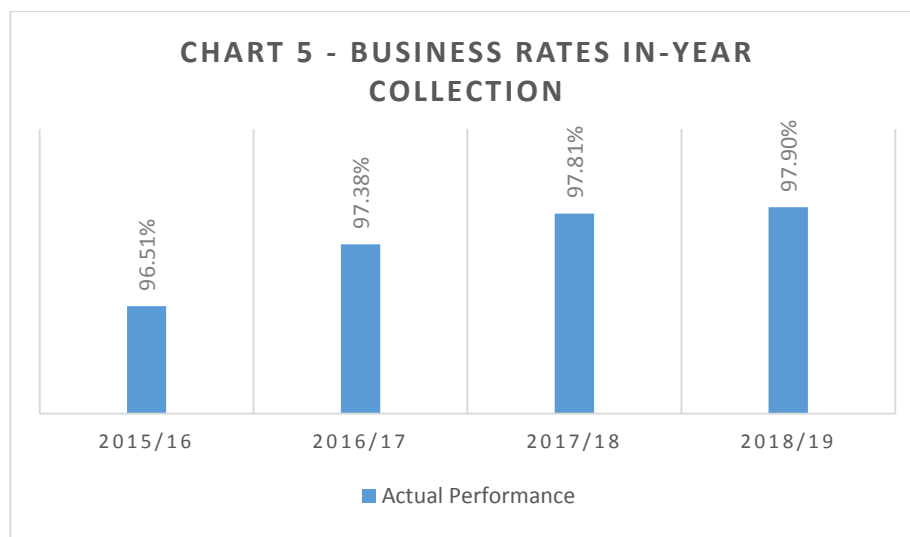


4.2. The amount of Council Tax arrears collected by the 31 March 2019 was 15.76%, achieved against a target of 14.31%. The arrears performance has benefited from the continuation of stringent recovery action during 2018, including the utilisation of enforcement agents where appropriate.

4.3. Administration of the Council Tax Support scheme continues to be challenging, affecting overall council tax collection rates. The continued roll out of Universal Credit is further adversely affecting collection due to the multiple changes incurred throughout the year, delaying recovery of the remaining debt. Changes have been made to the scheme in 2019/20 to reduce expenditure (forecast to be approximately £0.300m), although this will increase pressure on

recovery. A further review is planned during 2019 for 2020/21 and beyond, to modernise the scheme, reduce administration costs and simplify the scheme for claimants.

- 4.4. Chart 5 shows the performance for the collection of Non Domestic Rates over the last 4 years. To date, the in-year collection of Non Domestic Rates as at 31 March 2019 was 97.9%, which is 0.1% above the target set and an increase of 0.09% compared with 2017/18.



- 4.5. Temporary additional resources employed in the business rates team in addition to targeted work on the debt lists and the continuing recovery action through enforcement agents, supported the achievement of the collection target. Business rates collection continues to remain challenging due to increasing use of avoidance tactics.
- 4.6. During 2018/19 the business rates team also implemented the three new discretionary schemes announced in the Spring Budget which benefited small business, public houses and those rate payers most impacted by the 2017 revaluation.
- 4.7. In terms of Non Domestic rates arrears, the amount achieved was 33.53% during 2018/19 against a target of 30.00%.
- 4.8. In total, as a result of all four targets for Council Tax and Non Domestic Rates being exceeded, income received into the respective collection funds has been £600k higher than anticipated.

CABINET	AGENDA ITEM No. 13
18 JUNE 2019	PUBLIC REPORT

Report of:	Fiona McMillan, Director of Law and Governance	
Cabinet Member(s) responsible:	Councillor Farooq, Cabinet Member for Digital Services and Transformation	
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

Parking Zone E

The petition was submitted by Katherine Parsons, Councillor Shaz Nawaz and Councillor Joseph on 6 March 2019. The petition contained 54 valid signatures and called on the Council "the current permit system be reviewed".

The Assistant Director – Public Protection responded:

"Thank you for your recent petition. We really welcome your feedback as it helps to shape the future of not only the online system but our patrol strategies.

In relation to your request for increased enforcement, our Parking Officers have responsibility for the whole city and need to balance their time between areas. This means that they cannot focus just on Zone E, but I can offer you reassurance that this is a priority area and it does receive a high level of attention.

There has actually been more patrols in Zone E in the 12 months following the introduction of the online permit system. More penalty charge notices have also been issued in zone E streets such as Henry Street, Granville Street, Huntly Grove, Princes Street, All Saints Road, Dogsthorpe Road and Park Road.

Despite these improvements, we do know there is a demand to maximise enforcement at off peak times and I am pleased to confirm that we are currently working to increase 7 -day coverage to help with this further.

Electronic permits were brought in to help make the system more efficient and easier for people to apply. Its introduction coincided with the closure of the Council Cash office and we are not able to revert to a paper system.

On the whole, the online system is proving very effective and it allows us to administer parking control at reduced cost to the public purse. It is, as described above, leading to more targeted and effective use of our enforcement teams and over time we think it will improve the situation in high demand areas. We do recognise that there have been some reliability issues with the software, but we work closely with the supplier to overcome these and we will continue to introduce improvements to increase ease of use.

I hope this answers your points satisfactorily.”

As this petition received over 54 signatures, the Lead Petition is entitled to ask for a debate at a Scrutiny Committee or Cabinet. Katherine Parsons has referred the matter for debate by Cabinet on 17 June 2019.

To Request a Pedestrian Crossing

The petition was submitted by Councillor Dennis Jones on behalf of Katia Yurgutene on 6 March 2019. The petition contained 100 valid signatures and called on the Council to install a “light control pedestrian crossing ... on Eastern Avenue.”

The Principle Transport Planning Officer responded:

“Thank you for submitting the petition. Road safety is a key consideration for the Council and we continue to invest time and resources into investigating and making road safety improvements.

As the police are investigating this particular incident so we are not able to discuss any of the details.

We will be receiving updated accident data from the police for the whole of the Peterborough area. We will then be undertaking a comprehensive review looking at this, historic accident data and speed data to see where road safety measures may be needed. Installing new pedestrian crossings will be one option that is looked into as part of this review and we would be happy to discuss the results once this exercise has been undertaken.

If there is anything you would like to discuss in the meantime please let us know and thank you for taking the time to organise the petition.”

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.

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