CABINET

MONDAY 23 SEPTEMBER 2019
10.00 AM

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

AGENDA

		Page No
1	Apologies for Absence	
2	Declarations of Interest	
3	Minutes of the Shareholder Cabinet Sub-Committee Meeting Held on 24 June 2019	3 - 6
4	Minutes of Cabinet Meeting Held on 15 July 2019	7 - 10
5	Petitions Presented to Cabinet	
STRATEGIC DECISIONS - PART ONE		
6	Combined Authority's Local Transport Plan Response	11 - 22
7	Cambridgeshire and Peterborough Minerals and Waste Local Plan - Proposed Submission	23 - 202
8	Peterborough Housing Strategy*	203 - 206
MONITORING ITEMS		
9	Budget Control Report July 2019	207 - 232
10	Outcome of Petitions	233 - 234
STRATEGIC DECISIONS - PART TWO		
11	Amendment to Arrangements with Empower*	235 - 242

There is an induction hearing loop system available in all meeting rooms. Some of the systems are infra-red operated, if you wish to use this system then please contact Pippa Turvey on 01733 452460 as soon as possible.

Did you know? All Peterborough City Council's meeting agendas are available online or via the modern.gov app. Help us achieve our environmental protection aspirations and view this agenda online instead of printing it.

Exclusion of Press and Public

In accordance with Standing Orders, Members are asked to determine whether the exempt annex relating to item 13, Amendments to Arrangements with Empower, which contains exempt information as defined by Paragraph 3 of Schedule 12A, Part 1, Local Government Act 1972, should be exempt and the press and public excluded from the meeting should this annex be discussed, or whether the public interest in disclosing this information outweighs the public interest in maintaining the exemption.

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).*

Emergency Evacuation Procedure

In the event of the fire alarm sounding all persons should vacate the building by way of the nearest escape route and proceed directly to the assembly point in front of the Cathedral. The duty Beadle will assume overall control during any evacuation, however in the unlikely event the Beadle is unavailable, this responsibility will be assumed by the Committee Chair. In the event of a continuous alarm sounding remain seated and await instruction from the duty Beadle.

Recording of Council Meetings

Any member of the public may film, audio-record, take photographs and use social media to report the proceedings of any meeting that is open to the public. Audio-recordings of meetings may be published on the Council's website. A protocol on this facility is available at:

http://democracy.peterborough.gov.uk/documents/s21850/Protocol%20on%20the%20use%20of%20Recording.pdf

PETERBOROUGH CITY COUNCIL

MINUTES OF THE SHAREHOLDER CABINET SUB-COMMITTEE MEETING HELD AT 10:00AM, ON MONDAY, 24 JUNE 2019 BOURGES/VIERSEN ROOM, TOWN HALL, PETERBOROUGH

Members Present: Councillor Fitzgerald (Chair), Councillor Allen, Councillor Seaton, Councillor Walsh

1. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Cereste.

2. DECLARATIONS OF INTEREST

Agenda Item 3, 'Shareholder Cabinet Sub-Committee – Overview Report'

Councillor Allen declared that he sat as a Board Member on Blue Sky Peterborough and as a Trustee on Vivacity.

Councillor Seaton declared that he sat on the Opportunity Peterborough Audit Committee.

3. SHAREHOLDER CABINET SUB-COMMITTEE – OVERVIEW REPORT

The Shareholder Cabinet Sub-Committee received an overview report in relation to the Sub-Committee's remit.

The purpose of this report was to set out the remit and powers of the Sub-Committee, to set the initial baselines in terms of financial performance and purpose of the Council companies, partnerships and charities that the Sub-Committee has responsibility for, to highlight potential conflicts of interest that Member need to be aware of in order to manage interactions more proactively, and to propose areas to review in more depth at future meetings.

The Acting Corporate Director for Resources addressed the Shareholder Cabinet Sub-Committee and advised that that meetings of the Sub-Committee were held in public. As such, should the Sub-Committee wish to consider any commercially sensitive business plans in the future, they would need to agree to move into an exempt session. It was advised that all the decisions of the Sub-Committee would be subject to the relevant scrutiny committee and would be accountable to the Audit Committee. The Sub-Committee had a significant responsibility to ensure that the aims of the Council were delivered through the Council's companies, to understand any conflicts of interest, to review the client function, ensure there appropriate structures were in place, and to eliminate any duplication of work.

The Shareholder Cabinet Sub-Committee debated the report and in summary, key points raised and responses to questions included:

- Members felt that public debate should be the guiding principle for the Sub-Committee, but that exempt debate may be necessary at some point.
- In relation to responsibility and control, the Sub-Committee was advised that discuss was need to establish what could be done to allow the Council to exert more control.
- It was noted that Vivacity was included within the structure, though had been overlooked from the structure chart.
- Within the recommendations it was proposed to create a Smart Client Team, which would bring together those officers working individual. Members felt that this would be beneficial in terms of resilience and working practice. It was also considered that this proposal would assist in regularising the Council's approach to its companies, partnerships and charities.
- The Sub-Committee was advised that an awareness of the responsibilities of a company director was of key importance, and the Members who also sat as directors had a primary duty to that company, not the Council.
- Further detail on this was provided within the guidance note appended to the report, which would be circulated to Members, officers, companies, and outside bodies.
- Members requested that this item be brought back to the Sub-Committee on an annual basis for review and recirculation.
- In relation to Aragon Direct Services, Members noted that the company had been trading for three months. As such, there was insufficient data to measure performance. Officers advised that at the point of its next review sufficient information should be available to review against the business plan.
- Members requested that information on Aragon Direct Services be brought before the Sub-Committee prior to any consideration by the scrutiny committee.
- It was noted that within reports the Sub-Committee wished to receive information on trends, rather than just figures at a point in time.
- It was advised that Blue Sky Peterborough had been dormant since its inception. Officers would conduct research on whether it would be useful to retain the shell company for other means, or not.
- Members commented that the loan to Empower was providing the Council with monthly returns, however, it was noted that the more money it paid out, the less attractive it was as a company to purchase.
- In relation to Opportunity Peterborough, it was acknowledged that while the Council subsidised this company around £100,000 a year, without them the Council would have to be spending that on a comparative internal function. It was further noted that Opportunity Peterborough could apply for funding that the Council on its own could not.
- When a further detailed report comes to the Sub-Committee regarding Opportunity Peterborough, Members felt it would be appropriate to review what the Council's aims were in working with them.
- Members commented on the Peterborough Investment Partnership and its focus to date on the Fletton Quays development. Officers confirmed that the model would need to be reviewed.
- Further comment was made by Members in relation to the dividends received from the Peterborough Investment Partnership, which could be promoted more by the Council.
- Members were keen to see work with the Investment Partnership in other areas, such as North Westgate and Northminster.
- Queries were raised following discussion around Medesham Homes, a joint venture with Cross Keys Homes, as to whether this same model could be followed with other housing suppliers.

- It was further noted that the only local authority that had brought back its Housing Revenue Account (HRA) in order to regenerate areas of the town. This option would need to be carefully considered should Peterborough be interested in following this route. A future report to the Sub-Committee would present a range of future options for housing delivery models.
- NPS, the joint venture with Norse, has made a small profit in the last few years it was noted. This model was now expanding into housing. As such, Members were advised that a review of the scope of the venture would need to be undertaken to ensure the Council was achieving value for money.
- It was noted that in the last three to four months, NPS had taken on homes that were owned by private landlords, in relation to temporary accommodation provision.
- In relation to Vivacity and Peterborough Museum and Art Gallery, it was advised that a number of exhibits had appreciated in value.
- Members noted that while the Sports and Leisure aspect of Vivacity was doing well, the Council was required to subsidies the Cultural arm of the organisation. It was further commented, however, that should the Council take on this role internally, the cost for this would still exist.

The Shareholder Cabinet Sub-Committee considered the report and **RESOLVED** to:

1. Note the remit of the Committee and the base data contained in the report.
2. Approve the guidance note "Guidance for Member & Officers who serve on outside bodies" attached at Appendix K to the report and its circulation to all Members and officers.
3. Approve the work plan for future meetings as set out at paragraph 6.1 of the report.

REASONS FOR THE DECISION

This was a new Committee and this was the inaugural meeting. The report ensured that members:

- Understood the remit of this Committee.
- Had a baseline of data in order to understand how these companies performed.
- Had a plan for items to discuss at future meetings (a work plan).

ALTERNATIVE OPTIONS CONSIDERED

This report set out the baseline for this new committee. This was its first meeting. If this Committee did not meet, existing arrangements for the management of these organisations would continue. These arrangements were not joined up as they spanned multiple directorates and Scrutiny Committees.

Chairman
10:00am – 12:01am
24 June 2019

This page is intentionally left blank

PETERBOROUGH CITY COUNCIL

MINUTES OF THE CABINET MEETING HELD AT 10:00AM, ON MONDAY, 15 JULY 2019 COUNCIL CHAMBER, TOWN HALL, PETERBOROUGH

Cabinet Members Present: Councillor Holdich (Chair), Councillor Allen, Councillor Ayres, Councillor Cereste, Councillor Farooq, Councillor Fitzgerald, Councillor Hiller

Cabinet Advisors Present: None

14. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillor Bashir, Councillor Seaton and Councillor Walsh

15. DECLARATIONS OF INTEREST

No declarations of interest were received.

16. MINUTES OF CABINET MEETINGS HELD ON 17 JUNE 2019

The minutes of the meeting held on 17 June 2019 were agreed as a true and accurate record, subject to:

- The amendment of, "The school in Hampton Waters was to be a voluntary aided Roman Catholic school, and this required a stage of statutory consultation," to, "The school in Hampton Waters was to be a voluntary aided Roman Catholic school, and this required a stage of statutory consultation and representation."
- The amendment of, "Officers advised that the final decision to progress with the faith school," to, "Officers advised that the final decision to progress with the faith school lay with the Cabinet Member."

17. PETITIONS PRESENTED TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

18. REPORT OF THE TASK AND FINISH GROUP TO REVIEW FLY TIPPING AND WASTE POLICY PHASE 2

The Cabinet received a report in relation to the phase two recommendations from the Task and Finish Group to Review Fly Tipping and Waste Policy.

The purpose of this report was to seek Cabinet approval to implement the findings of the report and produce business cases for those recommendations with financial implications.

Councillor Judy Fox, the Chair of the Task and Finish Group, addressed the Cabinet and advised that the Group had investigated the possibilities around web services, bulky waste collections, reporting fly tipping, House Recycling Centre opening hours, electronic permit systems, and commercial waste. It was also considered that continued education around the subject in schools was important, along with increasing detection rates and increasing the value of fines levied.

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

- It was noted that in other areas a move to an online permit system had increased access to the service. This would also allow the Council to collate information about how the service was being used.
- Members were pleased with the cross party engagement within the Task and Finish Group.
- Due to other possible ramifications around using a 'secret shopper' style of information gathering, this was not used.
- Task and Finish Group Members hoped that the work undertaken by the group was the first step in a larger process in developing the service.
- It was noted that Aragon already had a recycling roadshow trader to provide education in schools and that this could be broadened to cover litter and fly-tipping.
- In relation to the cost of bulky waste in relation to enforcement costs, if was noted that most services were cash neutral in this respect. However, a more detailed business case may need to be brought to Cabinet in the future.
- Comment was made that the Task and Finish Group could consider issues around fly-tipping on private land and whether the Council could provide any service in this area.
- Discussion was had in relation to high top vans being let into the HRC facility and it was felt that admission should be based on the volume of items being disposed of, rather than the vehicle used to transport them.
- It was noted that during a trial of free bulky waste collection, there was no reduction in fly-tipping, however, all he available slots for collection were filled.
- It was considered that communication of services to the public was important.
- Suggestion was made, in relation to an electronic permit system, if this system could link a driver to an address, thereby allow the Council to see those disposing of items from their own household, or on a commercial basis.

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

1. Endorse the Task and Finish Group to Review Fly Tipping and Waste Policy report (Appendix 1 to the report) and recommendations for implementation.
2. For recommendations where financial implications have been identified agree that a business case be produced and brought back to Cabinet for approval.

REASONS FOR THE DECISION

Following the decision to extend the remit and work of the Task and Finish Group both by scrutiny and Cabinet, the recommendations in the report had been made to support the additional points that were asked of the Task and Finish Group.

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

ALTERNATIVE OPTIONS CONSIDERED

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

19. IT STRATEGY FOR PETERBOROUGH CITY COUNCIL AND CAMBRIDGESHIRE COUNTY COUNCIL

The Cabinet received a report in relation to the IT Strategy for Peterborough City Council and Cambridgeshire County Council.

The purpose of this report was to advise Cabinet of the proposed IT and Digital Strategy for Peterborough City Council and Cambridgeshire County Council, including the proposal to share the Sand Martin House Data Centre with Cambridgeshire County Council.

The Cabinet Member for Digital Services and Transformation addressed the Cabinet and advised that the work around this strategy over the past 12 months would stabilise and strengthen the Council's IT system. Relocating the data centre and investigating a shared business system would reduce the cost of IT management. Further detail on this would be brought to Cabinet in the autumn.

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

- It was considered that IT management would be more efficient within service areas, including case management and finance systems.
- The savings from this increased efficiency would support these services.
- The sharing of services would benefit Peterborough City Council specifically through lower operating costs, generation of an income stream and a reduction in duplicate systems.
- Resilience within the IT structure was considered to be of high importance and the strategic direction was to have a robust system in one location and a backup in another.
- Security within the cloud system was in built, particularly within the Microsoft 365 package.
- It was noted that following the transferal to Microsoft 365 from Google that total costs for license would be decreased.
- In terms of the public seeing the benefit of this change, services would be delivered more quickly, more easily and more intelligently. Decisions would also would be based on better data information.

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

- Approve the IT and Digital Strategy.
- Approve the decision to share the Sand Martin House Data Centre with Cambridgeshire County Council.

REASONS FOR THE DECISION

The IT and Digital Strategy had been set out in response to the existing and planning sharing of services across Peterborough and Cambridgeshire. It would enable staff to

work more effectively across both organisations, and thereby deliver more effective services to citizens. It was essential that the IT provision supported and enabled secure, easy and robust sharing and collaboration. It was important that this was done on a cost effective basis with the minimum level of duplicate costs for equipment and licences.

ALTERNATIVE OPTIONS CONSIDERED

In terms of the IT and Digital Strategy, and the convergence of IT with Cambridgeshire, the alternative option was to retain the status quo and continue with separate systems that were not shared or converged with Cambridgeshire. This option had been rejected due to the overwhelming need for front line services, that were already shared between the councils' to move away from duplication of systems, logins, data entry and data analysis.

MONITORING ITEMS

20. BUDGET CONTROL REPORT MAY 2019

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

The purpose of this report was to provide Cabinet with an early indication of the forecast for 2019/20 at the May 2019 budgetary control position.

The Acting Corporate Director of Resources introduced the report and advised that the overspend position had improved slightly within the context of the overall budget gap. Savings had been seen within the highways and housing needs teams, with additional spending required on temporary accommodation. It was advised that additional spending approval processes had been put into place, including revised recruitment processes and the requirement of business cases for all spend over £10,000.

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

1. The Budgetary Control position for 2019/20 at May 2019 included a projected overspend of £5.457m against budget.
2. The key variance analysis and explanations were contained in Appendix A to the report.
3. The estimated reserves position for 2019/20 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.

REASONS FOR THE DECISION

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

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

Chairman
10:00am – 10:56am
15 July 2019

CABINET	AGENDA ITEM No. 6
23 SEPTEMBER 2019	PUBLIC REPORT

Report of:	Steve Cox, Executive Director Place & Economy	
Cabinet Member(s) responsible:	Cllr Peter Hiller, Cabinet Member for Strategic Planning, Commercial Strategy and Investment	
Contact Officer(s):	Lewis Banks, Principal Sustainable Transport Planning Officer	Tel. 317465

COMBINED AUTHORITY'S LOCAL TRANSPORT PLAN RESPONSE

RECOMMENDATIONS	
FROM: Steve Cox, Executive Director Place & Economy	**Deadline date:** *N/A*

It is recommended that Cabinet:

1. Consider, and make comments as it sees fit, in respect of the Council's proposed consultation response to the Combined Authority's Local Transport Plan.
2. Consider the comments and recommendations made by the Growth, Environment and Resources Committee and confirm which, if any, should be included in the response.

1. ORIGIN OF REPORT

1.1 The City Council will be responding to the Combined Authority's Local Transport Plan consultation. Cabinet has asked that this report is presented to them for approval before it is submitted to the Combined Authority.

2. PURPOSE AND REASON FOR REPORT

2.1 Cambridgeshire and Peterborough Combined Authority is now the transport authority for Peterborough City Council and Cambridgeshire County Council. The Combined Authority has a statutory duty to produce a Local Transport Plan which is currently out to consultation and the Council's proposed response to this consultation is detailed below.

2.2 This report is for Cabinet to consider under its Terms of Reference 3.2.2, *'To promote the Council's role as community leader, giving a 'voice' to the community in its external relations at local, regional and international level, and fostering good working relationships with the Council's partner organisations, Parish Councils and the relevant authorities for Police, Fire, Probation and Magistrates' Courts Services.'*

3. TIMESCALES

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

4. BACKGROUND AND KEY ISSUES

4.1 The directly-elected Mayor and the Cambridgeshire and Peterborough Combined Authority hold strategic transport powers and are the Local Transport Authority for the Cambridgeshire and

Peterborough area. They are responsible for allocating local transport funding to the most important transport needs to help improve traffic flow, reduce congestion, improve road safety, increase walking and cycling and improve accessibility amongst other things. The Combined Authority sets the overall transport strategy for Cambridgeshire and Peterborough, called the Local Transport Plan. Peterborough City Council previously had these powers and produced its own Local Transport Plan (LTP) but this is now a function of the Combined Authority.

4.2 The Combined Authority's first draft LTP has been produced and is out to consultation. Currently, the Combined Authority has an Interim LTP; this document brings together the LTPs previously agreed by Cambridgeshire County Council and Peterborough City Council. They are now adopted into a single plan for the whole area until the full LTP is adopted by the Combined Authority.

4.3 The Combined Authority has worked closely with Peterborough City Council and Cambridgeshire County Council in producing the LTP and a number of Peterborough City Council officers have been involved in discussing the details contained in the various policies. Officers from the Council and Cambridgeshire County Council have worked collaboratively in producing their respective proposals, ensuring alignment as much as possible.

4.4 The draft LTP is out for consultation until 27 September 2019 (further information about the consultation process is included in section 5). The Council will be submitting it's response to this consultation and below is the proposed response.

4.5 **Proposed response**

4.5.1 Peterborough's new Local Plan was recently adopted on 24th July and sets out our approach for the development of Peterborough to 2036 and beyond including the delivery of 19,400 additional homes. Peterborough is the fifth fastest growing city in the UK and having the right infrastructure in the future will be of critical importance for our growth agenda. Large urban extensions are planned at Hampton, Stanground South, Paston Reserve, Gateway Peterborough, Norwood, Great Haddon and at the East of England Showground. The new LTP recognises Peterborough's growth aspirations and highlights a number of key pieces of infrastructure that will be needed to facilitate this growth and we are supportive of the inclusion of these.

4.5.2 One of the most significant and transformative things for Peterborough will be the new independent campus based university on the Embankment. With up to 12,500 students and 1,250 staff, there will be a number of transport challenges to be addressed. We are pleased with the support that the Combined Authority has provided on this so far, including assistance with a bid to Government for new slip roads off the Parkway between junctions 4 and 5 as well as funding this financial year to begin the business case to secure funding for highway improvements. Although road improvements will be necessary the Council and the LTP recognises that a number of walking and cycling improvements will be needed as well and we want to develop these further with the Combined Authority and to explore funding opportunities.


Images 1 and 2: The Embankment, site of the new University.

4.5.3 On 24 July this year the Council declared a Climate Emergency that requires urgent action. The Council has committed to a number of actions in order to achieve this which have transport implications including:

- “Make the Council’s activities net-zero carbon by 2030.
- Achieve 100% clean energy across the Council’s full range of functions by 2030.
- Ensure that all strategic decisions, budgets and approaches to planning decisions are in line with a shift to zero carbon by 2030.
- Support and work with all other relevant agencies towards making the entire area zero carbon within the same timescale;
- Ensure that political and chief officer leadership teams embed this work in all areas and take responsibility for reducing, as rapidly as possible, the carbon emissions resulting from the Council’s activities, ensuring that any recommendations are fully costed and that the Executive and Scrutiny functions review council activities taking account of production and consumption emissions and produce an action plan by 31 March 2020, together with budget actions and a measured baseline;
- Request that Council Scrutiny Panels consider the impact of climate change and the environment when reviewing Council policies and strategies;
- Work with, influence and inspire partners across Peterborough, Cambridgeshire and it’s districts and the region to help deliver this goal through all relevant strategies, plans and shared resources by developing a series of meetings, events and partner workshops;
- Request that the Council and partners take steps to proactively include young people in the process, ensuring that they have a voice in shaping the future;
- Request that the Executive Portfolio holder with responsibility for Climate Change convenes a Citizens’ Assembly in 2019 in order to involve the wider population in this process. This group would help develop their own role, identify how the Council’s activities might be made net-zero carbon by 2030, consider the latest climate science and expert advice on solutions and to consider systematically the climate change impact of each area of the Council’s activities;
- Set up a Climate Change Partnership group, involving Councillors, residents, young citizens, climate science and solutions experts, businesses, Citizens Assembly representatives and other relevant parties. Run competition in primary, secondary and other educational establishments to seek young people's views;
- The Group will consider strategies and actions being developed by the Council and other partner organisations and develop a strategy in line with a target of net zero emissions by 2030. It will also recommend ways to maximise local benefits of these actions in other sectors such as employment, health, agriculture, transport and the economy chaired by Cllr Cereste. When progress has been made consult the wider public at various stages;
- To give councillors and members of the public updates on progress on a regular basis;
- Ensure that all reports in preparation for the 2020/21 budget cycle and investment strategy will take into account the actions the council will take to address this emergency. Seek councils support for budget approval to assist with the coordination of this project;
- Call on the UK Government to provide the powers, resources and help with funding to make this possible, and ask local MPs to do likewise;
- Consider other actions that could be implemented, including (but not restricted to): renewable energy generation and storage, providing electric vehicle infrastructure and encouraging alternatives to private car use, increasing the efficiency of buildings, in particular to address fuel poverty; proactively using local planning powers to accelerate the delivery of net-zero carbon new developments and communities, increased tree planting, coordinating a series of information and training events to raise awareness and share good practice - look to replacing all council vehicles with electric or hybrids including the mayor’s car as soon practical.”

Image 3: Tweet about the Climate Emergency declaration.

4.5.4 We would encourage the Combined Authority to declare a Climate Emergency and commit to a number of policies and actions to become zero carbon by 2030 and provide assistance to Peterborough in achieving its climate Emergency goals. Some district Councils in Cambridgeshire as well as the County Council have also declared a Climate Emergency which gives further weight to this important issue.

4.5.5 The LTP will be the blueprint which shapes the future of transport decisions for years to come. Therefore, it is important that local Members and the general public have ample opportunity to input into this process and having a 3 month consultation period will achieve this. The Council believes that engagement with Members has been effective, two all Member briefings have occurred with a further one planned on 26 September. In addition, the Combined Authority has agreed to present to the Council's Air Quality Task and Finish Group on air quality policies within the LTP. There have been three public consultation events in Peterborough with a fourth planned on 7 September. These have been welcomed but have not been very well attended despite local publicity and direct contact with key local groups. For future consultations we recommend that consideration is given to more innovative engagement methods to get greater participation from the public and special interest groups.

Image 4: One of the consultation materials produced by the Combined Authority.

4.5.6 Peterborough is currently developing it's Local Cycling and Walking Infrastructure Plans following a successful bid to Government to get external support for this process. Cambridgeshire are also developing Local Cycling and Walking Infrastructure Plans. Further development, expertise and support will be needed to develop the plans further and the Council would welcome further joint working on developing these as well as exploring funding opportunities to achieve significant increases in walking and cycling numbers due to the benefits this can have on congestion, air quality and the health of our residents. In supporting the walking and cycling agenda we are glad that the transport user hierarchy is included within the LTP and that it prioritises walking and cycling as the most important travel modes. In addition to infrastructure, softer measures are also important and lead to an increase in walking and cycling. We encourage the Combined Authority to continue to invest in walking and cycling revenue initiatives in our schools, businesses and with the general public. To reflect this, we would support Cambridgeshire's position that the LTP

could be ordered in a different way to reflect the commitment to the user hierarchy, with sustainable modes and initiatives placed towards the front end of the document and road building / private car initiatives towards the end.

Image 5: Cycle lane in Lower Bridge Street.

4.5.7

We recognise that the Cambridge Autonomous Metro has the potential to truly transform the region. We are pleased that the Combined Authority has funded a mass rapid transit study in Peterborough and we recommend that both of these pieces of work come together so that one joined up connected system that works for the whole area can be developed further and rolled out in the future. Now is the right time for this to happen as approval has just been given to move the Cambridge Autonomous Metro project onto the Outline Business Case stage of development.

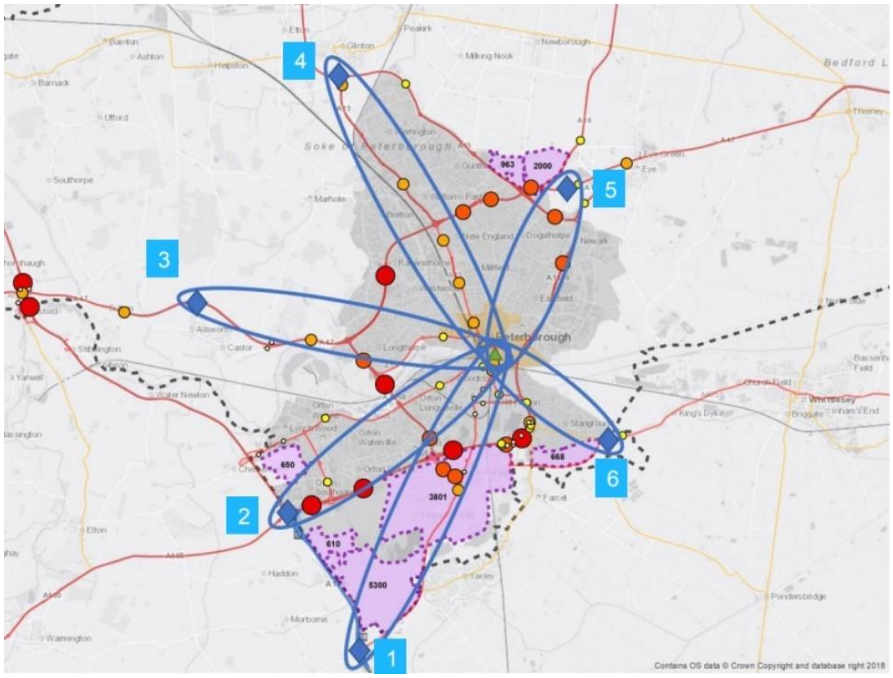


Image 6: Map showing possible mass rapid transit corridors.

4.5.8

Rail services play an important role in Peterborough and for the region as a whole. There is rightly a lot of information about east / west connectivity within the LTP and we are aligned with Cambridgeshire in a desire for these services to be improved. However, the east west train service (Birmingham to Stansted) is a vital service for our city and whilst it operates an hourly service it has an appalling lack of capacity often resulting in standing room only. This service regularly operates with only two carriages and the operator is aware of the capacity issue because they often issue apologise as a result of it. The Council believes the Combined Authority should take a leadership role to work with the operator to make swift improvements to this essential service.

4.5.9

We would also encourage more details on the importance of the East Coast Mainline. The Council is a member of ECMA (Consortium of East Coast Mainline Authorities) which is made up of a

number of local authorities, Combined Authorities and regional authorities from Hertfordshire up into Scotland. This group does a lot of campaigning and economic research to promote the benefits of this rail line and has been instrumental in helping to establish the recent All Party Parliamentary Group for the East Coast Mainline. We would welcome further support in the LTP on this policy and would encourage the Combined Authority to become a member of ECMA.

4.5.10

A timetable change will be implemented in December 2021 and this change will show the true potential of the new Azuma trains and the new timetable will be the biggest change on the East Coast Mainline since it was electrified in 1991 so it is the ideal opportunity to ensure the people of Peterborough get the services they deserve. A key target, which is mentioned in the LTP, is to have journey times from Peterborough to London in under 40 minutes and this could have a truly transformative impact on the attractiveness of Peterborough as a place for businesses to settle and for people to live.

Image 7: A new Azuma train.

4.5.11

Public transport and in particular buses are of vital importance for many of our residents. The Combined Authority now has public transport powers and we are supportive of the bus service review that has taken place and the formation of a task force with officers from Peterborough, Cambridgeshire and the Combined Authority who are developing some of the recommendations that came out of the review. The LTP discusses a number of public transport requirements, with the support of park and ride in Cambridge. Although Peterborough did not have park and ride as a future consideration in it's fourth LTP we would encourage the Combined Authority to make sure that Peterborough has the right public transport provision, especially given the planned growth.

4.5.12

Electric vehicles are of critical importance to the region and the country. Between September 2016 and September 2017, the city saw the biggest increase in electric vehicles anywhere in the country (rising by 52 per cent from 5,425 to 8,249). It is important that this growth continues and we need further joint working to understand how we can roll out the infrastructure needed to support this change. We would encourage the Combined Authority to undertake some feasibility work on what infrastructure is needed and how this can be rolled out, looking at initiatives for on-street residential parking, further taxi infrastructure (Peterborough recently secured Government funding to install four rapid chargers for taxis) and buses amongst other considerations such as the energy requirements for the region. We are of the same opinion as Cambridgeshire in that the LTP should seize the opportunity to state an aim for the region to have a world class network of electric vehicles and charging infrastructure.

Image 8: Electric taxi charging in Peterborough.

4.5.13

Road safety is of paramount importance to the Council and we are fully supportive of the safe systems approach and the goal of zero fatalities or serious injuries, a vision that is also shared by Cambridgeshire. We look forward to working with the Combined Authority to achieve this goal and recommend that a group is setup to further develop this vision and to ensure that the resources and expertise from all road safety practitioners are in place to make this a reality.

4.5.14

The Council is pleased that the important major schemes have been included in the LTP. The Council has been a member of the A47 Alliance, a group of local authorities and other bodies who are campaigning for full dualling from the A1 interchange into Suffolk, a goal that is also shared by Cambridgeshire County Council. We would welcome further emphasis on improving the A1 north of junction 17 given the level of traffic delay, the dualling of the A47 from Wansford to Sutton and the dangerous access at the Wittering junction. The inclusion of a number of local highways schemes is supported as most of these have been in our previous LTPs and are in our new Local Plan so will be supporting the creation of more jobs and houses.

4.5.15

The LTP rightly talks about harmonising standards between Peterborough and Cambridgeshire, particularly around highway maintenance standards. This is an important consideration but the document should make clear that this will be achieved by bringing standards up to the highest level and not by improving one set of standards at the detriment to others.

4.5.16

We welcome the commitment of the LTP to “integrate environmental considerations, including biodiversity net gain, into our thinking throughout the development of the future transport network and ensure that all new transport schemes cause minimal disruption to the environment both during construction and operation.” However, greater commitment is required if the Combined Authority is to truly demonstrate its support of Natural Cambridgeshire Local Nature Partnership’s ambition to double the area of rich wildlife habitat and natural greenspaces by 2050 (as endorsed at the Combined Authority Board Meeting 31/07/19) and meet the expectation that mandatory net gain will be included within the forthcoming Environment Act, expected September 2019 (as highlighted within the Chancellor’s spring statement).

Images 9 and 10: Botolph Green pond and a section of the Green Wheel in Hampton.

4.5.17

We welcome the inclusion of metrics for environmental net gain. This should be developed in consultation with Natural Cambridgeshire Local Nature Partnership, local government officers,

statutory bodies and nature conservation organisations (e.g. Wildlife Trust). Local natural capital investment planning should be undertaken to identify the most effective way to deliver appropriate environmental net gain across the region and individual projects.

4.5.18 In terms of biodiversity net gain, the metric should follow Natural England's new biodiversity net gain metric (version 2.0), which is expected to be published by the end of July 2019. We suggest that a target of 20% net gain in biodiversity value be set across the LTP projects, in order to deliver a measurable net gain in biodiversity (NPPF 2019). This figure has been derived locally through consultation with local government ecologists and Wildlife Trust based on Cambridgeshire & Peterborough having a more impoverished natural environment than most of England. It is also important that all projects deliver long-term management in order for habitats to establish and achieve biodiversity net gain.

4.5.19 The schemes identified (Parkway Network; Eastern Industries & Fengate; Stanground) have the potential to negatively impact on the natural environment including Orton Pit International Site (adjacent to A1139 Parkway) and Local Wildlife Sites (adjacent to A1260 Nene Parkway and Storeys Bar Road, Fengate), as well as protected species. In planning and delivering these schemes the Council will adhere to the biodiversity mitigation hierarchy and also deliver measurable biodiversity net gain and we think this commitment should be reflected within the LTP.

4.5.20 Greater detail is required within policy 9 to demonstrate how the Combined Authority will achieve net environmental gain as part of the LTP, especially to demonstrate how it will help deliver double the area of rich wildlife habitat and natural greenspace by 2050 (Section5, NSSF Part 2). Policy 9, and throughout the wider LTP document, implies there is "high quality" natural environment across the Combined Authority area, which is not correct. It is important that the LTP assessment recognises that while there are some areas of high quality natural environment, these are relatively small isolated sites across an impoverished landscape. Riquotte, J. (2019) shows there has been significant decline in biodiversity value across Cambridgeshire and Peterborough due to agricultural intensification and development (e.g. housing) with the loss of 84% of our semi-improved grassland since 1930s (from 23.7% of land cover in the 1930s to 4.5% by 2018). By 2018, habitats of potential high biodiversity value (semi-natural and marshy grassland, woodland, scrub and trees and water) only account for 11.4% land of the Cambridgeshire and Peterborough; and only 6.4% of the area has any nature conservation designation.

4.5.21 Small isolated habitats and the species they support are vulnerable to additional pressures, such as pollution and climate change. Any subsequent sterilisation of the landscape, such as LTP projects, have the potential to have a significant impact on the remnant habitats and the resilience of the habitats and species to adapt to these and future pressures. Policy 9 should seek to protect the existing biodiversity assets and avoid adverse impact to any nature conservation designations (including locally important sites) wherever possible through the delivery of the LTP.

4.5.22 Furthermore, Policy 9 should demonstrate how the Combined Authority will ensure the conservation of biodiversity, and wider environmental net gain will be delivered. Some of the LTP projects may conflict with the habitat opportunities map produced by Riquotte, J. (2019), which identify the best location for the creation of semi-natural grassland, wet grassland / wetland and broadleaved / mixed woodland. We therefore recommend that a clear green infrastructure / biodiversity strategy across the Combined Authority is produced to identify the most effective way to deliver appropriate environmental net gain as part of the LTP, such as the use of natural capital investment planning, and deliver strategic scale biodiversity enhancement across the region and delivery of landscape-scale projects (e.g. Great Fen) to ensure the protection of existing biodiversity and overall measurable biodiversity net gain.

4.5.23 Images 11 and 12: Hampton Lake and the River Nene.

4.5.24 Policy 9 should also provide a commitment to a specified level of biodiversity net gain upon which the LTP projects will be delivered and recommend that 20% increase in order to deliver a measurable net gain in biodiversity (NPPF 2019) - this figure has been derived locally through consultation with local government ecologists and Wildlife Trust based on Cambridgeshire & Peterborough having a more impoverished natural environment than most of England. Greater Cambridge Partnership are also looking to implement this figure within their projects.

4.5.25 Policy 9 should also commit the Combined Authority to long-term management of the biodiversity assets for the lifetime of the operational phase of the transport projects, to continue the conservation of habitats and prevent biodiversity loss in the long-term.

In conclusion we are supportive of the LTP; of the collaborative process followed between the Council, Cambridgeshire County Council, the Greater Cambridge Partnership and the Combined Authority; the level of consultation undertaken; and would welcome the inclusion of the points that we have made above.

4.6 **Growth, Environment and Resources Scrutiny Committee**

On 4 September 2019 the Growth, Environment and Resources Scrutiny Committee considered and made comments in respect of the Council's proposed consultation response to the Combined Authority's Local Transport Plan (LTP) as follows:

1. The wording of the climate change emergency motion in the response should be corrected to reflect the amendments that were made to it at Full Council.
2. The reference to the timescales for PCC developing a Climate Emergency action plan should be corrected from 12 months to 31 March 2020.
3. The LTP should be fully aligned with Peterborough City Council's declaration of a Climate Change emergency and contain practical steps for meeting Peterborough City Council's ambitious Environmental targets, such as achieving a zero Carbon City by 2030.
4. Greater emphasis should be placed on developing infrastructure for cycling, walking and public transport in Peterborough.
5. Consideration should again be given to an orbital bus route for Peterborough in collaboration with Stagecoach.
6. The LTP should take into account the total cost of journeys made using different modes of transport and how this impacts travel choices. For example, it may be cheaper for two people to use a taxi than take a bus for a short journey in Peterborough.
7. Consideration should be given to introducing financial measures to encourage modal shift, e.g. congestion charging or workplace parking charges.
8. The Combined Authority should note that Peterborough City Council intends to produce detailed proposals regarding rapid transit once the Mass Transit Study has been completed. The Council also needs to fully evaluate its response in light of its declaration of a Climate Emergency. This response to the consultation should therefore be considered a provisional one.

9. Work should be undertaken to improve capacity on the Birmingham - Stansted Airport rail route and increase the frequency of the Peterborough to Ipswich train service to hourly.
10. Recognise and address the impact of traffic congestion on bus performance. Particular issues were noted around the City Hospital.
11. Recognition that current models of bus provision will not encourage a modal shift towards increased public transport use in rural areas.
12. Investigate the possibility of building a second railway station for Peterborough in Hampton and Werrington if the line is improved to have four tracks to Huntingdon.
13. General concern that the LTP had a disproportionate focus on Cambridge.

5. REASON FOR THE RECOMMENDATION

5.1 The LTP is a statutory document that the Combined Authority must produce and given its importance to Peterborough and the wider area it is essential that the Council responds to the consultation.

6. ALTERNATIVE OPTIONS CONSIDERED

6.1 To not respond to the consultation. This has been rejected because of the importance of this document and its future implications.

6.2 To produce a different consultation response. The draft response has been developed by a number of Officers and has been reviewed by the Growth, Environment and Resources Scrutiny Committee.

7. IMPLICATIONS

7.1 Financial Implications

No direct financial implications are associated with this report but the document will allow the Council to secure future highway funding through a number of different methods.

7.2 Legal Implications

There are no legal implications to the Council as the Combined Authority now has statutory duties with regards to producing an LTP.

7.3 Equalities Implications

A Community Impact Assessment (CIA), incorporating a Health Impact Assessment (HIA), and an Equality Impact Assessment (EqIA) compliant with the Equality Act 2010 have been produced along with the main LTP.

7.4 Rural Implications

There are a number of rural policies within the LTP aimed at supporting and enhancing the rural areas.

7.5 Environmental Implications

The LTP has a number of positive impacts for the Council's Environment Capital priority including reducing emissions; improving sustainable travel; improving equity and local economy; and improving health and well-being.

8. BACKGROUND DOCUMENTS

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

Combined Authority Interim Local Transport Plan
http://cambridgeshirepeterborough-ca.gov.uk/assets/Transport/Interim-Transport-Plan-170628.pdf
Draft Local Transport Plan
https://cambridgeshirepeterborough-ca.gov.uk/about-us/programmes/transport/ltp/
Declaration of our Climate Emergency
https://democracy.peterborough.gov.uk/documents/s39660/12.%20Motions%20on%20Notice.pdf
Riquotte, J (2019) Mapping natural capital and opportunities for habitat creation in Cambridgeshire. Cambridgeshire Biodiversity Partnership.
http://www.cpbiodiversity.org.uk/wp-content/uploads/2018/08/Cambridgeshire-habitat-mapping-final-report-FINAL.pdf

9. APPENDICES

9.1 None.

This page is intentionally left blank

CABINET	AGENDA ITEM No. 7
23 SEPTEMBER 2019	PUBLIC REPORT

Report of:	Steve Cox - Executive Director Place and Economy	
Cabinet Member(s) responsible:	Councillor Hiller - Cabinet Member for Strategic Planning and Commercial Strategy and Investments	
Contact Officer(s):	Richard Kay - Head of Sustainable Growth Strategy	Tel. 863795

CAMBRIDGESHIRE AND PETERBOROUGH MINERALS AND WASTE LOCAL PLAN - PROPOSED SUBMISSION

RECOMMENDATIONS	
FROM: Executive Director of Place and Economy	**Deadline date:** *N/A*

It is recommended that Cabinet recommends that Council:

1. Approves the Proposed Submission ('Publication Draft') Minerals and Waste Local Plan as attached at Appendix A, for the purpose of both its final consultation for six weeks (at some point during November 2019 to January 2020 - if the consultation period includes the Christmas week, then consultation will run for eight weeks); AND its subsequent submission to the Secretary of State for the purpose of independent examination.

2. Approves the proposed Policies Map (including associated inset maps) as set out at Appendix B, for the purpose of consultation alongside the Local Plan consultation AND for subsequent submission to the Secretary of State for consideration alongside the examination of the Local Plan.

3. Delegates to the Head of Sustainable Growth Strategy any presentational improvements, factual updating, or other inconsequential changes (eg correcting typographical errors or factual inaccuracies) to the Publication Draft Plan or Policies Map that (taken together) do not materially affect the policies set out in the Local Plan prior to the consultation commencing, or changes necessary to address any minor amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.

4. Delegates to the Cabinet Member for Growth, Planning, Housing and Economic Development authority to make more substantive changes to the Plan as attached, prior to consultation, provided he should see fit to do so, but only if it would help to address any more substantive suggested amendments arising from the Plan's consideration by Cambridgeshire County Council's democratic process.

5. Delegates to the Head of Sustainable Growth Strategy the ability to agree and consult upon a set of proposed modifications during the examination process (most likely at the very end of the examination process), if asked by the Inspector to do so.

1. ORIGIN OF REPORT

1.1 The report originates from the Cabinet decision on 10 July 2017 to proceed with a new Minerals

and Waste Local Plan, and for that Plan to be prepared jointly with Cambridgeshire County Council (CCC). Cabinet further decided (26 March 2018) to proceed with a consultation on a 'Preliminary Draft' of that Local Plan. In addition, Cabinet decided (4 February 2019) to proceed with a consultation on a 'Further Draft' of that Local Plan.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to enable Cabinet to consider and recommend to Council the approval of the Proposed Submission Cambridgeshire and Peterborough Minerals and Waste (C&P M&W) Local Plan for public consultation during November 2019 - January 2020, and then submission to the Secretary of State.

2.2 The recommended Proposed Submission C&P M&W Local Plan is available at **Appendix A**, and the accompanying Proposed Submission Policies Map is available at **Appendix B.**

2.3 This report is for Cabinet to consider under its Terms of Reference 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?	**YES**	If yes, date for Cabinet meeting	**23 Sept 2019**
Date for relevant Council meeting	**16 Oct 2019**	Date for submission to Government Dept.	**MHCLG, March 2020 (aprx)**

4. BACKGROUND AND KEY ISSUES

Introduction

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

- May 2018 - first round of consultation on the emerging Plan
- March 2019 - second round of consultation
- November 2019 - third and final round of consultation
- March 2020 - 'submission' of Local Plan, in order to commence its independent examination
- November 2020 - adoption

4.2 Officers are pleased to report that the first two stages above were completed on time and on budget. This report sets out the third and final draft version of the Plan which, subject to Cabinet and Full Council approval, will continue to mean we meet our timetable to prepare this new Plan.

4.3 The first round of consultation took place between 16 May and 26 June 2018 (following Cabinet approval to do so, on 26 March 2018). That first stage of Plan consultation could perhaps best be described as an 'issues and options' stage. It set out the proposed approach to the Plan, identifying those elements of the present suite of plans it intended to carry forward (and update as necessary). The Plan did not at that stage set out any draft sites for new Minerals extraction, waste management or any other site allocations. Suggested new sites were sought from operators as part of that first round of consultation. The Cabinet report of 4 February 2019 set out more details on the outcome of that first consultation.

4.4 Between March - May 2019 the Council consulted (following Cabinet approval to do so, on 4 February 2019) on a Further Draft Local Plan, which included an updated Plan and also identified

the preferred locations for new minerals allocations. In summary, the March-May 2019 consultation resulted in just over 400 representations being received from just over 100 individual respondents. The representations were a mix of support and objection to various aspects of the emerging Plan, some relating to the policy wording, others to the preferred allocations in the Plan, and a few to the wider evidence base that we provided.

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

http://consult.peterborough.gov.uk/portal/planning/pc/ccc_pcc_mwlp_2036/further_draft/jfd?pointId=5075313

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

4.6 All comments received during the consultation period have been assessed and taken into consideration during the production of the Proposed Submission C&P M&W Local Plan and appropriate changes made to the Plan, as well as the evidence base updated where necessary. However, as a brief snapshot of some of the main issues raised, and brief commentary on them, Cabinet may wish to note the following:

- A wide range of views were received, including from: developers/agents; parish and district councils; representative bodies (eg government bodies, pressure groups); and members of the public. However, the total volume of representations actually fell slightly compared with the Preliminary Draft, perhaps reflecting a lack of contentious sites being proposed in sensitive locations.
- Whilst virtually all aspects of the Plan received at least some comment, the focus of representations were on site allocations (or lack of an allocation).
- A limited number of proposed allocation sites received a limited number of objections, with the focus of such comments being around highways concerns, amenity issues and heritage concerns. The plan has been adjusted, where appropriate, to address concerns, such as an expanded policy requirement in Policy 2 for mineral allocations, and 'site profiles' added as an appendix to the Plan to set out detailed issues in need of consideration for specific sites.
- Some waste operators, and a few other parties, continued to express concern over the lack of waste management allocations. Our evidence base has been reviewed, but officers believe that due to limited waste capacity need, a more flexible criteria based approach to dealing with such future proposals is the most appropriate.
- Some representations believed that the plan was 'not doing enough' for the environment. Officers have, therefore, strengthened policies on matters such as restoration of sites, promotion of electric vehicle charging infrastructure and protection of carbon and biodiverse-rich peat soils.
- Policies which help safeguard communities have also been strengthened, such as the amenity policy, with new additions such as prevention of 'over-bearing' waste management facilities being built. These additions should assist future planning committee and other planning decision makers should unacceptable proposals be submitted for planning permission.
- Elsewhere, policies have been slightly adjusted or strengthened, in line with Council approved 2019-Motions at both Cambridgeshire CC and Peterborough CC, such Motions directly requiring decisions of the two Councils to make addition effort to address environmental matters and climate change.
- Finally, the opportunity has been taken to iron out any aspect of the plan which were not as clear as it could have been, or not sufficiently in line with national policy.

4.7 A full summary of representations received at both the Preliminary Draft and Further Draft stages will be published at the point of consultation on the Proposed Submission Draft, together with a summary of whether the councils have taken forward suggestions made. There will, therefore, be a clear audit trail throughout the consultation stages.

The Proposed Submission Local Plan

4.8 The Proposed Submission C&P M&W Local Plan (or, in legal terms, it is sometimes known as the 'Publication Draft' Local Plan) is the culmination of extensive work since its inception in July 2017, including consideration of many thousands of pages of evidence and many thousands of representations from the public. Those representations have been extremely helpful in shaping the plan presented, though it is accepted that not everyone will be satisfied with every policy or allocation in the plan.

Key Issues

4.9 The Proposed Submission C&P M&W Local Plan broadly follows the thrust and intent of the previous 'Further Draft' version. Changes between the Further Draft version and this updated version are relatively limited, with the main changes reflecting the representations received (as described above).

4.10 As such, the Plan remains structured in four main parts, with Core Policies to start with, followed by chapters on Minerals and on Waste, and finally a chapter containing 'development management' style set of policies which apply equally to minerals or waste management proposals. The policies themselves range from specific allocations, minerals and waste specific policies, through to more generic policies such as those to protect our environment or heritage assets. Transport and highways matters also get a strong set of policies.

4.11 In terms of allocations, and as was the case at the Further Draft stage, in summary the Plan is proposing to allocate mineral sites but not waste management sites. It also allocates certain areas to be 'safeguarded' from development, or areas where consultation with the minerals and waste authorities will be necessary.

Next Steps

4.12 If Cabinet agrees the Proposed Submission C&P M&W Local Plan, and then subsequently Full Council does likewise, then a number of important steps will take place (and the following assumes Cambridgeshire County Council will likewise agree to the following taking place):

4.13 First, the Plan (and associated material) will be subject to public consultation for six (legal minimum) or eight weeks, at some point between November 2019 - January 2020. If the consultation period falls over the Christmas break, then the consultation period, it is recommended, will be eight weeks. It is important Full Council (and subsequently members of the public) understand this particular round of consultation.

4.14 In simple terms, the consultation is open to everybody (including those who have not made any representations to date), but the crucial aspect to understand is that all representations received are not subsequently considered by officers or by the Council. Instead, they are considered in full by an independent Planning Inspector. It is also important to understand that any objections at this stage must, if they are to be effective and considered by an Inspector, be based on one of the 'tests of soundness' as set down by legislation and national policy. This means that it is not a completely open-ended consultation process, but rather an objector must state why the plan is 'unsound' and what needs to be done to address the matter. It is also important to emphasise that, as set down by legislation, any objections made at earlier consultation stages are not carried forward to this next stage in the process; and as such, if a representor remains unsatisfied with the Local Plan, that representor must repeat their objection at the forthcoming consultation stage, if the representor wants it to be considered. The Inspector will not review objections made at the earlier stages.

4.15 It is fair to say that many members of the public do not, understandably, always comprehend the process at this stage, and are often surprised to find out that the Council as a whole has no opportunity to amend the Local Plan as a result of the consultation (or, if it did so, it would have to consult again). As such, we collectively need to make sure the message is as clear as possible,

and explain that we are following legislative requirements.

4.16 Second, after the close of the consultation in December 2019 or January 2020 (or another nearby date), officers will thereafter upload all representations onto our website (the consultation portal), summarise the key issues raised, publish all evidence base material and 'submit' the Local Plan and associated material to the Secretary of State (or, in practice, to the Planning Inspectorate). This is all scheduled to happen by March 2020 (as planned).

4.17 Third, as soon as the Plan is 'submitted', the plan is taken out of the hands of the Council and its officers, and is in the hands of a Planning Inspector appointed to 'examine' the Local Plan.

4.18 Fourth, that Inspector will consider all representations received, and will hold a number of 'Hearing' sessions as part of the examination, whereby those who wish to verbally raise their objections with the Inspector will get their chance to do so. Officers will sit at all days of the 'hearing', to defend the contents of the Local Plan.

4.19 Fifth, ultimately, the Inspector will prepare an Inspector's Report, which will contain a list of any necessary 'Main Modifications'. As Main Modifications, once finalised, are proposed to make a submitted plan sound and legally compliant, they are effectively binding on the Council, if it wants to adopt the Local Plan.

4.20 Throughout the 'examination' process, there may be times when the Inspector will indicate that he/she is considering recommending a particular Main Modification, and will normally ask officers whether it could offer suggested wording to meet the concern. As such, Council is requested to delegate authority to the Head of Sustainable Growth Strategy to 'negotiate' such possible modifications with the Inspector during the examination process, to enable the smooth running of the examination. These modifications are in effect 'owned' by the Council as the examination proceeds i.e. they are not formally agreed by the Inspector at this stage (though, in practice, they are informally agreed by the Inspector, as it would be pointless coming up with a draft modification which the Inspector clearly had fundamental objections to).

4.21 Such modifications are normally subject to a round of relatively light-touch consultation, before the Inspector formally considers them (though all of this is a matter for the Inspector to decide, and is not set down in legislation). What happens next is that the Inspector normally then uses such a set of modifications to complete the Inspector's Report, though the final set of modifications is entirely in the hands of the Inspector. This is all a rather complex process, both technically and legally, but can be explained in more detail should this be necessary.

Policies Map

4.22 Whilst legislatively complex, a fundamental part of the planning system in England is the 'Policies Map'. To be clear, the Policies Map is not, legally, part of any Local Plan, but rather a geographical representation of the policies found in the 'development plan' as a whole. Each district-level council has its own Policies Map, which shows the various allocations for its area taken from: its own district Local Plan; all Neighbourhood Plans in its area; plus all allocations from the Minerals and Waste Plan, as relevant to its area. In effect, the Policies Map is a live document, and is updated every time a new Local Plan, Minerals and Waste Plan or Neighbourhood Plan is adopted.

4.23 At the 'submission' stage, it is a legal requirement to submit with the C&P M&W Local Plan those changes which will be made to the Policies Map, should the C&P M&W Local Plan be subsequently adopted. It is those changes which can be found at Appendix B.

Programme Officer

4.24 It is a requirement of the examination process to have a Programme Officer in place. Whilst appointed and paid for by the Council, the Officer reports to and acts under the direction of the Inspector. In other words they are an officer of the Examination. The role is a mix of part and full time, depending on the tasks set by the Inspector. Costs will be split between the two Councils.

4.25 All communication with the Inspector, whether by ourselves or any objector, must go through the Programme Officer. No direct communication with the Inspector is permitted, except during the formal 'hearing' sessions of the examination, which is chaired by the Inspector. The two Councils are in the process of securing a Programme Officer, and will do so prior to submission.

5. CONSULTATION

Previous Consultation Stages

5.1 As set out earlier in this report, the Council (with Cambridgeshire County Council) has carried out two earlier stages of public consultation on the emerging Local Plan as well as wider ongoing informal consultation.

Member Consultation

5.2 A draft of the attached Proposed Submission C&P M&W Local Plan has been presented to Planning and Environmental Protection Committee on 3 September and, as requested, a briefing note to the Growth, Environment and Resources Scrutiny Committee. A verbal update arising from these Member consultation process will be given at the Cabinet meeting.

Future Consultation

5.2 As set out in this report, subject to approval by Cabinet and Council (and County Council), public consultation on the Proposed Submission Local Plan will commence in November or December 2019. This is the third and final stage of public consultation.

5.3 Following the public consultation, the document, and any representations made will be submitted to the Secretary of State, who will arrange for a public examination by an independent Inspector from the Planning Inspectorate.

5.4 The Planning Inspector may be minded to make recommendations that would result in significant changes to the Proposed Submission C&P M&W Local Plan. In this case there would likely be a further opportunity for comments on any such potential recommended changes, though this is a matter for the Inspector (not the Council) to determine.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 It is anticipated that Cabinet recommend to Council that it approves the Proposed Submission ('Publication Draft') Minerals and Waste Local Plan for public consultation followed by submission to central government.

7. REASON FOR THE RECOMMENDATION

7.1 The recommendation will enable the Minerals and Waste Local Plan to continue through its preparation stages, as scheduled, and will ultimately enable the Council to put in place an up to date and adopted Minerals and Waste Local Plan by the end of 2020/21. Cabinet has previously agreed to the principle of preparing the Plan.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The alternative option of not preparing a new Minerals and Waste Local Plan was rejected by Cabinet in July 2017 as part of the approval of Local Development Scheme.

8.2 The alternative options for each policy have been assessed as part of the Local Plan Sustainability Appraisal Report and other evidence material. All suggested sites, along with reasonable alternatives, have been assessed against detailed site assessment criteria.

9. IMPLICATIONS

9.1 The Proposed Submission C&P M&W Local Plan will, if subsequently adopted, have implications for all sectors of the community throughout the Local Authority area.

Financial Implications

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

- Costs associated with the ongoing consultation and preparation of the C&P M&W Local Plan. These costs can be met from existing budgets.
- By proceeding to submission and examination of the C&P M&W Local Plan, the Council has to commit to resourcing a Programme Officer and an Inspector. Whilst the Programme Officer is relatively low cost (a part time, experienced administrative role), the Inspector fees can be substantial. Such fees are charged on a day rate basis (currently set by legislation at £993), and the Council must sign an agreement in advance stating it will pay such fees, whatever the outcome. As an estimate, such fees (including programme officer) will amount to between £50-£150k, payable in 2020/21. Costs will be shared with Cambridgeshire County Council. The Council has already budgeted £75k for year 2020/21 to cover PCC share of such costs.
- There could be indirect financial implications arising from the development of sites (e.g. provision of infrastructure and services for the new residents, Community Infrastructure Levy monies and s106 arrangements, and increased business rates, council tax or other receipts).

Legal Implications

9.3 The C&P M&W Local Plan must be prepared and adopted in accordance with a wide range of Acts and Regulations, especially the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning (Local Planning) (England) Regulations 2012. The European Waste Framework Directive, 2008 (2008/98/EC), as transposed through the Waste (England and Wales) Regulations 2011(as amended), requires waste planning authorities to put in place waste local plans. In addition, the Council must have regard to national policies and advice contained in guidance issued by the Secretary of State.

Equalities Implications

9.4 All policies and sites within the Proposed Submission Local Plan have been assessed in a Equality Impact Assessment.

10. BACKGROUND DOCUMENTS

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

10.1 A vast amount of evidence has been compiled as part of the plan making process and is either already available on the Council website or will be made available as part of the consultation process due to take place shortly.

10.2 The C&P M&W Local Plan evidence base can be viewed on our website (and will continue to be updated).

11. APPENDICES

11.1 Appendix A - Proposed Submission Local Plan
Appendix B - Proposed Changes to the Policies Map

This page is intentionally left blank

Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036

Proposed Submission Draft

November 2019

Contents

List of Policies **3**

List of Figures **4**

1. Introduction **5**

Introduction to the Cambridgeshire and Peterborough Minerals and Waste Local Plan 5
How to make comments 6
Approach of this Proposed Submission Plan and how comments are dealt with 7
Status of this Proposed Submission Plan November 2019 for Decision Makers 7
Policies Map 8
OS Map - Copyright Note 8
Important Note for the Proposed Submission Local Plan 8

2. Policy Framework and Context **9**

Vision 9
Aims and Objectives 9
Strategic and Non-Strategic Policies 12
Key Diagram 13

3. The Core Policies **14**

Sustainable Development and Climate Change 14
Providing for Mineral Extraction 16
Waste Management Needs 22
Providing for Waste Management 26

4. Minerals Development Specific Policy **30**

Mineral Safeguarding Areas (MSAs) 30
Mineral Development Areas (MDAs) and Mineral Allocation Areas (MAAs) 31
Borrowpits 31
Recycled and Secondary Aggregates, and Concrete Batching 32
Reservoirs and Other Incidental Mineral Extraction 33

5. Waste Management Specific Policies **35**

Waste Management Areas (WMAs) 35
Water Recycling Areas (WRAs) 35
Radioactive and Nuclear Waste 36
Landfill Mining and Reclamation 37
Waste Management Needs arising from Residential and Commercial Development 37

6. Policies for Minerals and Waste Management Proposals **39**

Transport Infrastructure Areas (TIAs) 39
Consultation Areas (CAs) 40
Design 41
Amenity Considerations 42
Restoration and Aftercare 43
Biodiversity and Geodiversity 44

The Historic Environment 46
Water Resources 48
Traffic, Highways and Rights of Way 49
Sustainable Use of Soils 50
Aerodrome Safeguarding 51
Other Developments Requiring Importation of Materials 52

List of Acronyms 53

Appendix 1: Site Profiles

Appendix 2: Block Fen / Langwood Fen Master Plan

Appendix 3: The Location and Design of Waste Management Facilities

List of Policies

POLICY	PAGE
Policy 1: Sustainable Development and Climate Change	15
Policy 2: Providing for Mineral Extraction	19
Policy 3: Waste Management Needs	24
Policy 4: Providing for Waste Management	27
Policy 5: Mineral Safeguarding Areas (MSAs)	30
Policy 6: Mineral Development Areas (MDAs) and Mineral Allocation Areas (MAAs)	31
Policy 7: Borrowpits	31
Policy 8: Recycled and Secondary Aggregates, and Concrete Batching	32
Policy 9: Reservoirs and Other Incidental Mineral Extraction	33
Policy 10: Waste Management Areas (WMAs)	35
Policy 11: Water Recycling Areas (WRAs)	36
Policy 12: Radioactive and Nuclear Waste	36
Policy 13: Landfill Mining and Reclamation	37
Policy 14: Waste Management Needs Arising from Residential and Commercial Development	38
Policy 15: Transport Infrastructure Areas (TIAs)	39
Policy 16: Consultation Areas (CAs)	40
Policy 17: Design	41
Policy 18: Amenity Considerations	42
Policy 19: Restoration and Aftercare	43
Policy 20: Biodiversity and Geodiversity	45
Policy 21: The Historic Environment	47
Policy 22: Water Resources	48
Policy 23: Traffic, Highways and Rights of Way	49
Policy 24: Sustainable Use of Soils	51
Policy 25: Aerodrome Safeguarding	52
Policy 26: Other Developments Requiring Importation of Materials	52

List of Figures

FIGURE	PAGE
Figure 1: Plan and Sustainability Appraisal Objectives	9
Figure 2: Waste arisings for the plan area (2017)	22

1. Introduction

Introduction to the Cambridgeshire and Peterborough Minerals and Waste Local Plan

1.1 The Planning and Compulsory Purchase Act 2004 (the 2004 Act) set the requirement for Mineral and Waste Planning Authorities to prepare Minerals and Waste Development Plan Documents (DPDs) for their administrative areas. These DPDs help form the 'Development Plan' for the area[1]. The term 'Local Plan' has in recent years been favoured over the term 'DPD'.

1.2 Local Plans can be produced jointly by two or more planning authorities. The two Planning Authorities of Cambridgeshire and Peterborough have previously produced the following joint Local Plans:

- Cambridgeshire and Peterborough Minerals and Waste Development Plan Core Strategy DPD (adopted July 2011); and
- Cambridgeshire and Peterborough Minerals and Waste Development Plan Site Specific Proposals DPD (adopted February 2012).

1.3 It is necessary to replace the above two documents because without doing so, they will steadily become out of date. Up to date Local Plans are important, so that all parties (landowners, operators, members of the public etc.) are clear what policies will apply in which locations and for what types of proposals.

1.4 Starting in 2017 (and from 6 April 2018 it became a legal requirement to do so), the two planning authorities carried out a review of the current adopted DPDs and supporting documents, to see which policies were in need of review and which were still relevant, and to determine if a partial or full review of them would be required.

1.5 It was decided that, whilst the two DPDs as a whole were still generally sound, some policies (and potentially allocations) were in need of review. In light of this and of changes made to the national planning system since the current Plans were adopted, it was agreed that they should be reviewed in full.

1.6 Building on the success of previous joint working, both Cambridgeshire County Council and Peterborough City Council agreed to commence preparation of a new joint Minerals and Waste Local Plan. Preparing a joint Local Plan is possible under section 28 of the 2004 Act. The Local Plan will, upon adoption, replace both of the adopted DPDs referred to above.

1.7 The current Minerals and Waste Development Plan Documents also include three Supplementary Planning Documents (SPDs). The Block Fen/Langwood Fen Masterplan SPD and the Location and Design of Waste Management Facilities SPD have been reviewed and

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

have been incorporated into this new Local Plan as Appendix 2 and 3 respectively. Those two SPDs will therefore be revoked on adoption of this new Local Plan.

1.8 The RECAP Waste Management Design Guide SPD is to be retained by Cambridgeshire County Council, and updated in due course. The SPD, along with Policy 14 of this Plan to which it relates, will not apply to the Peterborough Authority Area. The Peterborough Local Plan (adopted July 2019) contains appropriate replacement guidance.

1.9 For the avoidance of doubt, whilst the geographic area of the Plan matches the area of the Cambridgeshire Peterborough Combined Authority, the Plan is the responsibility of, and is being prepared by, Cambridgeshire County Council and Peterborough City Council. The Combined Authority is, however, an important consultee in the process.

How to make comments

1.10 This is the third, and likely final, opportunity for you to make comments on the emerging Local Plan. This Plan has been published under Regulation 19 and this consultation is being undertaken under Regulation 20 of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). If you would like to see details of previous consultation stages, then please see our respective websites.

1.11 Peterborough City Council is hosting the consultation exercise, and comments are welcome from anyone, for any area across Cambridgeshire and Peterborough.

1.12 This Proposed Submission Plan, along with the accompanying Sustainability Appraisal (which has appraised the social, economic and environmental effects of all the policies and allocations in this Plan, along with reasonable alternatives), can be viewed at cambridgeshire.gov.uk/mwlp or peterborough.gov.uk/mwlp. Comments can be made online (during the consultation period) using the consultation portal. Alternatively a Comments Form (Form C) is available to download from the website or collect in paper format from the following locations, where a hard copy of the Plan can also be viewed:

Peterborough City Council's Office	Cambridgeshire County Council's Office
Sand Martin House Bittern Way Fletton Quays Peterborough PE2 8TY Opening hours: 9am to 5pm, Monday to Friday	Shire Hall Castle Hill Cambridge CB3 0AP Opening hours: 9am to 5pm, Monday to Thursday, 9am to 4.30pm Friday

1.13 Comment Forms can be returned by email to planningpolicy@peterborough.gov.uk or by post to Peterborough City Council's address above.

1.14 The closing date for all comments is **23:59 on 19 December 2019**. Please note that all comments will be uploaded to our online consultation portal and will not be confidential (however personal email addresses, postal addresses, telephone numbers and signatures

will not be shown). All comments received will be sent to the Planning Inspectorate along with the Submission Local Plan, due to be submitted in Spring 2020.

Approach of this Proposed Submission Plan and how comments are dealt with

1.15 We are at a reasonably advanced stage in preparing this new Local Plan. Overall, our approach has been one which rolls forward, refreshes and consolidates the existing Minerals and Waste Local Plans, rather than a fundamental review of everything from scratch. We continue to gather evidence (and this consultation is part of that process).

1.16 This Proposed Submission Plan consists mainly of non-site specific policies as well as mineral site allocations. At this stage, the Councils believe that the Plan is now 'sound' and suitable for independent examination. As such, any formal representations you make at this consultation stage are considered by an Inspector, not the Councils, and should specifically address how you believe the Plan meets (or does not meet) the four tests of soundness[2].

1.17 The Councils can no longer make changes to the Plan, only the Inspector can (though the Council can recommend the Inspector makes changes). For further details on what this Proposed Submission stage is all about, from a legal and procedural perspective, please see the Procedure Guide for Local Plan Examinations[3], published by the Planning Inspectorate.

Status of this Proposed Submission Plan November 2019 for Decision Makers

1.18 This Proposed Submission Plan has been produced in accordance with the National Planning Policy Framework (NPPF February 2019), the National Planning Policy for Waste (NPPW October 2014) and National Planning Practice Guidance (NPPG). The Plan has been written to complement the NPPF and NPPW and to comply with the guidance in the NPPG. Should the NPPF, NPPW or NPPG be revised in the future, then any references to them in this document should be checked against the latest versions in force at that point in time. This Local Plan does not repeat policies in the NPPF or NPPW; it builds on them where necessary and ensures locally specific issues are covered.

1.19 Paragraph 48 of the NPPF clarifies the position on the status of emerging plans. It states:

Local planning authorities may give weight to relevant policies in emerging plans according to:

a. *the stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);*
b. *the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*

[2] National Planning Policy Framework (February 2019), Paragraph 35
[3] https://www.gov.uk/government/publications/examining-local-plans-procedural-practice

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

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

Policies Map

1.21 The draft Policies Map which accompanies this Proposed Submission Plan shows the relevant spatial policies on an Ordnance Survey map base, identifying how the Policies Map would be amended if the plan was adopted as presently written. These policies relate to Mineral Safeguarding Areas (MSAs), Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs), Water Recycling Areas (WRAs) and Consultation Areas (CAs). You can make representations on the draft Policies Map (such as the allocations and their boundaries) as part of this consultation exercise.

1.22 Upon adoption of this Plan the relevant allocations will be incorporated into the Policies Maps of the relevant individual Cambridgeshire District Councils and Peterborough City Council.

OS Map - Copyright Note

1.23

Important Note for the Proposed Submission Local Plan

1.24 Please note that, on adoption, all of the paragraphs in this section will be deleted, except for paragraphs 1.1-1.3 and 1.23. For the rest of this document, the text as written is that as intended by the Councils to be adopted.

2. Policy Framework and Context

Vision

2.1 The following sets out our high level vision for minerals and waste management development.

> *Over the plan period to 2036 Cambridgeshire and Peterborough will ensure a steady, adequate but sustainable supply of minerals to meet current and projected future need. There will be an increased commitment to the use of secondary and recycled aggregate over land won material, with restoration and aftercare placed at the forefront of planning decisions.*
>
> *As existing communities grow and new communities are formed, a network of waste management facilities will provide for the sustainable management of all wastes to the achievement of net self-sufficiency.*
>
> *A balance will be struck between meeting present and future needs, and maintaining and enhancing the social, environmental and economic vibrancy of the plan area.*

Aims and Objectives

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

Figure 1: Plan and Sustainability Appraisal Objectives

Headline Objective		**Criteria to help determine whether objective is/could be met**
Sustainable mineral development		
1	Ensure a steady and adequate supply of minerals to support growth whilst ensuring the best use of materials, and protection of land	determine applications for mineral development without delay prevent needless sterilisation of mineral resources through the use of mineral safeguarding areas safeguard existing mineral development make adequate provision in order to ensure continuity of supply of mineral for the plan area
Sustainable waste management		
2	Contribute positively to the sustainable	manage the waste arising in the plan area over the plan period, with appropriately located and distributed waste management facilities of a

	management of waste	high quality in operation and in design move treatment of waste up the waste hierarchy achieve net waste self-sufficiency safeguard existing waste management facilities and infrastructure, including from incompatible development that may prejudice waste use promote/allow scope for new technology and innovation in waste management ensure that all major new developments undertake sustainable waste management practices (including, where appropriate, the provision of temporary waste management facilities throughout construction)
Resilience and restoration		
3	Support climate change mitigation and adaptation, and seek to build in resilience to the potential effects of climate change	minimise greenhouse gas emissions reduce the demand for energy and maximise the use of energy from renewable sources minimise the use of virgin mineral by encouraging the efficient use of materials (including the recycling and re-use of waste and the minimisation of construction waste) encourage operational practices and restoration proposals which minimise or help to address climate change
4	Protect water resources and quality, mitigate for flood risk from all sources and seek to achieve a reduction in overall flood risk	ensure waste development and associated infrastructure are not at risk of flooding ensure infrastructure associated with mineral development is not at risk of flooding ensure mineral and waste development will not affect water resource quantity and quality
5	Safeguard productive land	avoid the loss of the best and most versatile agricultural land for waste development and prioritise the location of waste development on previously developed sites over greenfield land minimise soil contamination and safeguard soil quality and quantity
Employment and economy		
6	Support sustainable economic growth and the delivery of employment opportunities	support the development and growth of sustainable communities and provision of infrastructure within the plan area provide training and employment opportunities

		maximise the sustainable economic benefits of mineral operations and waste management in the plan area ensure mineral supply for construction ensure effective and adequate waste infrastructure for existing and future development
Infrastructure		
7	Reduce road traffic, congestion and pollution; promote sustainable modes of movement and efficient movement patterns; and provide and maintain movement infrastructure	reduce the reliance on road freight movements of minerals and waste and seek to increase the efficient use of other modes of movement where road transportation is necessary, minimise the total vehicle kilometres travelled and encourage the use of low emission vehicles safeguard current and future infrastructure for minerals, waste, concrete batching, coated materials manufacturing, other concrete products and the handling, processing and distribution of aggregate material
Natural environment and landscapes		
8	Conserve and enhance the quality and distinctiveness of the landscape	minimise adverse impacts to local amenity and overall landscape character protect designated assets such as designated nature sites, open spaces, parks, gardens, historic landscapes
9	Protect and encourage biodiversity and geodiversity	protect and enhance habitats of international, national or local importance maintain wildlife corridors and minimise fragmentation of green spaces utilise opportunities to enhance biodiversity and geodiversity and achieve net gains
Built and historic environment		
10	Protect and where possible enhance the character, quality and distinctiveness of the built and historic environment	retain and enhance the character, distinctiveness and accessibility of townscapes ensure mineral and waste development conserves, protects and enhances designated and undesignated heritage assets and their settings, including archaeological assets
Health and wellbeing		
11	Protect and enhance the health and wellbeing of communities	avoid adverse effects on human health and safety or minimise to acceptable levels safeguard the residential amenity of new and existing communities

		provide opportunities to improve health and amenity through the restoration and management of former minerals and waste sites encourage opportunities for education about minerals and waste
12	Minimise noise, light and air pollution	minimise noise and light pollution arising from activities associated with waste development, waste management, mineral extraction and mineral movement minimise air pollution

Strategic and Non-Strategic Policies

2.3 The NPPF states that the Development Plan "*must include strategic policies to address each local planning authority's priorities for the development and use of land in its area*"[4]. It goes on to say that "*Strategic policies should set out an overall strategy for the pattern, scale and quality of development*"[5] and that "*Plans should make explicit which policies are strategic policies. These should be limited to those necessary to address the strategic priorities of the area (and any relevant cross-boundary issues), to provide a clear starting point for any non-strategic policies that are needed. Strategic policies should not extend to detailed matters that are more appropriately dealt with through neighbourhood plans or other non-strategic policies.*".

2.4 Further, the NPPF states that "*Strategic policies should provide a clear strategy for bringing sufficient land forward, and at a sufficient rate, to address objectively assessed needs over the plan period, in line with the presumption in favour of sustainable development. This should include planning for and allocating sufficient sites to deliver the strategic priorities of the area*"[6].

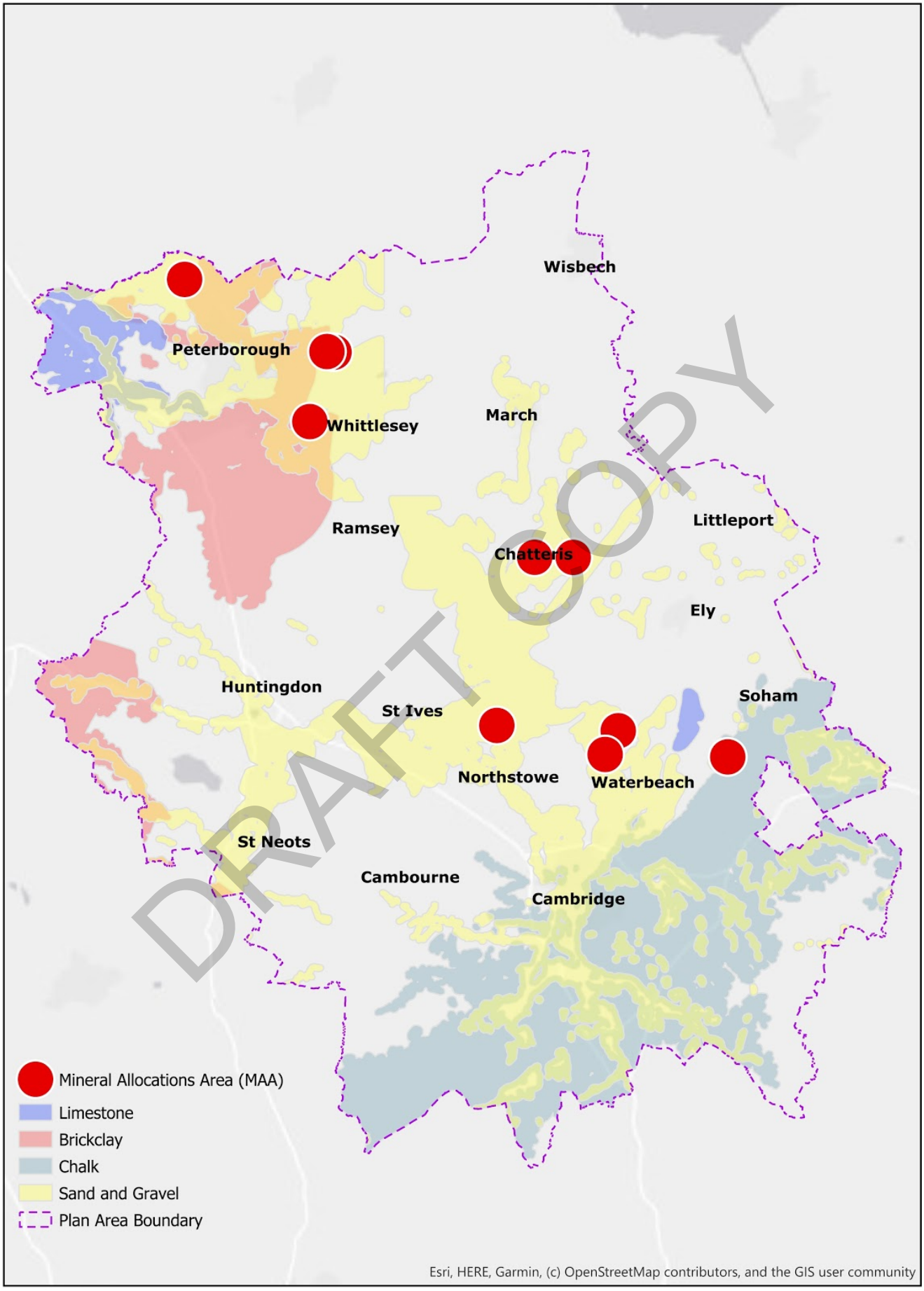
2.5 The NPPF then explains that "*Non-strategic policies should […] set out more detailed policies for specific areas, neighbourhoods or types of development. This can include allocating sites, the provision of infrastructure and community facilities at a local level, establishing design principles, conserving and enhancing the natural and historic environment and setting out other development management policies*"[7].

2.6 An important reason for being explicit about which policies are strategic or not is that, as the NPPF explains, "*Neighbourhood plans should not promote less development than set out in the strategic policies for the area, or undermine those strategic policies*."[8].

2.7 Having considered all of the above, it has been determined that all of the Policies in this Plan are regarded as Strategic Policies.

[4] National Planning Policy Framework (February 2019), Paragraph 17
[5] National Planning Policy Framework (February 2019), Paragraph 20
[6] National Planning Policy Framework (February 2019), Paragraph 23
[7] National Planning Policy Framework (February 2019), Paragraph 28
[8] National Planning Policy Framework (February 2019), Paragraph 29

Key Diagram



3. The Core Policies

Sustainable Development and Climate Change

3.1 The NPPF makes it clear that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies can play an active role in guiding development towards sustainable solutions. It is also appropriate for Local Plans to include planning measures to address climate change mitigation and adaptation.

3.2 The NPPF also makes it clear that Local Plans should take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures. It is also appropriate for Local Plans to support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts and avoid increased vulnerability to the range of impacts arising from climate change.

3.3 The Climate Change Act 2008 sets up a framework for the UK to achieve its long-term goals of reducing greenhouse gas emissions and to ensure steps are taken towards adapting to the impacts of climate change. That Act also introduced section 19 (1A) into the Planning and Compulsory Purchase Act 2004, which requires local planning authorities to address climate change in preparing Local Plans.

3.4 In terms of vulnerability to climate change, the plan area includes large areas of low lying land which is potentially highly vulnerable to the effects of climate change, such as from flood risk and sea level rises. The high volume of protected habitats are also potentially vulnerable to the effects of climate change, as most of such protected habitats are low lying, and very sensitive to the water environment.

3.5 In addition, lowland peatlands represent one of the most carbon-rich ecosystems in the UK, and Cambridgeshire and Peterborough has extensive such lands. As a result of widespread modification and drainage (usually to support agriculture), they have been converted from natural carbon sinks into major carbon emitting sources, and are now amongst the largest sources of greenhouse gas (GHG) emissions from the UK land-use sector.

3.6 Mineral development especially can cause considerable loss of high quality agricultural land and/or peat land, and is an important consideration for proposals. However, restoration of mineral sites can also afford unique opportunities to create habitats which can act as living carbon sinks, and which may assist in reducing the erosion of, and thereby protection of such valuable soils e.g. through the creation of lowland wet grassland. In the plan area there is potential to achieve this on a strategic and landscape scale, and to contribute at the same time towards achieving national biodiversity objectives.

3.7 A robust policy addressing all of the above matters is therefore required in this Local Plan, as set out below.

Policy 1: Sustainable Development and Climate Change

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

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

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

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

(a) demonstrating how the location, design, site operation and transportation related to the development will help to reduce greenhouse gas emissions (including through the adoption of emission reduction measures based on the principles of the energy hierarchy); and take into account any significant impacts on human health and wellbeing and on air quality;
(b) where relevant, setting out how the proposal will make use of renewable energy including opportunities for generating energy from waste for use beyond the boundaries of the site itself, and the use of decentralised and renewable or low carbon energy;
(c) for proposals which involve the temporary or permanent removal of peat soils, measures to make long term sustainable use of such soils (see also Policy 24); and
(d) for waste management proposals, (i) how the principles of the waste hierarchy have been considered and addressed; and (ii) broadly quantifying the reduction in carbon dioxide and other relevant greenhouse gases e.g. methane, that should be achieved as part of the proposal, and how this will be monitored and addressed in future.

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

(e) avoiding proposals which could increase vulnerability to the range of impacts arising from climate change;
(f) incorporation of sustainable drainage schemes to minimise flood impacts, and, if viable opportunities exist, reduce current floodrisk;
(g) measures to manage water resources efficiently (and where restoration proposals are reliant on water, ensure sufficient water resource will be available);
(h) measures to assist habitats and species to adapt to the potential effects of climate change; and
(i) measures to adapt to the potential impacts of excess heat and drought.

Providing for Mineral Extraction

3.8 Minerals are essential to support sustainable economic growth and our quality of life. This Plan sets out an overarching spatial strategy for minerals. This is important in order to guide not only allocations made in the Plan, but also proposals on non-allocated sites which may subsequently come forward as planning applications.

3.9 Within the plan area sand and gravel is the primary mineral in terms of commercial resource. Historically extraction has been located in the Nene and Ouse River Valleys but more recently the move has been away from these areas as they are now the focus of other national planning policies which seek to protect and enhance their biodiversity. Extraction has therefore shifted to fen edge deposits where there are significant reserves and, in some instances, give rise to the opportunity to enhance biodiversity through restoration on a landscape or a local scale.

3.10 Needingworth Quarry is a good example of this, where a nationally significant reedbed is being created. The spatial strategy for this Plan continues this approach, focusing extraction at fen edge deposits where restoration can contribute to international and national biodiversity objectives, as well as flood risk management gains.

3.11 For some minerals the spatial options are more constrained. The brickpits near Whittlesey for example involve the extraction of brickclay on an industrial scale. Other areas involve smaller scale extraction, such as the high quality industrial chalk at Steeple Morden. National policy requires Mineral Planning Authorities to make provision for industrial and local mineral needs, either through allocations, criteria based policies or a mixture of the two.

3.12 Within the plan area, limestone is located in a small geographical area mainly to the north west of Peterborough. It is oolitic in nature, thereby limiting its value as a crushed rock aggregate, and it is also a diminishing resource. It was not possible to allocate any limestone sites through the previous Plan, and no sites came forward through its criteria based policy. Only one site was submitted for inclusion in this Plan but is not deemed suitable for allocation. This Plan therefore continues the same broad approach as the previous Plan, relying on a criteria based approach for limestone extraction.

3.13 Mineral for infrastructure projects such as major road improvements could come from existing or allocated mineral workings, or it could come from dedicated sites close to and specific to that project. These ‘borrowpits’, which would be temporary in nature, may reduce the impact of mineral working for those local communities on the routes from existing mineral sites and have a lower carbon impact (due to less mineral miles travelled). There could, however, also be an impact on local communities, the landscape or other matters from borrowpits, and permission of any such site must take account of the full planning balance.

3.14 Some minerals have particular characteristics which mean that they lend themselves to specialist uses. For example, chalk in the Steeple Morden area is used for a range of manufacturing processes, and clay in the Burwell area is used on a small scale for the manufacture of traditional handmade bricks and tiles. Such minerals need to be worked where they occur and provision needs to be made for such specialist uses to continue.

Mineral spatial strategy and meeting the need for minerals

3.15 This Plan follows national planning policy in planning for a steady supply of sand and gravel and limestone i.e. the main aggregates which occur in the plan area. This includes taking the advice of the East of England Aggregates Working Party (AWP) which, in November 2017, agreed that, in the absence of updated national guidelines on aggregate provision, the methodology contained in the NPPF and NPPG would form the basis of determining aggregate provision for Minerals Plans.

3.16 There are however many factors which inform the calculation of future mineral need. The key elements which this Plan has taken into account that inform the level of future provision for aggregates, and which are also indicators of the security of supply, are as follows:

(a) the average of the past 10 years of aggregate sales data;
(b) the average of the past 3 years of aggregate sales data;
(c) the landbanks and other information contained in the Cambridgeshire and Peterborough Local Aggregates Assessment (LAA);
(d) an assessment of other supply options e.g. the supply of secondary and recycled aggregates and marine dredged material;
(e) matters relating to mineral supply raised through the duty to cooperate with other Mineral Planning Authorities;
(f) knowledge of major current and planned infrastructure projects within the plan area and the wider region, including London; and
(g) the geological extent of mineral and its quality, plus other relevant factors related to its extraction (such as site specific constraints).

Sand and Gravel

3.17 Sand and gravel is the most significant resource in the plan area. The NPPG requires Mineral Planning Authorities (MPAs) to maintain a stock of sand and gravel reserves (a landbank) equivalent to at least 7 years supply. The LAA (December 2018) records that Cambridgeshire and Peterborough, at the end of 2017, had permitted reserves of 41.43 million tonnes.

3.18 The 10 year average of sand and gravel sales is 2.36 million tonnes per annum (Mtpa). Annual sales have however increased in recent years, with the 3 year average being 2.89Mtpa. Part of this increase is attributed to construction of the A14 improvement scheme, however the general trend upwards needs to be recognised and reflected in the annual provision rate.

3.19 Taking account of these two metrics and other measures highlighted from (a) to (g) above, the Councils have determined that an appropriate annual provision rate for the Plan is **2.6Mtpa**. This represents the mid-point between the 10 year sales average and the 3 year sales average, and is also a 10% increase on the 10 year sales average (10% often being used as a proxy for a buffer above the 10 year sales average in other Minerals and Waste Local Plans). At 2.6Mtpa, this would equate to a landbank of 15.9 years.

3.20 Moving forward, the spatial strategy of this Local Plan is for extraction of sand and gravel to take place in a broad corridor north to south through the centre of the plan area. Such

extraction will take place from sites allocated for that purpose on the Policies Map. Such extraction will help to support three important objectives of this Local Plan:

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

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

Limestone

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

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

Brickclay

3.24 The spatial strategy for brickclay extraction is to continue extraction at existing consented sites, broadly in an area to the south and east of Peterborough. Future extraction will take place at Kings Delph, Whittlesey, a site allocated on the Policies Map. Localised specialist brickclay is also allocated at Burwell Brickpits.

3.25 National planning policy requires that a landbank of brickclay is maintained, in the order of 25 years of supply. The extensive reserves of brickclay in the plan area, close to the Whittlesey brickworks complex, should meet this requirement. To ensure the continuity of supply, land located in the Cambridgeshire side of the Kings Delph area, which straddles the administrative boundaries of the two authorities, is allocated for future extraction, delivering an estimated 27 million tonnes of brickclay, which is over 60 years supply, in addition to existing permitted reserves on the Peterborough side.

Other minerals

3.26 Other minerals such as chalk, building stone (including clunch), and limestone for non-aggregate purposes, are a very limited resource in the plan area. The spatial strategy for such minerals is to continue extraction on a small scale to meet such specialist needs; which could occur via the working of existing consents, or via the provisions of Policy 2: Providing for Mineral Extraction. No allocations are made for such 'other minerals'.

Site Profiles

3.27 To assist the preparation of planning applications, at Appendix 1 each allocated site below has a 'site profile' setting out specific key information and potential site considerations for each site. Such profiles are not policy, but are intended to offer a snapshot of issues for each site and assist in the interpretation and application of relevant generic policies. Please note the introductory explanation at the start of Appendix 1.

Policy 2: Providing for Mineral Extraction

Sand and Gravel, Limestone and Brickclay

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

	Plan Period 2016-36 (Mt)	Provision Rate (Mtpa)
Sand and Gravel	**54.6**	**2.6**
Limestone	**6.3**	**0.3***

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

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

Sand and Gravel		
Site	**Reserve†**	**Site Specific Requirements**
M019: Bare Fen & West Fen, Willingham/Over	3.000	● Access must be through the existing Needingworth Quarry and mineral should be moved by field conveyor to the existing Quarry for processing; onward transportation should use the agreed HCV routing. ● Restoration to a reedbed priority habitat, as an extension to the existing approved restoration scheme for Needingworth Quarry. ● Development should conserve and where appropriate enhance heritage assets and their settings.
M021: Mitchell Hill Farm South, Cottenham	0.140	● Access must be via the existing A10 roundabout ● Site must be be worked through the Mitchell Hill north

		processing plant. ● Restoration must be to an agricultural after-use at original levels. ● Development should conserve and where appropriate enhance heritage assets and their settings.
M022: Chear Fen, Cottenham	0.820	● Access must be via the existing A10 roundabout ● Site must be be worked through the Mitchell Hill north processing plant. ● Restoration must be to agriculture and nature conservation; with lowland wet grassland, complementary to that being created at Mitchell Hill North, along the corridor of the River Great Ouse.
M028: Kings Delph, Whittlesey	0.350	● A comprehensive programme of archaeological mitigation will be required which takes into account the proximity to Must Farm, a Bronze Age settlement; and Horsey Hill Civil Fort, a Scheduled Monument. ● Minerals must be transported to the brickworks by conveyor to minimise impact on A605.
M029: Gores Farm, Thorney	1.600	● A comprehensive Heritage Impact Assessment will be required to inform the extent of the development at the master-planning stage and submitted with any planning application. Harm to the significance of heritage assets should be avoided in the first instance and appropriate mitigation measures should be identified for any remaining harm. This is likely to include a significant no development buffer around the on-site scheduled monuments, together with a heritage-led restoration scheme. ● A comprehensive biodiversity report will be required which considers opportunities for and impacts on biodiversity, including, in particular, any impacts on the Nene Washes Ramsar, SAC, SPA, and SSSI‡.
M033: Land off Main Road, Maxey	1.925	● Access to the existing processing plant must be across Etton Road, either vehicular or by conveyor. ● Access to the HCV network will be via the existing Maxey quarry entrance, turning right onto Maxey Road joining at the A15 roundabout.
M034: Willow Hall Farm, Thorney	2.800	● A comprehensive Heritage Impact Assessment will be required to inform the extent of the development at the master-planning stage and submitted with any planning application. Harm to the significance of heritage assets should be avoided in the first instance and appropriate mitigation measures should be identified for any remaining harm. This is likely to include a significant no development buffer around the on-site, and potentially off-site, scheduled monuments, together with a heritage-led restoration scheme. ● A comprehensive biodiversity report will be required which considers opportunities for and impacts on biodiversity, including, in particular, any impacts on the Nene Washes Ramsar, SAC, SPA, and SSSI‡.

M035: Block Fen/Langwood Fen East, Mepal	4.680	● Must be worked and restored in a phased manner in accordance with the Block Fen/Langwood Fen Master Plan set out in Appendix 2. ● Development should conserve and where appropriate enhance heritage assets and their settings.
M036: Block Fen/Langwood Fen West, Mepal	2.308	● Must be worked and restored in a phased manner in accordance with the Block Fen/Langwood Fen Master Plan set out in Appendix 2. ● Development must protect the Grey's Farm, Horseley Fen Scheduled Monument and its setting.

‡Part of meeting this requirement will require the submission of sufficient information from the applicant to enable the completion of a project-level screening exercise under The Conservation of Habitats and Species Regulations 2017 (as amended), which identifies whether the land affected by the proposed development is regularly used by qualifying species (especially foraging and roosting swans) of the Nene Washes Ramsar, SAC, SPA, and SSSI and whether the proposal will have a likely significant effect. If that screening concludes that full Appropriate Assessment (AA) is needed, sufficient information will need submitting to enable Peterborough City Council to complete that AA. This process will need to demonstrate that the development will not have a significant adverse effect on the integrity of the Nene Washes.

Brickclay		
Site	**Reserve**†	**Site Specific Requirements**
M023: Burwell Brickpits, Burwell	0.04	● Restoration must be to a biodiversity use which complements and supports the designated County Wildlife Site
M028: Kings Delph, Whittlesey	27	● A comprehensive programme of archaeological mitigation will be required which takes into account the proximity to Must Farm, a Bronze Age settlement; and Horsey Hill Civil Fort, a Scheduled Monument ● Minerals must be transported to the brickworks by conveyor to minimise impact on A605.

Permission for mineral extraction will only be granted:

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

†All reserve figures are in million tonnes (Mt), are estimated and cover the plan period only. Actual reserves may extend beyond the plan period (see Appendix 1: Site Profiles).

Waste Management Needs

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

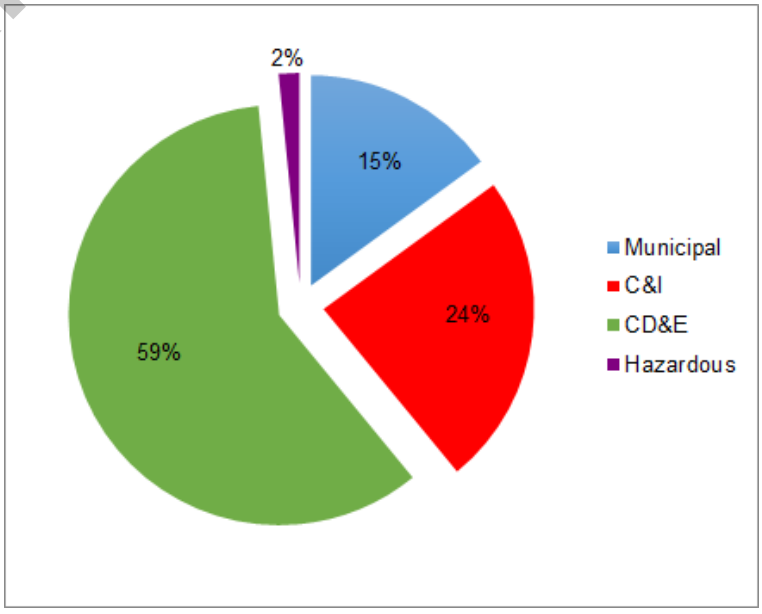
Waste Arising in Cambridgeshire and Peterborough

3.29 It is estimated that in 2017, waste arisings within the plan area totalled around 2.782 million tonnes per annum (Mtpa) of various types of waste including municipal, commercial & industrial (C&I), construction, demolition & excavation (CD&E) and hazardous wastes (see Figure 2 below). The majority of this waste was recycled or otherwise recovered, with disposal to landfill (non-hazardous and inert) accounting for around a third.

3.30 Of the total arisings, around half a million tonnes was exported to other authorities for management with less than a tenth disposed of to landfill (non-hazardous[9] and inert). Waste forecasts indicate that waste arisings from within the plan area could increase to 3.163Mtpa by the end of the plan period (2036). Low-level radioactive waste (LLW) from the nuclear industry is not produced within the plan area. However, a very small amount of LLW is produced from the non-nuclear industry.

3.31 Waste is also imported into the plan area from other Waste Planning Authority (WPA) areas. In 2017 imports significantly outweighed exports (almost fourfold), with over half of waste imported from other WPAs disposed of in landfill (non-hazardous[10] and inert). This indicates that overall the plan area is a net importer of waste. It also demonstrates that landfill void space within the plan area historically has served a wider area and has therefore been subject to external pressures.

Figure 2: Waste arisings for the plan area (2017)



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

[9] Includes stable non-reactive hazardous waste (SNRHW)
[10] Includes SNRHW

overall, the amount of net waste dealt with within a WPA area should be broadly equal to the amount of waste that area produces.

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

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

3.35 The adopted London Plan sees household and C&I waste exports to the East of England gradually reducing from current rates (estimated at 3.449Mt in 2015) and ceasing completely in 2026[11]. In 2015 0.079Mt of household and C&I waste was received from London WPAs at non-hazardous (including SNRHW) landfill sites within the plan area. Although London is moving towards net self-sufficiency in this respect, the intent of the adopted London Plan still needs to be taken into account. Therefore some provision for the landfill of some of London's household and C&I waste is made in the early part of the plan period of this Local Plan (albeit in reality this may be waste which is displaced from other WPAs in the East of England region which are closer to London, with such counties being the likely actual destination for London's residual waste). Our Waste Needs Assessment (WNA) has factored in an appropriate amount of London's non-apportioned household and C&I waste continuing to be imported into the plan area, and consequently has been factored into our calculations to determine the 'capacity gap' for each waste stream.

Waste Management Capacity

3.36 The plan area benefits from an existing network of waste management facilities, with this management capacity[12] significantly contributing towards the identified future need. The difference between the existing capacity (including permitted sites yet to become operational) and identified need is referred to as the capacity gap, or future need. Overall, the plan area is quite well placed in terms of moving towards achieving net self-sufficiency. Our evidence indicates that there is the potential need for hazardous recycling (recovery) and hazardous disposal capacity (see the WNA, June 2019), however these wastes tend to be generated in

[11] Referred to as London's non-apportioned household and C&I waste

[12] Existing management capacity has been determined through the WNA (June 2019) and only captures capacity of sites that have an extant planning permission. This includes capacity of recently permitted sites that are not yet implemented and/or operational (capacity for such sites has been incorporated over the plan period as per the information provided in the relevant application).

lower quantities and are managed at a wider scale to account for economies of scale and operational requirements.

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

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

3.39 Given that the indicative future waste management needs of the plan area (to achieve net self-sufficiency) are comparatively low and relate to hazardous wastes, which are generally produced in lower quantities and managed at a wider scale, no site specific allocations for new waste management facilities have been identified in this Local Plan. However, the Plan's indicative capacity needs do not form a ceiling; where justified and appropriate it may be possible for additional capacity to be approved for a range of waste management methods where this will drive waste up the waste management hierarchy.

3.40 It is also important for the Plan to drive the development of a network of facilities with the aim of communities and businesses being more engaged with, and taking more responsibility for, their own waste. Government policy focuses the proximity principle more towards the disposal of waste and recovery of mixed municipal waste. For these, and other waste types, the intention is for the Plan to include the preference for waste development to support sustainable waste management principles, including the proximity principle. This also links through to supporting sustainable transport movements.

3.41 The Waste Needs Assessment (WNA) June 2019 details the current estimated waste arisings, waste forecasts, existing capacity and other information from which the indicative capacity needs over the plan period were determined.

Policy 3: Waste Management Needs

The Waste Planning Authorities will seek to achieve net self-sufficiency in relation to the management of wastes arising from within the plan area, plus additional provision until 2026 in order to accommodate needs arising from London (specifically regarding non-apportioned household and commercial & industrial waste).

The following sets out the present capacity gap (indicated by a '-' figure) or surplus (indicated by a '+' figure):

			Indicative total waste management capacity needs				
			2017	2021	2026	2031	2036
Waste management – Recovery, Treatment and Recycling (Mtpa)							
Preparing for re-use and recycling	Materials recycling (Mixed - Municipal, C&I)	Forecast arisings	0.662	0.696	0.754	0.806	0.852
		Existing capacity	0.746	0.734	0.892	0.892	0.892
		Capacity gap	+0.084	+0.038	+0.138	+0.086	+0.040
	Composting (Mixed - Municipal, C&I)	Forecast arisings	0.199	0.207	0.225	0.240	0.249
		Existing capacity	0.324	0.373	0.373	0.373	0.373
		Capacity gap	+0.125	+0.166	+0.148	+0.133	+0.124
	Inert recycling (CD&E)	Forecast arisings	0.087	0.066	0.067	0.068	0.068
		Existing capacity	0.184	0.625	0.600	0.600	0.600
		Capacity gap	+0.097	+0.560	+0.533	+0.532	+0.532
Other recovery	Treatment and energy recovery processes (Mixed - Municipal, C&I)	Forecast arisings	0.160	0.226	0.314	0.393	0.416
		Existing capacity	0.327	0.384	0.912	0.912	0.912
		Capacity gap	+0.166	+0.158	+0.598	+0.518	+0.495
	Energy recovery (CD&E wood waste)	Forecast arisings	0.001	0.002	0.002	0.002	0.002
		Existing capacity	0	0	0.048	0.048	0.048
		Capacity gap	-0.001	-0.002	+0.046	+0.046	+0.046
	Soil treatment (CD&E)	Forecast arisings	0.112	0.095	0.097	0.099	0.099
		Existing capacity	0.278	0.315	0.315	0.315	0.315
		Capacity gap	+0.166	+0.220	+0.217	+0.216	+0.216

			Indicative total waste management capacity 2016-2036		
			Total need	Estimated void space	Balance
Waste management – Deposit to land and Disposal (Mt)					
Other recovery	CD&E	Inert recovery*	16.063	13.954	-2.109
Disposal	CD&E	Inert landfill*	3.856	1.932	-1.924
	Mixed - Municipal, C&I	Non-hazardous landfill (including SNRHW)	11.187	12.466	+1.278
		Non-hazardous landfill	*10.817*	*8.525*	*-2.291*
		Non-hazardous (SNRHW) landfill	*0.371*	*3.940*	*+3.569*

*Inert recovery and landfill have a total indicative need of 19.919Mt over the plan period, with an estimated remaining void space of 15.886Mt (around 90% of which is associated with the restoration of mineral extraction

sites), leaving a deficit of 4.033Mt. This deficit is able to be accommodated however through void space created from mineral extraction operations that are or will be permitted over the plan period.

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

Providing for Waste Management

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

3.43 In developing the policy criteria, the Councils consider it appropriate to direct most waste management facilities to the main settlements that exist in the plan area, these being the areas which generate the greater proportion of waste arising, as well as having the better infrastructure (e.g. main highways) to accommodate proposals. The Councils also believe it is appropriate to identify existing and allocated employment land as a suitable location for many types of future waste management development, recognising that waste management development is now often located in buildings and can be indistinguishable from other industrial uses which operate alongside it.

3.44 However, there is no guarantee waste management facilities will come forward on employment land because of viability or other locationally specific reasons, or due to a lack of available land. Accordingly, other locations could be considered, via the criteria based policy below.

3.45 Like the previous Plan, this Local Plan also seeks to embed waste management facilities in new settlements. This could be temporary demolition and construction recycling facilities on a site during the construction phases, to permanent waste management facilities located within new communities.

3.46 The policy below does not make specific reference for applicants to potentially enter into binding restrictions on catchment areas, including tonnages and/or waste types. However, such restrictions might be necessary in order to limit excess waste entering the area and to make acceptable an otherwise unacceptable development.

3.47 As well as being a strategic policy for waste management, the policy below also sets out specific policy for specialist types of waste management. Appendix 3: The Location and Design of Waste Management Facilities also provides guidance on the location of waste management facilities, and should be used to inform the location of waste management facilities in the plan area.

Policy 4: Providing for Waste Management

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

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

Unless otherwise supported by policy provision under one of the sub-headings in the second half of this Policy, new or extended waste management facilities should be located within the settlement boundary* of the existing or planned main urban areas of: Cambourne, Cambridge, Chatteris, Ely, Huntingdon, Littleport, March, Northstowe, Peterborough, Ramsey, Soham, St. Ives, St. Neots, Waterbeach New Town, Whittlesey or Wisbech.

Where the proposed use and operations are potentially suitable within an urban setting (with suitability predominantly determined by applying policies in the Development Plan), then proposals should first consider the use of either:

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

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

Waste Management Facilities - New Strategic Development Areas:
Waste management facilities in new strategic development areas (i.e. 1,500 homes or more, or 10ha or more for employment sites) will be supported where they are of a scale, use and accessibility to enable communities and businesses within that strategic development area to take some responsibility for their own waste.

Waste Management Facilities - Rural Areas:
Only waste management facilities which are located on a farm holding, and where the proposal is

to facilitate agricultural waste recycling or recovery (the majority of which is generated by that farm holding) will, in principle, be supported. Outdoor composting proposals which require the importation of waste material will be determined in accordance with wider policies of the Development Plan.

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

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

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

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

(c) there are no MDAs or MAAs within the plan area which can accommodate the inert waste in a timely and sustainable manner; or
(d) there is clear and convincing evidence that the non-MDA/MAA site would be more suitable for receiving the inert waste; or
(e) landfill engineering is required for reasons of land stability.

Waste Management Facilities - Stable Non-Reactive Hazardous Waste (SNRHW) Disposal:
Where the need for additional capacity for the disposal of SNRHW is demonstrated such capacity will only be permitted at, or through an extension to, existing SNRHW and Non-Hazardous Waste disposal sites.

Waste Management Facilities - Hazardous Waste Treatment and Disposal:
Proposals for the disposal of hazardous waste will only be supported in exceptional circumstances, and where it is demonstrated that there is a clear need for such a facility to be located in the plan area. Proposals for hazardous waste treatment will be supported where there is a demonstrated need, and will be considered in the context of the Development Plan.

Waste Management Facilities - Landraising:

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

Waste Management Facilities - Water Recycling Centres:
Proposals for Water Recycling Centres will be considered under the provisions of Policy 11, rather than this Policy.

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

4. Minerals Development Specific Policy

Mineral Safeguarding Areas (MSAs)

4.1 Mineral Safeguarding Areas (MSAs) are identified in order that known locations of specific mineral resources of local and/or national importance are not needlessly sterilised by non-mineral development. The purpose of MSAs is to make sure that mineral resources are adequately taken into account in all land use planning decisions. They do not automatically preclude other forms of development taking place, but flag up the presence of important mineral so that it is considered, and not unknowingly or needlessly sterilised.

4.2 MSAs are identified on the Policies Map. They constitute the extent of known reserves plus a 250m buffer. During the preparation of this Plan, more detail was set out on their identification in a document entitled 'Methodology for Identifying MSAs (January 2019)'.

4.3 In applying the policy below, applicants and decision makers may also find useful the Minerals Safeguarding Practice Guidance (April 2019), produced by the Mineral Products Association and Planning Officers' Society.

Policy 5: Mineral Safeguarding Areas (MSAs)

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

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

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

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

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

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

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

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

4.5 Please note that Policy 16: Consultation Areas (CAs) covers proposals which fall within 250m of a MDA or MAA. The following policy focuses on the development of MDAs and MAAs themselves.

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

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

Borrowpits

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

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

Policy 7: Borrowpits

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

(a) there is a demonstrated need for the mineral to be extracted from the borrowpit;
(b) it will serve a named project only, and it is well related geographically* to that project;

(c) the site will be restored in accordance with Policy 19: Restoration and Aftercare and within the same timescale as the project to which it relates;
(d) material will not be imported to the borrowpit other than from the project itself, unless such material is required to achieve beneficial restoration; and
(e) the quantity of material and timescale for extraction from the borrowpit will not significantly harm existing operational quarries and local markets.

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

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

Recycled and Secondary Aggregates, and Concrete Batching

4.8 The processing of secondary and recycled aggregates (including inert recycling) represents a potentially major source of materials for construction, helping to conserve primary materials and minimising waste (recognising the fact that minerals are a finite resource). Sites for the handling, storage and processing of recycled and secondary aggregates (including recycled inert waste) are therefore required to ensure provision of 'alternative materials'.

4.9 A concrete batching plant is a device that combines various ingredients to form concrete. Some of these inputs include sand, water, aggregate (rocks, gravel, etc.), fly ash, potash and cement. Such plants are an essential part of the construction industry infrastructure, and can be found on construction sites or, in a more permanent form, off-site (including on mineral sites).

Policy 8: Recycled and Secondary Aggregates, and Concrete Batching

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

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

(a) on operational, committed and allocated mineral sites (for the duration of the working life of the mineral site only, and where this is compatible with an agreed restoration scheme);
(b) on strategic development sites, such as major urban extensions and new settlements (throughout the construction phase); or

(c) on appropriate waste management sites, designated employment land and existing/disused railheads and wharves.

In addition to the above support in principle, all development sites of 100 homes or more, or 5ha or more for employment sites, should include temporary inert and construction waste recycling facilities on site throughout all phases of construction, unless there is clear and convincing justification why this would be inappropriate or impractical.

Reservoirs and Other Incidental Mineral Extraction

4.10 Reservoirs and other forms of development can also give rise to incidental mineral extraction. In these cases the Mineral Planning Authorities (MPAs) will be the determining authority for a planning application if the proposal involves taking the extracted mineral off site. Applicants will be required to provide a sound justification for the proposal. When determining any of the above proposals the MPAs will be concerned to ensure that the mineral extracted is used in a sustainable manner. In the case of sand and gravel, for example, this could be achieved by processing the mineral on site or exporting it to a nearby processing plant. Clay, if extracted, could be used for nearby engineering projects.

4.11 It should be noted that Government is likely to introduce a National Policy Statement (NPS) for Water Resources Infrastructure, including amending the definitions of nationally significant water resources infrastructure set out in the Planning Act to which the NPS will apply. Consequently, larger reservoirs may well be dealt with through the planning system in a different way to smaller reservoirs.

Policy 9: Reservoirs and Other Incidental Mineral Extraction

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

(a) there is a proven need* and demonstrable sustainability benefits† for the proposal, or the proposal is identified in a water company's water resource management plan;
(b) any mineral extracted will be used in a sustainable manner;
(c) where the proposal relates to a reservoir, it has considered wider implications than just the operational needs of the future reservoir, such as whether viable mineral might be sterilised, the loss of productive land, and any dewatering implications during the construction phase. To address some of these implications it may be necessary to minimise the surface area by maximising the depth;
(d) the minimum amount of mineral to be extracted is consistent with the purpose of the development; and
(e) the phasing and duration of development adequately reflects the importance of the early delivery of water resources or other approved development.

*'proven need' would have to demonstrate that the proposal was in the public interest to proceed.

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

5. Waste Management Specific Policies

Waste Management Areas (WMAs)

5.1 Waste Management Areas (WMAs) are specific sites identified on the Policies Map for waste management facilities and consist of existing operational sites (which make a significant contribution to managing any waste stream) and committed sites (i.e. sites with planning permission but which are not yet operational). Policy 3: Waste Management Needs sets the policy framework for WMAs.

5.2 This Plan does not allocate any sites for future waste management development. An up-to-date Waste Needs Assessment prepared alongside this Plan did not identify any capacity gaps which justify the allocation of sites. Proposals for any future waste management development can be dealt with through Policy 4: Providing for Waste Management and other policies in this document. For the avoidance of doubt, criterion (b) below includes Neighbourhood Plans.

5.3 Please note that Policy 16: Consultation Areas (CAs) covers proposals which fall within 250m of a WMA. The following policy focuses on the development of WMAs themselves.

Policy 10: Waste Management Areas (WMAs)

Waste Management Areas (WMAs) are defined on the Policies Map. Within a WMA, development will not be permitted other than:

(a) that which meets Policy 4: Providing for Waste Management; or
(b) proposals which are compatible for that specific site as identified in the Development Plan for the area; or
(c) proposals which demonstrate clear wider regeneration benefits which outweigh the harm of discontinued operation of the site as a WMA, together with a demonstration to the Waste Planning Authority as to how the existing (or recent) waste stream managed at the site will be (or already is being) accommodated elsewhere.

Water Recycling Areas (WRAs)

5.4 It is essential that adequate sewage and wastewater infrastructure is in place prior to the start of development taking place in order to avoid unacceptable impacts on the environment, such as sewage flooding residential or commercial properties, or the pollution of land and watercourses. It is also important that the operation of existing facilities can, as appropriate, be maintained, improved, extended and/or relocated. Whilst a wide range of plans, programmes and studies (such as Water Cycle Studies) are necessary to fully understand and achieve these requirements, this Local Plan can play an important part. As such, all existing and planned Water Recycling Centres (WRCs) are identified on the Policies Map as Water Recycling Areas (WRAs).

5.5 Please note that Policy 16: Consultation Areas (CAs) covers proposals which fall within 400m of a WRA. The following policy focuses on the development of WRCs themselves.

Policy 11: Water Recycling Areas (WRAs)

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

Proposals for new water recycling capacity or proposals required for operational efficiency, whether on WRAs or elsewhere (with such proposals including the improvement or extension to existing WRCs, relocation of WRCs, provision of supporting infrastructure (including renewable energy) or the co-location of WRCs with other waste management facilities) will be supported in principle, particularly where it is required to meet wider growth proposals identified in the Development Plan. Proposals for such development must demonstrate that:

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

Radioactive and Nuclear Waste

5.6 The relatively soft, sedimentary nature of the geology of the plan area is not considered suitable to allow the construction of appropriate structures for the long term storage and disposal of intermediate and higher activity radioactive wastes.

5.7 Controlled disposal of low level radioactive waste takes place at authorised landfill sites where limitations are placed on the type of container, the maximum activity per waste container, and the depth of burial below earth or ordinary waste. Limited disposal also takes place at Addenbrookes Hospital via incineration.

Policy 12: Radioactive and Nuclear Waste

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

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

Landfill Mining and Reclamation

5.8 The interest in landfill mining, as a concept, is growing across Europe, in recognition of the around 500,000 landfill sites in existence (20,000 in the UK), and the potential for valuable resources (especially metals and plastics) which can be found in them. Landfill mining and reclamation may also be for other reasons, such as addressing an existing problem or to facilitate some other form of development upon or near that site.

5.9 In respect of commercial based proposals, the practical benefits and potential harm which can arise from landfill mining are at their infancy of research, and there is no national policy which supports such mining as a matter of principle. In particular, excavating a landfill site close to residential properties is unlikely to be acceptable owing to amenity issues. At the present time at least, therefore, the Councils only offer cautious support for commercial based landfill mining in the plan area.

Policy 13: Landfill Mining and Reclamation

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

(a) without the excavation of waste, the site is posing an unacceptable risk to human health, safety or to the environment; or
(b) removal is required to facilitate other development, provided such other development is in the public interest and the removal would not significantly adversely harm the amenities, temporarily or permanently, of nearby residents or other neighbours; or
(c) a viable waste resource exists, and that the mining and processing of such landfilled material would result in significant environmental gains.

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

Waste Management Needs arising from Residential and Commercial Development

5.10 The Councils will endeavour to ensure that the implications for waste management arising directly from non minerals and waste management development are adequately and appropriately addressed.

5.11 This approach has been taken forward through the Cambridgeshire and Peterborough Waste Partnership (RECAP), and has, since 2012, been assisted by a RECAP Waste Management Design Guide Supplementary Planning Document (SPD). This SPD sets out practical

information on the provision of waste storage, waste collection and recycling in residential and commercial developments. It also includes a Toolkit which developers of such proposals are required to complete and submit as part of their planning application. The SPD will be periodically updated. For proposals in the Peterborough area, the Peterborough Local Plan (July 2019) provides the relevant policy requirements, and as such the following policy does not apply in the Peterborough area.

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

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

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

6. Policies for Minerals and Waste Management Proposals

Transport Infrastructure Areas (TIAs)

6.1 Certain types of transport infrastructure are essential in order to help facilitate more sustainable transportation of minerals and waste. Those of significance are identified on the Policies Map as Transport Infrastructure Areas (TIAs) and are defined for both existing and planned areas. These areas may include railheads, wharves and ancillary facilities such as the following.

- Barrington Cement Works Railhead, Barrington
- Bourges Boulevard Rail Sidings, Peterborough
- Cambridge Northern Fringe Aggregates Railheads, Cambridge
- European Metal Recycling, Snailwell
- Queen Adelaide Railhead, Ely
- Whitemoor, March
- Wisbech Port, Wisbech

6.2 Please also see Policy 23: Traffic, Highways and Rights of Way for wider transport and highway related policy requirements relating to matters such as traffic, highways, Heavy Commercial Vehicles (HCVs) and Public Rights of Way.

6.3 Please note that Policy 16: Consultation Areas (CAs) covers proposals which fall within 250m of a TIA. The following policy focuses on the development of TIAs themselves.

Policy 15: Transport Infrastructure Areas (TIAs)

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

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

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

Consultation Areas (CAs)

6.4 Consultation Areas (CAs) are buffers around Mineral Allocation Areas (MAAs), Mineral Development Areas (MDAs), Waste Management Areas (WMAs), Transport Infrastructure Areas (TIAs) and Water Recycling Areas (WRAs).

6.5 They are designated to ensure that such sites are protected from development that would prejudice operations within the area for which the buffer is identified, or to protect development that would be adversely affected by such operations (for example residential development being located close to a waste site and subsequently suffering amenity issues).

6.6 Buffers are typically 250m around the edge of a site (400m in the case of WRAs). In defining CAs, each site is considered individually, and if circumstances have suggested the typical buffer from the edge of any site should be varied (e.g. due to mitigation proposals) then this has been taken into account.

6.7 CAs are designed to alert prospective developers and decision takers to development (existing or future) within the CA to ensure adjacent new development constitutes an appropriate neighbouring use and that any such permitted development reflects the agent of change principle. New neighbouring development can impact on certain mineral and waste management development and associated infrastructure, making it problematical for them to continue to deliver their important function. In line with the agent of change principle any costs for mitigating impacts on or from the existing minerals and/or waste-related uses will be required to be met by the developer.

Policy 16: Consultation Areas (CAs)

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

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

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

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

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

(e) be buildings regularly occupied by people; or

(f) be land which is set aside for regular community use (such as open space facilities designed to attract recreational users, but excluding, for example, habitat creation which is not designed to attract recreational users).

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

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

Design

6.8 The following policy is primarily associated with waste management facilities, because such facilities normally include an element of permanent new build development, but could also apply to mineral proposals. Such development must be of a high quality design.

6.9 Appendix 3: The Location and Design of Waste Management Facilities provides specific guidance on the design of waste management facilities, and should be used to inform the design of waste management facilities in the plan area.

Policy 17: Design

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

New mineral and waste management development must:

(a) make efficient use of land and buildings, through the design, layout and orientation of buildings on site and through prioritising the use of previously developed land;
(b) be durable, flexible and adaptable over its planned lifespan, taking into account potential future social, economic, technological and environmental needs through the structure, layout and design of buildings and places;
(c) provide a high standard of amenity for users of new buildings and maintain or enhance the existing amenity of neighbours;
(d) be designed to reduce crime, minimise fire risk, create safe environments, and provide satisfactory access for emergency vehicles;
(e) create visual richness through building type, height, layout, scale, form, density, massing, materials and colour and through landscape design;

(f) retain or enhance important features and assets (including trees and hedgerows) within the landscape, treescape or townscape and conserve or create key views; and
(g) provide a landscape enhancement scheme which takes account of any relevant landscape character assessments (including any historic landscape assessment) and which demonstrates that the development can be assimilated into its surroundings and local landscape character;

and, where appropriate for the development:

(h) provide well designed boundary treatments (including security features) that reflect the function and character of the development and are well integrated into its surroundings; and
(i) provide attractive, accessible and integrated vehicle and cycle parking which also satisfies the parking standards of the Development Plan for the area, and incorporates facilities for electric plug-in and other ultra-low emission vehicles.

For waste management proposals, detailed design guidance can be found in Appendix 3: The Location and Design of Waste Management Facilities. This guidance provides a framework for creating distinctive places, with a consistent and high quality standard of design. Whilst the guidance provides a degree of flexibility, it will be used to assist in determining whether a proposal is consistent with the approach set out in this policy.

Amenity Considerations

6.10 Minerals and waste management development can have the capacity to adversely impact on the amenity of local residents, businesses and other users of land. This could be in the immediate vicinity of the development, or for example along transportation routes associated with the development.

6.11 Development should aim to ensure that a high standard of amenity is retained and, where possible, enhanced, for all existing and future users of land and buildings which may be affected.

Policy 18: Amenity Considerations

Proposals must ensure that the development proposed can be integrated effectively with existing or planned (i.e. Development Plan allocations or consented schemes) neighbouring development. New development must not result in unacceptable adverse impacts on the amenity of existing occupiers of any land or property, including:

(a) risk of harm to human health or safety;
(b) privacy for the occupiers of any nearby property;
(c) noise and/or vibration levels resulting in disturbance;
(d) unacceptably over bearing;
(e) loss of light to and/or overshadowing of any nearby property;
(f) air quality from odour, fumes, dust, smoke or other sources;
(g) light pollution from artificial light or glare;

(h) increase in litter; and
(i) increase in flies, vermin and birds.

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

Restoration and Aftercare

6.12 Most mineral development is of a temporary nature, as is some waste development, notably that related to landfill. Development that is temporary in nature (other than temporary use of a permanent building) should always have an approved scheme for restoration and an end date by which this will have been implemented.

6.13 Achieving the satisfactory restoration of mineral sites and former waste management sites is of paramount importance. Restoration of mineral and waste sites must be done progressively, with sections of the site worked and then restored at the earliest opportunity. It is acknowledged however that the particular after-use of a site should be a matter for discussion on a case by case basis, as should the aftercare arrangements (with such aftercare potentially extending to 10 years or more).

Policy 19: Restoration and Aftercare

All mineral extraction related proposals, and all waste management proposals which are likely to be temporary in nature, must be accompanied by a restoration and aftercare scheme proposal, secured if necessary by a legal agreement.

Such a proposal must, where appropriate:

(a) set out a phasing schedule so as to restore available parts of the site to a beneficial afteruse as soon as is reasonably practicable to do so, and to restore the whole of the site within an agreed timeframe. Only in exceptional circumstances, such as where the afteruse is a reservoir or on very small sites where phasing is not practical, will a non-phased scheme be approved;
(b) reflect strategic and local objectives for countryside enhancement and green infrastructure, including those set out in relevant Local Plans and Green Infrastructure Strategies, in the Local Nature Partnerships vision and strategic proposals, as well as any applicable wider Development Plan objectives;
(c) contribute, if feasible, to identified flood risk management and water storage needs (including helping to reduce the risk of flooding elsewhere) or water supply objectives and incorporate these within the restoration scheme;
(d) demonstrate net biodiversity gain through the promotion, preservation, restoration and recreation of priority habitats, ecological networks and the protection and recovery of priority species populations, linked to national and local targets;

(e) protect geodiversity and improve educational opportunities by incorporating this element within the restoration scheme, by leaving important geological faces exposed and retaining access to them; and
(f) incorporate within the restoration scheme amenity uses, such as formal and informal sport, navigation, and recreation uses.

Where it is determined that restoring the land to agricultural use is the most suitable option (in whole or part), then the land must be restored to the same or better agricultural land quality as it was pre-development.

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

Any site specific restoration and after-care requirements are set out in Policy 2: Providing for Mineral Extraction. Where there is a conflict between this policy and Policy 2, then the provisions of Policy 2 take precedence.

Biodiversity and Geodiversity

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

- aid the management, protection, enhancement and creation of priority habitats (including lowland calcareous grasslands, woodlands and hedgerows, rivers, lowland meadows and floodplain grazing marsh) and populations of protected species, with the overall aim to achieve a demonstrable net gain in biodiversity;
- promote the creation of an effective, resilient, functioning ecological network throughout the plan area, consisting of core sites, buffers, wildlife corridors and stepping stones that link to each other and to wider green infrastructure across the plan area (and/or potentially in adjoining local authority areas) and to respond to and adapt to climate change;
- safeguard the value of previously developed land where it is of significant importance for biodiversity and/or geodiversity; and
- work with developers and Natural England to identify a strategic approach to great crested newt mitigation, where this is required, on major sites and other areas of key significance for this species.

Policy 20: Biodiversity and Geodiversity

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

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

Development proposals that are likely to have an adverse effect, either alone or in-combination, on European designated sites must satisfy the requirements of The Conservation of Habitats and Species Regulations 2017 (as amended), including determining site specific impacts and avoiding or mitigating against impacts where identified.

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

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

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

Biodiversity and Geodiversity in Development
All development proposals must:

(d) conserve and enhance the network of geodiversity, habitats, species and sites (both statutory and non-statutory) of international, national and local importance commensurate with their status and give appropriate weight to their importance;
(e) avoid negative impacts on biodiversity and geodiversity;
(f) deliver a measurable net gain in biodiversity, proportionate to the scale of development proposed, by creating, restoring and enhancing habitats and enhancing them for the benefit of species;

(g) where viable opportunities arise, contribute to the delivery of the Local Nature Partnership vision to 'double land for nature';
(h) where necessary, protect and enhance the aquatic environment within, adjoining or functionally linked to the site, including water quality and habitat. Where appropriate, proposals should identify Water Framework Directive (WFD) (or equivalent, if superseded) waterbodies in the vicinity of the proposal, and set out how WFD status will be protected and, if opportunities arise, improved, with any mitigation proposed being suitable and appropriate to the water body affected. For riverside development, proposals should consider options for riverbank naturalisation. In all cases regard should be had to the Cambridgeshire Flood and Water SPD or Peterborough Flood and Water SPD (or their successors); and
(i) for mineral extraction proposals, enable periodic temporary access in order to record, sample and document the geodiversity.

Unless national policy or legislation provides an alternative but similar mechanism, mineral and waste management proposals must (unless a decision taker would clearly not benefit from it) be accompanied by a completed biodiversity checklist (see respective planning authority website for details) and must identify features of value on and adjoining the site and to provide an audit of losses and gains in existing and proposed habitat. Where there is the potential for the presence of protected species and/or habitats, a relevant ecological survey(s) must be undertaken by a suitably qualified ecologist. The development proposals must be informed by the results of both the checklist and survey.

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

The Historic Environment

6.15 The Mineral and Waste Planning Authorities recognise that the historic environment plays an important role in the quality of life experienced by local communities and the proposed approach is to protect, conserve and seek opportunities to enhance the local area's rich and diverse heritage assets and their settings, for the enjoyment of current and future generations.

6.16 Nationally designated heritage assets within the plan area include Scheduled Monuments, Listed Buildings, Conservation Areas and Registered Parks and Gardens. The designation of heritage assets has largely focused on more tangible or visible interest, and as such, there are many areas of archaeological interest which are of national importance that are not scheduled. Designated sites receive statutory protection under heritage protection legislation. However, others that are considered locally significant (such as ridge and furrow) or, that may not yet be identified (such as in the case of archaeological interests), do not. Such assets may present an important resource in terms of place-making and developing an understanding of our history, which if not addressed early may be lost.

6.17 It is acknowledged that both minerals and waste development has the potential to affect different types of heritage assets and their setting. However, minerals development, more so than waste, is generally an intensive activity in relation to potential impacts on the historic environment owing to its extractive nature. As such, any necessary Heritage Statement should also consider potential for archaeology at depth. To do so a geoarchaeological deposit model looking at the characteristics, dates and distribution of deposits and natural landforms across the site and their likely potential for archaeology of all periods, may be required.

6.18 In addition to helping assess Palaeolithic potential, a deposit model would also pick up features such as palaeochannels, islands and extensive peat deposits, of potential for prehistoric and later periods. It might be based on existing Geotechnical site investigation information and/or involve the drilling of purposive boreholes, test pits and deep-penetration geophysics transects (ERT and EMI). Lidar information could also be useful. Also, the assessment might need to consider dewatering impacts and changes in water flow patterns. Where, for example, the minerals extraction sites lie on floodplains buried archaeological remains are likely to be waterlogged. Therefore the likely impact of the minerals extraction on the water table and water flow patterns both during extraction and following reinstatement should be investigated in tandem with the assessment and evaluation of archaeological potential. There may be impacts on the archaeology of areas downstream of the extraction site and on any archaeology 'preserved in situ' remaining in unquarried areas within the site itself.

6.19 For all the above reasons, it is important that appropriate information and evidence is available to inform the decision making process, ensuring that the potential impact of the proposal on the historic environment and the significance of heritage assets (including non-designated assets) and their setting is understood. In the case of archaeology, such interests are often not identified until the process of assessment or evaluation has begun. Where there is thought to be a risk of such interests being present a phased approach for assessing the significance of heritage assets involving desk-based assessments, non-intrusive surveys and field evaluations may be required.

Policy 21: The Historic Environment

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

As such, all mineral and waste management proposals will be subject to the policy requirements set out in the NPPF, including striking an appropriate balance between harm and public benefit, but, as a first principle, development should avoid harm on the historic environment.

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

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

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

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

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

Water Resources

6.20 Cambridgeshire and Peterborough are identified as being within an area of serious water stress. Adopted and emerging District Local Plans are all introducing the optional water efficiency standard for new homes, reflecting such evidence. Increasing demands for water arising from growth, and potential impacts from, in particular, mineral workings could serve to have a detrimental impact upon the quantity or quality of surface or groundwater resources. That said, mineral development (normally in the form of the restoration scheme) can also have a net benefit on the water environment, through, for example, flood alleviation and winter water storage. It should be noted that any dewatering proposals which result in the abstraction of groundwater at a rate greater than 20 cubic metres per day, will need to obtain the relevant permit from the Environment Agency.

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

Policy 22: Water Resources

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

(a) the quantity and quality of surface or groundwater resources;

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

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

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

Traffic, Highways and Rights of Way

6.22 Cambridgeshire and Peterborough's road network is heavily used, with a high proportion of Heavy Commercial Vehicles (HCVs) (i.e. heavy goods vehicles, plus a wide range of farm related vehicles which use the road network). Mineral and waste management operations can add significantly to this congested network, and primarily means even further increase in HCV usage.

6.23 Much of the road network is historic, and often goes through the middle of settlements, which themselves are ill designed to cope with the volume and type of traffic, especially HCVs. Cambridgeshire County Council has adopted a HCV route map which can be found at cambridgeshire.gov.uk/freight-map.

6.24 Section 9 of the NPPF (2019) sets out detailed national policy on transport related matters, but further local policy is necessary.

6.25 In addition to the policy below, any site specific policies elsewhere in this Plan which set out specific Traffic, Highways and Rights of Way matters will need to be addressed for that particular site.

Policy 23: Traffic, Highways and Rights of Way

Mineral and waste management development will only be permitted if:

(a) appropriate opportunities to promote sustainable transport modes can be, or have been, taken up, to the degree reasonably available given the type of development and its location. If, at the point of application, commercially available electric Heavy Commercial Vehicles (HCVs) are reasonably available, then development which would increase HCV movements should provide appropriate electric vehicle charging infrastructure for HCVs;
(b) safe and suitable access to the site can be achieved for all users of the subsequent development;
(c) any significant impacts from the development on the transport network (in terms of capacity and congestion), or on highway safety, can be cost effectively mitigated to an acceptable degree;

(d) any associated increase in traffic or highway improvements would not cause unacceptable harm to the environment, road safety or residential amenity, and would not cause severe residual cumulative impacts on the road network; and
(e) binding agreements covering lorry routing arrangements and/or HCV signage for mineral and waste traffic are agreed, if any such agreements are necessary and reasonable to make a development acceptable.

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

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

Sustainable Use of Soils

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

6.27 Much of that high quality agricultural land is peat based. In addition peat soils are an important asset for a number of other reasons:

- Climate change: the soils are formed by wetland vegetation and store millions of tonnes of carbon. Peat soils release previously stored carbon when they are dry. UK peats therefore represent both a threat and an opportunity with respect to greenhouse gas emissions. Correct management and restoration could lead to enhanced storage of carbon and other greenhouse gases in these soils, while mismanagement or neglect could lead to these carbon sinks becoming net sources of greenhouse gases.
- Biodiversity: peat soils support internationally important fen, fen meadow, wet woodland and lake habitats. These also support rare and important plant and invertebrate communities.
- Archaeology: owing to the soil conditions, there is great potential for archaeology to be well preserved, giving an insight into the past.
- Palaeoenvironments: peat has accumulated over time and thus incorporates a record of past climatic and environmental changes that can be reconstructed through, for example, the study of its stratigraphy and pollen content, leading to increased

knowledge of the evolution of the landscape.

- Water: peat soils help prevent flooding by absorbing and holding water like a sponge as well as filtering and purifying water. Peat can absorb large quantities of nutrients and pollutants, although peat soils can under certain conditions release these chemicals back into the surrounding water.

6.28 This combination of benefits makes it important for a policy to be included in the Plan in respect of proposals on peat based soils.

6.29 Advice on the sustainable use and protection of peat soils, including the need for the evaluation, recording and interpretation of the peat soils and a soil management plan, should be sought from Natural England.

Policy 24: Sustainable Use of Soils

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

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

Peat soils in particular should be protected and preserved. Where development is proposed on land containing peat soils, the developer must submit a proportionate evaluation of the impact of the proposal on the peat soils and an appropriate soil management plan.

Development proposals that will result in unavoidable harm to, or loss of, peat soils will only be permitted if it is demonstrated that:

(c) there is not a less harmful viable option (this criterion does not apply to allocated mineral extraction sites);
(d) the amount of harm has been reduced to the minimum possible;
(e) if appropriate, satisfactory provision is made for the evaluation, recording and interpretation of the peat soils before commencement of development; and
(f) the peat soils will be temporarily stored and then used, in a way that will limit carbon loss to the atmosphere.

Proposals to enhance peat soils and protect its qualities will be supported.

Aerodrome Safeguarding

6.30 For mineral and waste management developments located close to airports, aerodromes or their flight paths, one of the main hazards is bird strike. Other hazards could exist, such as chimney height from a waste management operation. The policy below, therefore, should be read broadly to cover any hazard that might arise.

6.31 Whilst it would be impossible for all proposals to demonstrate no increase in hazard to air traffic, the word significant in the policy should be interpreted carefully, and it may mean only a slight potential increase in the hazard would constitute a 'significant' occurrence, owing to the consequence of the hazard should it materialise.

Policy 25: Aerodrome Safeguarding

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

Where bird strike is an identified potential hazard, then the preparation and implementation of an approved Bird Management Plan may be required.

Other Developments Requiring Importation of Materials

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

Policy 26: Other Developments Requiring Importation of Materials

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

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

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

List of Acronyms

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

Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036

Proposed Submission Draft

Appendix 1: Site Profiles

November 2019

Contents

Contents	**1**
Introduction	**2**
Map Key	**3**
M019: Bare Fen & West Fen, Willingham / Over	**4**
M021: Mitchell Hill Farm South, Cottenham	**6**
M022: Chear Fen, Cottenham	**8**
M023: Burwell Brickpits, Burwell	**10**
M028: King Delph, Whittlesey	**12**
M029: Gores Farm, Thorney	**14**
M033: Land off Main Road, Maxey	**16**
M034: Willow Hall Farm, Thorney	**18**
M035: Block Fen / Langwood Fen East, Mepal	**20**
M036: Block Fen / Langwood Fen West, Mepal	**22**

Introduction

This appendix contains a site profile for each site allocated for mineral extraction in this Local Plan. These site profiles set out the presently known key sensitivities and implementation issues that the development management processes and the bringing forward of the allocations through the preparation of a planning application(s) is likely to need to address.

Information has largely been drawn from the site assessment process which was undertaken as part of the preparation of this Minerals and Waste Local Plan. Applicants should note that whilst these site profiles may be of assistance to demonstrate why a site has been allocated and what key issues might need addressing in planning applications, they should not be treated as an exhaustive list of issues, nor in any way interpreted to mean that issues not listed (including issues as raised in policies in this Plan) are not relevant to the specific site.

In addition, these site profiles are not a substitute for detailed pre-application advice, which should be sought from the applicable Mineral Planning Authority.

Map Key


MAA – Mineral Allocation Area


MDA – Mineral Development Area


WMA – Waste Management Area


WRA – Water Recycling Area

CA – Consultation Area (WRA)

CA – Consultation Area (MAA, MDA, WMA, TIA)


MSA – Mineral Safeguarding Area (Brickclay)

MSA – Mineral Safeguarding Area (Chalk)

MSA – Mineral Safeguarding Area (Sand and Gravel)

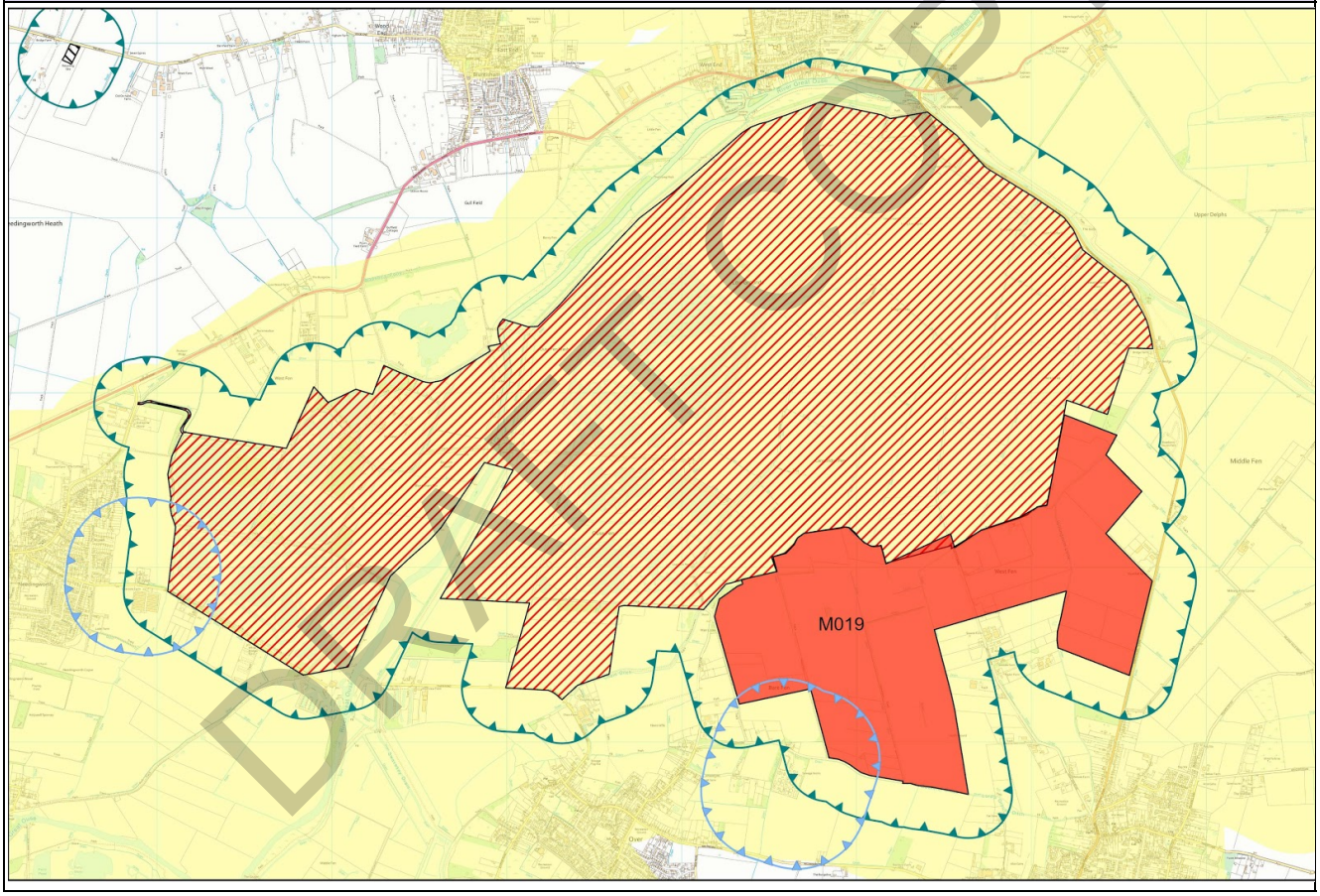

Plan Area Boundary

The Proposed Submission Policies Map is available to view online at cambridgeshire.gov.uk/mwlp or peterborough.gov.uk/mwlp

M019: Bare Fen & West Fen, Willingham / Over

Site Reference	M019
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	240.5
Grid Ref	TL 394 717
Parish	Over and Willingham
Estimated Reserve (t)	3,000,000
Estimated Annual Output (tpa)	800,000
Estimated Start Date	2031
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Heritage assets include two scheduled monuments (barrows) to the west of the site, and a cluster of scheduled monuments to the north of the site. There are also three Conservation Areas nearby, and a number of listed buildings.
- Archaeologically sensitive and contains extensive crop marked site.
- Proximity to residential dwellings.
- Proximity to the Ouse Washes[1].

[1] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

- Records of protected species or suitable habitats identified on or near site.
- Small area of BMV Grade 3a at Bare Hill (located in the north western section of site).

Potential Implementation Issues (non-exhaustive)

Preferred Restoration

- Consideration should be given to incorporating enhanced public access.

Operation

- Amenity issues including noise or dust are likely to need to be addressed and stand-offs between the quarry area and residential dwellings may be required.

Biodiversity and Geodiversity

- Development should conserve and enhance the Ouse Washes and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation is likely to be required, and the development should incorporate recommended mitigation measures as appropriate.

Traffic and Highways

- A standoff from the B1050 may be required. It is likely that any proposals will need to consider the protection of a route for a future Willingham Bypass.

Archaeology and the Historic Environment

- The site is archaeologically sensitive. An archaeological evaluation should be undertaken to inform proposals and an appropriate mitigation strategy, which may include removing areas from development to physically preserve archaeological remains of particular significance in situ.
- Development must conserve and where appropriate enhance heritage assets and their settings

Flood & Water

- Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites. It is likely that a Flood Risk Assessment and a Hydrological and Hydro-Geological Assessment will be required, which should consider all stages of excavation and restoration, flood risk, and surface water drainage matters.

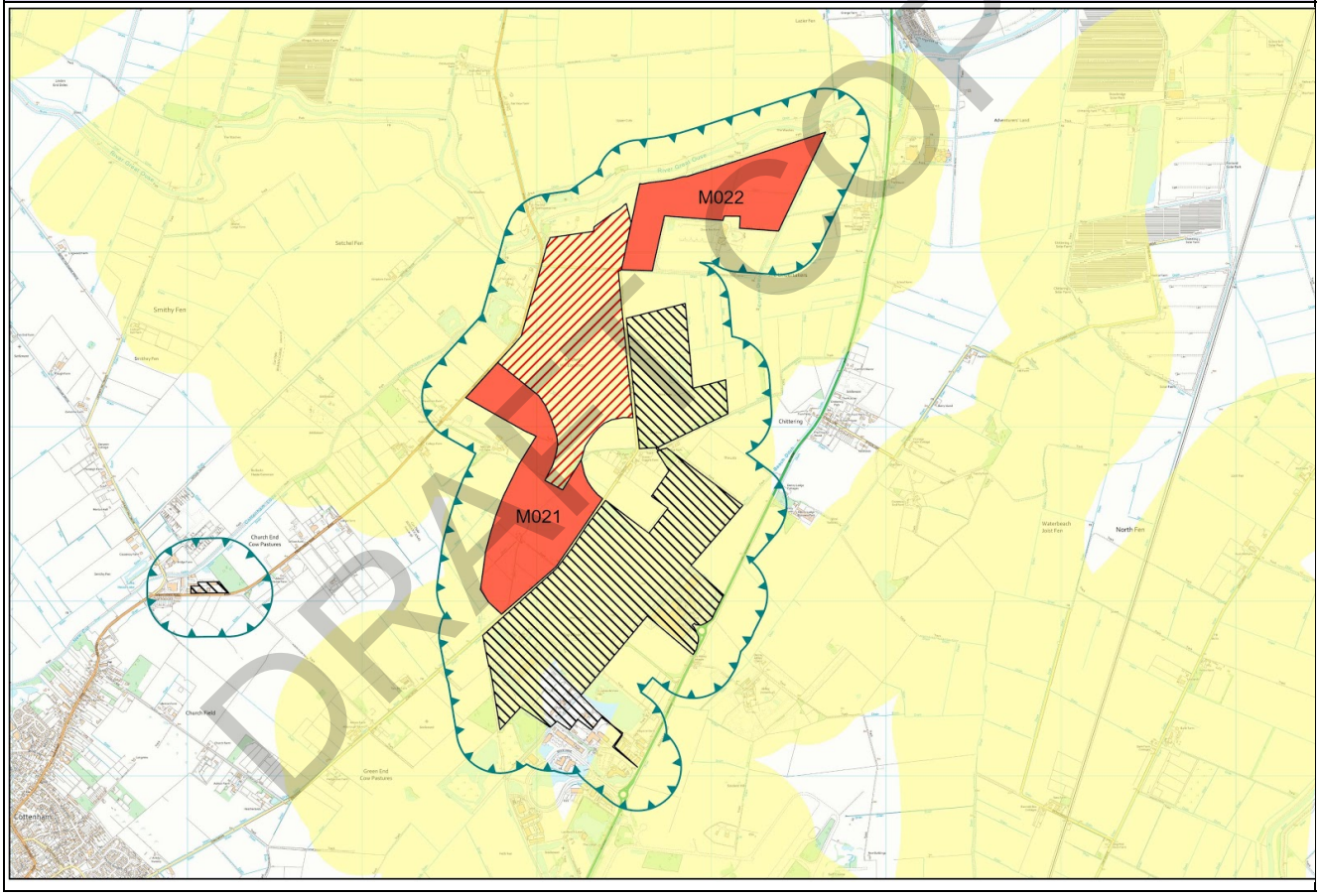
Other Issues

- Rights of Way, including Bridleway 178/28 and Footpath 178/18, cross the site. Development may be required to provide diversions and compensation for existing Rights of Way which may be adversely affected.

M021: Mitchell Hill Farm South, Cottenham

Site Reference	M021
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	114
Grid Ref	TL 479 695
Parish	Cottenham
Estimated Reserve (t)	1,150,000 (140,000 in plan period)
Estimated Annual Output (tpa)	140,000
Estimated Start Date	2036
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Car Dyke (a Scheduled Monument) is approximately 150m from site, and Bullocks Haste Common, a Romano-British Settlement is proximate to the site.
- The area is archaeologically sensitive and contains extensive known archaeological remains.
- There is the potential for protected species or habitats of protected species recorded on or near site.
- River Great Ouse adjacent to north of site (county wildlife site).
- Site within SSSI Impact Risk Zones for any discharge of water or liquid waste of more than 20m3/day to ground (i.e. to seep away) or to surface water, such as a beck or stream.

- 58% of site within Flood Zone 2 (47% within Flood Zone 3).
- Sensitive receptors (residential dwellings) are close to the site.
- High grade agricultural land (Grade 2).
- Within Cambridge Airport Safeguarding Area

Potential Implementation Issues (non-exhaustive list)

Operation

- Amenity issues including noise or dust should be adequately addressed, and stand-offs between quarry area and residential dwellings and B1049, may be required. Landscape mitigation may also be required.

Biodiversity and Geodiversity

- Development should conserve and enhance the adjoining County Wildlife Site, and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken and proposals should incorporate any recommended mitigation measures as appropriate.

Archaeology and Historic Environment

- A detailed assessment and evaluation will be needed to prove that physical damage would not occur to the Scheduled Monuments at Car Dyke and Bullocks Haste Common. This includes consideration of dewatering of archaeological sites as a result of excavation. There will need to be a sufficient buffer between any development and the Scheduled Monuments; approximately 100 metres would be necessary for the settlement site. Development must conserve and where appropriate enhance heritage assets and their settings.
- The site is archaeologically sensitive. An archaeological evaluation should be undertaken and an appropriate mitigation strategy prepared, which may include removing areas from development to physically preserve archaeological remains of particular significance in situ.

Flood and Water

- Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. A Flood Risk Assessment and Hydrological and Hydro-Geological Assessment should consider all stages of development including excavation and restoration, flood risk and surface water drainage matters. The effects of water drawdown and dewatering of archaeological sites preserved in situ within and / or beyond the application boundary should also be considered.
- Consent may be required from the IDB for works to or near land drainage ditches/drains within the site. The board may have water courses and water controls within the site that may need to be re-routed.

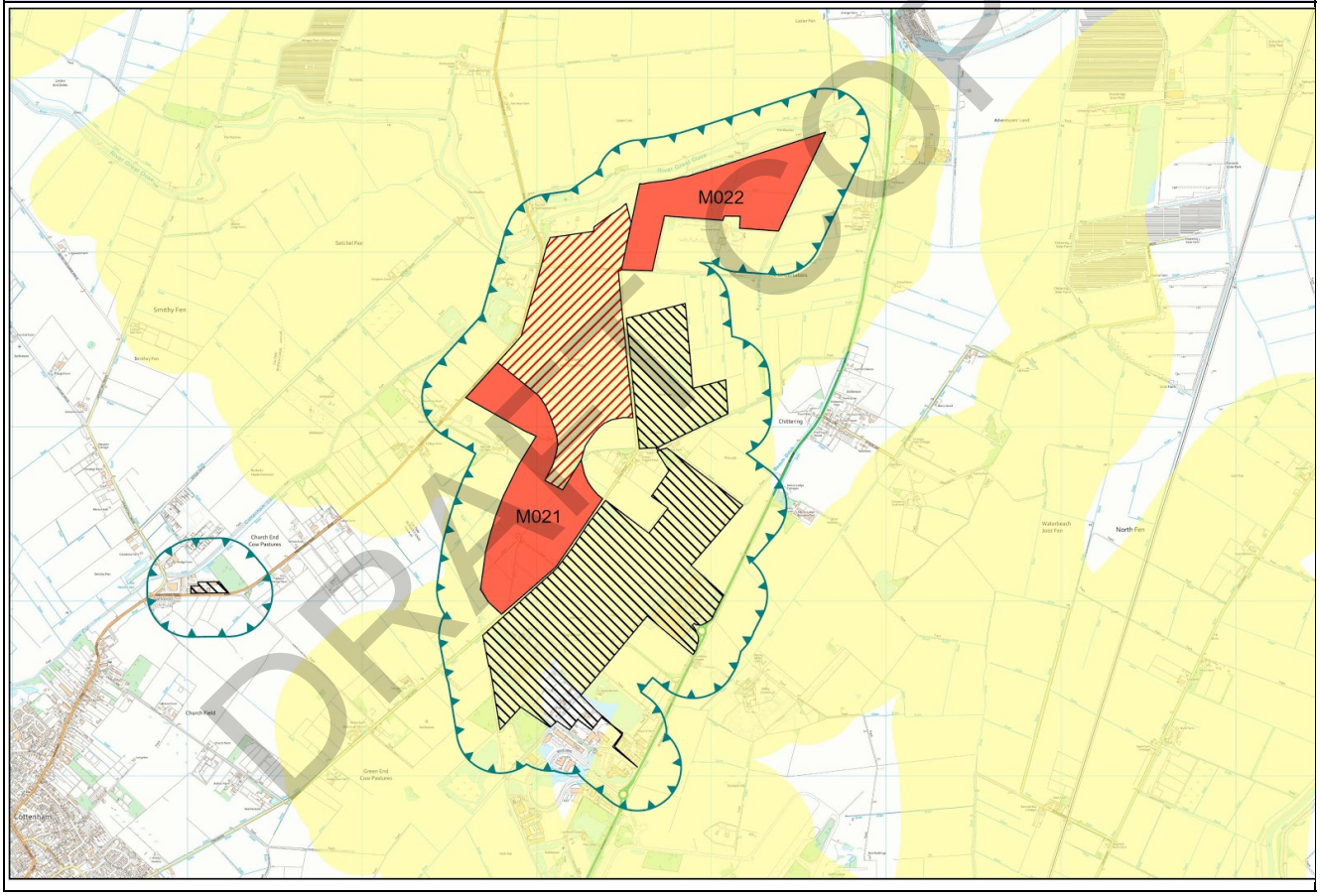
Other Issues

- Development should be designed so that it does not increase risk of bird strike.

M022: Chear Fen, Cottenham

Site Reference	M022
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	36
Grid Ref	TL 490713
Parish	Cottenham
Estimated Reserve (t)	820,000
Estimated Annual Output (tpa)	140,000
Estimated Start Date	2030
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- In SSSI Impact Risk Zone for any discharges of water or liquid waste of more than 20m³/day to ground (i.e. to seep away) or to surface water, such as a beck or stream.
- Records of protected species or suitable habitats identified on or near site
- County Wildlife Site adjacent to the southern border of site.
- River Great Ouse is located 50m north of the site, which is a County Wildlife Site.
- Within Flood Zones 2 and 3.
- BMV Grade 2 land.
- Sensitive receptors close to the site i.e. adjacent residents.

- Archaeology / undesignated heritage assets.
- In Cambridge Airport Safeguarding Area.

Potential Implementation Issues (non-exhaustive list)

Operation

- Amenity issues including noise or dust should be adequately addressed, and stand-offs between quarry area and residential dwellings may be required.

Biodiversity and Geodiversity

- Development should conserve and enhance the adjoining County Wildlife Site, and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken to inform proposals. The development should incorporate recommended mitigation measures as appropriate.

Archaeology and the Historic Environment

- An archaeological evaluation should be undertaken to inform proposals, and an appropriate mitigation strategy, which may include removing areas from development to physically preserve archaeological remains of particular significance in situ, should be incorporated into any proposal. This assessment should also consider the effects of water drawdown and dewatering of archaeological sites beyond the application boundary.

Flood and Water

- Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. Any Flood Risk Assessment and a Hydrological and Hydro-Geological Assessment should consider at all stages of excavation and restoration, flood risk and surface water drainage matters.

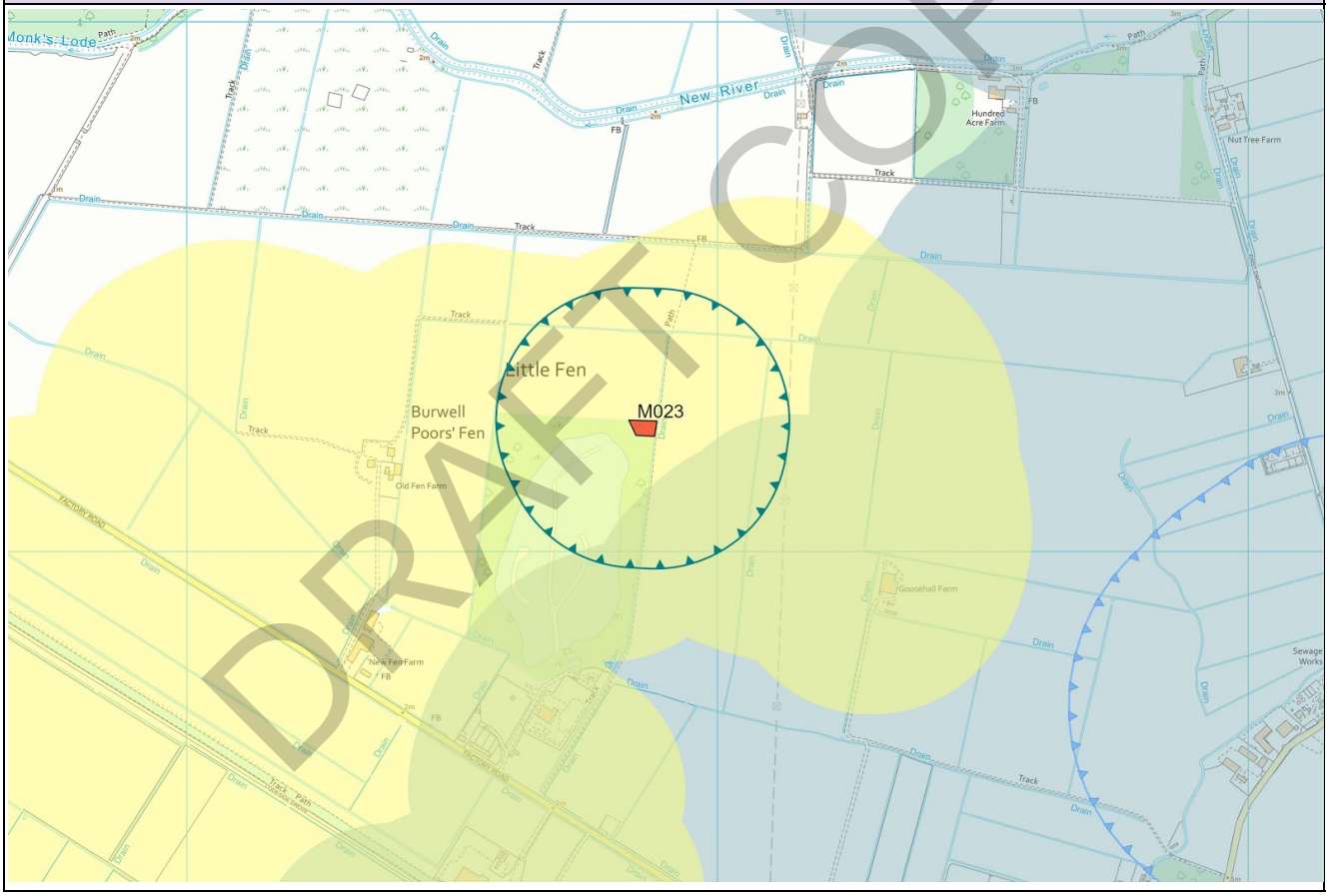
Other

- Development should be designed so that it does not increased risk of bird strike.

M023: Burwell Brickpits, Burwell

Site Reference	M023
Proposed Use	Extraction of clay for specialist uses i.e. manufacture of bricks and tiles for building conservation purposes.
Site Area (Ha)	0.12
Grid Ref	TL 578 692
Parish	Burwell
Estimated Reserve (t)	40,000
Estimated Annual Output (tpa)	Dependant on market demand
Estimated Start Date	Dependant on market demand
Current Use	Biodiversity (open water, swamp and grassland)

Site Map



Key Known Site Sensitivities

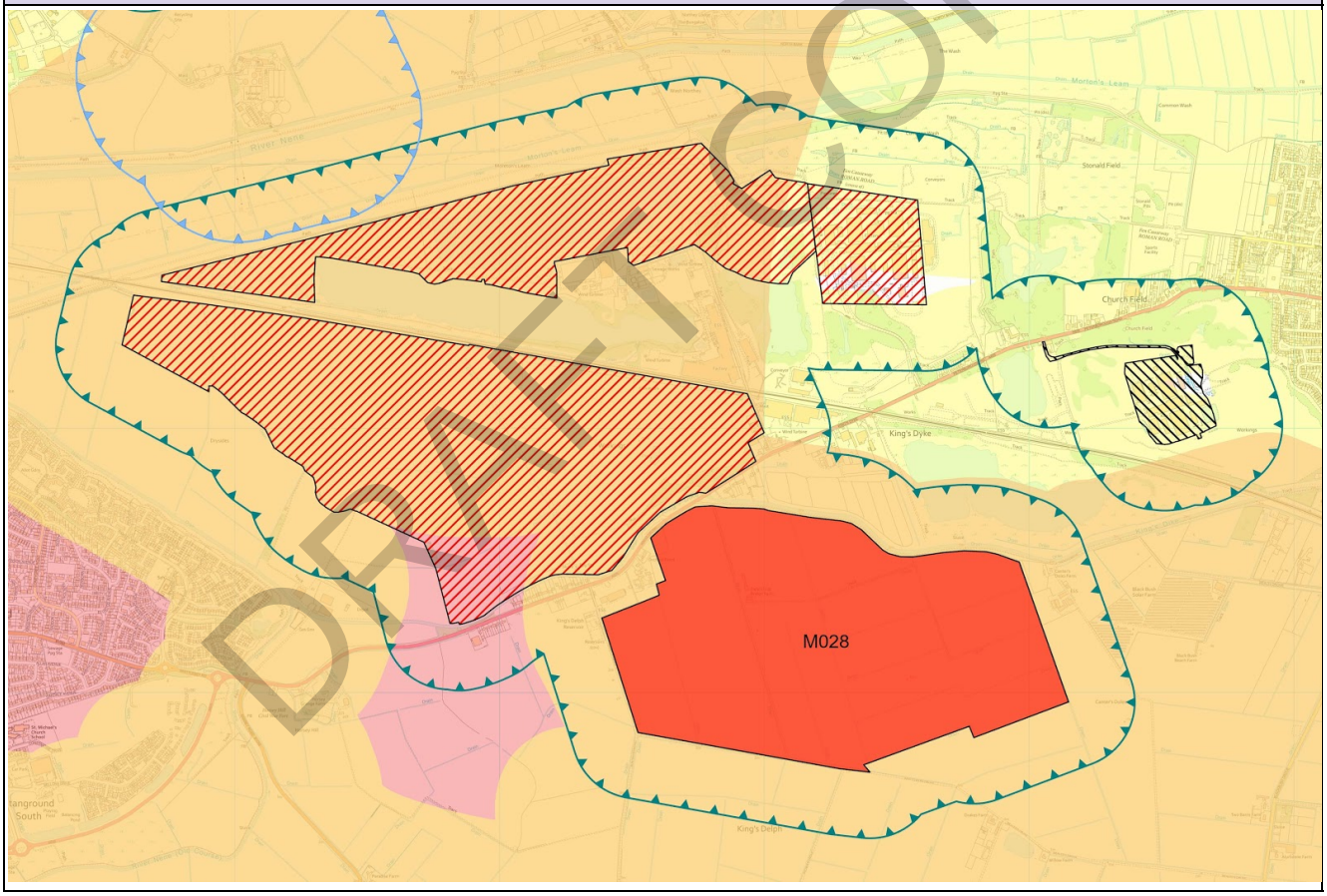
- Site is within open countryside.
- Within a County Wildlife Site.
- Wicken Fen SSSI 1.25km north-west of the site.
- Site is within Flood Zone 2 and 3.
- Within an airport safeguarding zone.
- Records of protected species or suitable habitats identified on or near site.
- Within Cambridge Airport Safeguarding area.

Potential Implementation Issues (non-exhaustive list)
Indicative Access: ● Access direct to existing processing site. **Biodiversity and Geodiversity** ● An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken to inform proposals. The development should incorporate recommended mitigation measures as appropriate. **Flood and Water** ● Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. Any Flood Risk Assessment and Hydrological and Hydro-Geological Assessment should consider at all stages of excavation and restoration, flood risk and surface water drainage matters. **Other** ● Development should be designed so that it does not increase risk of bird strike. ● The site is in close proximity to National Grid infrastructure which lies to the east of the site (4ZM Route - 400Kv two circuit route from Burwell Main substation in East Cambridgeshire to Walpole substation in Kings Lynn and West Norfolk).

M028: King Delph, Whittlesey

Site Reference	M028
Proposed Use	Mineral Extraction: Sand and Gravel and Brickclay
Site Area (Ha)	124
Grid Ref	TL 242 961
Parish	Whittlesey
Estimated Reserve (t)	Sand and Gravel: 2,750,000 (350,000 in plan period) Brickclay: 27,000,000 (2,800,000 in plan period)
Estimated Annual Output (tpa)	Sand and Gravel: 50,000 Brick Clay: 400,000
Estimated Start Date	2030
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- This site is located south of Must Farm, a Bronze Age settlement, and Horsey Hill Civil War Fort which is a Scheduled Monument, is around 1km west of the site.
- High grade agricultural land (predominantly Grade 2).
- The Nene Washes[2] are situated to the north.

[2] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

- Within the Nene Washes SSSI Impact Risk Zone for quarries.
- Potential for protected species on site (otters and water voles).
- Sensitive receptors (residential) to the north of the site.
- Rights of Way are adjacent to site.
- The site is located in a landscape of high archaeological potential.
- Site is within Flood Zone 2 (99%) and Flood Zone 3 (98%).

Potential Implementation Issues (non-exhaustive list)

Preferred Restoration

- Restoration should include biodiversity gains (enhance otter and water vole habitat), and public access as part of the wider restoration / after-use strategy for the brickworks complex. Consideration could be given to the potential to provide sustainable flood alleviation and water resource.

Operation

- Amenity issues including noise or dust will need to be adequately addressed, and stand-offs between quarry area and residential dwellings (in particular, those north of the site), may be required.

Biodiversity and Geodiversity

- Development should conserve and enhance adjoining Nene Washes and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken to inform any proposal. The proposed development should incorporate any recommended mitigation measures as appropriate. The assessment of environmental impacts should include consideration of potential effects on the nearby drainage ditches.

Traffic and Highways

- Proposals should seek to ensure that no mineral traffic should be directed on to the B1040 or B1095.

Archaeology and Historic Environment

- This site is archaeologically sensitive. It is understood that evaluation has taken place. However, a detailed programme of archaeological mitigation will be required. Proposals must also have regard to proximity to Must Farm Bronze Age settlement; and the Horsey Hill Civil War Fort Scheduled Monument, and the need to conserve and if appropriate enhance its setting.

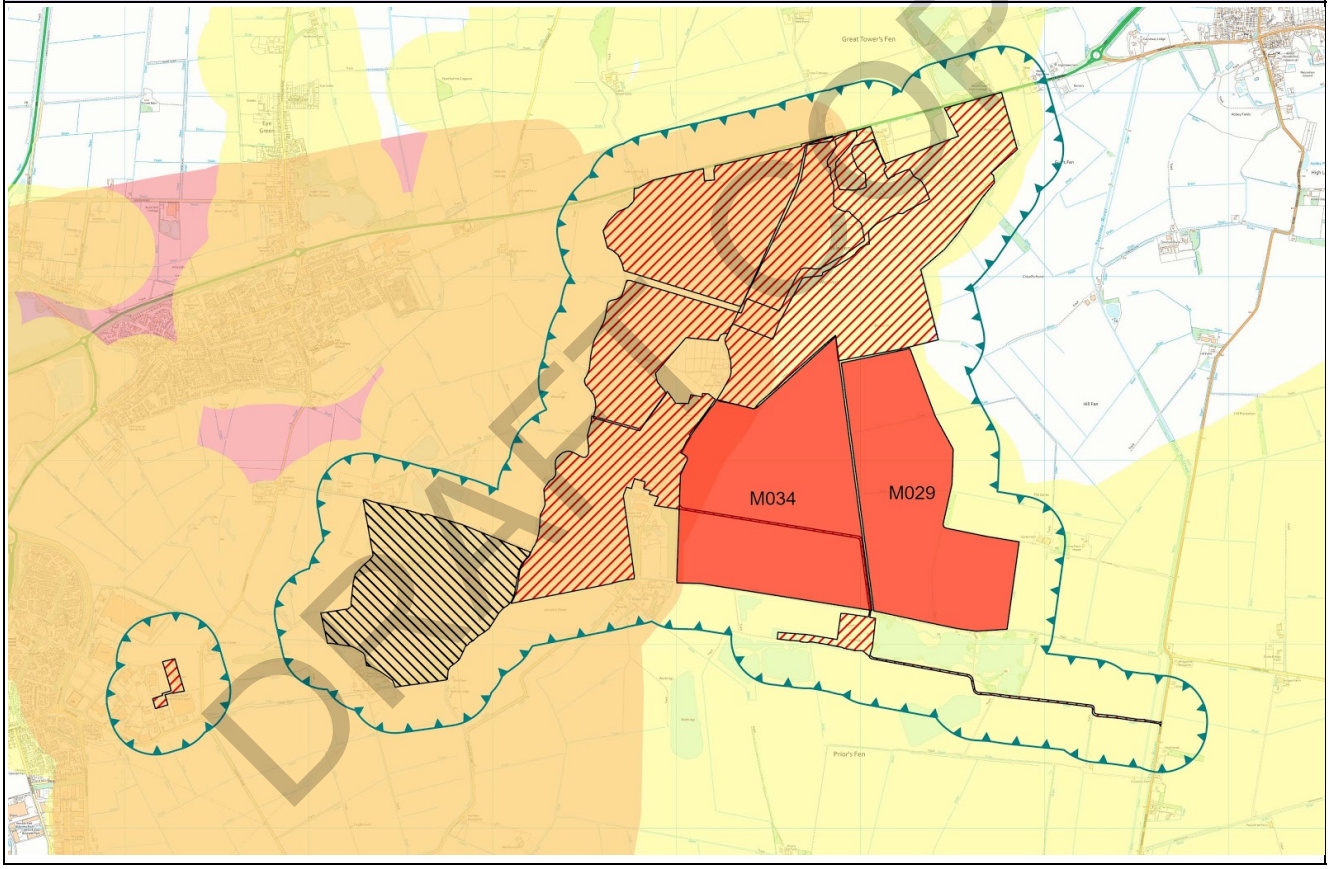
Flood and Water

- Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. Any Flood Risk Assessment and Hydrological and Hydro-Geological Assessment should consider all stages of development including excavation and restoration. The assessment should also include consideration of flood risk and surface water drainage and the effects of water drawdown and dewatering of archaeological sites preserved in situ within and / or beyond the application boundary.
- Kings Dyke is a maintained Internal Drainage Board watercourse protected by its byelaws. This channel is also navigable, and the number of crossings of the river should be kept to a minimum.

M029: Gores Farm, Thorney

Site Reference	M029
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	84
Grid Ref	TF 263 017
Parish	Thorney
Estimated Reserve (t)	1,600,000
Estimated Annual Output (tpa)	300,000
Estimated Start Date	2026
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Nene Washes[3] is 1.8km from the site
- The nearest listed building is 1.2km from the site
- There are three Scheduled Monuments (bowl barrows) on the site and two just outside the boundary.There is also an Iron Age and Roman Settlement at Bar Pastures 630m to the west
- Thorney Dike County Wildlife Site forms the site's southern boundary
- The site is in close proximity to sensitive receptors (Gores Farm lies approximately 90m to the

[3] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

east) which may increase the potential for adverse impacts/environment nuisance impacts (e.g. dust and noise), however it is considered that implementation of standard mitigation measures is likely to avoid and/or reduce any potentially adverse impacts to acceptable levels.

Potential Implementation Issues (non-exhaustive)

Flood & Water

- Any works should use on-site water management systems (dewatering/pumping, bunding & gabions, settlement & retention ponds, drainage, re-routing of watercourses).
- A site-specific FRA would be required to accompany the planning application.

Biodiversity and Geodiversity

- The site constitutes functional land for the nearby Nene Washes. Opportunities should be sought for biodiversity enhancements.

Archaeology and the Historic Environment

- Site specific investigations would be required to accompany any planning application and further pre-determination archaeological investigation may be required to inform a planning decision.
- The impact of the proposals on the setting and significance of both the designated and undesignated heritage assets within and outside the study area would also be required.

Opportunities for Restoration

- The site is located within the Fens Focus Area within the Peterborough Green Infrastructure Strategy, and is within the Fens for the Future project area. The Green Infrastructure Strategy includes a range of supporting projects to which site restoration might contribute.
- Restoration proposals will also need to reflect the outcome of the heritage investigations.
- Potential for restoration scheme to incorporate flood alleviation measures.

Traffic and Highways

- The site is an extension to an existing site, the intention being to utilise the existing processing plant, with construction of a haul road or a conveyor to bring materials to the plant.
- The extended site is likely to utilise the existing Pode Hole quarry access to join the HCV network on the A47 (The Causeway).

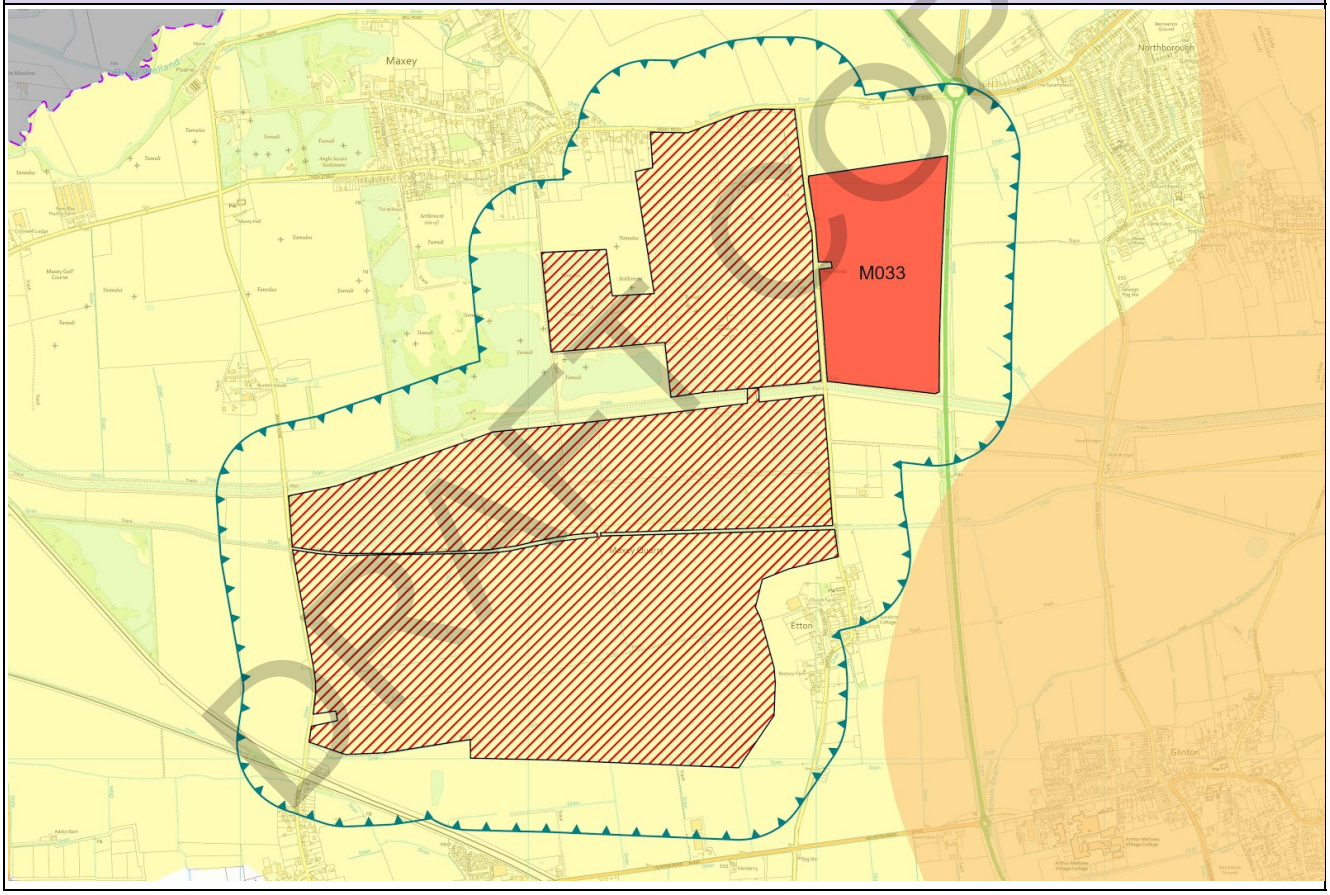
Operation

- The site is an extension to the existing Pode Hole quarry and will be phased to come on-stream after this is worked, with operating hours expected to be the same. This should limit or minimise any anticipated impacts.

M033: Land off Main Road, Maxey

Site Reference	M033
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	33
Grid Ref	TF 142 076
Parish	Northborough
Estimated Reserve (t)	2,300,000 (1,925,000 in plan period)
Estimated Annual Output (tpa)	275,000
Estimated Start Date	2030
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- The nearest designated site for biodiversity is Deeping Gravel Pits SSSI, 2900m east
- The nearest listed building is 500m from the site
- The nearest scheduled monument is 1.2km from the site
- The nearest local designation is Maxey Quarry CWS to the west of the site
- The site is within close proximity to sensitive receptors (the site's western boundary wraps around the isolated residence Four Winds) which may increase the potential for adverse impacts/environmental nuisance impacts (e.g. dust, noise), however it is considered that

implementation of standard mitigation measures is likely to avoid and/or reduce potentially adverse impacts to acceptable levels.

Potential Implementation Issues (non-exhaustive)

Flood & Water

- The Maxey Cut main river runs along the southern boundary of the site (approximately 20-25m away) and is within the Maxey pumped catchment of the Welland and Deepings IDB. Consent may be required from the IDB for works to or near land drainage ditches/drains within the site.
- Any works should use on-site water management systems (dewatering/pumping, bunding & gabions, settlement & retention ponds, drainage, re-routing of watercourses).
- A site-specific FRA would be required to accompany the planning application.

Biodiversity and Geodiversity

- The site is classed as a Local Geological Site. Potential adverse impacts could be addressed through appropriate survey and mitigation measures but the degree of overall impact is dependent upon the constituents of the restoration, ecological management and aftercare scheme.

Archaeology and the Historic Environment

- Site specific investigations would be required to accompany the planning application and further pre-determination archaeological investigation may be required to inform a planning decision.
- The impact of the proposals on the setting and significance of heritage assets within the wider area would also be required.

Opportunities for Restoration

- Restoration of the site may be back to agriculture but with additional biodiversity improvements to complement and enhance the surrounding area, potentially providing additional accessible green space.
- Maxey Cut drain forms the site's southern boundary, and is the focus of the Maxey Cut Climate Change Resilience Project which aims to protect and enhance habitats along the drain to provide greater connectivity through the Welland Valley. Site restoration may provide opportunities to contribute to this wider green infrastructure project.

Traffic and Highways

- The site will come forward following completion of Maxey Quarry to the west, therefore not resulting in increased traffic movements. The existing processing plant is to be utilised. Access to the existing plant will require a crossing of Etton Road either by vehicles or by conveyor under the road.
- Access to the HCV network will be via the existing Maxey quarry entrance, turning right onto Maxey Road joining at the A15 roundabout.

Operation

- Aggregates to be transported to the existing processing plant across Main Road, with sold material transported off site via the existing Maxey quarry access and agreed and operational HGV routing agreement.
- The existing permitted operating hours at the adjoining Maxey quarry are expected to continue for this site.

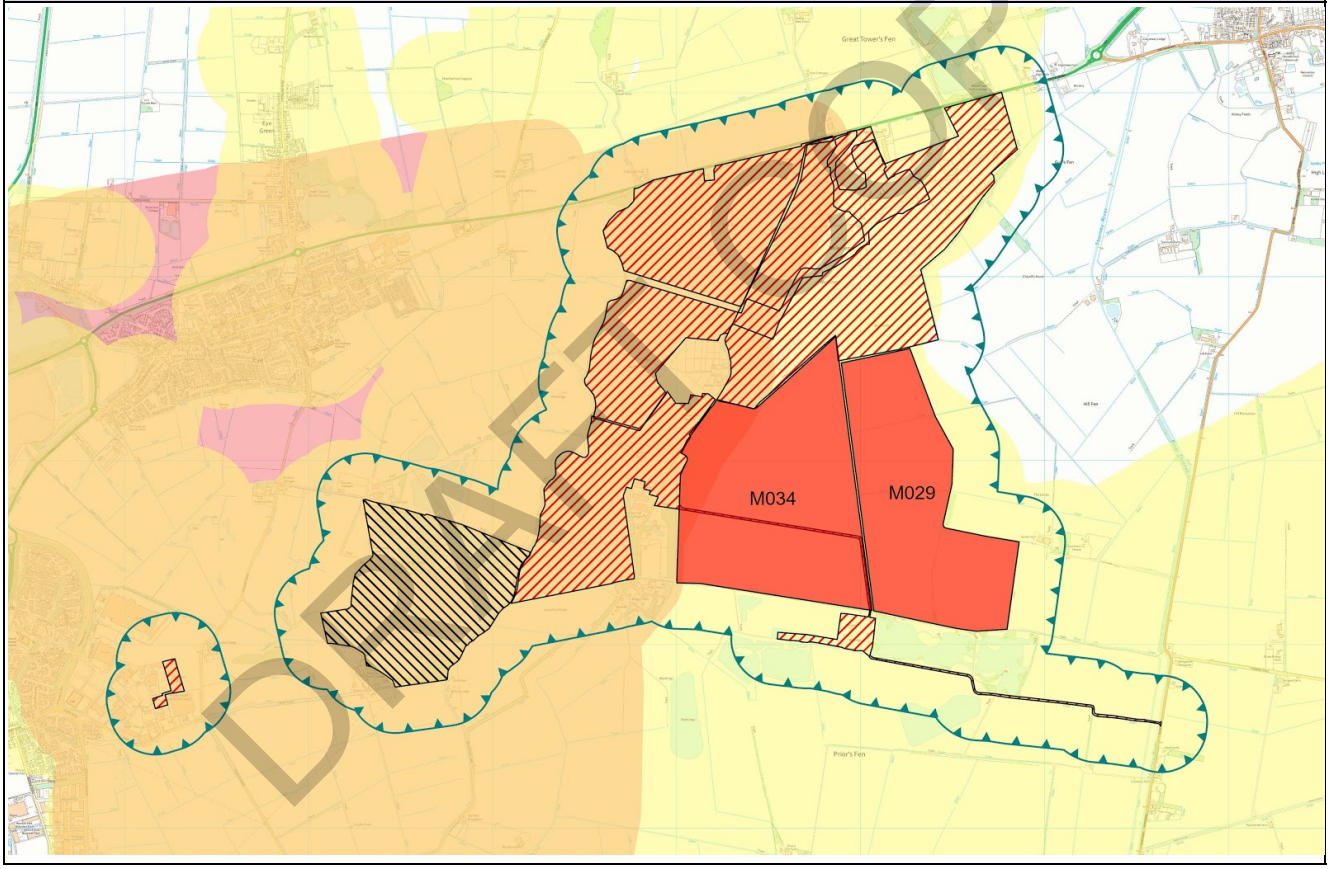
Other Issues

- No RoWs cross the site, the closest being footpath Maxey 3 approximately 260m north and bridleway Etton 9 approximately 310m south. The Green Wheel cycle route runs approximately 200m south of the site. The site is within the Aircraft Safeguarding Area for RAF Wittering, the MOD should therefore be consulted on any application. Consideration will need to be taken into account of air safety during operations and restoration, with respect to attracting large numbers of wildfowl and flocking birds.

M034: Willow Hall Farm, Thorney

Site Reference	M034
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	106
Grid Ref	TF 255 018
Parish	Thorney
Estimated Reserve (t)	4,800,000 (2,800,000 in plan period)
Estimated Annual Output (tpa)	200,000
Estimated Start Date	2023
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Nene Washes[4] is 2.1km from the site
- The nearest listed building is 275m from the site
- The nearest scheduled monument (two bowl barrows) is within the site boundary
- Thorney Dyke CWS is adjacent to the site's south east corner

[4] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

- The site is distant from sensitive receptors which will help to reduce potentially adverse impacts (e.g. dust, noise), in addition the implementation of standard mitigation measures is likely to avoid and/or reduce potentially adverse impacts to acceptable levels.

Potential Implementation Issues (non-exhaustive)

Flood & Water

- Consent may be required from the IDB for works to or near land drainage ditches/drains within the site.
- Any works should use on-site water management systems.
- A site-specific FRA would be required to accompany the planning application.

Biodiversity & Geodiversity

- The site is located within the Eye/Thorney Area of Search Local Geological Site. Thorney Dyke CWS is adjacent to the site's south east corner. The site also constitutes functional land for the nearby Nene Washes. Potential adverse impacts on these receptors could be addressed through appropriate survey and mitigation measures.

Archaeology and the Historic Environment

- Site specific investigations would be required to accompany the planning application and further pre-determination archaeological investigation may be required to inform a planning decision.
- The impact of the proposals on the setting and significance of both the designated and undesignated heritage assets within and outside the allocation area would also be required.

Opportunities for Restoration

- The site is located within the Fens Focus Area within the Peterborough Green Infrastructure Strategy, and is within the Fens for the Future project area. The Green Infrastructure Strategy includes a range of supporting projects to which site restoration might contribute.
- Restoration proposals will also need to reflect the outcome of the heritage investigations.

Operation

- Limits will likely be imposed on the number of vehicle movements and hours of operation to avoid nuisance to local residents.

Traffic and Highways

- There is potential for impacts related to increased traffic movement within the area (albeit in accordance with the existing HGV routing arrangement), however phasing of the sites should minimise any possible impacts.
- This site should come forward following completion of existing permitted or allocated operations and therefore the estimated HCV movements will not be additional to existing permitted movements but substituting for them.
- Aggregate should be moved by a conveyor or haul road to an established processing plant at an operational quarry in the vicinity and sold material transported off site via the existing access onto the B1040.

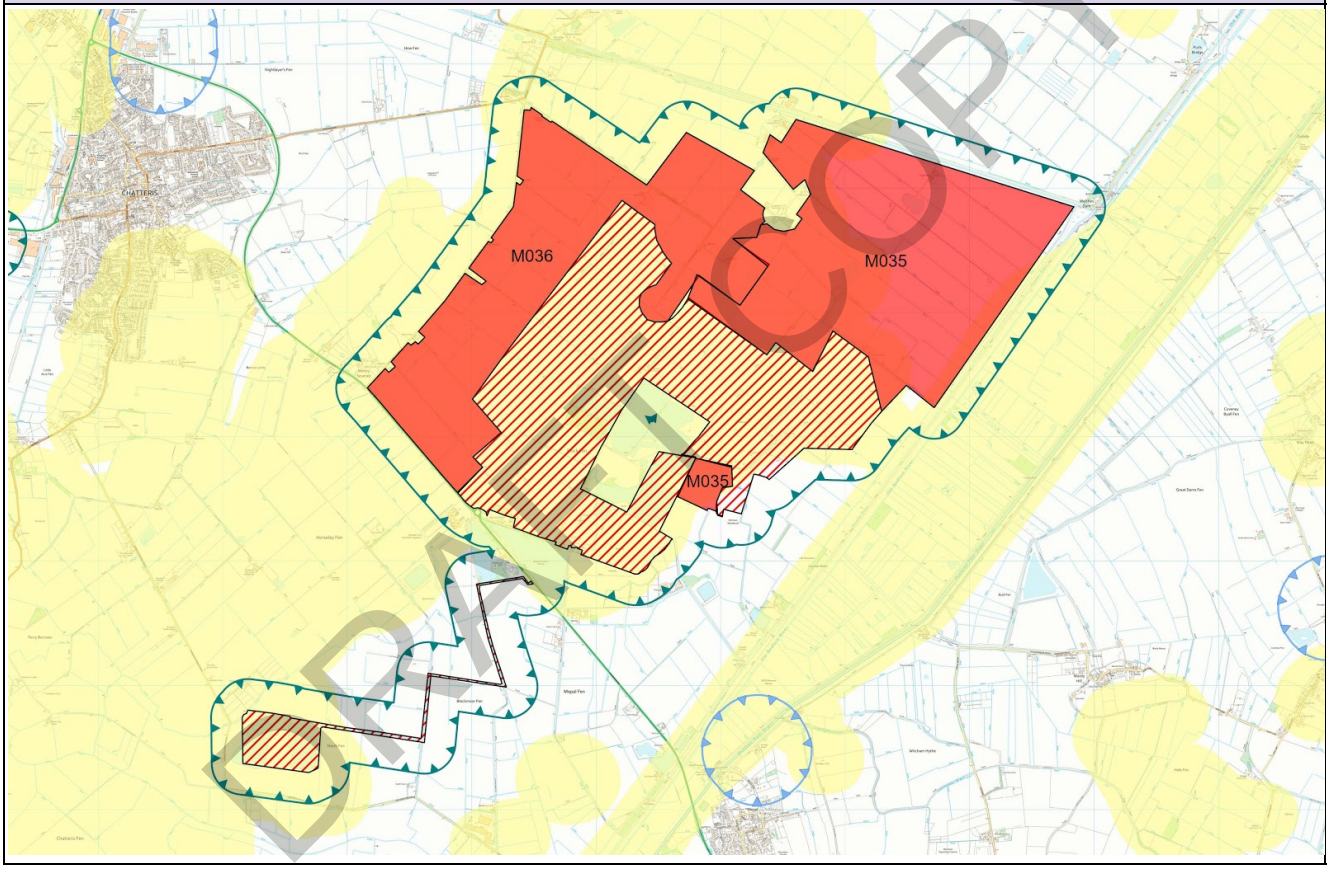
Other Issues

- There are a number of Rights of Way (RoW) in the vicinity of the site, with RoW Thorney 5 running along the southern boundary of the site. Dependent on operation the RoW may require diversion and it is likely that the site could be viewed from other RoW.

M035: Block Fen / Langwood Fen East, Mepal

Site Reference	M035
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	379
Grid Ref	TL 427 853
Estimated Reserve (t)	10,000,000 (4,680,000 in plan period)
Estimated Annual Output (tpa)	350,000
Estimated Start Date	2020
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Located adjacent to the Ouse Washes[5].
- Protected species or habitats of protected species recorded on / near site.
- Site is archaeologically sensitive with evidence of remains on and surrounding the site.
- Small area BMV Grade 1, remainder BMV Grade 2 land within site.
- Sensitive receptors with residential and outlying properties on and adjacent to the site.
- Entire site is within Flood Zone 3.
- Scheduled Monuments in the vicinity of the site (the closest is bowl barrows 750m west).
- Listed Buildings in the vicinity (the closest is Grade II Fortrey's Hall).

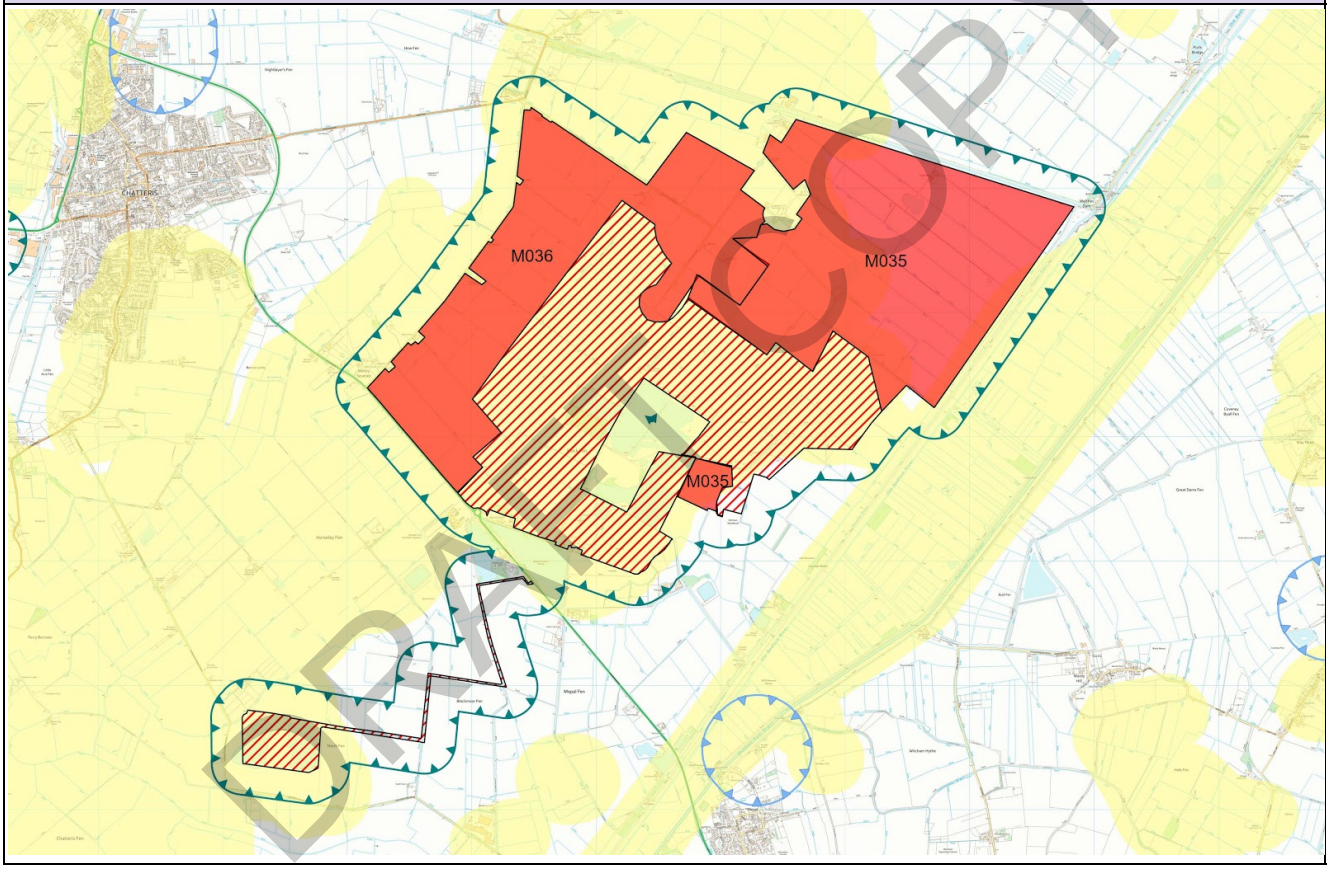
[5] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

Potential Implementation Issues (non-exhaustive list)
See also the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036, Appendix 2 - Block Fen / Langwood Fen Master Plan. **Operation** ● To maintain the integrity of the Ouse Washes a stand off 150 m from the Ouse Washes is likely to be required. Amenity issues including noise or dust are likely to need to be addressed, and stand-offs between the quarry area and residential dwellings may be required. **Biodiversity and Geodiversity** ● Development should conserve and enhance adjoining Ouse Washes and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken to inform proposals, and the development should incorporate any recommended mitigation measures as appropriate. ● Habitats Regulations Assessment at the project level will be required to ascertain that there will not be an adverse effect on the integrity of the European site and its associated interests. **Archaeology and Historic Environment** ● The site is archaeologically sensitive. An archaeological evaluation should be undertaken and an appropriate mitigation strategy prepared, which may need to include removing areas from development to physically preserve archaeological remains of particular significance in situ. ● Development must conserve and where appropriate enhance heritage assets and their settings. **Flood & Water** ● Proposals will need to address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. Any Flood Risk Assessment and a Hydrological and Hydro-Geological Assessment should consider all stages of excavation and restoration and include flood risk and surface water drainage. Proposals should incorporate measures to 'seal' the south side of Forty Foot Drain. **Other Issues** ● Rights of Way, including 43/13, 45/7 and 45/6, pass near the site. Development may be required to provide diversions and compensation for existing Rights of Way which may be adversely affected.

M036: Block Fen / Langwood Fen West, Mepal

Site Reference	M036
Proposed Use	Mineral Extraction: Sand and Gravel
Site Area (Ha)	318
Grid Ref	TL 425 853
Estimated Reserve (t)	11,480,000 (2,310,000 in plan period)
Estimated Annual Output (tpa)	400,000
Estimated Start Date	2031
Current Use	Agriculture

Site Map



Key Known Site Sensitivities

- Located adjacent to the Ouse Washes[6].
- Records of protected species or suitable habitats identified on or near site.
- Site is archaeologically sensitive with evidence of remains on and surrounding the site.
- Small area may be BMV Grade 1, remainder BMV Grade 2 land.
- Sensitive receptors with residential and outlying properties on and adjacent the site
- Largely within Flood Zone 3.
- Scheduled Monuments are in the vicinity of the site (the closest is Grey's Farm, Horseley Fen, a neolithic site 430m south west).

[6] Ramsar, SAC (Special Area of Conservation), SPA (Special Protection Area) and SSSI (Site of Special Scientific Interest)

- Listed Buildings in the vicinity (the closest is Grade II Holly House Farmhouse 620m north).

Potential Implementation Issues (non-exhaustive list)

See also the Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036, Appendix 2 - Block Fen / Langwood Fen Master Plan.

Operation

- Amenity issues including noise or dust are likely to need to be addressed, and stand-offs between the quarry area and residential dwellings may be required.

Biodiversity and Geodiversity

- Development should conserve and enhance adjoining Ouse Washes and any protected species. An ecological evaluation assessing the potential effect of development and appropriate mitigation should be undertaken to inform proposals. The development should incorporate any recommended mitigation measures as appropriate.
- Habitats Regulations Assessment at the project level will be required to ascertain that there will not be an adverse effect on the integrity of the European site and its associated interests.

Archaeology and Historic Environment

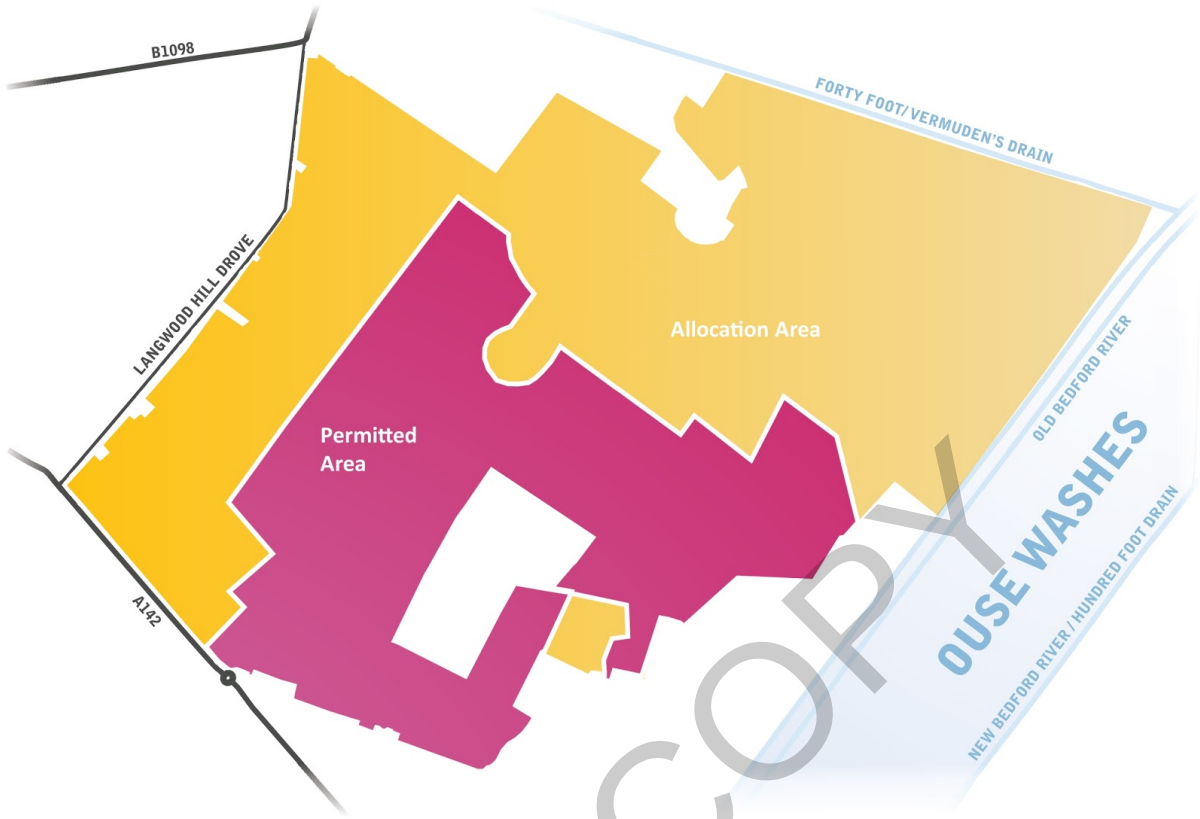
- The site is archaeologically sensitive. An archaeological evaluation should be undertaken and an appropriate mitigation strategy prepared, which may need to include removing areas from development to physically preserve archaeological remains of particular significance in situ.
- Development must conserve and where appropriate enhance heritage assets and their settings.

Flood & Water

- Proposals should address on and off site flood risk and effects on water levels in nearby designated environmental sites will need to be addressed. Any Flood Risk Assessment and Hydrological and Hydro-Geological Assessment should consider all stages of excavation and restoration and include flood risk and surface water drainage.

Other Issues

- Rights of Way, including 45/13, 45/3 and 45/27 pass near the boundary of the site. Development may be required to provide diversions and compensation for existing Rights of Way which may be adversely affected.



Cambridgeshire County Council and Peterborough City Council

Appendix 2 - BLOCK FEN / LANGWOOD FEN MASTER PLAN

November 2019

Contents

Context - Block Fen / Langwood Fen Master Plan **4**

Changes since the 2011 SPD 4

Status of this appendix 4

Withdrawal of Block Fen / Langwood Fen Master Plan Supplementary Planning Document (2011) 4

Introduction **5**

Purpose of the Master Plan 5

Background 5

The Block Fen / Langwood Fen Area 6

Nature Conservation 6

Land Drainage and Water Storage 7

Historic Environment 7

Access 7

Existing Minerals and Waste Operations 7

The Earith / Mepal Stakeholder Group 8

The Vision **9**

Objectives 10

Delivering the Vision 11

Figure 1: Indicative Phasing Plans 12

Phasing and Working of Reserves **14**

The Need for Sand and Gravel 14

The Location of Sand and Gravel Extraction 14

Figure 2: Block Fen / Langwood Fen Allocation Areas 15

Phasing and Working of Reserves 15

Hydrogeology 17

Figure 3: Block Fen / Langwood Fen Production Areas 18

Waste Recycling and Disposal **19**

The Need for Waste Recycling and Disposal 19

Table 2: CD&E waste forecast by management method up to 2036 (million tonnes) 19

Preparing for reuse and recycling 19

Materials recycling 19

Compost 19
Inert recycling 19
Other recovery 19
Energy Recovery - wood waste 19
Soil treatment 19
Inert recovery* 19
Disposal (landfill) 20
Inert 20
Non-hazardous (including SNRHW) 20
The Location and Level of Inert Recycling 20
The Location and Level of Waste Disposal 21
Enhancement Habitat 22
Enhancement Habitat for the Ouse Washes 22
The Location of the Enhancement Habitat 23
Methodology for Creating Enhancement Habitat 23
Block Fen Pilot Project 25
Long Term Management of the Enhancement Habitat 25
Water Storage 27
The Need for Irrigation Water 27
The Need for Flood Water Storage 27
The Location and Creation of Water Storage Bodies 28
Long Term Management of the Water Storage Bodies 31
Recreation and Leisure 32
Navigation 32
Recreation 33
Figure 5: Illustrative layout for access and recreation use 35
Traffic 36
Traffic Movement 36
Sustainable Transport 37
Water 37
Rail 37
Traffic Management 38
Recreational Traffic 38
Sustainable Use of Soils 39

Conclusions **43**

Annex 1 - Planning Applications **44**

Annex 2 - Methodology for the Creation of Enhancement Habitat **46**

Wet Grassland Features 46

Soil conditions and suitability for wet grassland development 46

Critical requirements in soil placement 46

Other site requirements 47

Retention of water within the grassland cell 47

Reservoir 47

Drainage 47

Supplemental water requirements 47

Water management options 48

Figure 6: Wetland Grassland Features 49

Context - Block Fen / Langwood Fen Master Plan

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

Changes since the 2011 SPD

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

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

Status of this appendix

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

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

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

1. Introduction

Purpose of the Master Plan

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

Background

1.2. The Cambridgeshire and Peterborough Minerals and Waste Local Plan identifies the Earith / Mepal area as a strategic area for sand and gravel extraction and construction / demolition waste management until 2036 and beyond. This area has extensive reserves of good quality sand and gravel needed to supply the construction industry, which will help build the new housing, employment, schools and other development planned for Cambridge, and the wider area. The area will also help to recycle and dispose of construction soils and sub-soils arising from development.

1.3. The Earith / Mepal area is one of high quality agricultural land, and is primarily in this use. However, Block Fen, Langwood Fen and adjacent areas have established sites for sand and gravel extraction, some clay extraction, and some already contribute to the management of soils and waste construction and demolition materials.

1.4. In considering the further development of the area significant new opportunities have been identified which could be delivered through additional mineral extraction and quarry restoration. These have largely been shaped by the location of the area next to the Ouse Washes, which is one of the few remaining fragments of wetland habitats within the Fens. It is of international importance for its wintering waterfowl and for a suite of breeding birds, including snipe and black-tailed godwit.

1.5. The Ouse Washes area is in an 'unfavourable' condition. The Ouse Washes is designated as a wetland of international importance (Ramsar site) under the Ramsar convention, and, in 2000, was formally listed on the Montreux Record as a site undergoing ecological change. The main cause of the deterioration of the nature conservation interests is changing patterns of flooding with unseasonal summer flooding and longer deeper winter flooding.

1.6. Mineral extraction followed by appropriate restoration offers the opportunity to deliver three equally important strategic objectives. Firstly, it can provide strategic water storage bodies which can help to intercept water before it goes into the Counter Drain, and also take some of the water from the Counter Drain which would otherwise be pumped into the Ouse Washes, thereby managing flood risk in a more sustainable way. In addition, quarry restoration using inert construction and demolition waste soils can create a significant amount of new lowland wet grassland, providing new breeding areas for birds such as the black-tailed godwit, snipe, redshank and lapwing. Thirdly, the water bodies created after restoration from gravel workings, and the new lowland wet grassland, can provide a focus for recreational opportunities for those living in, or visiting the area; as well providing water for agriculture for irrigation purposes.


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

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

The Block Fen / Langwood Fen Area

1.8. The Block Fen / Langwood Fen area lies to the west of the Ouse Washes, north of the A142 and south of the Forty Foot (Vermuyden's) Drain. The western boundary is a line running north south down Langwood Hill Drove to the A142. The Master Plan area lies in the parishes of Mepal and Chatteris, and in the districts of East Cambridgeshire and Fenland.

1.9. The area is characterised by open low lying high quality agricultural land, drained by a series of man made drains and pumps operated by the Sutton and Mepal Internal Drainage Board. Other than the drains there are relatively few other landmarks. The area is relatively sparsely populated, principally by farms or scattered dwellings, linked by small droves and byways.

Nature Conservation

1.10. The area lies adjacent to the Ouse Washes which is a wetland of national, European and international importance (a Ramsar site). At the national level it is notified as a Site of Special Scientific Interest (SSSI) for its wet grassland, breeding and wintering waders and wildfowl along with aquatic flora and fauna largely associated with the ditches and drains.

1.11. At the European level, the Ouse washes is designated as a Special Protection Area (SPA) for the number and variety of breeding and wintering waders and wildfowl, along with the wintering population of hen harrier. The two parallel linear water courses known as the Counter Drain / Old Bedford (outer river) and the Old Bedford / Delph (inner river) are also designated at the European level, a Special Area of Conservation (SAC), for a population of Spined Loach, one of four known main localities for this fish species.

1.12. The Ouse Washes is one of the largest areas of seasonally flooded washland in Britain which, when floodwaters permit, is managed using traditional agricultural methods of summer grazing and hay cutting. The washlands regularly host impressively large numbers of wintering waterbirds, which qualifies it as a Wetland of International Importance under the Ramsar Convention.

Land Drainage and Water Storage

1.13. Immediately east of the Master Plan area is the Counter Drain, east of this is the River Delph and the Hundred Foot / New Bedford River Ouse. These watercourses supports the artificial drainage of a large part of mid Cambridgeshire, up through Bedfordshire to the river source in Northamptonshire.

1.14. The Ouse Washes lie between the River Delph and the parallel bank of the Hundred Foot / New Bedford River and play a major land drainage role as a flood water storage and conveyancing area. As a result the washland is subject to flooding.

1.15. A winter storage agricultural irrigation reservoir lies at North Fen, Sutton Gault (south of the Block Fen / Langwood Fen area). This has been extended through additional mineral extraction. Planning permission has also been granted for the reservoir to be used for the storage of potable water.

1.16. There are also a number of smaller winter storage reservoirs in the wider Earith / Mepal area serving the irrigation needs of specific areas of agricultural cultivation.

Historic Environment

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

Access

1.18. The main traffic corridor is the A142 Ely - Chatteris Road, which bridges the Ouse Washes. The area is also crossed by Bury Lane leading from Sutton to Long North Fen Drove towards Chatteris. This route crosses the Washes by way of a causeway and is frequently obstructed by floodwater in the winter months.

1.19. The other roads in the area are minor lanes (droves) linking farms and byways. There are a limited number of public footpaths the most important of which from a recreation point of view are the linear paths which follow the banks of the Ouse Washes.

Existing Minerals and Waste Operations

1.20. The area is known to contain significant sand and gravel deposits having been the subject of some earlier extraction, and is currently the subject of active and planned mineral workings on a significant scale.

1.21. North of the A142 is Block Fen. This is a large area, already permitted for sand and gravel extraction. Access to Block Fen is via a roundabout off the A142. Current restoration proposals are for reinstatement to an agricultural use, at existing ground levels using inert

waste fill. It is expected that the restoration proposals for these existing permitted sites will be revised in accordance with this Master Plan.

The Earith / Mepal Stakeholder Group

1.22. The first edition of the Master Plan was developed through a number of stakeholder workshops. These sessions were vital in determining the nature of the proposals which have come forward, and in providing technical supporting information and advice.

1.23. In addition a number of supporting studies were undertaken which addressed:

- hydrology;
- sustainable use of soils;
- ecology; and
- traffic.

1.24. Participants included the mineral and waste industry, the Environment Agency, the Middle Level Commissioners, the Sutton and Mepal Internal Drainage Board, the Royal Society for the Protection of Birds (RSPB), The Wildfowl and Wetlands Trust (WWT), officers from the district councils, and Natural England.

2. The Vision

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

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

water for summer irrigation of crops. The new flood storage areas will require active management in the long term, and this should be secured through planning obligations with the flood storage areas being under the control of a suitably experienced and responsible body. An assessment will need to be made on whether the storage areas would need to be managed in accordance with the Reservoirs Act. If they do, then appropriate guidance would need to be followed: https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements;

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

Objectives

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

- enable the supply of an average of 1.1 million tonnes of sand and gravel per annum from Block Fen / Langwood Fen from 2016 onwards to 2036, with a reserve of 18.3mt to be worked post 2036;
- establish at least 3 long term construction waste recycling facilities, capable of recycling up to 50%, increasing up to 70%, of construction waste by 2036;
- enable the disposal of a total of around 7 million cubic metres of inert waste over the period to 2036;
- ensure there is no adverse impact to the Ouse Washes through the extraction, landfill and restoration of the Block Fen / Langwood Fen area, through well planned, designed and controlled working and restoration;
- create around 480 hectares of lowland wet grassland providing enhancement habitat to complement the Ouse Washes, using inert waste and peat soils to create the wet grassland;
- provide for the long term management of the enhancement habitat adjacent to the Ouse Washes;
- create flood storage with the capacity of at least 10 million m3 and an ambition to achieve nearer 16.5 million m3 of storage (approximately 14,600 m3 to 24,100 m3 per hectare in the water storage areas). The higher storage ambition is to mitigate climate change using the latest guidance on climate change allowance;
- use the water storage bodies for water supply, including agricultural irrigation and water to maintain the wet grassland enhancement habitat; and set out a mechanism for the long term management of the water resource created;

- provide for new and enhanced recreational opportunities, including a local visitor centre;
- secure, through the creation of lowland wet grassland and the disposal of inert waste, the 'sealing' with clay of the southern boundary of the Forty Foot, enabling the restoration of navigation;
- secure the sustainable use of soils as a resource for the future; and
- address traffic management in the area i.e. movements associated with the use of land for mineral extraction and waste management, and long term uses such as recreation.

Delivering the Vision

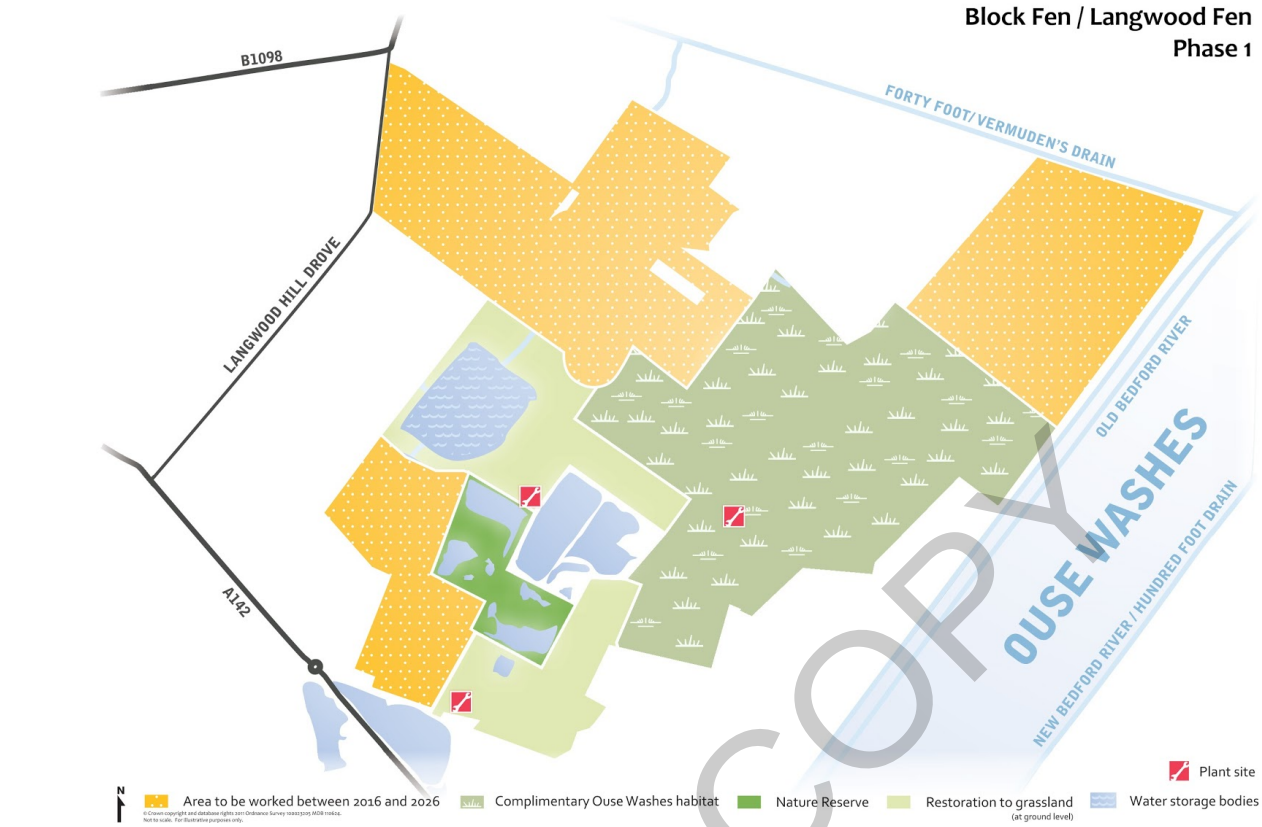
2.3. Delivering the proposals of this Master Plan will require the cooperation of a number of parties, ranging from landowners and minerals and waste operators, to the 'responsible bodies' which will take over the long term management of restoration areas such as the new lowland wet grassland and the water storage bodies.

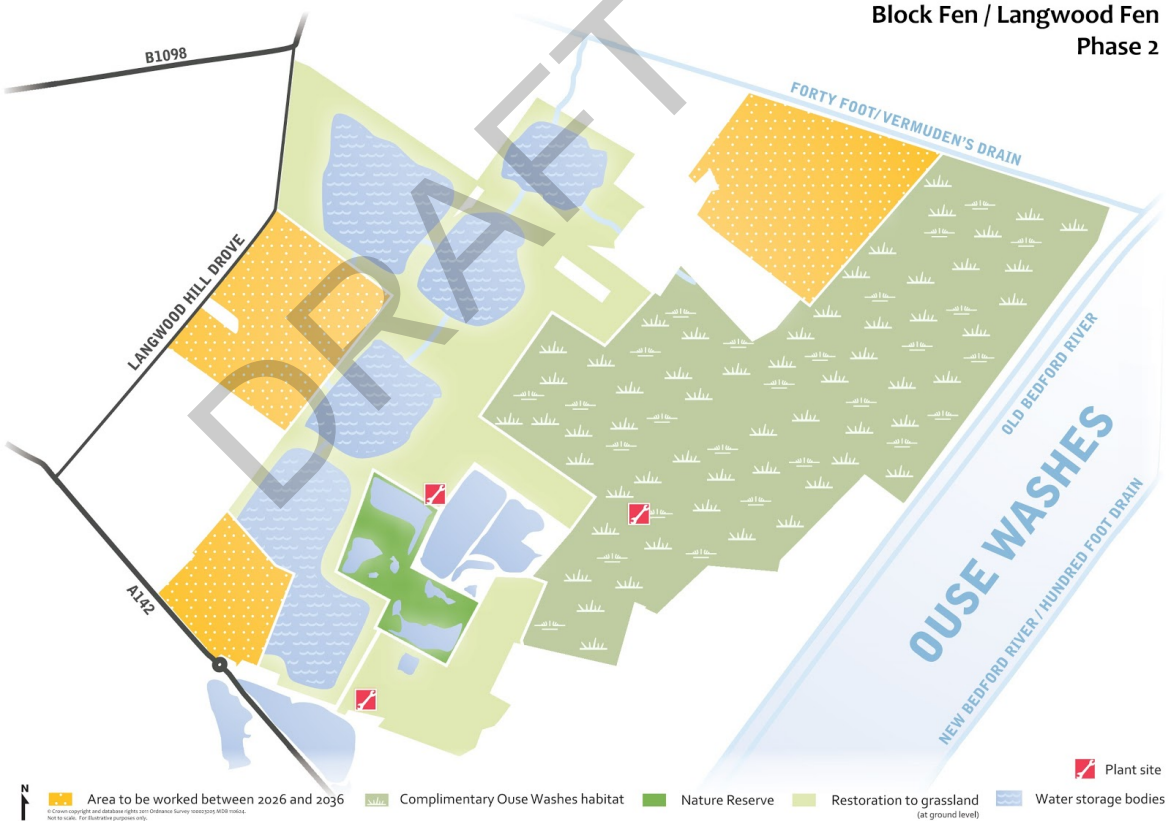
2.4. Stakeholders have already shown a high level of co-operation through their participation in the development of this Master Plan, and on a more practical level on the ground, through the joint delivery of the new Block Fen roundabout to serve new and existing quarries.

2.5. This Master Plan sets the parameters for the delivery to be achieved through a variety of more formal means such as the development management system (which determines planning applications), and associated legal agreements which can cover such matters as long term management arrangements and funding, which cannot be addressed through planning conditions.

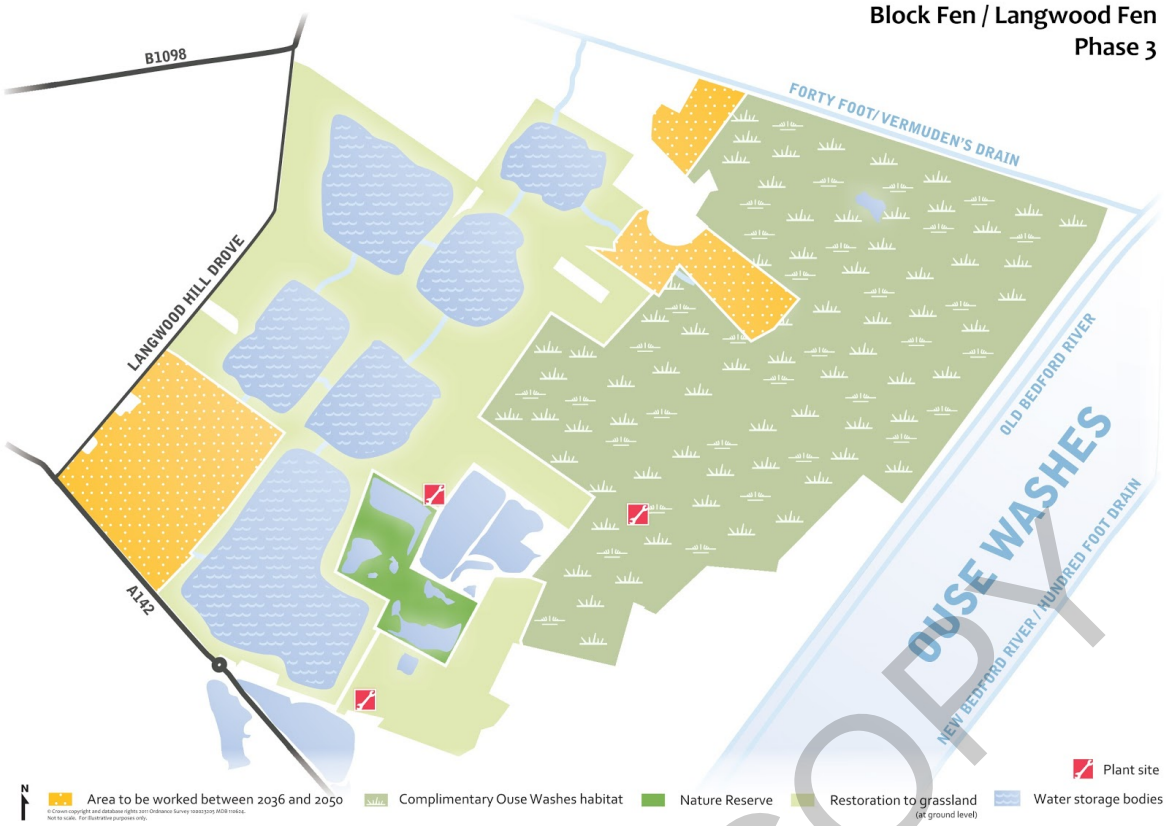
2.6. The vision for the development of the Block Fen / Langwood Fen area over the coming years is shown in the following four indicative maps, with 'snap shots' of the development shown for the different phases of the project. It is currently anticipated that mineral extraction will be completed by around 2057.

Figure 1: Indicative Phasing Plans

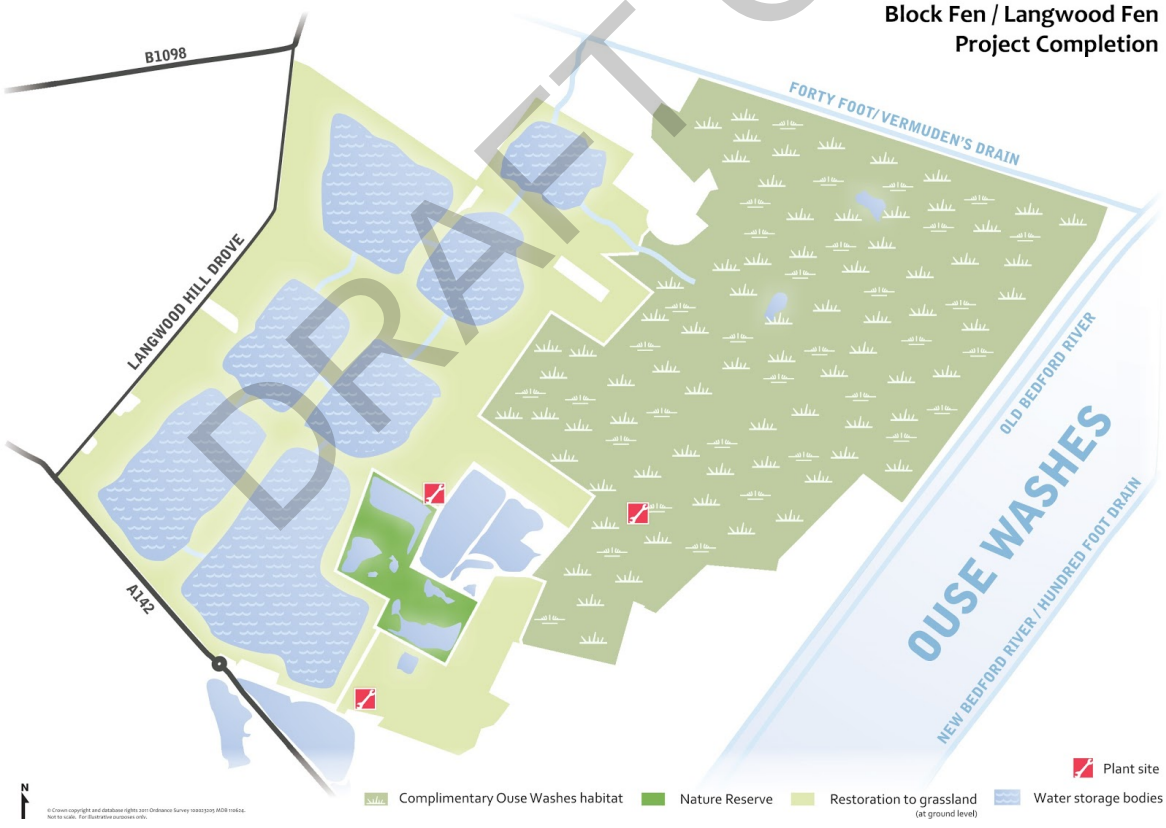




Block Fen / Langwood Fen Phase 3



Block Fen / Langwood Fen Project Completion



3. Phasing and Working of Reserves

The Need for Sand and Gravel

3.1. Substantial housing and employment, and supporting development, is planned for Cambridgeshire and Peterborough over the coming years. In addition major transport development will be taking place.

3.2. All this new development requires raw materials. On average a house requires 60 tonnes of sand and gravel, and one kilometre of new dual carriageway requires 200,000 tonnes of sand and gravel.

3.3. When this Master Plan was first written the Government had set out the amount of sand and gravel that was to be supplied by the East of England Region. This amount was shared between all the mineral planning authorities in the Region. Cambridgeshire and Peterborough, who prepare their land use plans together, had to provide a minimum of 2.8 million tonnes of sand and gravel each year. To provide some flexibility the Authorities planned on the basis of 3.0 million tonnes per year until 2026. Cumulatively this added up to 60 million tonnes.

3.4. In addition Cambridgeshire and Peterborough were faced with a number of 'older' quarries in their area coming to the end of the reserves they were allowed to extract, and closing down. This posed a problem in terms of the loss of production units. It had been estimated that by 2013 there would have been shortfall of 'production capacity' which, if the Plan had not been in place, would have risen to around half a million tonnes per annum by 2016 increasing to 1.8 million tonnes per annum by 2026 and beyond.

3.5. In order to meet the forecast shortfall in supply, some new sites, but primarily extensions to existing sites, were identified in this area for the future extraction of sand and gravel in the Minerals and Waste Core Strategy. This new Local Plan continues to identify the need for future extraction of sand and gravel.

The Location of Sand and Gravel Extraction

3.6. Previous proposals required the area to be restored to an agricultural after use, at either existing ground level following infilling, or to a lower level with secure arrangements for the pumping of surface water from sumps.

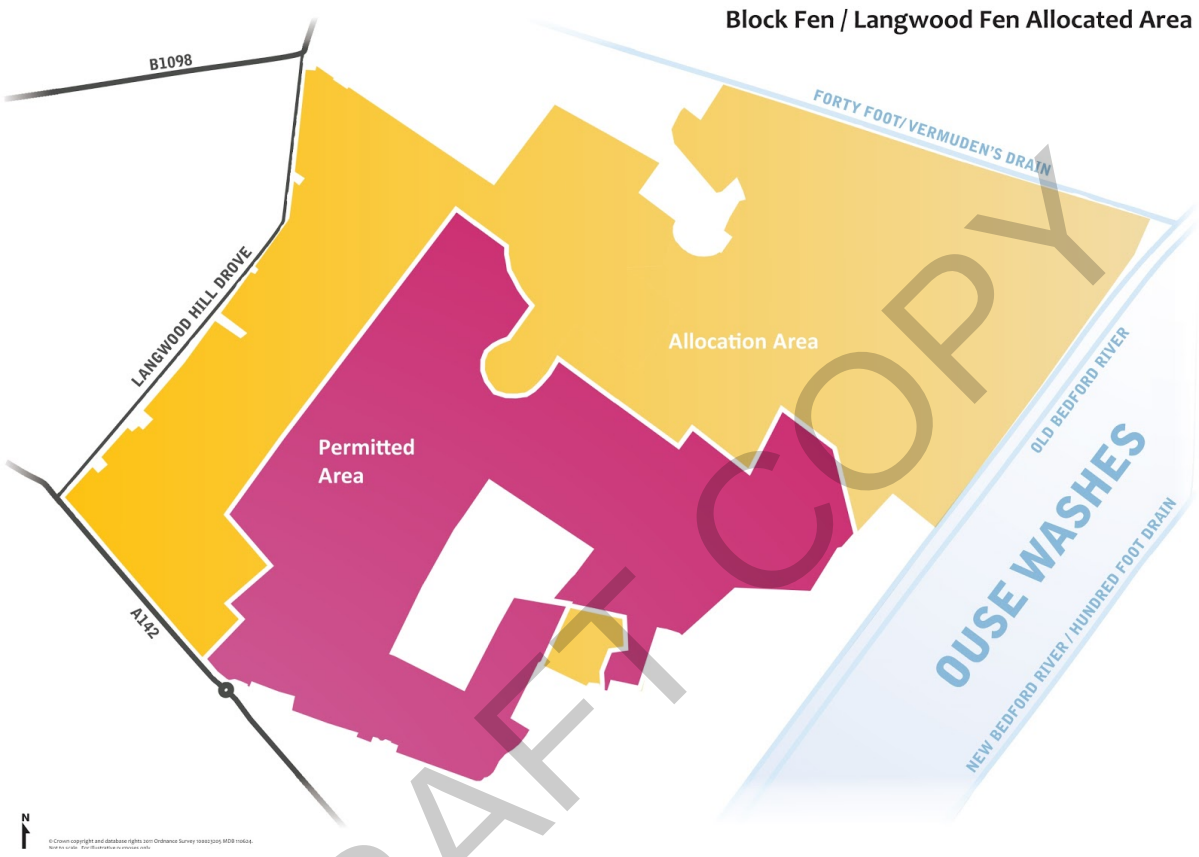
3.7. The previous Cambridgeshire and Peterborough Minerals and Waste Core Strategy identified that the Block Fen / Langwood Fen area should be extended further to provide a strategic long term resource for the extraction of sand and gravel. The Core Strategy therefore allocated a further area of around 856 ha, with estimated reserves of 24 million tonnes. The Core Strategy also set a revised framework for restoring the area. The previous Core Strategy allocation, and its restoration principles, has been retained in this Minerals and Waste Local Plan.

3.8. The map below (Figure 2) shows indicatively the areas of existing quarries, and the areas which are being allocated. In practice buffers may need to be considered e.g from the A142 to support any engineering structures.

3.9. In addition there are known archaeological interests in the allocated area, including ring ditch remains of Bronze Age burial mounds, remains of an Iron Age settlement, and undated crop marks of probable prehistoric origin. Full archaeological evaluations are likely to be required to

accompany any planning application, and these should take account of the potential risk of de-watering and the impact this may pose for archeology. The most important area of archeological interest is on the western edge of the site, adjacent Langwood Fen Drove. The results of the archaeological investigations will determine what mitigation measures may be required and if the detailed extraction area needs to be modified.

Figure 2: Block Fen / Langwood Fen Allocation Areas



Phasing and Working of Reserves

3.10. In order to help provide the required supply of sand and gravel, the Block Fen / Langwood Fen area needs to produce an annual average of 1.1 million tonnes of sand and gravel from 2016 to 2036 with a remaining reserve of 18.3 mt to be worked post 2036.

3.11. The allocation that was made by the Minerals and Waste Plan Core Strategy and has been retained in this Minerals and Waste Local Plan has been shaped by a number of considerations, including the unique proposed after uses. This comprehensive approach has led to a significant area being allocated, one which will help to provide for our sand and gravel needs to 2036 and beyond.

3.12. The extraction of this sand and gravel should be managed carefully so as to husband this important resource. This should be achieved through the planned gradual working of reserves. This should ensure that there is a continuous supply to meet our needs, whilst

securing the progressive restoration of the worked out areas.The total reserve for the new allocations in the Block Fen / Langwood Fen area is estimated at just over 21.4 million tonnes.

3.13. It is acknowledged that allocations of this magnitude are not common, particularly where a substantial amount of the provision is being made for the post plan period. This situation has come about through recognition of the unique contribution that quarry restoration in this area can make i.e. in the creation of enhancement habitat for the Ouse Washes and more sustainable flood risk management for the Cranbrook / Counter Drain catchment. Together these can play a significant role in enhancing the Ouse Washes SSSI as is required of the County Council under duties in the Countryside and Rights of Way Act 2000 and delivery of the Environment Agency's adopted Cranbrook / Counter Drain Strategy. In order to deliver these important wider objectives a comprehensive and long term approach has to be taken.

3.14. It is also necessary to provide the minerals industry and land owners with a clear long term strategy, with greater certainty regarding the development of the area, especially given the need to change the agreed restoration proposals of existing quarries.

3.15. The reserves in the Block Fen / Langwood Fen area are known to be of good quality, and in terms of depth vary from around 4 metres in the eastern side of the site, to around 8 metres in the west. This fits in well with restoration proposals where the deeper void created by extraction in western side of the site can be used for water storage, and the shallower eastern area can be used for the creation of extensive lowland wet grassland habitat to complement the Ouse Washes.

3.16. In order to help to control the release of the sand and gravel two ‘production areas’ have been defined, each with a production unit. These in part reflect the location of the existing quarry operations, but also have had regard to the following:

- production units / production areas are sufficient to contribute to the forecast need for sand and gravel;
- the need to consider the deliverability of proposals by taking into account known land ownership and land options;
- that all access should be taken from the existing Block Fen roundabout; and
- the need to reconsider and change existing restoration proposals in the context of the wider proposals of the Minerals and Waste Local Plan.

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

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

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

3.18. The working of each production area should reflect the phasing shown in Figure 1 for the working of reserves. Planning applications should provide a detailed phasing diagram showing how the mineral will be worked and how the site will be progressively restored to the planned after uses. Block Fen / Langwood Fen acts as a buffer for the Ouse Washes because it supports very few potential predators which may harm ground nesting birds, any phasing and restoration proposals should recognise this and ensure that the role of the area in this respect is not compromised.

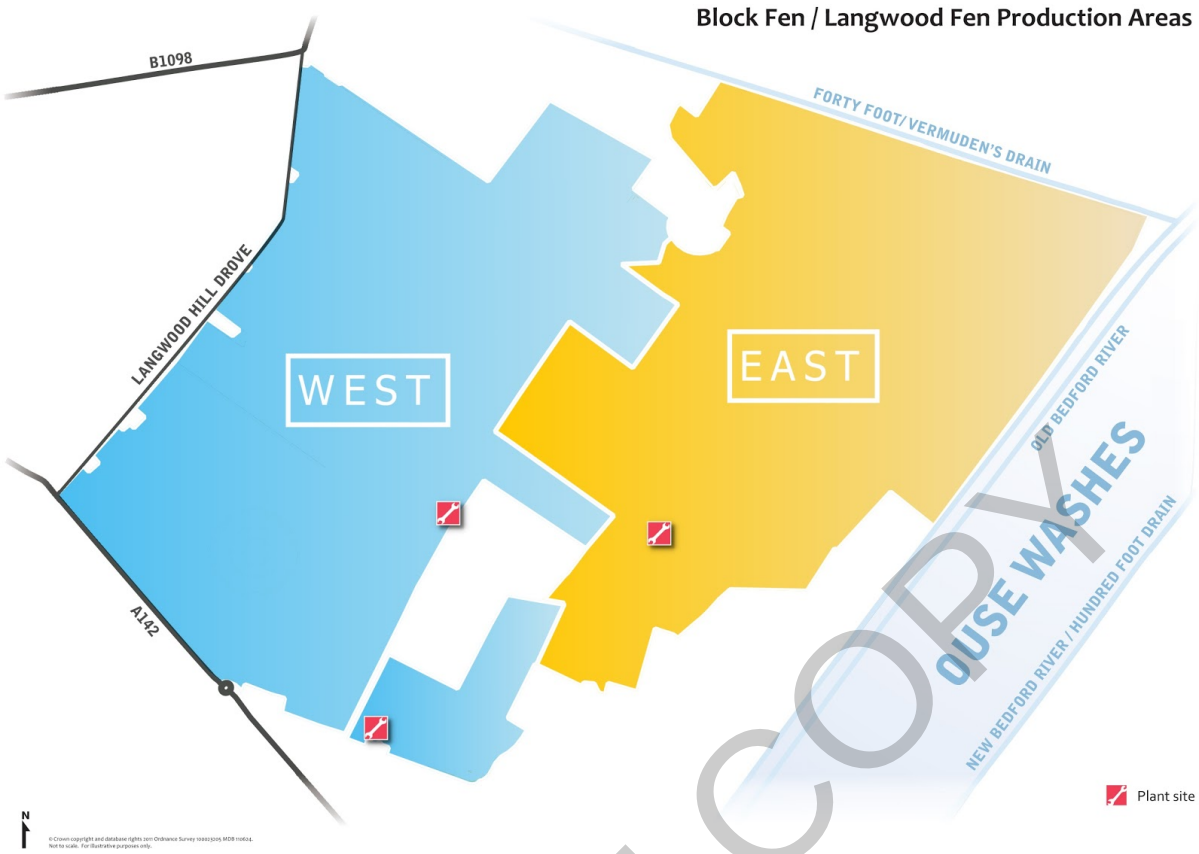
3.19. The forecast production capacity of these areas confirms that the Block Fen / Langwood Fen area should be producing an average of around 1.1 million tonnes per annum from 2016 to 2036.

Hydrogeology

3.20. When the site is worked dewatering is likely to be necessary during the extraction phase, and construction of the inert landfill. Where dewatering is licenced, an application for a dewatering licence will be required, and this will need to demonstrate that there are minimal off-site impacts to other water users and the environment, or that these impacts are mitigated. (The potential impact of de-watering on archeological remains is highlighted in paragraph 3.9 above).

3.21. As part of the site restoration a large impermeable barrier to flow should be created in the aquifer (associated with the water storage bodies and the creation of new enhancement habitat). Groundwater monitoring should be undertaken by the mineral operator prior to development to characterise the existing flow pattern within the aquifer. Once this is established, full details should be given of the measures which will be put in place to minimise long-term changes in groundwater flow patterns. Ditches in hydraulic continuity with the groundwater in the sand and gravel aquifer are likely to be one of the main mitigation measures, but a full description of how these will function will be needed.

Figure 3: Block Fen / Langwood Fen Production Areas



4. Waste Recycling and Disposal

The Need for Waste Recycling and Disposal

4.1. Over the coming years the construction of new housing and other development is going to give rise to a significant amount of material such as soils, sub soils, bricks, concrete, and other construction and demolition waste. These materials are often called 'inert' materials, which mean that they do not readily decompose or rot when disposed of. Although they are called 'waste' because they are not needed at the place where the development is taking place, these materials are actually a valuable resource which needs to be managed in a sustainable way.

4.2. It is possible to recycle construction and demolition materials by separating, crushing, and grading them, so they can be re-used for new construction purposes. There are also opportunities to blend materials to meet specific requirements. This reduces the amount of virgin sand and gravel and other materials that are required, helping to conserve a valuable resource.

4.3. In Cambridgeshire and Peterborough it has been forecast that just over 34 million tonnes of construction, demolition and excavation (CD&E) waste should be managed over the plan period (between 2016 and 2036). Targets for CD&E waste (excluding EWC170504) include recovery of 90% and a maximum of 10% disposal to landfill by 2030. Forecast arisings and management methods for CD&E waste up to 2036 are set out in the table below.

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

		2017	2021	2026	2031	2036
Total CD&E waste arisings		**1.649**	**1.649**	**1.647**	**1.641**	**1.637**
Preparing for reuse and recycling	Materials recycling	0.176	0.173	0.179	0.182	0.182
	Compost	0.039	0.028	0.029	0.030	0.029
	Inert recycling	0.075	0.054	0.055	0.056	0.056
Other recovery	Energy Recovery - wood waste	0.001	0.002	0.002	0.002	0.002
	Soil treatment	0.112	0.095	0.097	0.099	0.099
	Inert recovery*	0.715	0.755	0.758	0.759	0.757
Total recovery		***1.118***	***1.106***	***1.120***	***1.128***	***1.126***

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

** Inert recovery includes beneficial deposit of inert waste to land associated with the restoration of mineral extraction sites with extant permission. (Source: Waste Needs Assessment, Cambridgeshire and Peterborough Minerals and Waste Local Plan (2016-2036) Proposed Submission Document, June 2019).*

4.4. The remaining inert CD&E waste that is not recycled for aggregate or other uses, will primarily be used for quarry restoration proposals or disposal to inert landfill sites. It has been calculated that in order to accommodate this material, provision should be made for 19.917million tonnes of inert recovery and landfill voidspace across the Plan area between 2016 and 2036. The Block Fen/Langwood Fen Master Plan area will need CD&E waste to facilitate delivery of the identified restoration outcomes. It is estimated that the sites allocated in the Plan that form part of the Block Fen/Langwood Fen area could accommodate 7 million cubic metres (around 12 million tonnes) of inert fill until the end of 2036. Some of the material sent to recycling facilities will turn out not to be inert material (less than 12%), this will require other forms of treatment or disposal to non-hazardous landfill sites.

4.5. In order to achieve our recycling rates we need more recycling facilities. Inert recycling facilities are often located at quarries and landfill sites because they can normally be accommodated without detriment to the environment or local communities. In addition there are opportunities to build upon synergies between the different activities on site e.g. landfill sites offer a place to dispose of the materials that cannot be recycled, virgin and recycled materials can be blended as necessary.

4.6. The need for places to dispose of the inert waste that cannot be recycled is also pressing. There is already a shortage of sites and the situation has been made tighter as a result of changes to national policy, which now requires landfill sites to be in areas where there is no risk of prejudicing any underground water resources i.e. aquifers. Aquifers providing drinking water cover extensive areas of land in South Cambridgeshire and thus landfill sites will be harder to find in the future. Areas having underlying clay are likely to be more favourable locations for landfill disposal sites.

The Location and Level of Inert Recycling

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

The Location and Level of Waste Disposal

4.8. The amount of space proposed to be created for the disposal of construction waste (inert waste) is linked to the location and depth of the sand and gravel extraction that will take place in the sub areas, and the restoration proposals to return the land to new lowland wet grassland adjacent to the Ouse Washes, or to agricultural grassland around the water storage areas. The lowland wet grassland and the agricultural grassland surrounding the water storage bodies will require construction waste to be restored to ground level.

4.9. The methodology for the creation of new lowland wet grassland uses inert materials to fill the void created by mineral extraction, and to return it back to its previous level (see Section 5. Enhancement Habitat).

4.10. It is planned that approximately a total of 480 hectares of land will be returned to lowland wet grassland and land around the water storage bodies will be returned to ground level, both creating capacity for the disposal of construction waste. It is estimated that around 13 million cubic metres of void will be created. This will make a significant contribution to addressing the need for inert waste disposal.

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

Table 3. Provision for disposal of construction waste

5. Enhancement Habitat

Enhancement Habitat for the Ouse Washes

5.1. The Block Fen / Langwood Fen area lies immediately adjacent to the Ouse Washes. The nature conservation importance of this extensive area of seasonally flooded washland and wet grassland has been recognised by national (SSSI), European (SPA and SAC), and international (Ramsar site) protective designations.

5.2. The Washes plays host to important populations of breeding and wintering birds, including nationally important numbers of the Western European / West African breeding population of black-tailed godwit along with other breeding wader species such as snipe and redshank. Since the 1970's there has been a deterioration in the quality and quantity of wet grassland habitat, mirrored by declines in numbers of breeding waders and some winter duck species such as wigeon. This deterioration has been largely attributed to an increase in the frequency of spring and summer flooding events along with increased depth and duration of floods, although nutrient enrichment from the water entering the site is also a contributory factor. The site is therefore in an 'Unfavourable' condition and has been entered on the Montreux Record as a 'failing' Ramsar.

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

5.3. Through European legislation, the UK Government has a responsibility to address the deterioration on the Ouse Washes. As a result, it set up the Ouse Washes Steering Group comprising members from Defra, Natural England (then English Nature), the Environment Agency, and the RSPB to consider solutions to address the problems. Such solutions included considerations of water quality, improving drainage of water exiting the Washes and the option of creating replacement habitat off-site.

5.4. As a result, the Ouse Washes Habitat Replacement Project was born and is led by the Environment Agency. The aim of the Project was to create 1008 hectares of high quality lowland wet grassland near to the Ouse Washes by 2014.

5.5. Whilst the habitat creation at Block Fen / Langwood Fen lies outside the timescales for the Ouse Washes Habitat Creation project, the creation of lowland wet grassland in this vicinity will be directly linked to the special interests of the Ouse Washes and will complement the habitat created by this scheme, and vice versa. In particular the creation of new wet grassland habitat following mineral extraction will provide alternative suitable habitat for

breeding ground nesting waders and wintering wigeon to use when water levels are too deep or flooding too extensive on the Ouse Washes.

5.6. In order for any new enhancement habitat to be successful in attracting the species of birds which would normally nest on the Ouse Washes, it needs to be as close as possible, and ideally be immediately adjacent to the Ouse Washes. This requirement limits the geographical area that could potentially host new lowland wet grassland, and helps to make the Block Fen / Langwood Fen area a prime location.

5.7. At a national level broad targets are included within the Government's Biodiversity 2020: A strategy for England's wildlife and ecosystem services. These filter down to County level and the local Biodiversity Action Plan, which details targets and actions for more specific wetland habitats such as lowland wet grassland.

5.8. Mineral and waste planning authorities including Cambridgeshire and Peterborough also have obligations to further the conservation and enhancement of national Sites of Special Scientific Interest, which includes the Ouse Washes.

5.9. Over the longer term, the storage water bodies may have the potential to address some of the water level problems on the Washes by storing water that would otherwise be pumped into the Ouse Washes. The creation of lowland wet grassland habitat in this vicinity will undoubtedly be of enhancement value to the Ouse Washes and is directly linked to the special interest features of the site. It will contribute significantly to other regional and local targets, including regional and local Biodiversity Action Plan targets. It will also complement the development of the Great Ouse Wetland which recognises that within a mix of ownerships, a major wetland complex extending over 2000 hectares and 22 miles alongside the Great Ouse already exists. Additional land will provide new access and promotional opportunities.

The Location of the Enhancement Habitat

5.10. As already noted any enhancement habitat must be located close to, and ideally immediately adjacent, to the Ouse Washes. When the creation of such habitat is being delivered through sand and gravel extraction its possible location is also influenced by the distribution of sand and gravel reserves. Fortunately in the Block Fen / Langwood Fen area economic sand and gravel reserves abut the Ouse Washes, which means the site offers a perfect location for the creation of new lowland wet grassland. The Block Fen / Langwood Fen site is also directly opposite Coveney which is a priority area for the Environment Agency's Habitat Creation Project. If both these areas were to be developed, they would complement each other and provide significant added value through the increased area of contiguous wetland.

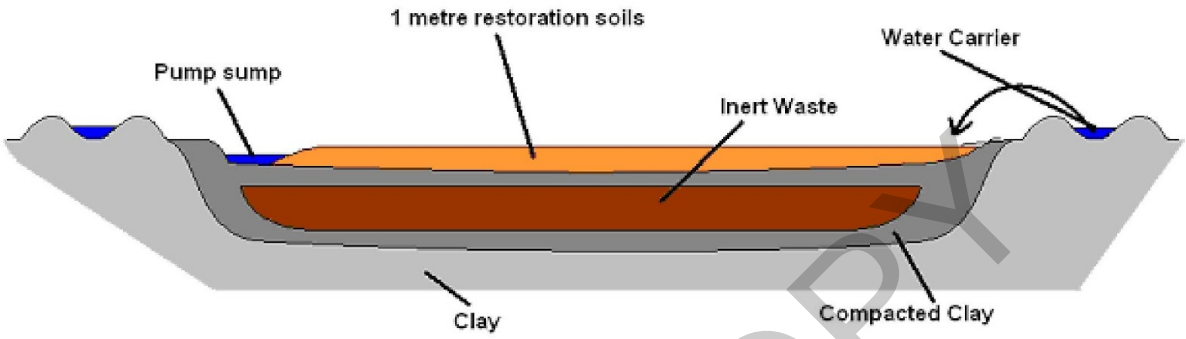
5.11. The area where wet grassland is proposed to be created following mineral extraction is shown on Figure 1 Indicative Phasing in section 2. The Vision. This totals around 480 hectares in the east and north east sector of the Block Fen / Langwood Fen area.

Methodology for Creating Enhancement Habitat

5.12. A methodology for the creation of lowland wet grassland has been drawn up and is set out in Annex 2. However, in brief, following the extraction of the sand and gravel the base and sides of the void will be lined with compacted clay to an agreed specification, and filled with inert waste which will raise the land towards to its previous level. The inert waste will then be sealed in also using compacted clay. A 'cell' containing the waste will thus be formed.

Subsoils will be placed on top of this cell, with peat forming the top layer to return to original contours. These soils will support the lowland wet grassland which will be created, and the water levels will be controlled by water carrying channels at the edge of the cell and a sump. This will enable the environment to be controlled and the grassland to be wetted and drained as required. Figure 4: A schematic cross section of a wet grassland area is provided below.

Schematic cross-section of wet grassland quarry restoration following inert landfill



5.13. As mineral extraction is taking place over a long period of time the extraction of sand and gravel and the creation of lowland wet grassland will be done on a phased basis. There will therefore be a number of wet grassland cells created. Any planning application should set out details of phasing and the location and extent of cells and arrangements for water supply and removal. Given the amount of inert waste that is arising in the future, and the difficulty of finding suitable places for its disposal, the formation of the lowland wet grassland is unlikely to be limited by the availability of the fill material.

5.14. The habitat that will be created will require careful management in terms of the flows and availability of water. The waders for which the wet grassland will be created feed on invertebrates below the soil surface by probing the soil which needs to be kept moist through the spring until early June. High water tables also increase the number of invertebrates near the soil surface.

5.15. The wet grassland features, which are made up of surface scrapes, foot drains and furrows will therefore need a supply of water to replenish them during the winter period, so optimum water levels can be reached by the end of March or earlier if required. Water levels will then need to be maintained in these ground features during the early part of the breeding season, and allowed to fall towards the end of the season.

5.16. In order to achieve the particular conditions needed by the lowland wet grassland and its birds, a dedicated water supply will be required so the water environment can be managed. This water will be provided by two existing irrigation reservoirs in the Block Fen area, and supplemented if required by water from the larger water storage bodies that will be formed elsewhere on the site (see Figure 1). This should be reflected in the restoration proposals. It is estimated that the supplementary water needs of the wet grassland are between 590,000 m3 in an average year, and the site should have the capacity to deliver up to 810,000 m3 in a drier year. These figures will also need to take account of climate change predictions.

5.17. The methodology for the grassland cells also includes the creation of sumps for pumping water off the grassland area should this be necessary.

Block Fen Pilot Project

5.18. A trial restoration has been undertaken following an agreed methodology, creating about 10 hectares of lowland wet grassland. Whilst this area is too small to attract significant populations of nesting bird populations, it provided a valuable opportunity to inform the methodology in terms of its design, implementation (including hydrological characteristics), and management needs of the habitat.

5.19. Following gravel extraction, inert fill and clay capping, the stockpiled subsoil and topsoils were placed to bring the finished site level back to the original field level. A specialist grass seed mix suitable for wet grassland habitat was sown, with good germination being achieved. Specialist machinery created "Dutch polder style surface furrows" along with a shallow pool scrape. Water control infrastructure has been installed along with dipwells, to monitor water levels. Lessons have been learned, all of which can be implemented on the next phase of works, these include using more accurate methods to level soils and minimising compaction of the subsoil. The vegetation structure is developing and grazing has been introduced, and invertebrate populations are being monitored and will develop as the wetland becomes established. The early conclusions are encouraging and show that conditions suitable for breeding wading birds are being created.

Long Term Management of the Enhancement Habitat

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

Above: Ouse Washes (Courtesy of RSPB)

5.21. The lowland wet grassland will therefore be passed to an appropriate body with experience of managing such special grassland, and this body will take over the long term management and regular monitoring of the land. Given that the extraction of sand and gravel in this part of the site and its restoration to lowland wet grassland will not be complete until around 2048, this will be done on a phased basis.

5.22. The details of this arrangement should be secured through a legal agreement between the relevant parties involved, including the mineral and waste operators, land owners, and relevant competent bodies (drainage and nature conservation). This agreement must be in place before any planning permission will be granted.

6. Water Storage

The Need for Irrigation Water

6.1. The Block Fen / Langwood Fen area lies in the 'Middle Level' area which extends to around 70,000 hectares, much of which lies below sea level. The area is largely fenland, and being reclaimed land has a long history of being artificially controlled through man made drainage schemes. The most extensive of which is the Old and New Bedford Rivers between Earith and Denver, constructed by the Dutch engineer Cornelius Vermuyden.

6.2. The Middle Level Commissioners are now responsible for land drainage in the area which lies between the River Nene to the north west and the Great Ouse (Old Bedford River) to the east, and which is bounded by low clay hills to the south and west and by the marine silts of Marshland to the north. The area is divided into 39 Internal Drainage Districts and is served by a large number of pumping stations.

6.3. With the area having some of the highest quality soils in the Country, the main use of land is for agricultural purposes. The Fens produce a wide range of flowers, fruit and vegetables, including potatoes, carrots, sugar beet and salad vegetables.

6.4. National planning policy promotes adaptation to climate change and the management of flood risk. Part of this involves the sustainable use of water resources including the development of winter water storage schemes. These schemes involve water being caught and stored in the winter, and used in the summer as spray irrigation water. The advantage of such a water supply is two fold. Firstly it enables the continued production of good quality crops, and secondly it helps to prevent the erosion of the peaty soils by keeping them moist and stopping them from becoming dried out and being 'blown away' by the wind.

6.5. The use of water for irrigation purposes is regulated by the Environment Agency through abstraction licenses. These allow farmers to use a certain amount of water for irrigation purposes. The peak period of demand for water extends from around mid June and through July, which often coincides with 'drought' conditions. In the Middle Level area licenses are in place, which allow the abstraction of water. If available, licenses permit up to 140,000 m3 of water per day can enter the Middle Level area from the River Nene at Stanground.

6.6. However, there are also times during the summer when, despite abstraction licenses and other measures being in place, abstraction of water is restricted e.g. to night time, or 4 days a week, and there is a shortfall of available water for agricultural irrigation purposes.

The Need for Flood Water Storage

6.7. In addition to the irrigation needs off site, there will also be a need for water to maintain the planned wet grassland enhancement habitat (see Section 5). This should be the priority, and when required water should be drawn from the water storage areas.

6.8. Climate change is increasing river flows and giving rise to the potential for more frequent flooding. Water storage areas are vitally important as they offer the capacity to hold floodwater and release it when river levels have dropped. However, where circumstances allow, the water can also be used for other purposes including water supply for summer irrigation.

6.9. The Environment Agency in their approved Cranbrook Drain / Counter Drain (Welches Dam) Strategy Study, has considered the long term management of the Cranbrook / Counter Drain catchment, which is an area lying west of the Counter Drain. As part of this review they have suggested that their preferred option is the creation of flood storage capacity through one or more water bodies. These would store flood water which would otherwise be pumped into the Ouse Washes, thereby helping to secure a more sustainable way to manage flood risk.

6.10. The creation of water storage bodies could also provide a significant contribution in finding a solution to addressing the future of the Welches Dam pumping station which is in need of replacement in the future.

6.11. To manage the risk of flooding and mitigate climate change the Environment Agency is looking to maintain a flood risk of 1 in 25 years, so is looking for water storage to accommodate 16.5 million m3 (approximately 24,100 m3 per hectare in water storage areas). The Block Fen / Langwood Fen area could contribute significantly to this scheme. Water from the Counter Drain could be transferred into the reservoirs either via the Forty Foot or by a parallel channel. If water transfer was to be achieved via the Forty Foot these leakage control measures would be required which could be addressed through quarry engineering.

The Location and Creation of Water Storage Bodies

6.12. The location of the water body is important. Having a large expanse of water too close to the Ouse Washes will attract predatory birds such as Herring and Lesser Black-backed gulls, which will eat the eggs and chicks of the ground nesting birds that breed on the Ouse Washes. Yet too far away and the costs and feasibility of removing flood water from the Counter Drain become impractical. Equally the water storage body needs to be well placed to capture winter water for irrigation and to feed it into the wider carrier drainage system for farmers to use in the summer.

6.13. The extraction of sand and gravel in the Block Fen / Langwood Fen area will create voidspace which offers the opportunity for the creation of water storage bodies. The deepest sand and gravel on the site lies in the western side, reaching a depth of around 8 metres. The sand and gravel is underlain by stiff blue clay, which provides a suitable material for lining the void and 'sealing' the new water bodies from the hydrology of the surrounding area, as depicted on the Indicative Phasing Plan (Project Completion) , see page 13.

6.14. Any scheme of this nature would need to be completely clay lined and any embankments would need to be engineered and comply with the Reservoirs Act. Operators would need to consider the original ground contours depths of deposits and the available void space in order to calculate the capacity of storage and other uses. Groundwater would also need to be monitored and modelled to show that there are no adverse impacts on the surrounding area and the surrounding surface water drainage. Also, proposals would need to show to the Environment Agency's satisfaction how water would be managed and transferred in and out of the storage areas. Any proposals involving inert landfill in the creation of the flood water storage would need to ensure that imported waste would not come into contact with the groundwater, and infilled areas would need to be fully lined with clay. Any imported waste would also be subject to strict waste acceptance criteria.

6.15. Fortunately the western side of the site also meets the criteria for a good location for the water bodies:

- it is far enough away from the ground nesting birds on the Ouse Washes;

- it is close enough to enable water transfer from the Counter Drain to the water storage body during times of unseasonal flooding;
- it is well placed to intercept water which would normally enter the Counter Drain via the Mepal Pumping Station, and close to the Horseway Lock on the Forty Foot so water can be transferred into the Middle Level at its highest point, enabling it to supply the whole catchment area with irrigation water; and
- it is well placed to manage the interface between the water bodies and the new lowland wet grassland habitat.

6.16. The amount of water storage space that can be created is influenced by the form and number of the proposed lakes. It is possible to form one very large water body, but whilst this may provide more storage capacity in the long term it also poses problems in terms of delivery, as different landowners and mineral operators are involved, and they will be extracting over different timescales. Equally in terms of design a large water body may be more prone to wave erosion and will require additional maintenance. Having this in mind the water storage should be provided by a number of smaller lakes. Whilst these may appear to be separate, they should be engineered so they are hydrologically linked, enabling water storage to undertaken in a strategic way.

6.17. It is proposed that six or more smaller water bodies will be formed, with the aim of achieving a minimum of 10 million m3, but ideally 16.5 million m3 of water storage capacity (approximately 14,600 m3 to 24,100 m3 per hectare in the water storage areas). These water bodies will be created in a phased way, corresponding to the timing for mineral extraction, with progressive restoration taking place. This should give rise, as a minimum to the following capacity:

	2016-2036	Post 2036	Project completion
Cumulative water storage capacity million m3	5.5m m3	4.5m m3	10.0m m3

Table 4: Creation of Water Storage / Supply Capacity

6.18. The above table reflects the total minimum capacity of the water storage bodies, but to safeguard the engineering some water will need to be kept in them at all times, and there will be a 'rest level'. If there is a rest level of between 0.5 to 1.0 metres, the volume available for storing external water is between 6 million m3 in an average year, increasing to 7 million m3 in a dry year.

6.19. The water that would be transferred to the water storage bodies would largely be from the Counter Drain. However, the water storage bodies could also intercept and capture some of the water that would normally go to the Mepal Pumping Station, and then into the Counter Drain system. The records of the Mepal Pumping Station show that it would normally pump around 7.5 million m3 in a wet year, and around 5.5 million m3 in a drier year. Intercepting water before it reaches the pumping station would reduce pumping requirements, and associated costs.

6.20. In addition water would be captured by the water storage bodies through direct rainfall and any excess water coming from natural habitats. This could be in the order of between 1 and 2 million m3 per year.

6.21. After taking into account the water requirements of the natural habitats that are planned on site, it is estimated that the water storage bodies could supply around 6.25 million m3 of water to the external area in a dry year, and 6.75 million m3 in an average year. This would make a significant contribution towards meeting the irrigation needs in the immediate and wider area, and can reduce the amount of water that enters the Ouse Washes system when they have capacity to accommodate it.

6.22. The alternative approach would be to return finished ground levels following extraction to match the lowest areas of the adjacent IDB district. The purpose of this final restoration level is to link the drainage of the flood storage area to the IDB drainage network to reduce, or if possible eliminate, the requirement for pumping systems to maintain suitable drainage conditions for continued afteruse and for evacuating stored flood waters. Linking groundwater levels within the storage area with the surrounding IDB system may also reduce or eliminate the requirement for clay lining, or other similar impermeable barrier, of the storage area.

6.23. The Environment Agency would also seek to include a number of lakes within the restoration of the site. These lakes would again be maintained in continuity with the IDB system to provide a storage volume for flood events. The purpose of this would be to contain more frequent flood events, for example 1 in 5 year to 1 in 10 year flood return periods, within the lakes. For the less frequent events there would be some over topping of the lakes within a defined and contained area. However, owing to the infrequency of these events it is expected that the remaining land can have other uses i.e. complementary grassland.

6.24. During the larger, less frequent events there may be a requirement for containment embankments to provide the additional storage above existing ground level.

6.25. A detailed study is to be undertaken by the appropriate bodies to help determine the most suitable option for flood management and to set operating rules for the flood storage area. The design and operating rules will consider how to optimise flood storage whilst minimising adverse impacts to others.

6.26. As each storage area will potentially be a Large Raised Reservoir as defined under the Reservoirs Act, legal guidance on how to register, appoint a panel engineer, produce a flood plan and report an incident should be followed https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements. In particular, a construction panel engineer should be appointed to oversee the project at the earliest opportunity (at least by the start of the design stage) in order to ensure compliance with the Reservoirs Act. Further guidance can be obtained by emailing the Environment Agency reservoir safety team reservoirs@environment-agency.gov.uk, or by post: Reservoir Safety Team, Environment Agency, Manley House, Kestrel Way, Exeter, Devon, EX2 7LQ.

Landscaping

6.27. The form of the landscaping for the margins of the water storage areas is important. The margins of the lakes will fall within the buffer area of the lowland wet grassland and therefore should be complementary in its nature. The long term management regime should be appropriate, and should preferably be dry grazed grassland.

6.28. The land should also retain its open character, with minimal trees and hedges. Such features can host predators such as corvids and foxes which would eat the ground nesting birds (and their eggs) occupying both the Ouse Washes, and the newly created lowland wet grassland.

6.29. Managing the area in the way set out above will preserve the existing open landscape character of the Fens, and will increase the ecological value of the new lowland wet grassland.

Long Term Management of the Water Storage Bodies

6.30. Securing appropriate long term management of the water bodies and their margins by one or more competent bodies is critical, and this will form an essential part of planning obligations associated with any grant of planning permission.

6.31. The long term management and monitoring of this area will therefore be passed to appropriate bodies with experience of managing the storage and supply of water, and specialised habitat. Given that it will take over forty years to complete the extraction of sand and gravel in this part of the site and to complete restoration to these uses, this will be done on a phased basis.

6.32. A competent body must be identified to maintain and manage the site in accordance with the design and operating rules. As already noted in paragraph 6.26, each storage area will potentially be a Large Raised Reservoir as defined under the Reservoirs Act, each individual reservoir may need to be registered before construction and may need a legal operator in perpetuity. These operators would be legally responsible for operating and maintaining the reservoirs under the Reservoirs Act and would need to appoint a registered panel engineer at all stages in the design, construction and operation of the reservoirs. As noted previously, the following website provides guidance on the Reservoirs Act: https://www.gov.uk/guidance/reservoirs-owner-and-operator-requirements. Alternatively, contact the Environment Agency reservoir safety team by email: reservoirs@environment-agency.gov.uk, or by post: Reservoir Safety Team, Environment Agency, Manley House, Kestrel Way, Exeter, Devon, EX2 7LQ for further guidance.

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

7. Recreation and Leisure

Navigation

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

Above: River Cam

7.2. The lower reaches (Old West River and then the Ely Ouse) take boaters through the fenland landscape. The Bedford Rivers, also known as the Hundred Foot Drain (which is tidal) and Old Bedford River, were constructed as drains and run from the Earith area in the south towards the Denver Sluice area in the north. The Counter Drain is also navigable from Welches Dam Lock to the Old Bedford Sluice, although in practice this is problematical owing to the condition of the Lock, leakage of water from the Forty Foot, and the small window available when tidal levels are favourable at the Bedford Sluice.

7.3. The Environment Agency and the Middle Level Commissioners are navigation authorities, and have statutory duties in respect to maintaining navigation routes. The Environment Agency is the navigation authority, but the Middle Level Commission also has statutory duties in respect of maintaining navigation routes. Many improvements have been made which have contributed to the rise in the leisure use of the Fens. The Environment Agency and partners are working on developing a Fen Waterways Link which will connect the cathedral cities of Lincoln, Peterborough and Ely. This is a 20 year project which seeks to enhance the existing waterways, opening up 240 km of waterway including 80 km of new waterway for navigation. It will create a new circular waterway for recreation, tourism and the environment, through the Fens, and provide a focus for economic regeneration in the area. Indeed, it is estimated that The Link in total will potentially generate over 100,000 extra boat movements annually, contribute around £8 million per annum to the local economy, and provide over 500 permanent

jobs. There will also be additional scope for increased unpowered craft and paddlesport activity.

7.4. In order to achieve the above objectives there is likely to be a need for more active water management to ensure navigation is serviced and maintained. The void left following mineral extraction within the Block Fen / Langwood Fen area will provide additional water storage capacity as part of the final restoration.

7.5. There is a clear opportunity to address the issue of the Forty Foot Drain, which is currently navigable only part of the year, owing to low water levels. Permitting mineral extraction south of the Forty Foot will enable the land along the length of the Forty Foot adjoining the Block Fen / Langwood Fen site to be 'sealed' on its southern side through quarry engineering, perhaps in advance of mineral extraction. This will help to stop the current migration of water out of the Drain, and will help address the lack of water in this stretch of the Forty Foot Drain, helping to maintain adequate water levels to allow navigation at any time.

7.6. This will contribute to the proposed new navigable link between the Forty Foot (Vermuyden's) Drain and the Counter Drain (Old Bedford River).

Recreation

7.7. At present informal public access into the Block Fen / Langwood Fen area is limited, focused on a limited number of public footpaths, and the linear paths which follow the banks of the Low Bank (west of the Counter Drain) and the Ouse Washes.

7.8. National planning policy encourages local authorities and others to make clear strategies for improving informal recreation, for both local residents and visitors. This is being taken forward by local policies and strategies, which seek to enhance recreation.

7.9. Through the creation of water bodies and new lowland wet grassland recreational activities in the Block Fen / Langwood Fen area will be increased. Although it will not be possible to provide for recreation in areas where active mineral extraction and restoration is taking place, as development progresses and restoration is completed, recreational provision will come on stream.

7.10. With regard to the lowland wet grassland area, access should be possible to this area throughout the year, although at certain times of the year direct access onto the wet grassland may have to be restricted as this would disturb ground nesting birds, but at other times more general access would be allowed for informal low key activities such as walking and bird watching.

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

Above: Ouse Footpath

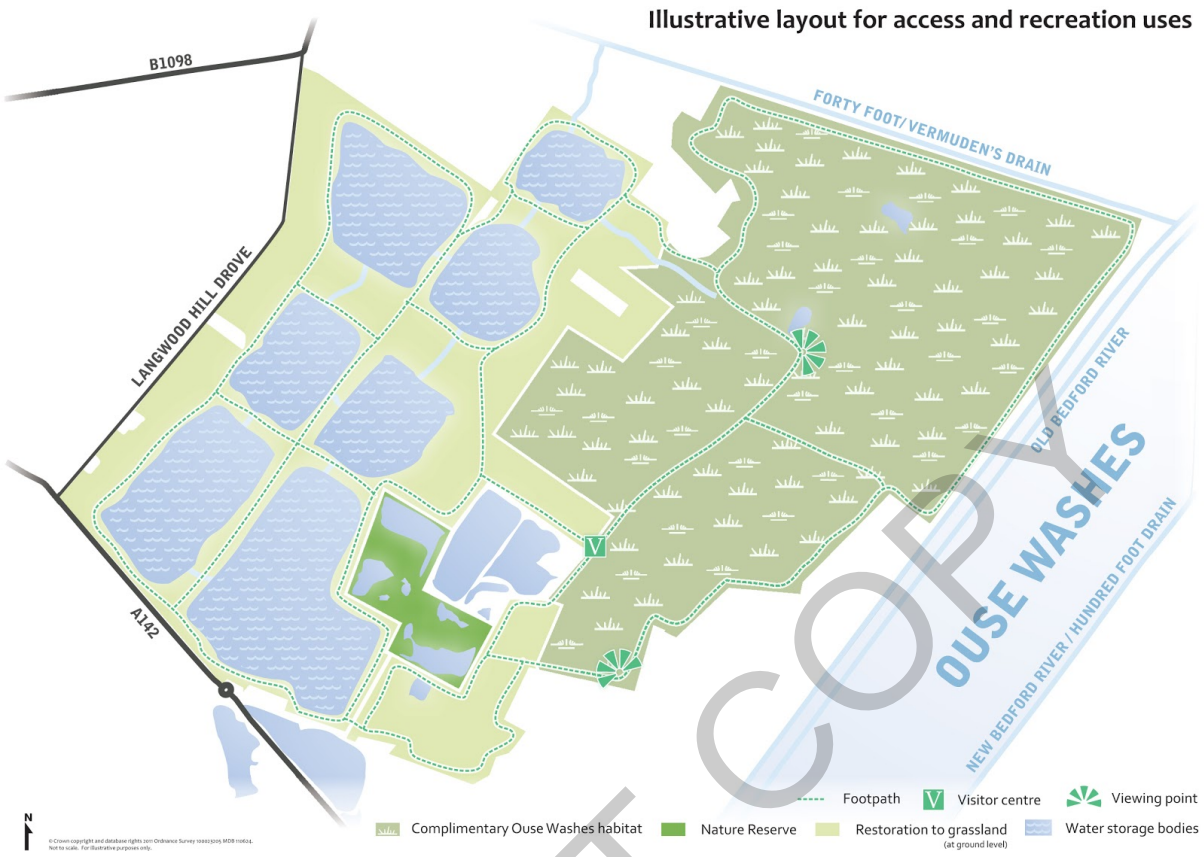
7.12. A network of paths will be provided with viewing points, with at appropriate places outdoor interpretation boards. An illustrative layout is provided in Figure 3 below. In the Block Fen / Langwood Fen area footpaths are often linear. If opportunities exist to create links with other footpaths, and / or to create circular walks, these should be investigated.

7.13. In due course a visitor centre will be provided, this will provide a focus for people visiting the area. The visitor centre will be located near to the existing lakes at Block Fen. As the development of the area will be phased, the visitor centre should also be approached in this way, starting with a limited car park and low key interpretation facilities. However, as the area expands this should be developed too, to provide a car park of around 150 spaces, a building around 500 m2 providing a tearoom, toilet and a multifunctional space. Flexibility to provide an educational function, and to extend the visitor centre and car parking in the future should also be retained. This is based on an assumed visitor level of 60,000 visitors per year, with a shared use of the centre between those wishing to use the nature reserve and / or the lakes for recreational purposes.

7.14. Ultimately this area will provide an important green space for the populations of nearby towns and villages, providing part of a wider strategic recreational strategy between Fenland, East Cambridgeshire and beyond.

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

Figure 5: Illustrative layout for access and recreation use



8. Traffic

(n.b. please note that this Section of the Master Plan is to be updated prior to publication in November 2019).

8.1. The location of sand and gravel reserves dictate where extraction will take place, and the traffic movements associated with this have to be managed to minimise adverse effects on the local communities and the highway network.

8.2. The existing mineral and waste disposal operations in the Block Fen / Langwood Fen area already give rise to lorry movements in the area, and as working and restoration of the site takes place, this will continue.

Traffic Movement

8.3. WIthin Phase 1 the focus of mineral extraction in the Earith / Mepal area will be primarily on Block Fen / Langwood Fen. In the short to medium term some quarries will be active, but these will then be replaced by existing and allocated sites in the Block Fen / Langwood Fen area coming on line. In terms of lorry movements the pattern will therefore gradually change, and there will be a significant increase in the overall current level of movements associated with Block Fen.

8.4. Lorry movements will also be generated by the movements of construction waste to the Block Fen / Langwood Fen area for recycling and then for disposal (and use in the creation of the lowland wet grassland).

8.5. A survey was undertaken on existing traffic movement (September 2007), and this was used to estimate potential traffic movements arising from the proposed uses at Block Fen. The results are set out below.

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

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

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

Sustainable Transport

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

Water

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

Rail

8.9. The Block Fen mineral deposits are not located close to rail infrastructure. The nearest locations to the area are at Manea (existing rail line) or Chatteris (old railway formation).

8.10. In respect of the latter the former railway alignment south of Chatteris to Somersham, St.Ives and Cambridge has been largely compromised by a number of new developments including industrial development, infilling of cutting with waste, mineral extraction, new road construction and the Cambridge-St.Ives Busway. It has therefore been concluded that the use of this old formation to relay a railway to supply the Cambridge area with aggregates from Block fen is not feasible or deliverable.

8.11. The existing railway at Manea links to Ely and Cambridge. One siding exists at Manea station but vehicular access for any transhipment traffic from Block Fen would have to be gained through the village. The siding is also close to existing housing. The impacts associated with using any existing siding capacity at Manea would have local amenity implications which are considered undesirable.

8.12. Block Fen is located 5 km from the March to Ely railway. Notwithstanding the high cost likely to be associated with the construction of a new junction and branch line the following are also relevant considerations, namely:

- The market for sand and gravel is local with generally over 85% being sold within 25 miles of a quarry;
- No mineral users / waste generators in Cambridgeshire have facilities to receive sand and gravel by rail / dispose of waste by rail. Many customers already located close to major roads;
- Mineral and waste rail movements need to be in bulk (circa 1000 tonne loads) to be economic;
- The optimum break-even distance for rail distribution is between 100-150 miles (which would only facilitate out of county movements);
- High cost of establishing rail / road transhipment facilities (circa £3m);

- High capital investment costs in annual train and wagon hire; and
- Costs of rail are 5 times more expensive than road alternative.

8.13. On the basis of the above it has been concluded that rail transport of sand and gravel / construction waste associated with the Block Fen / Langwood fen area to meet the needs within Cambridgeshire and Peterborough is not economically viable and is therefore undeliverable.

Traffic Management

8.14. The significant growth agenda in Cambridgeshire and Peterborough will bring an increase in traffic movements. A part of this, as outlined above, will be attributable to mineral and waste management activities supporting new and existing communities. This issue will require careful consideration in its entirety by the relevant organisations involved, including the local planning authorities, Highways England and local highway authorities.

8.15. Other policies in this Local Plan set out requirements in respect of traffic and highways. The Block Fen / Langwood Fen area is to be accessed via the existing purpose built roundabout junction on the A142 Ely to Chatteris road, which is the principal highway within the Master Plan area. This roundabout is considered to have more than adequate capacity to accommodate the traffic likely to be generated by the proposed mineral extraction and construction waste recycling and disposal activities, and the Highway Authority has advised that this should be the sole means of access to the site.

8.16. Within the site the main 'internal' road is Block Fen Drove. This passes adjacent properties and is narrow at certain points. The first part of this Drove has been improved and the second section is to be improved shortly. The grant of further planning consents will be conditional on this being undertaken.

Recreational Traffic

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

9. Sustainable Use of Soils

9.1. The Earith / Mepal area is known to contain some of the best and most versatile soils in the Country, and this is reflected by part of the land being graded under the Agricultural Land Classification Scheme as Grades 1 and 2.

9.2. National planning policy seeks to protect high quality land and prevent its loss, and where it is going to be developed for an alternative use, it requires a scheme for the sustainable use of soils for the longer term.

9.3. A package for the sustainable use of soils can encompass a range of different aspects. This can include for example:

- ensuring land can be put back into agricultural use if required;
- relating restoration proposals to the soils resource;
- considering the wider benefits of proposals on the soil resource;
- securing appropriate long term management of the restored land and associated soils; and
- using surplus soils to improve areas of poor soils in the area.

9.4. A survey has been undertaken in order to obtain soils information to inform the preparation of this Master Plan. It has been established that the range of soils across the site is complex, with significant variation in texture both laterally over short distances, but also vertically down the soil profile.

9.5. In terms of topsoils these can be divided into three main groups, namely peaty / organic mineral mainly found in the north of the site area, loamy soils which form the main topsoil type, and a smaller area of clayey soils towards the west of the site.

9.6. Subsoils can be grouped into two main categories, being a complex loamy and clayey soils which occur over the majority of the site, and a small area to the west of the site which has clayey soils. A particular feature of these soils is their permeability which has been established through a well developed soil structure which will contribute significantly to the flexibility of the use of the land.

9.7. Very few areas of deeper peats were identified, but where found these were towards the south of the site. The pH varies across the site, but very few samples were recorded below 5, and the majority of top and sub soils were in the 6-7 range.

9.8. One of the main issues to be addressed with regard to soils within any restoration strategy, is to achieve a balance between the depth and permeability. It will be important to retain the topsoils together with the structure and depth of subsoils. Increased soil depth and consistency would be beneficial to the long term sustainability of the land, and the survey that has been undertaken indicates that with the soils on site this should be an achievable objective.

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

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

Table 6: Main Soil Functions

9.10. Table 6 above identifies six main soils functions, those that are particularly relevant to Block Fen / Langwood Fen are:

- the effect of development on the range of soils functions;
- the loss of existing soil function or the creation of a beneficial function through proposed land use;

- the potential for the reduction of impact or the increase of benefit; and
- the possibility to compensate and mitigate for impacts.

9.11. The following are therefore matters which should be addressed in any restoration strategy:

- depth and consistency of soils in terms of restoration objectives, especially the use of surplus soil arising from the proposed land uses to achieve a deeper and more consistent soil profile across the site;
- the avoidance of soil organic matter loss. Although the extent of peat soils across the site is not as extensive as first envisaged, measures should be put in place to ensure that the organic soils remaining are best utilised and maintained. The range of land uses proposed allows this issue to be approached with greater flexibility and with a long term perspective;
- handling and movement of soils to retain inherent characteristics especially the permeability of the soils and to avoid losses through wind and water erosion; and
- soil water regime to ensure the effective drainage of the site and / or ground water control for the range of land uses.

9.12. To achieve the full potential of the site in terms of sustainable use of soil, a comprehensive approach will have to be taken which may involve the co-operation of landowners and the minerals and waste industry.

9.13. With regard to achieving the above some opportunities to meet sustainable soil objectives have already been identified. The methodology for the creation of lowland wet grassland would allow the land to revert back to an arable agricultural use should this be required in the long term.

9.14. There are also opportunities to relate the soil resource to the restoration uses of the site. For example, if an area which is to be developed for the water bodies proves to have good peaty soil capable of proving a good basis for lowland wet grassland, this soil can be carefully removed, stored and placed in another area of the site being used for habitat creation. Relocating and using the soil in this way ensures it will be not be lost, but will be managed for the longer term.

9.15. The wider benefits on the soils of the area are also becoming evident and represent an important resource which should be used sustainably. The creation of the water bodies on the site will displace high quality soils from this area, which will not be put back in place. This can be compensated for by their use in the creation of the enhancement habitat as described above, or they could be removed to address soil management problems in another area i.e. to augment depleted peat derived soils off site. In addition, the creation of the water storage bodies, and the transfer of water into the Middle Level area will compensate for the displacement of soils by supplying water to irrigate the much wider area, enabling the soils in this area to be kept moist (preventing their erosion by the wind), whilst enhancing their productivity for crops.

9.16. Also, it is not enough just to use the soils in a sustainable way; in order to keep them in the 'carbon store' it is necessary to secure their long term future management. Arable production on peat soils causes the release of carbon dioxide held in the peat as it oxidises after ploughing. Grassland is a land use that helps protect the peat resource and reduces the release of carbon dioxide. Restoring the Block Fen / Langwood Fen to wet grassland is a

practical action to reduce emissions in line with the County Council's commitment to addressing the challenge of climate change.

9.17. The management of the land and soil uses that will be created is already being addressed, and the arrangements for the enhancement habitat and water storage areas are addressed more fully in Sections 5 and 6.

9.18. More detailed survey work is likely to be required at the planning application stage, and this should inform detailed proposals addressing phasing, restoration and the sustainable use of soils. Appropriate arrangements would be secured by a planning condition(s) or planning obligations through any planning permissions granted.

10. Conclusions

10.1. The Block Fen / Langwood Fen area is unique, not only in terms of its location and characteristics, but also in terms of the opportunities it offers. This Appendix to the Local Plan, in the form of a 'Master Plan' for the area, seeks to address the challenges that exist in taking forward this area for sand and gravel extraction and waste recycling and disposal in support of the construction industry, and at the same time determine a sustainable way of restoring the site which will contribute to addressing national and international issues such as climate change, create enhancement habitat for the internationally important Ouse Washes, help deliver more sustainable flood risk management, and address the need for water storage and supply in the Fens.

10.2. The vision and objectives set out in this Master Plan are deliverable through the co-operation and commitment of a number of parties, and formal mechanisms such as legal agreements and planning conditions which can be implemented through the land use planning system. Prior experience has shown this can be achieved. The key stakeholders have already worked together to deliver the existing access to the permitted quarries, and to help define the future strategy for the Block Fen / Langwood Fen area through the development of this Master Plan.

11. Annex 1 - Planning Applications

11.1. Applicants should review the information available on the County Council's planning applications webpage and are advised to contact Cambridgeshire County Council's Minerals and Waste planning team to obtain pre-application advice; and also to consider taking pre-application advice on other matters including highways, ecology, flood and water and archaeological and historic environment matters.

11.2. The Environment Agency also provides pre-application advice. It has advised that any hydro-geological impact assessment should include:

- a survey of existing on-site ground levels and flow patterns, including any previous monitoring on areas with planning permission;
- a water features survey, including all abstractors and potentially affected surface water features;
- an assessment of the impact of dewatering operations and any mitigation needed;
- the short and long term impact of blocking flow in the aquifer with impermeable barriers. There is potential for groundwater levels to rise on the upstream side and fall on the downstream side;
- proposals for dealing with any areas of higher permeability material discovered within the underlying Ampthill clay, and proposals for sealing off large watercourses such as the Forty Foot Drain; and
- details of how flow patterns will be re-established following restoration.

11.3. In relation to the creation of wet grassland habitat, applications should detail how the water levels are to be achieved and how the hydrology of the site might deliver the habitat. Applicants are advised to refer to the Environment Agency's Eco-hydrological Guidelines for Lowland Wetland Plant Communities published in 2004. This provides background for the water requirements of the created habitat.

11.4. As part of any planning application for this site a Flood Risk Assessment (FRA) will need to be produced to address the risk of flooding to the site, and to address any potential increase in surface water generated by new hard standing and / or changes in soil types / landforms. Any FRA would need to be prepared and undertaken to the satisfaction of the Environment Agency, Lead Local Flood Authority and the Middle Level Commissioners.

11.5. Applicants will need to conserve and enhance the significance of heritage assets (noting that significance can be harmed by development within the setting of a heritage asset). As noted above it is advised that pre-application advice should be taken in respect to archaeology and the historic environment in order to fully inform proposals.

11.6. Applicants are likely to need to prepare a scheme of measures for dust suppression to avoid direct and indirect dust deposition having adverse effects on the Ouse Washes.

11.7. Applicants are likely to need to prepare a scheme of noise suppression to avoid noise having adverse effects on the Ouse Washes environment.

11.8. Any habitat created should consider the requirements of protected species found, or likely to be found, in the area. Protected species including water voles and otters are known to be present near to the proposed development site. Any waste used to fill the site will have to be

shown to have no adverse impact on the nearby Ouse Washes SSSI, SPA, SAC and Ramsar site.

11.9. An ecological survey is likely to be required prior to the development of detailed plans, to enable an assessment of the level of risk posed by the development. The detailed design, construction, mitigation and compensation measures should be based on the results of a survey carried out at an appropriate time of year by a suitably experienced surveyor using recognised survey methodology.

11.10. The survey and risk assessment should:

- identify any rare, declining, protected or otherwise important flora, fauna or habitats within the site including water voles and otters;
- assess the importance of the above features at a local, regional and national level;
- identify the impacts of the scheme on those features;
- demonstrate how the development will avoid adverse impacts and propose mitigation for any adverse ecological impacts or compensation for loss; and
- propose wildlife/habitat enhancement measures.

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

Wet Grassland Features

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

Soil conditions and suitability for wet grassland development

12.2. The soil profile to be developed will comprise a 500 mm depth of clay cap on top of the inert fill, followed by 650 mm depth of subsoil, with a 250 mm depth of peat on the surface. The depth of usable soil profile will, therefore, be a minimum of 1 metre. If possible a depth of 1.2 metres is preferred, formed by having a greater depth of peat, which would increase the effectiveness of the wet grassland.

12.3. The peat topsoil will have a high water holding capacity and be ideal for water transmission, grass establishment and bird probing, but its depth is rather limited. In developing the features every effort needs to be taken to maintain as much peat in the surface layer as possible.

12.4. Of the 3 samples of subsoil taken, 2 were a gravelly sandy clay loam (southern storage area) and the third a gravelly loamy sand (northern storage area). The gravelly nature of these sandy and loamy soils are likely to have a moderate to high hydraulic conductivity providing they are not significantly compacted during placement.

12.5. Owing to the anticipated hydraulic conductivity of the subsoil and the overall profile depth (1 metre), there is a good chance that with appropriate furrow spacings and water levels, it should be possible to maintain moist surface conditions between the foot drains.

Critical requirements in soil placement

12.6. To obtain optimum soil conditions during soil placement, every effort should be taken to achieve the following:

- maximise the depth of peat in the surface layers; and
- avoid excessive compaction when placing the subsoil.

12.7. To achieve these desired conditions attention should be paid to the following:

- ensure the surface of the clay cap is level before subsoil placement; and
- initiate the main wetland features within the subsoil layer before placing the peat topsoil.

12.8. Discussions are needed with the contractor to devise a placement method with the appropriate equipment, which will produce a consolidated soil condition without excess compaction.

12.9. Running large heavy dump trucks over the subsoil during placement should be avoided, as this is likely to cause considerable compaction. If such operations are unavoidable and serious compaction occurs, it will be necessary to plough into the subsoil after subsoil placement before the peat layer is spread.

12.10. A much more satisfactory way of using large dump trucks is for them to be confined to the clay cap. However, this should only be done when there is a significant thickness of soil in place to avoid damage to the engineered containment of waste. They can then dump their soil at the edge of the advancing subsoil laying zone and the dumped soil spread, leveled and consolidated by a lighter tracked dozer.

12.11. The peat layer will have to be spread on a compaction vulnerable subsoil, hence relatively small light tracked dumpers and light tracked dozers should be used for this operation.

Other site requirements

Retention of water within the grassland cell

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

Reservoir

12.13. A reservoir will be required to store water for water supplementation during the bird breeding season. This could be above ground storage, allowing gravity feed into the wetland or below ground, possibly in an existing borrow pit from which water would have to be pumped into the reserve. The choice will be dependent upon the water source, the type of power supply available for pumping and the costs.

12.14. If an above ground reservoir is to be constructed, consideration could be given to the possibility of its capacity also meeting the requirements of additional cells in the future.

Drainage

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

Supplemental water requirements

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

	Dry Grassland	Wet Grassland	Open Water

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

Table 7: Moisture Deficit Values

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

12.18. Allowing for the open water levels to fall during the period to the end of June, the dry year supplementary water requirements are estimated to be as follows:

Water Level Fall	Supplementary Water Requirement
20cm	1300 m3/ha
25cm	1200 m3/ha

Table 8: Supplementary Water Requirements

Water management options

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

Figure 6: Wetland Grassland Features

12.20. The maximum depths of the features could be varied, allowing different areas to dry up or be wetted at different times. The side slopes of the scrapes can also be chosen so that the desired amount of muddy margin is exposed for a given fall in water level.

12.21. A pilot area of lowland wet grassland, in the order of 10 ha, has been created. Whilst this may be too small to make a wholly satisfactory bird assessment, it will provide valuable information on the hydrological aspects of developing wetland conditions in these circumstances. Dipwell information will allow the hydrological characteristics of the restored soil to be assessed. In addition, the project area may provide information applicable to future situations where peat may be in short supply.

12.22. In the current absence of quantitative hydraulic conductivity data, it is suggested that the foot drains / furrows be installed at a spacing of some 20 – 25 m. However, if hydraulic conductivity data comes to hand before soil placement, adjustments should be made if necessary to this spacing. Optimum spacings, if different to those at installation, could be determined from subsequent field monitoring.

Cambridgeshire County Council and Peterborough City Council

CAMBRIDGESHIRE AND PETERBOROUGH MINERALS AND WASTE LOCAL PLAN APPENDIX 3: THE LOCATION AND DESIGN OF WASTE MANAGEMENT FACILITIES

November 2019

Introduction **2**

Scope of this Appendix 2

Status of this Appendix 2

Locational Criteria **2**

Siting 3

Rural Locations 5

Urban Locations 7

Urban Edge / New Development Sites 9

Co-Location of Facilities 10

Temporary Facilities 10

Design Criteria **11**

Built Form 11

Local Distinctiveness 12

Transport, Access, Parking and Circulation 12

Lighting 13

Landscape and Boundary Treatments 14

Noise 15

Air Quality 16

Water 17

Pest / Vermin / Bird Control 17

Security 18

Energy Efficiency and Sustainable Construction 18

Glossary **20**

Introduction

1.1. The Cambridgeshire and Peterborough Minerals and Waste Local Plan (MWLP) contains a suite of policies that require waste management facilities to be built in suitable locations, and to achieve a high quality in their design. This Appendix expands on those policies by providing further guidance.

1.2. Waste management facilities segregate, recover, recycle, treat or transfer the types and volumes of waste that may otherwise go to landfill. These facilities will deal with municipal (mainly household) waste, commercial and industrial waste, inert waste including construction waste, agricultural, and some hazardous waste e.g. clinical and bio medical waste. Each of these facilities has its own characteristics and relevant locational and design criteria; some of which are unique to the facility whilst others are shared in common with other facilities.

1.3. This guidance is not intended to be rigid or prescriptive but to provide a framework for developing high quality solutions. Applicants and developers should use this guide to inform their choice of site location and the design of their facility. The choice of location and design should be clearly explained in the documentation supporting any planning application.

1.4. Submission of an application for an environmental permit at the same time as a planning application is also encouraged, so that the design and site management issues and operational issues can be considered at the same time.

Scope of this Appendix

1.5. This Appendix focuses on waste management facility development. Landfill sites and very local facilities such as bottle banks are not addressed by this Appendix.

1.6. Matters which fall under the regulatory regime of other authorities are not directly covered by this Appendix. However, the requirements of these other regulatory bodies will need to be met through the design of the facility.

Status of this Appendix

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

Locational Criteria

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

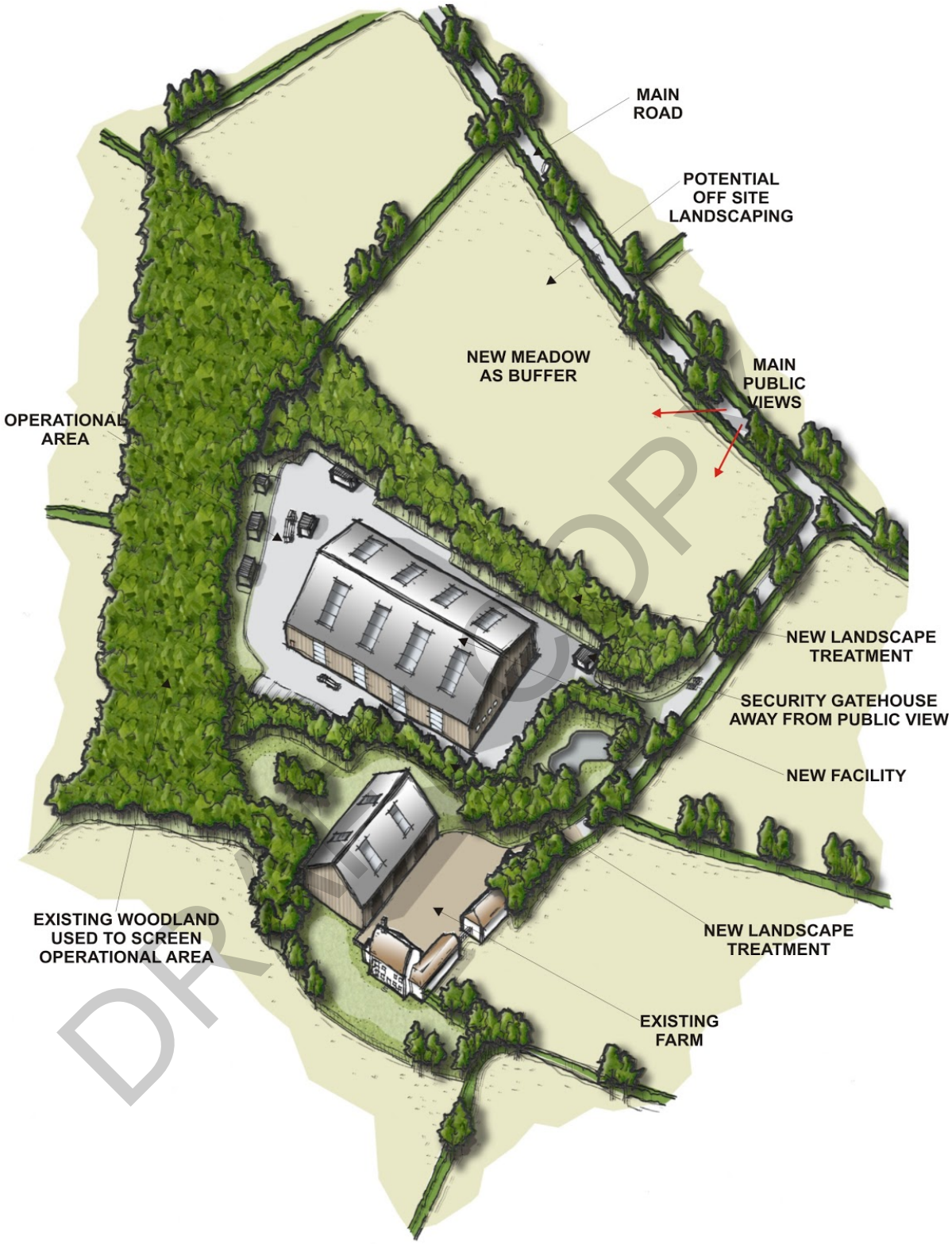
Siting

1.9. The type of facility and processes influences the size of the site and the location of any building. The following principles apply to all types of facility:

Siting General Principles

- Facilities should aim to be developed on previously developed land, enabling positive re-use and avoiding the need to develop greenfield land. However, it is recognised that within the plan area, there is a limited supply of previously developed land and it is not always in the most appropriate or sustainable location. Some greenfield development may be necessary, especially where it is co-located with other waste uses.
- The site location should have the capacity to accommodate the associated traffic movements.
- Waste management facilities giving rise to large traffic flows should be located close to the primary road network and roads suitable for use by HCVs.
- Consideration should be given to transport by rail or water when these options are practical.
- Opportunities for siting that maximise the use of sustainable forms of transport (public transport, cycling and walking) for staff are encouraged.
- Access arrangements and transport routes should be designed to minimise impact on the environment and nearby surrounding uses, including residential property.
- There are benefits arising from co-location with other waste processing facilities, which arise when haulage distances can be reduced.
- Preference is given to development in less environmentally sensitive locations.
- amenity impacts such as noise and litter should be controlled and associated design issues carefully considered.
- Sites should be located to prevent pollution, address the risk of flooding and should avoid affecting designated habitats or protected species and should consider the effects on rights of way.
- Siting should conserve and enhance the significance of heritage assets (noting that significance may be harmed by development within the setting of a heritage asset).

Rural Location Plan



Rural Locations

1.10. Rural locations on or close to the main road or rail networks are potentially appropriate for a range of waste management facilities. In rural locations the design of the facilities should reflect the scale and design of agricultural buildings, though there may be instances where more innovative design would be appropriate. Local distinctiveness, in terms of landscape character, and architectural design, will be an important consideration. Opportunities may also exist to re-use existing buildings. Local Landscape Character Assessments, The Cambridgeshire Landscape Guidelines and Town and Village Design Guides are useful sources of information on local distinctiveness. Landscape and boundary treatment is particularly important to screen low level activity around the facility to reduce visibility and to enhance biodiversity value.

1.11. Rural settings should provide the opportunity for significant landscaping as part of the proposals. Areas for any external storage of baled materials, gatehouses and weighbridges should also be screened, to avoid an 'industrial' appearance. Windrow composting is likely to require a rural location. All access roads should be hard surfaced to minimise the risk of mud and dust being carried on to the public highway, and to facilitate the use of mechanised cleaning machines.

1.12. In open rural areas where additional planting may not be appropriate given local landscape characteristics, greater attention will have to be given to building form and construction materials, particularly the external appearance where quality and colour are important. It may be possible to locate the facility at lower levels through excavation, flood management permitting, or using a mineral excavation site. With innovative design the natural physical features of the site and its setting could offer an opportunity to assimilate the proposed development without reliance on planting. There will be occasion in environmentally sensitive areas where it will not be possible to site a facility without being harmful to the character, appearance and setting of a site, in such cases development should be avoided.

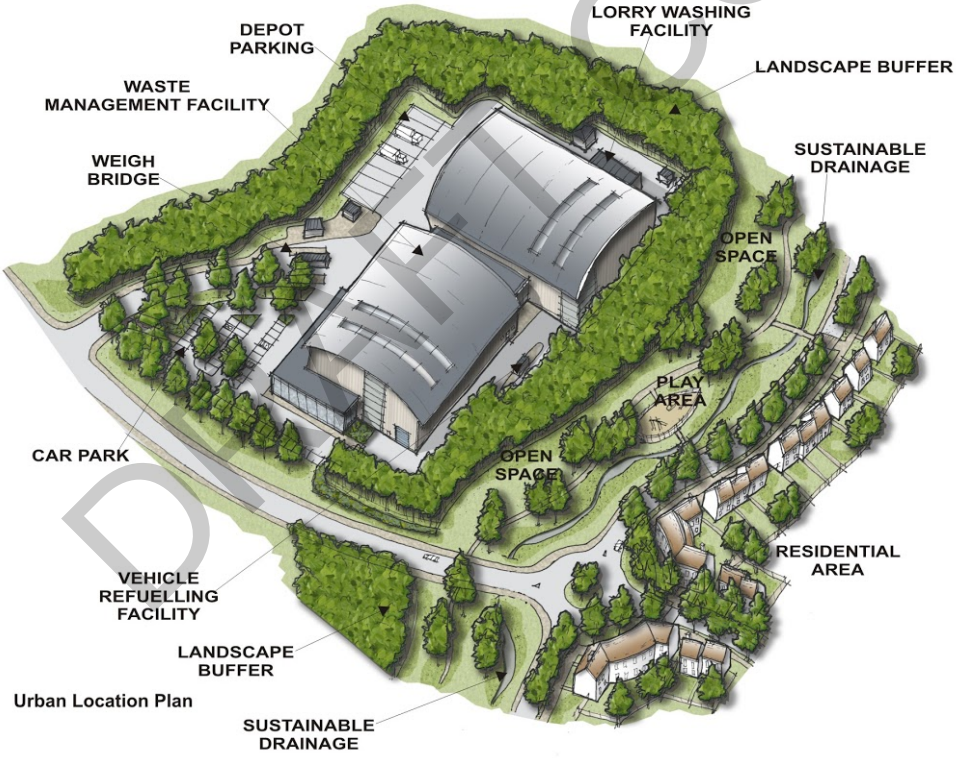
Rural Location Principles

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

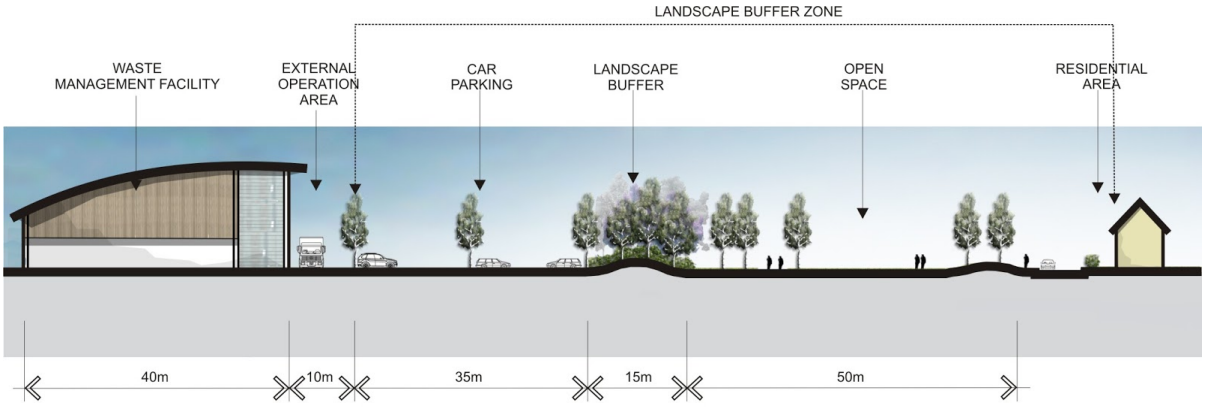
bodies and habitat areas. All new landscape or buffer areas should enhance biodiversity.

- Easy access to main road networks suitable for HCVs.
- Opportunities for new planting should be created and, where possible, buffer planting should be linked to existing woodland.
- The proximity of rail networks and waterways should be considered when choosing site locations to promote alternative sustainable forms of transport.
- Proposals, including planting, should conserve and enhance the significance of heritage assets (noting that significance may be harmed by development within the setting of a heritage asset).
- The location should be selected to ensure that larger vehicles accessing the facility do not have to be routed through residential areas.

Urban Location Plan



Urban Location Plan



Urban Location Indicative Section

Urban Locations

1.13. Urban locations are appropriate for a range of waste management facilities, particularly those operations which take place inside a building. These can be located within established commercial / industrial areas, or planned into new developments. Opportunities may also exist for the re-use of buildings, such as warehouses, factories or former airfield buildings. The design should respond to the context, with a high quality urban design. Facilities should be located on or close to the main road network, avoiding the need for HCVs to travel through residential areas.

1.14. Sites should be located in areas with good access to public transport. Cycle provision for employees should also be included.

1.15. Appropriate buffer areas should be provided between the facility and any adjacent residential areas. These areas could include other employment land uses, or a buffer zone including uses such as car and cycle parking, landscape planting or open space. Waste management facilities can also act as a buffer between sensitive land uses and other forms of development such as between residential areas and main roads, railways, and Water Recycling Centres. The actual size and treatment of the buffer would depend on the location and facility proposed.

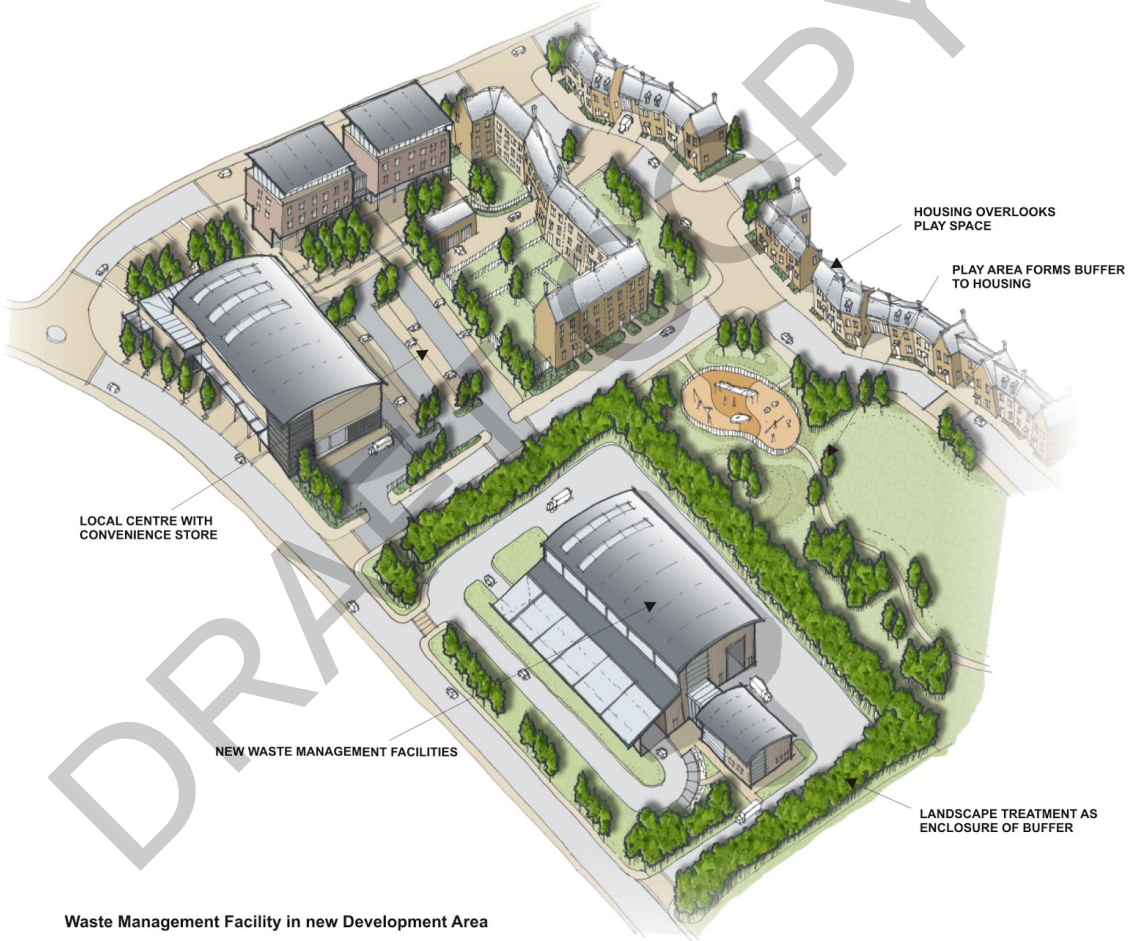
1.16. Within urban areas there may also be potential for the integration of renewable energy and / or with district heating networks.

Urban Location Principles

- The location and design of buildings should complement the existing or planned scale and built form of the local area.
- The location should be selected to minimise vehicular conflict.
- Locations for new waste management facilities should be selected to maximise opportunities for buffers to more sensitive land uses. Buffer areas can include a wide variety of uses from employment use to landscape areas.
- Easy access to the main road network.

- Opportunities for new planting should be created and where possible buffer planting should be integrated with features including linkages to woodland.
- Proposals, including planting, should conserve and enhance the significance of heritage assets (noting that significance may be harmed by development within the setting of a heritage asset).
- Proposals should seek to maximise the potential for renewable energy and / or in areas that could allow for the development of district energy networks.

Urban Edge / New Development Sites



Waste Management Facility in new Development Area

Urban Edge / New Development Sites

1.17. Urban edge and major new development sites provide good opportunities for waste management facilities, where they can be designed as part of the development from the outset, and are also close to where the waste is generated. Sites within new development areas should incorporate temporary waste management facilities to service needs through the development phase. In appropriate cases these could then provide permanent facilities when the development becomes established.

1.18. Major new development areas are likely to include a range of land uses, including residential development, some employment land, open space and possibly local community facilities. Land use planning, including the use of Master Plans, can determine appropriate locations for waste management facilities. This may be within traditional areas such as employment land, or through a more imaginative approach, waste management can be successfully integrated with other forms of planned land uses. The needs of the existing communities living and working adjacent to major development areas or in urban fringe areas should be a consideration when considering where to locate a new waste facility.

1.19. Buffers between waste facilities and residential areas could comprise employment land uses, car parking and landscape areas. Locations close to local facilities such as shops and community halls could be appropriate and may minimise travel. The actual design of the facilities and buffers that may be appropriate, would depend on the context, with the plan above showing a possible arrangement. The detailed design within a new development area should be carefully considered and include appropriate buffers created by different land uses or landscape treatments, supplemented by high quality design. Access to a good road network is important and facilities should be located to avoid HCVs having to travel through residential areas.

1.20. Sustainable technologies should be used to address the challenges of climate change. Possible technologies include combined heat and power, and bioreactors, using waste as fuel to generate heat and power. In the case of locating heat and power facilities consideration would need to be given to the location of the waste management facility, but also to potential users of the energy generated, and the means of transfer for the heat/power.

Urban Edge / New Development Principles

- Facilities should ideally form part of the initial masterplan.
- The location and design of buildings should complement the planned scale and built form of the local area and new development areas.
- The location should be selected to minimise vehicular conflict avoiding access through residential areas.
- The development should maximise opportunities for buffers to more sensitive land uses. Buffer areas can include a wide variety of landscape, tree belts, open spaces, parking, ponds, and nature conservation areas.

- Facilities could form buffers themselves, between sensitive land uses such as residential areas, and major roads, railways or Water Recycling Centres.
- Easy access to the main road network should be provided.
- Opportunities for new planting should be created and where possible buffer planting should be integrated with existing landscape/woodland features.
- Proposals, including planting, should conserve and enhance the significance of heritage assets (noting that significance may be harmed by development within the setting of a heritage asset).
- The needs of existing communities should be considered.

Co-Location of Facilities

1.21. Co-location of waste management facilities can offer significant benefits in reducing the need for transport of waste and the treated product in operational terms and is encouraged. There are synergies in different collection and treatment methods, and bringing more than one facility together can maximise the amount of resource recovery that can take place and provide a more sustainable waste management solution.

1.22. Co-location also makes for an efficient use of land which may also offer benefits in reducing the transport of waste. Some facilities may be co-located at landfill sites where the waste management use should be tied to the life of existing time limited operations. However, any proposal for a range of facilities should address the cumulative effects of the proposal, to ensure that overall environmental effects are acceptable.

Temporary Facilities

1.23. Major construction sites or development areas should provide temporary waste management facilities to separate and recycle construction and demolition waste. The on-site facilities would encourage re-use of recycled material, minimise the transport of waste materials from the site and reduce the need for importation of new materials, thereby reducing the overall impact on the surrounding road network and emissions.

1.24. Temporary facilities should have the ability to recycle or reuse building materials including brick, concrete, plasterboard, metals, glass, wood and soils. Although temporary, some of these facilities would be in place throughout the construction period (this may become years in the case of new development areas) and should be in place from the commencement of development. The nature of major development may mean that the facility may need to be moved within the site to reflect the approved development phasing plans. Temporary screening can be used to minimise impacts on completed parts of the development.

Design Criteria

1.25. The design criteria below cover a range of design topics to be addressed in the design of facilities. Some of the issues may only apply to certain types of facility, while others will apply to all. Design choices should be clearly explained in the documentation supporting a planning application whilst being proportionate to the size of the proposal.

Built Form

1.26. Different approaches to built form would be appropriate depending on whether it is an urban or rural location. In rural locations it could be appropriate to follow a form reflecting agricultural buildings. Simple portal frame buildings, with metal or timber cladding would be appropriate, although more imaginative schemes should also be considered.

1.27. Consideration should be given to the scale of the setting and the massing of the built form. It may be possible to vary the size and height of different parts of the building to provide visual interest. The overall size of the building footprint, and associated built works, should be minimised to avoid potential adverse impacts on landscape.

1.28. As part of an overall approach to sustainability the use of green and brown roofs should be considered together with provision for the enhancement of biodiversity. Colour treatment should be simple. Green, brown and grey coloured cladding is likely to be most appropriate.

1.29. The built form in an urban setting and urban edge setting provides more opportunity for an imaginative bold design approach. The buildings by their nature are likely to be fairly large in scale, and can comprise metal frame struts with cladding. However, there is still scope for more innovative design and use of alternative materials where this is appropriate. The roofs could be curved, monopitch or a combination of approaches.

1.30. Details need to be considered as an important part of the building and not as an add-on. Particular care should be given to corners, roof lines and how the building meets the ground. These have a significant effect on the overall impression of a building.

1.31. Any security buildings at the entrance should be considered as part of the overall design, and in a complementary architectural treatment to the main facilities.

1.32. The cladding of buildings could be profiled metal or metal panels. Office facilities could be incorporated into the main building facility, maintaining a simple ‘low-key’ external appearance, or could be stand-alone. If separate, the scale, height and massing of the different built forms should be carefully considered.

1.33. Any ventilation or extractor grills and any service pipes should be incorporated into the design of the facades, and not added insensitively as an afterthought. A broader range of colour treatments would be appropriate, depending on the individual settings. Space should also be provided for the internal storage of materials including unprocessed waste and processed waste.

1.34. Further information can be found in national Planning Practice Guidance - Design[1]

Built Form Principles

- In both rural and urban locations built form should reflect local distinctiveness and be sympathetic in design, although where appropriate, design may also be imaginative. Roof design should be carefully considered. Utilitarian portal frame buildings are unlikely to be of high enough design quality for urban locations.
- Cladding materials could include profiled metal or proprietary metal panelled systems, used in an imaginative way. Various colour treatments may be appropriate. Colour treatment and the design of the elevations should be of a scale and type with the surrounding townscape.
- Any vents, chimneys or service infrastructure should be designed positively as part of the scheme, and not added as an afterthought.
- Any security kiosks and weighbridges should be considered as part of the overall built form. Efficient use should be made of energy and resources.
- Space for the internal storage of waste should be provided.
- Consideration should be given to the massing of the buildings, in order to reduce the bulk of the proposals overall.
- Sustainable drainage systems should be used to control the flows and discharge rates of water.

Local Distinctiveness

1.35. All proposals should address local distinctiveness and, where appropriate, can be imaginative in their design. Local distinctiveness should be addressed through building form, colour treatment or materials and in appropriate cases urban art forms. Within new major development areas, local distinctiveness should be addressed by embracing the development vision for the area.

1.36. Further national information is available at: Planning Practice Guidance: Design[2]

Transport, Access, Parking and Circulation

1.37. The site should be accessible by sustainable forms of transport where practicable. Safe access, circulation and parking for all should be integral to the design of the site. Site layout should allow the early separation of cars and pedestrians/cyclists from HCVs. Designs should enable the efficient circulation of HCVs, without unnecessary reversing. Access for disabled employees and visitors should be integral to the design.

1.38. External operational areas should be located to minimise their noise and visual impact, for example, at the rear of the buildings or behind appropriate landscape areas. Car and cycle parking should be located away from the external working areas. In general

[1] https://www.gov.uk/guidance/design
[2] https://www.gov.uk/guidance/design

the provision of car parking should be minimised, and covered cycle parking should be maximised. Showers and lockers should be provided for employees to encourage cycling. Landscaped parking areas could be used to form a buffer to more sensitive neighbouring uses.

1.39. At Household Recycling Centres, and other facilities where the public will visit in addition to the operational staff, circulation and signage is particularly important.

1.40. Further national information: Planning Practice Guidance - Design - Assess and Inclusion; Planning Practice Guidance - Travel Plans, Transport Assessments and Statement

Transport, Access, Parking and Circulation Principles

- Clear, safe circulation for HCVs, cars, cyclists and pedestrians.
- Operational areas well screened by buildings, landscape or less sensitive neighbouring uses.
- Safe access for the public on sites where public access is possible.
- Covered cycle storage, showers and lockers for staff.
- Potential use of energy-efficient low-emission fuels.
- Separate access for cyclists/pedestrians from cars.

Lighting

1.41. Lighting is an integral part of design. Exterior service areas must be lit to standards set by health and safety requirements. The building orientation should be designed so that highly lit areas around the building are located on the less sensitive aspects. The building itself may be able to screen the highly lit areas. Lighting equipment that minimises the upward spread of light above the horizontal should be used. Luminaires should reduce light spill and glare to a minimum. Glare should be kept to a minimum by ensuring the main beam angle of all lights directed towards any potential observer is kept below 70 degrees. Higher mounting heights allow lower main beam angles, which reduces glare. A balance may have to be struck between the daytime impact of tall mountings, against the nighttime impacts of reduced glare.

1.42. The Institute of Lighting Engineers has produced Guidance Notes for the reduction of Light Pollution (see below). This includes guidance and good practice in relation to the provision of lighting appropriate to the setting of the development.

1.43. Developers should also take into account the sensitivities of biodiversity, in particular protected species which are sensitive to lighting, such as bats.

1.44. Further national Guidance: Planning Practice Guidance: Light Pollution[3]; Institute of Lighting Engineers' Guidance Notes for the Reduction of Obtrusive Light GN01:2011[4]

Lighting Principles

- Provision of a lighting scheme and supporting information to demonstrate the scheme is compliant with relevant guidance.
- Minimisation of light pollution and efficient use of energy.
- Potential use of solar panels on rooftops and / or other forms of micro generation of power to reduce energy cost and environmental impact.

Landscape and Boundary Treatments

1.45. The starting point for any landscape or boundary treatment should be the local landscape character, and ecological and landscape surveys. The landscape proposals should make use of existing features, protect existing habitats and features of value, and help assimilate the project into its surroundings, reinforcing the essential characteristics of the local landscape or townscape. Information on landscape character is available nationally and locally. All landscape proposals should be in accordance with local landscape character and reflect information on native species appropriate to each character area.

1.46. The key principles include:

- Sufficient space should be allowed for a quality landscape treatment, and planting between roads and buildings.
- Native species should be used, appropriate to the locality.
- Proposals should enhance biodiversity and mitigate for any unavoidable losses.

1.47. Most facilities will require secure boundary treatments. The design of the boundaries should be considered as part of the overall design. Secure boundaries typically 2.4m high may be required. They should be visually sympathetic as well as practical. Galvanised palisade fencing would rarely be acceptable, either in an urban or rural setting.

1.48. Acceptable boundary treatment may include colour-coated palisade fencing (typically dark green or black), or coloured mesh panel fencing. Chainlink fencing is unlikely to be acceptable.

1.49. All gates should match the adjacent fencing, and be appropriately colour coated.

1.50. Mounding is another potential boundary treatment. However, this would only be acceptable where it is in keeping with the surrounding landscape character. Steeply sloping mounds also tend to dry out rapidly, making it difficult to successfully establish

[3] https://www.gov.uk/guidance/light-pollution
[4] https://www.theilp.org.uk/documents/obtrusive-light/

landscape planting on them. Nevertheless, in some instances, carefully considered land modelling could help to reduce low level visual and noise impacts of new facilities. When this is the case the slopes should not normally exceed 1 in 5, and should allow for plants to establish. If space is restricted the combined use of retaining structures and earth modelling could be considered. Gabion baskets with aggregate provision could provide a suitable solution and can create useful habitat, by providing potential refuge for reptiles and amphibians.

1.51. 'Offsite' landscape planting can be useful in some places, providing visual screening close to potential viewpoints.

1.52. High quality landscaped areas should be incorporated into the design at an early stage. Suitable management arrangements should be in place to ensure that the landscaping scheme is well maintained.

1.53. Further Information: Cambridgeshire Landscape Guidelines[5]; national: Planning Practice Guidance - Design - Local Character[6]

Landscape and Boundary Treatment Principles

- Use of high quality materials (not galvanised palisade fencing or chainlink).
- Sensitive combination of planting with secure boundary treatment.
- Appropriate use of earth modelling, using gentle slopes, with sufficient space and with no effects on local land drainage and flood defences.
- Use of thorn hedging for both screening and re-enforcing boundary treatment.

Noise

1.54. Facilities have the potential to cause noise nuisance. Mitigation can be achieved through sensitive location and sympathetic design as well as best practical means to control noise (noise abatement measures). Some facilities can be located inside buildings which allows much greater control over noise effects along with careful selection of processing plant. Detailed landscape treatment, including careful consideration of levels and any landscape buffers (bunds), can also help with noise mitigation. Developers should use 'Smart' or 'white noise' reversing bleepers or equivalent on all on-site vehicles, and for road going delivery vehicles. These bleepers reduce the potential nuisance caused by vehicles reversing whilst still assisting safe site operations, other technology may achieve similar effects. Limiting the hours of working can also provide a form of mitigation.

1.55. Where noise may be a potential issue developers may be required to carry out a background noise level survey, and to evaluate the impact of the development against it. The noise report should indicate the types of activity and predicted noise levels, details of traffic movement and hours of operation, along with appropriate mitigation

[5] https://www.cambridgeshire.gov.uk/residents/libraries-leisure-&-culture/arts-green-spaces-&-activities/protecting-and-providing-green-space/
[6] https://www.gov.uk/guidance/design#local-character

and noise level monitoring and reporting. The purpose of a noise survey is to assess noise impact locally, characterise the existing noise climate at noise sensitive premises, and to help ensure that the best practical means is used to mitigate any adverse noise when taken on a cumulative basis. The latter may include noise monitoring at agreed points / sensitive receptors which could be off site. In such circumstances the Councils may require that noise monitoring and reporting arrangements be secured through a planning condition. Noise generated through construction should also be a consideration.

1.56. Further national information: Planning Practice Guidance - Noise[7]

Noise Principles

- Use of good insulation of buildings to reduce noise level.
- Provision of a noise report, demonstrating compliance with agreed noise limits.
- Mitigation measures should be built into the evolving design to achieve the required level of attenuation.
- Use of 'Smart' reversing bleepers or white noise reversing bleepers or equivalent, or smart alarms.
- Monitoring arrangements to ensure compliance with agreed noise limits.
- Use of sensitive location and sympathetic design.
- Consideration of landscape areas within and bordering the site.
- Use of battery powered vehicles to reduce noise levels.

Air Quality

1.57. Air quality issues may arise from on and off site dust. This may come from different sources for example, traffic, and from the on site operations of the facility. Emissions from most energy from waste facilities will be monitored and regulated by the Environment Agency through their environmental permitting regime. Particulate concentrations are particularly high in parts of Cambridgeshire and Peterborough, and the contribution of any waste management could be relevant to attainment of local air quality objectives.

1.58. Mitigation could include enclosing processes in buildings with controls on emissions, and the use of energy efficient low emission fuels. Dust can arise from the movement of waste materials during processing, such as tipping and external stocking. A number of systems are available to minimise problems. These include maintaining negative air pressure in waste reception halls, to draw any dust or emissions into the building, rather than letting them escape through the doors. Filters can be used to control emissions to air.

[7] https://www.gov.uk/guidance/noise--2

1.59. Fixed and mobile spray systems can also be utilised to minimise dust by damping down. Careful building design can allow natural cleansing by rainwater to maintain and clean building elevations.

1.60. The Environment Agency monitors emissions from waste management developments and developers should seek their advice at an early stage.

1.61. Proposals should include mitigation measures to maintain and improve air quality by the management of dust and odour.

1.62. Further information: Planning Practice Guidance - Air Quality[8]; Cambridgeshire Insight - Air Quality[9].

Air Quality Principles

- Measures to control air quality, dust and odour.
- Potential use of energy efficient low emission fuels.
- Locating waste management facilities downwind from sensitive receptors.

Water

1.63. All schemes should include measures to ensure water quality and the efficient use of water. Pollution control measures should be incorporated to ensure that any water that leaves the site is to an acceptable quality standard. For facilities such as composting sites, any water collected could be captured, recirculated and reused to aid the composting process. Facilities should also include measures to minimise water usage. Any landscape treatment should be designed to minimise any requirements for irrigation.

1.64. Sustainable drainage systems (SuDS) should be used to manage surface water run-off and maintain water quality. SuDS may include such methods as swales, lagoons, reedbeds, retention ponds, filter strips, infiltration and permeable paving to minimise the run-off and the amount of water entering watercourses. Any SuDS measures should be fully integrated with the landscaping proposals, with an appropriate overarching management regime.Careful consideration should be given to the adoption and long-term management of such systems.

1.65. Further information: Cambridgeshire County Council - Surface water and sustainable drainage systems (SuDS) planning[10]

Pest / Vermin / Bird Control

1.66. Schemes should include measures to prevent pests and vermin as appropriate. Such matters are regulated by the Environment Agency who should be approached for

[8] https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/
[9] https://cambridgeshireinsight.org.uk/environment/airquality/
[10] https://www.cambridgeshire.gov.uk/business/planning-and-development/flood-and-water/surface-water-and-sustainable-drainage-systems-suds-planning/

advice on design. Examples of mitigation include site management practices, vermin proof vents and rapid closing doors.

Security

1.67. Safety and security should be considered for each of the design elements, whether building construction, boundary treatments or landscape design. The principles in 'Secured by Design'[11] published by the Association of Chief Police Officers (ACPO) should be followed. Waste management facilities should be planned in a way that makes sure the blocks overlook their surrounding spaces, such as cycle routes and footpaths to increase surveillance. Where possible, windows and doors opening onto public roads and footpaths can provide greater security for users of the waste management facilities, although noise levels should be taken into account. Blank walls should be avoided if possible. If the incorporation of fenestration is not possible for technical reasons, these walls should be enhanced by the introduction of additional building materials and/or patterned brickwork to add architectural interest. Vulnerable areas should be well lit.

1.68. Further national Information: Planning Practice Guidance: Design - Security Measures; Secured By Design

Energy Efficiency and Sustainable Construction

1.69. Sustainable construction techniques take account of ways to reduce waste, flood risk and pollution, minimise energy requirements, and use local and renewable materials and sources, during the construction, occupation and demolition of development.

1.70. Developers should seek to use re-used or recycled materials. Local supply options should be used to minimise travel distances. Opportunities to use standard sizes and accurate estimates of materials to minimise off-cuts and waste should be followed. The use of PVC should be minimised. Construction materials should be low maintenance and durable. Consideration should also be given to eventual decommissioning of facilities, re-use, recycling and / or disposal of materials.

1.71. The ozone depletion potential and global warming potential of all materials should be considered and the use of unsustainable materials minimised.

1.72. Buildings should be designed to minimise carbon emissions and energy use throughout the life of the building. Designs should maximise the use of controlled daylight, and the opportunity to control solar gain. The use of heat recovery systems should be investigated and high levels of insulation should be provided. Other aspects to consider include the feasibility of the generation of renewable energy and/or use of green electricity and heating. Roofs may also be appropriate for solar panels which help reduce energy costs.

1.73. The proposals should be designed to reduce energy consumption and to minimise heat loss. Proposals should also include the use of renewable energy sources where possible such as solar, ground source heat, wind.

[11] http://www.securedbydesign.com/

1.74. Construction materials should generally be those achieving an 'A' summary rating in the BRE publication, the 'Green Guide to Specification'[12]. Development proposals should seek to achieve a sustainability rating that results in high levels of performance against BREEAM[13] that standards that are prescribed nationally at the time or alternatively in accordance with local planning authority standards where these are more stringent.

1.75. Further advice on sustainable construction is available from the Building Research Establishment (BRE)[14], who provide advice and consultancy.

Energy Efficiency and Sustainable Construction Principles

- Consider the site's context and function within its wider setting; the opportunity to improve connectivity by foot, cycle, public and private transport to and from neighbouring uses and features.
- Where possible, extend the life of buildings by renovation and refurbishment.
- Use whole-life thinking and design for flexibility, to extend building lifetimes, to encourage future re-use and recycling of products and materials, during construction, occupancy and demolition phases of the development.
- Incorporate resource efficiency measures, which aim to minimise demand for water, energy or other natural resources.
- Design to minimise operational environmental impacts.

[12] http://www.bre.co.uk/greenguide/
[13] https://www.breeam.com/
[14] http://www.bre.co.uk/

Glossary

Biodiversity - The relative abundance and variety of plant and animal species and Ecosystems within particular habitats.

Combined Heat and Power (CHP) - A highly fuel efficient technology which produces electricity and heat from a single facility.

Commercial Waste - Waste arising from premises which are used wholly or mainly for trade, business, sport, recreation or entertainment, excluding municipal and industrial waste.

Compost - A bulk reduced, stabilised residue resulting from the aerobic degradation of organic waste.

Energy from Waste - Facilities that burn waste. Heat is received that can generate electricity or heat water.

Green and Brown Roof - Green roofs and brown roofs are constructed ecosystems located on top of the building or structures, contributing to local biodiversity. The roof of a building is partially or completely covered in plants, which is generally believed to assist in reducing surface water run off from buildings, provide biodiversity habitat, reduce the visual impact of a building and affect the heat retention of a building.

HCV - Heavy Commercial Vehicle i.e. exceeding 7.5 tonnes.

Household Recycling Centre (HRC) - A facility where the public can dispose of bulky household and garden waste.

Industrial Waste - Waste from any factory or any premises occupied by an industry.

Inert Waste - Waste which will not or is slow to biodegrade or decompose e.g. soils, concrete rubble, and construction and demolition waste.

Landfill - Landfill is the controlled deposit of waste to land.

Sensitive Receptor - Physical or natural resource, special interest or viewer group that will experience an impact.

Water Recycling Centres - Facilities to treat sewerage or commercial effluent. Waste water undergoing a variety of treatment, before release back into the water course or licenced discharge points.

Cambridgeshire and Peterborough Minerals and Waste Local Plan 2036

Proposed Submission Draft Policies Map

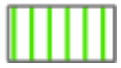
November 2019

Map Key


MAA – Mineral Allocation Area


MDA – Mineral Development Area


WMA – Waste Management Area


TIA – Transport Infrastructure Area


WRA – Water Recycling Area

CA – Consultation Area (WRA)

CA – Consultation Area (MAA, MDA, WMA, TIA)


MSA – Mineral Safeguarding Area (Brickclay)

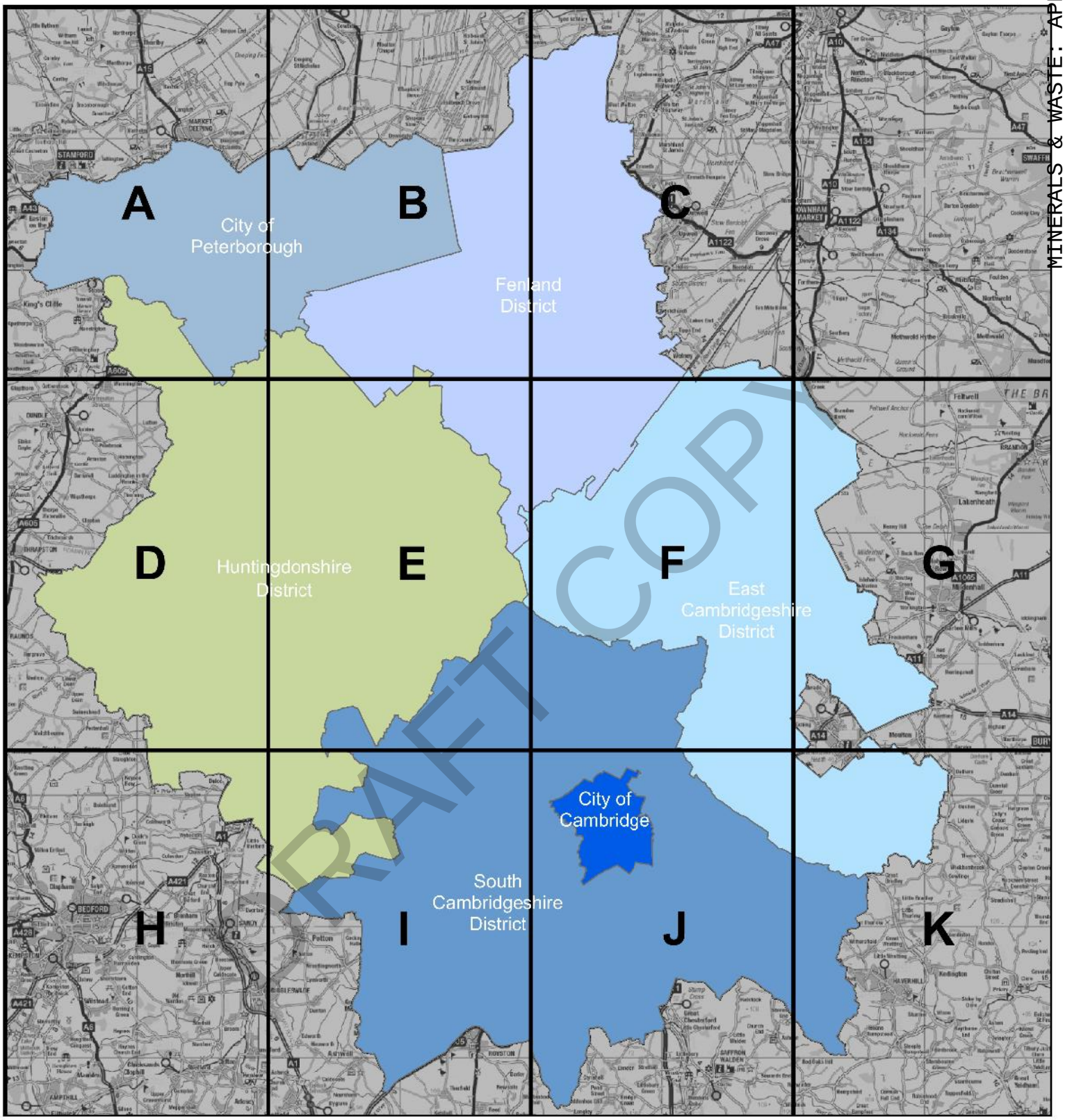
MSA – Mineral Safeguarding Area (Chalk)


MSA – Mineral Safeguarding Area (Limestone)

MSA – Mineral Safeguarding Area (Sand and Gravel)


Plan Area Boundary

This Proposed Submission Policies Map is also available to view online at: cambridgeshire.gov.uk/mwlp or peterborough.gov.uk/mwlp



PETERBOROUGH CITY COUNCIL

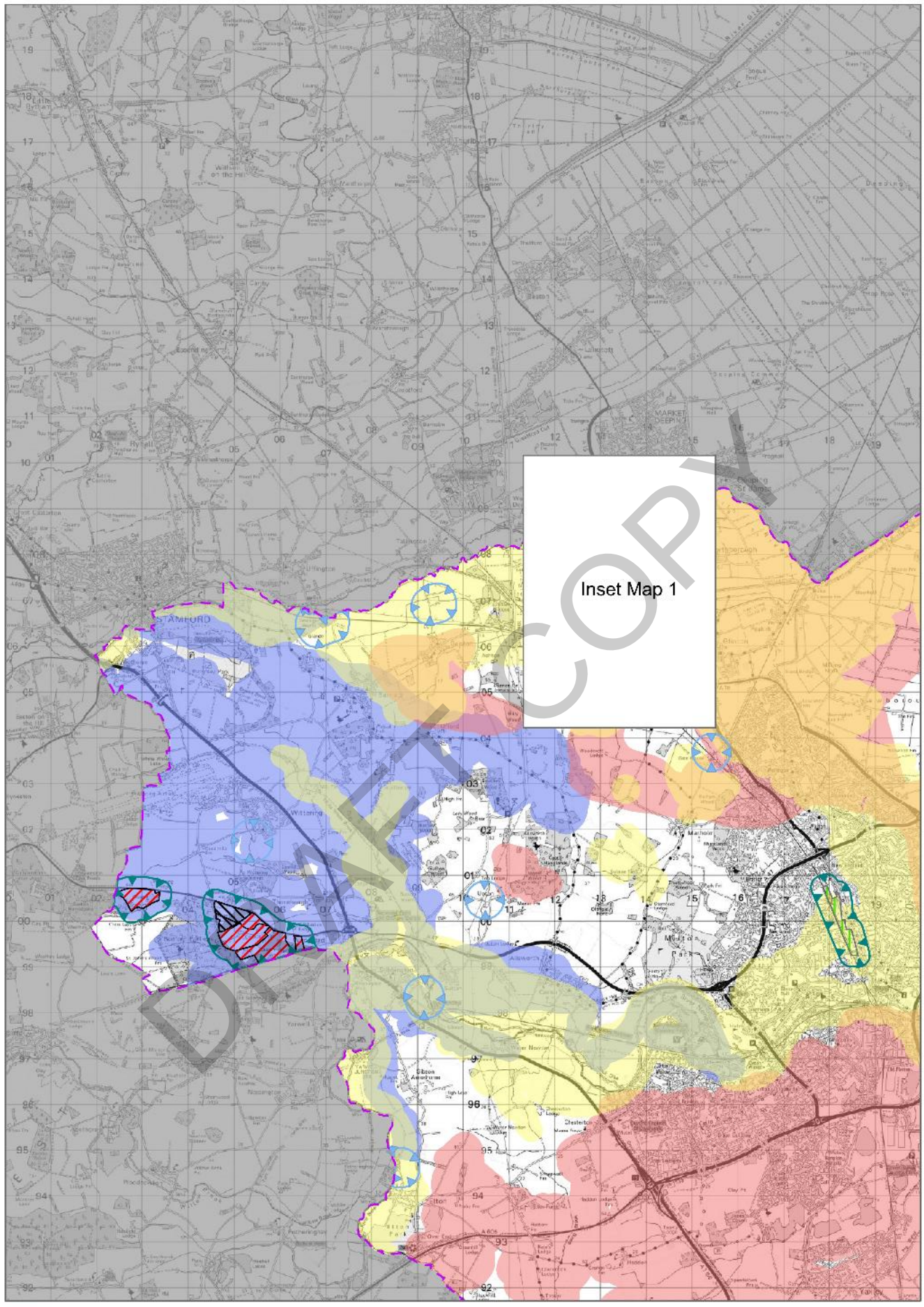
Cambridgeshire County Council

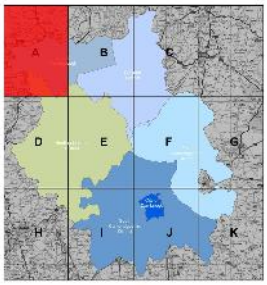
N

Grid Plan

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019

Scale: 1:400,000

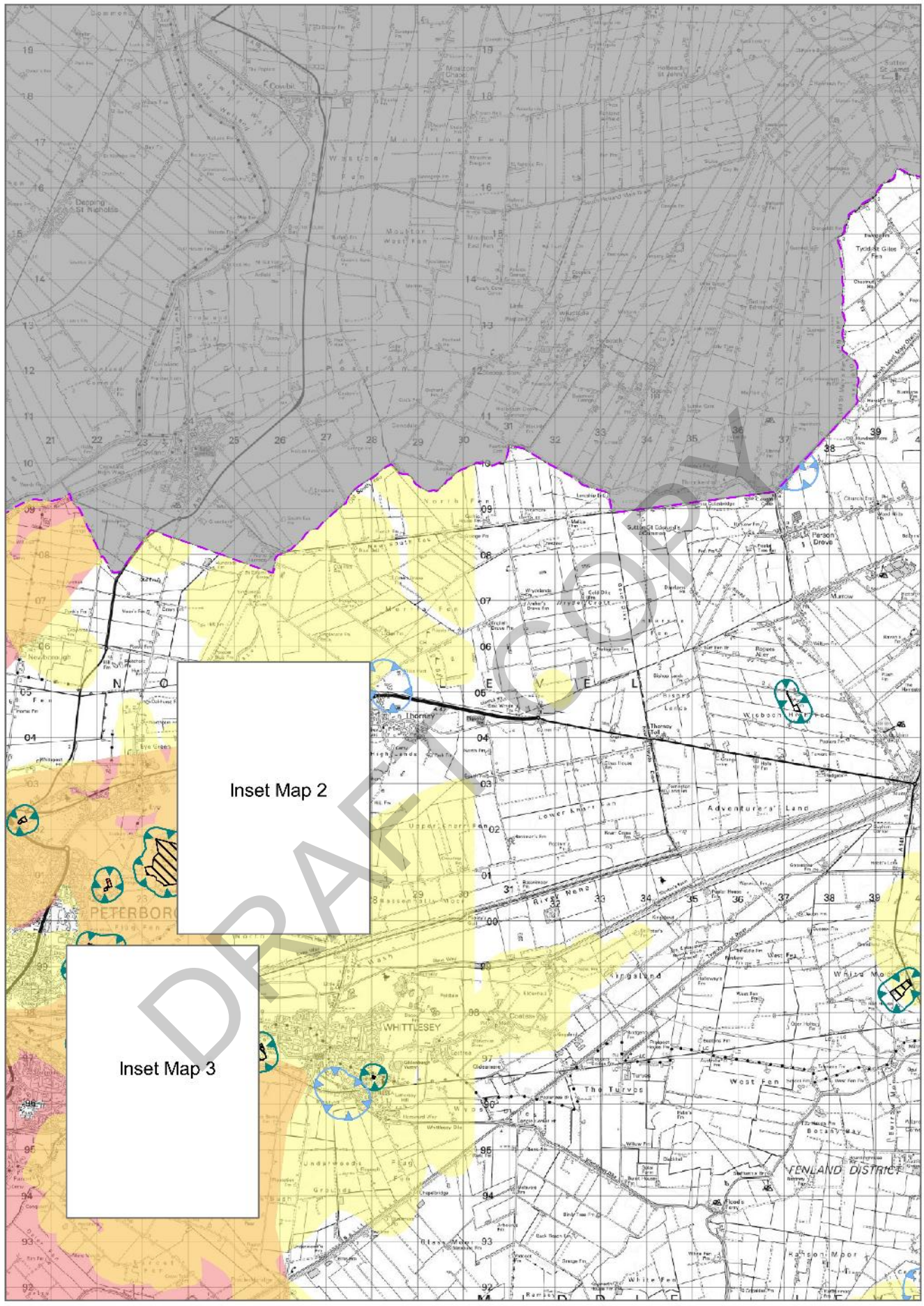


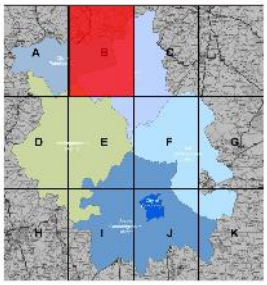


N

Overview Map A

Scale: 1:115,000





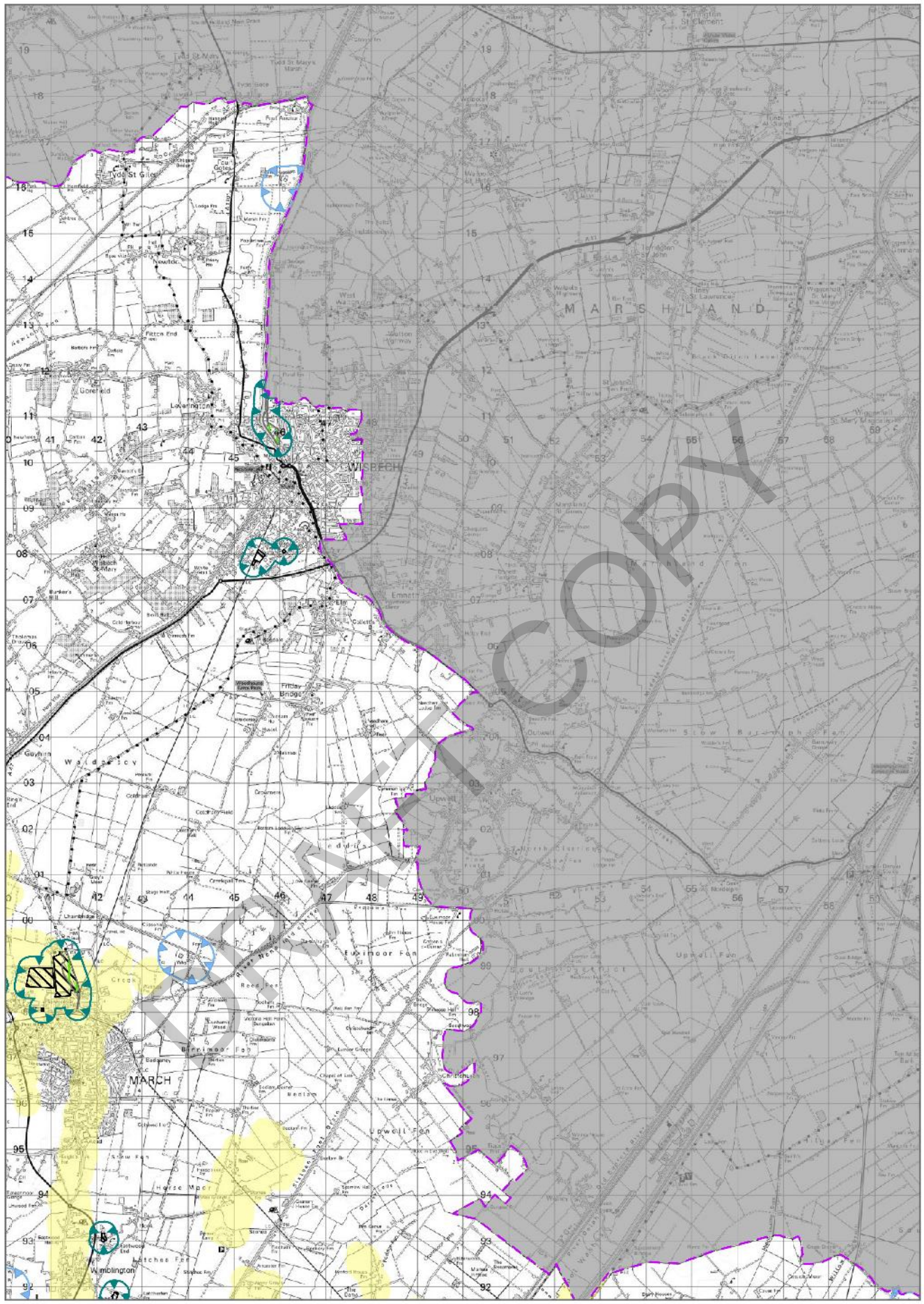
N

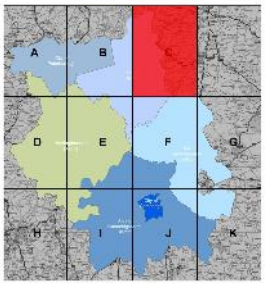
Overview Map B

Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council





N

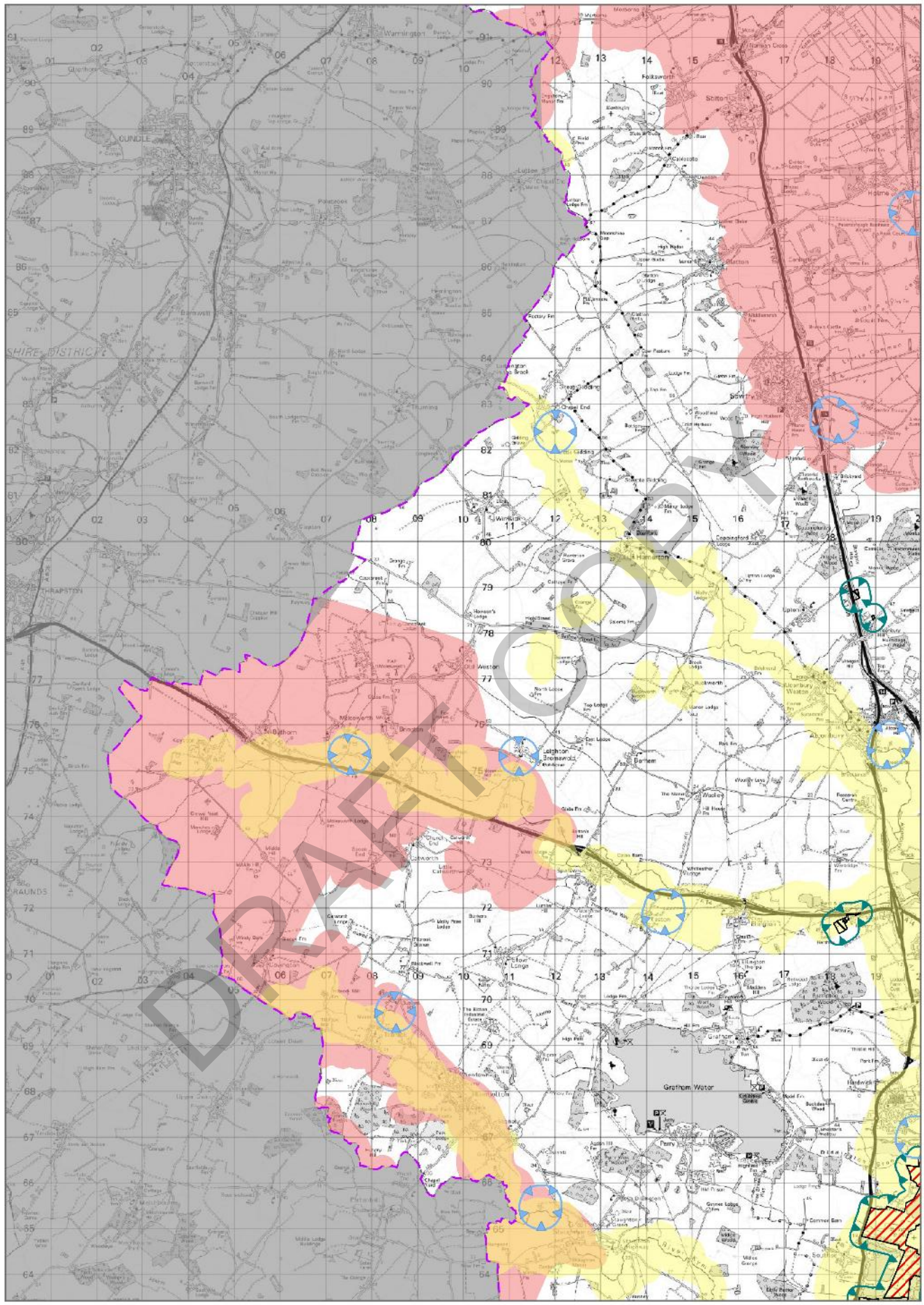
Overview Map C

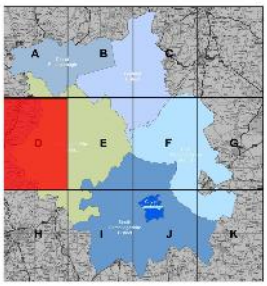
Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019





N

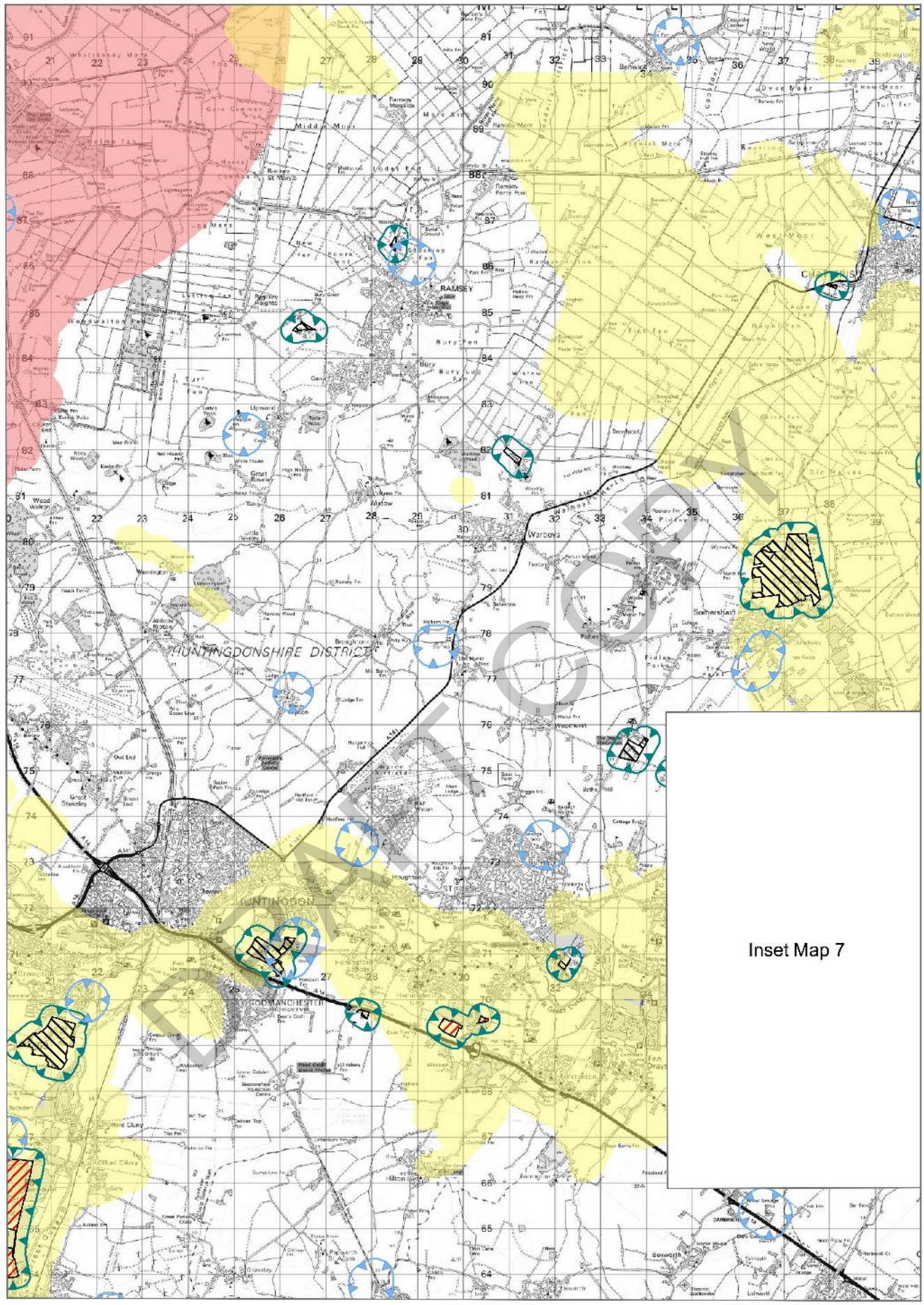
Overview Map D

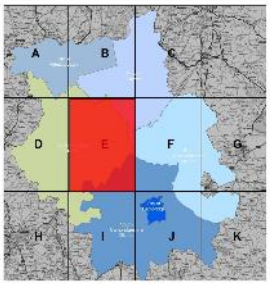
Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019





N

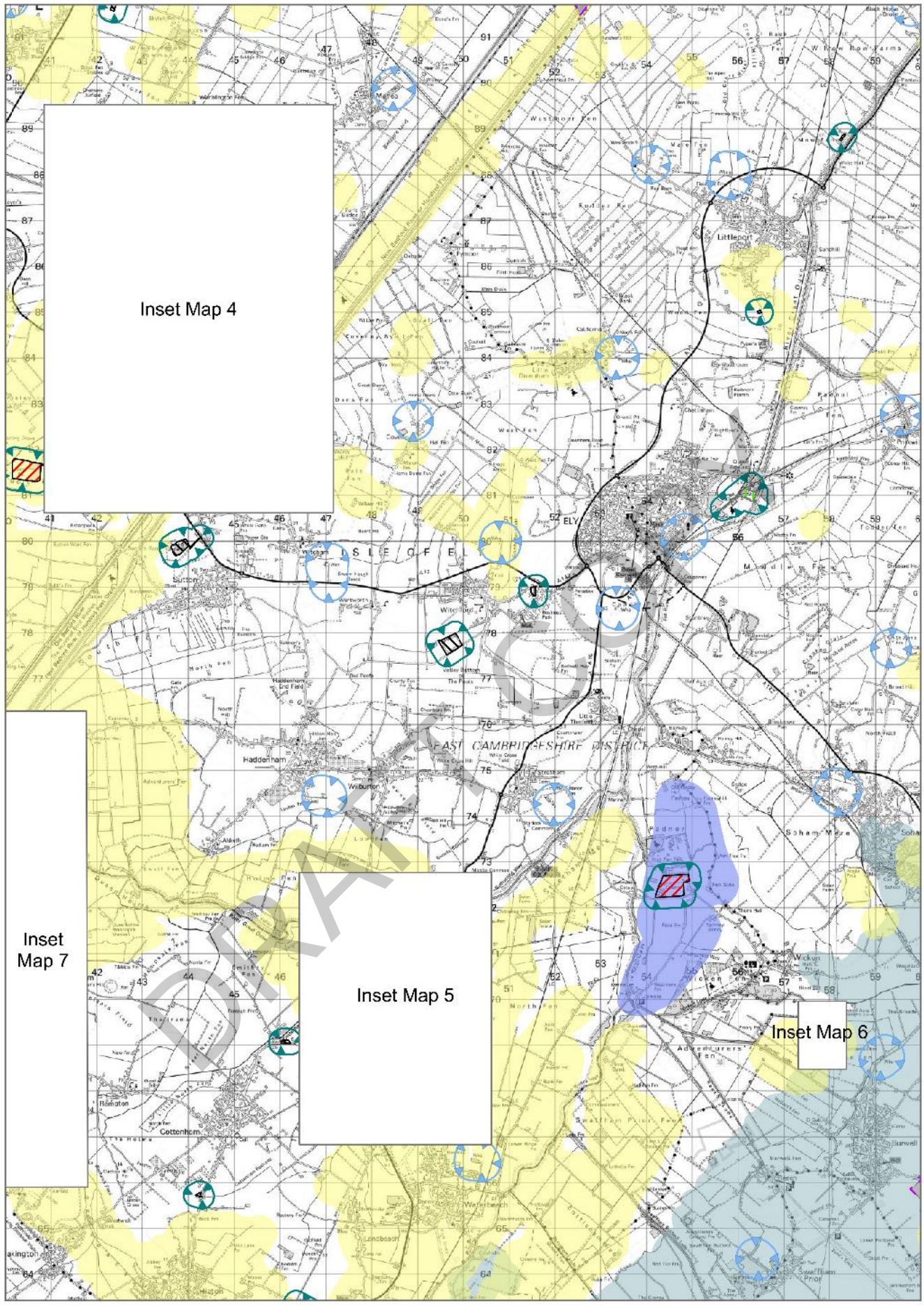
Overview Map E

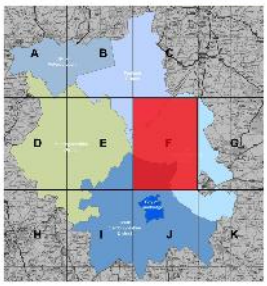
Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019





N

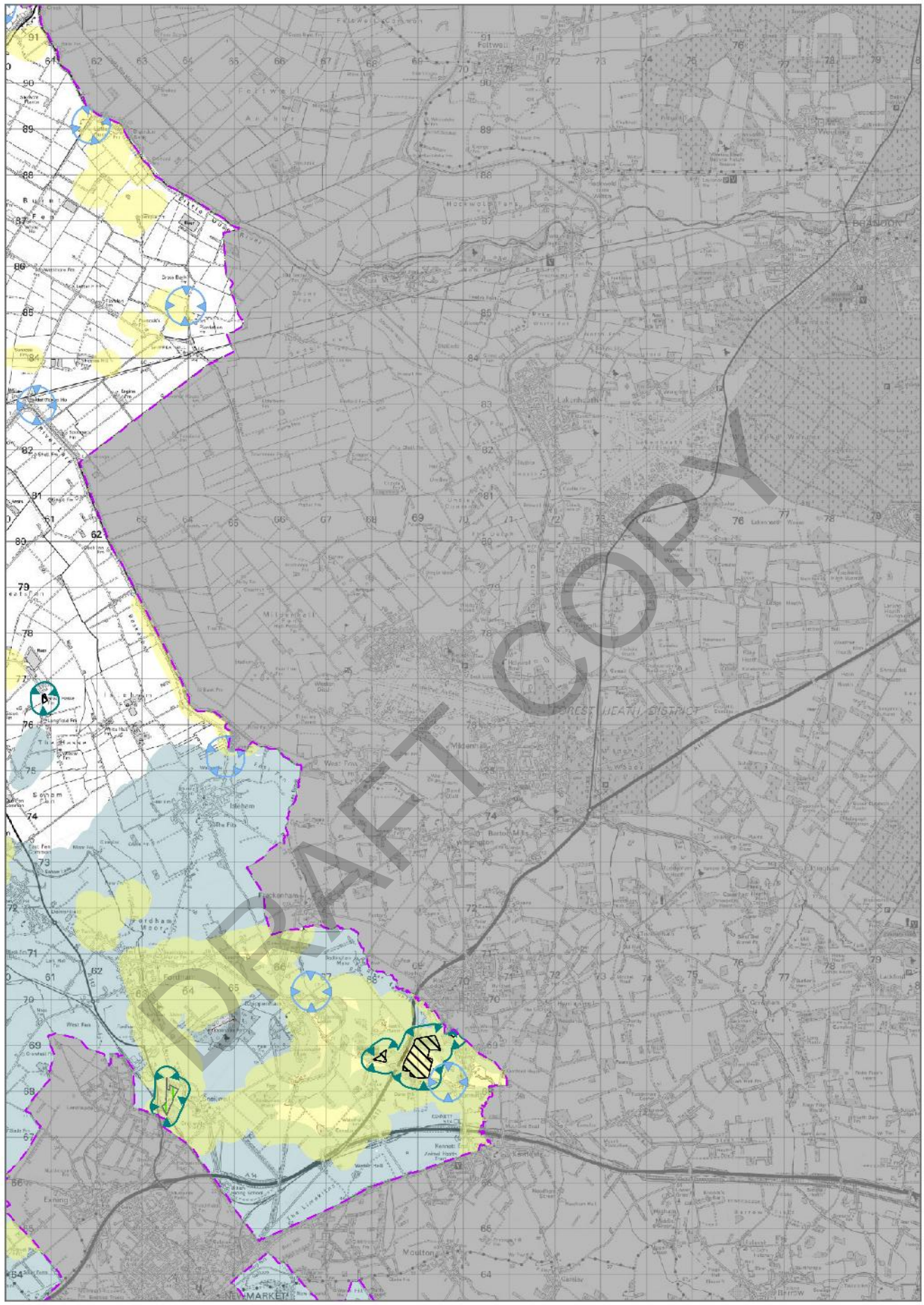
Overview Map F

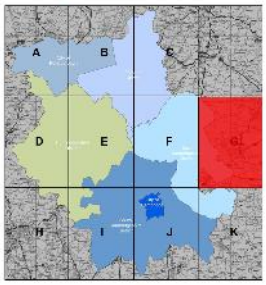
Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019





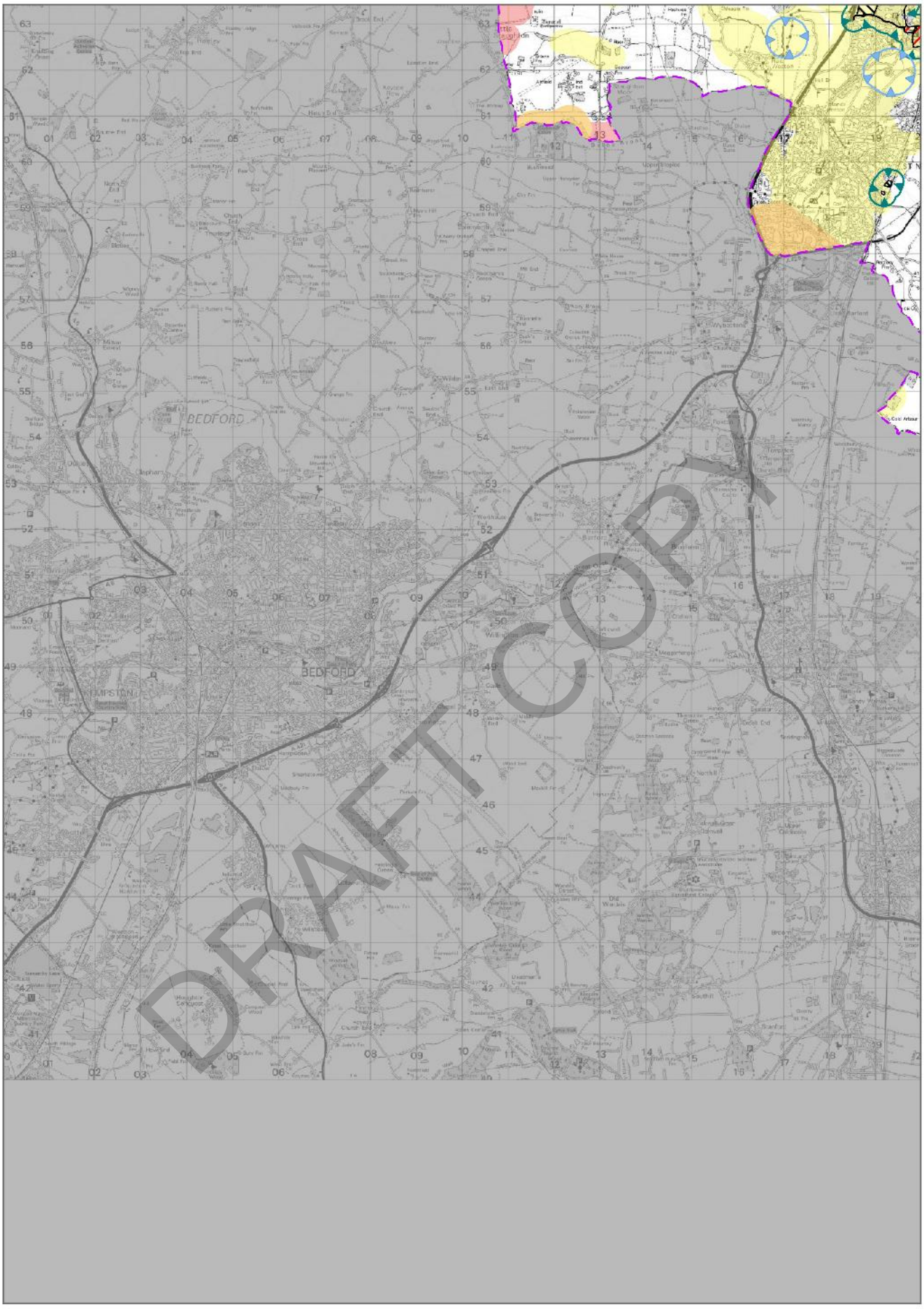
N

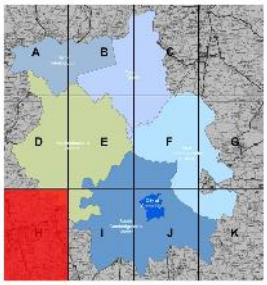
Overview Map G

Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council





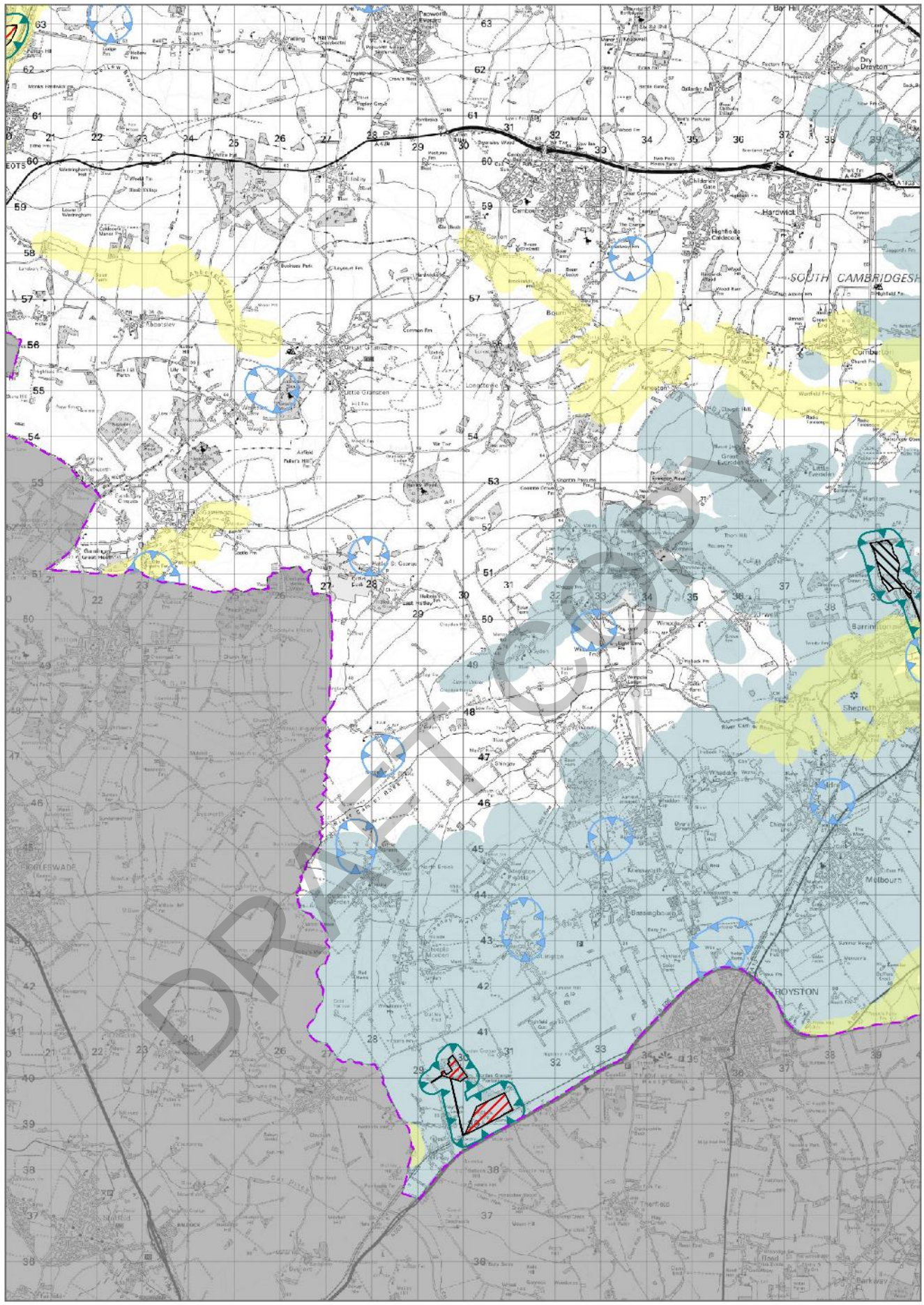
N

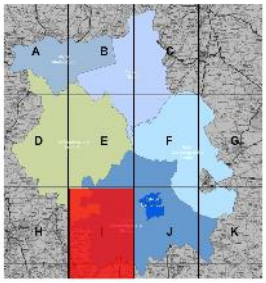
Overview Map H

Scale: 1:115,000

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council





N

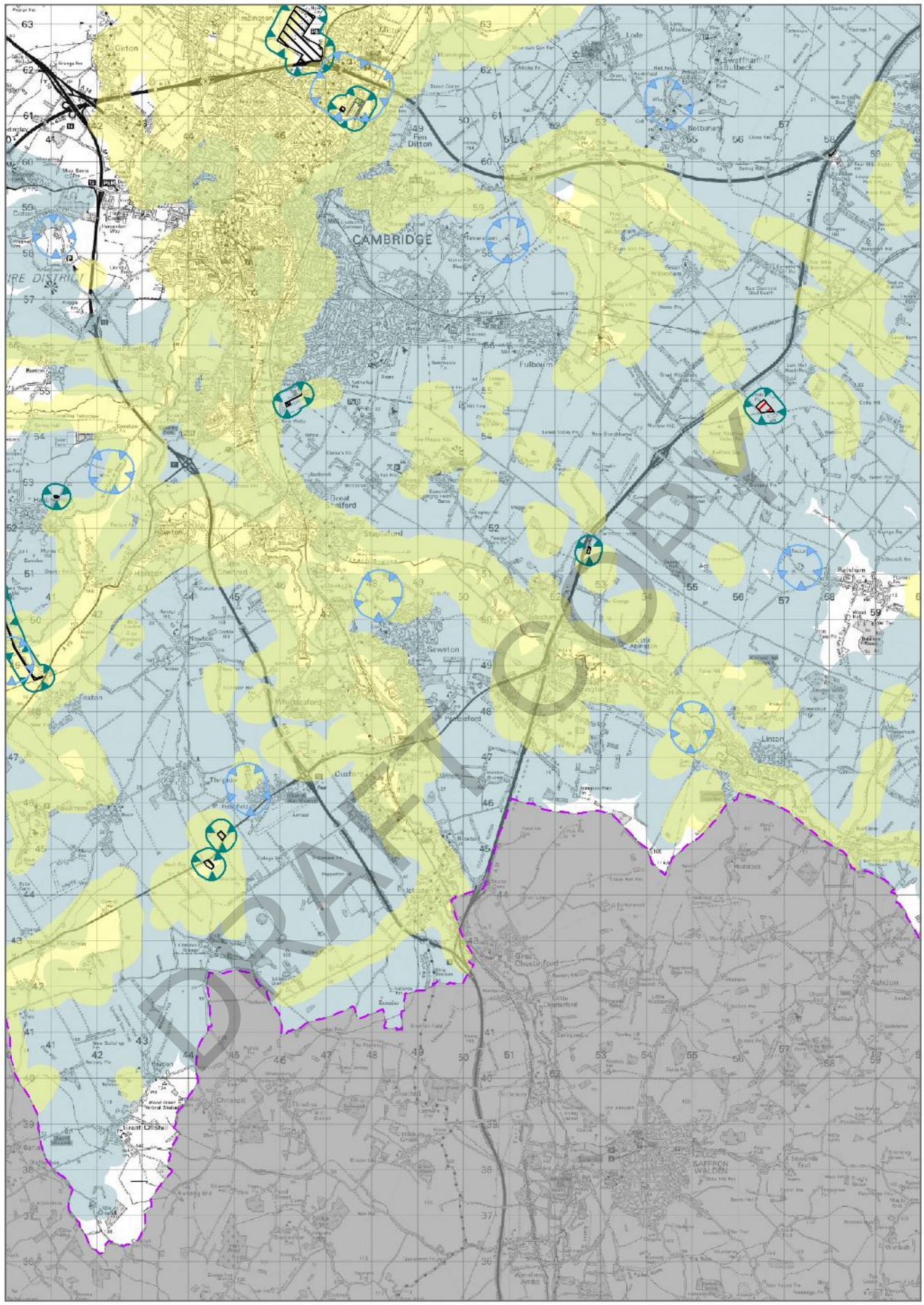
Scale: 1:115,000

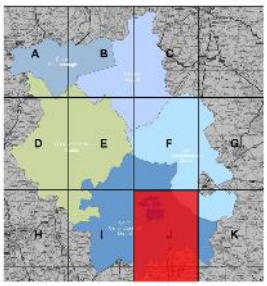
Overview Map I

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019





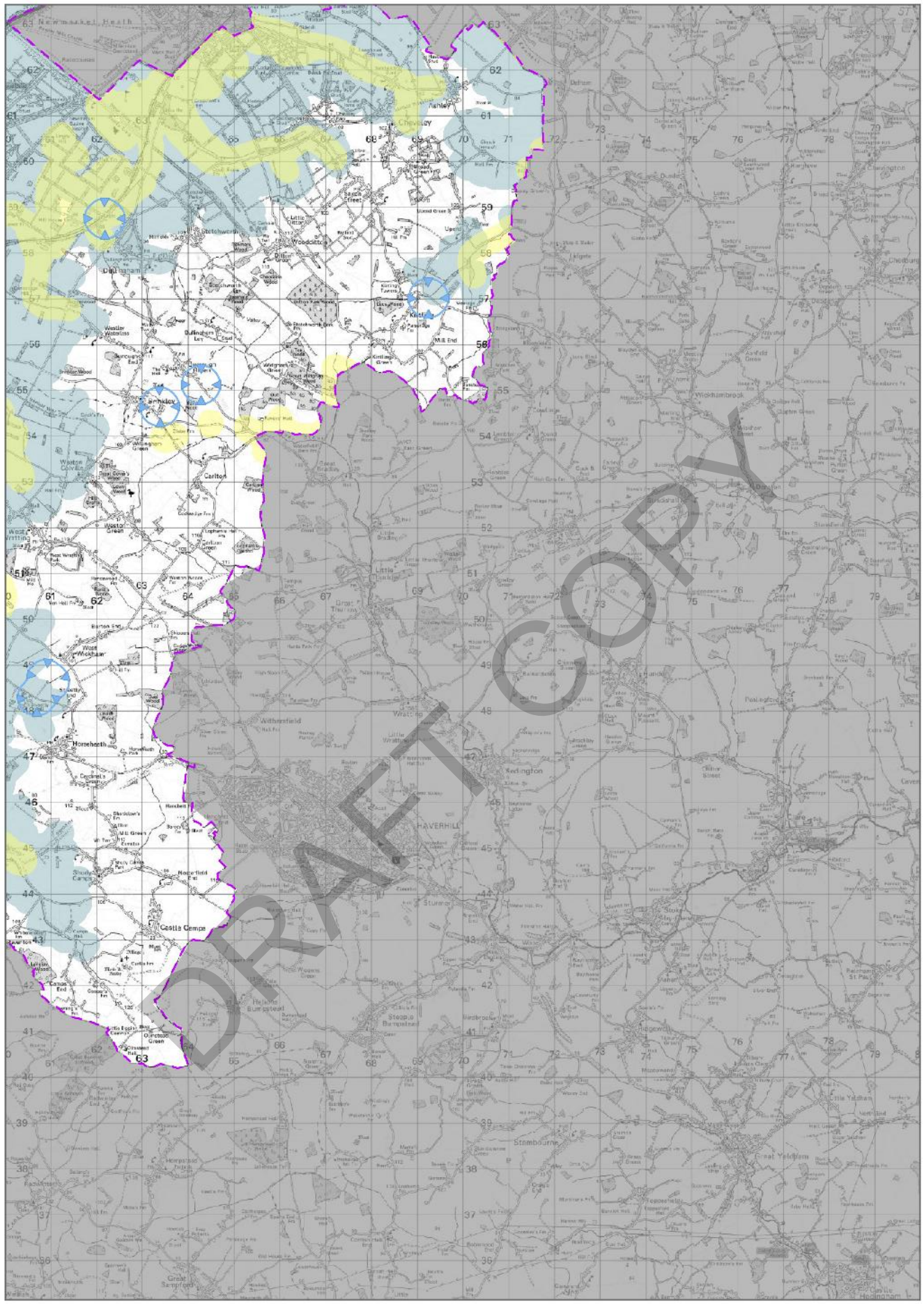
N

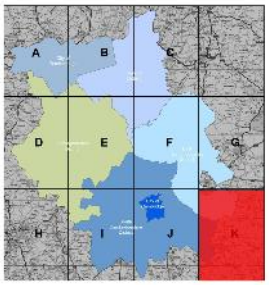
Scale: 1:115,000

Overview Map J

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council





N

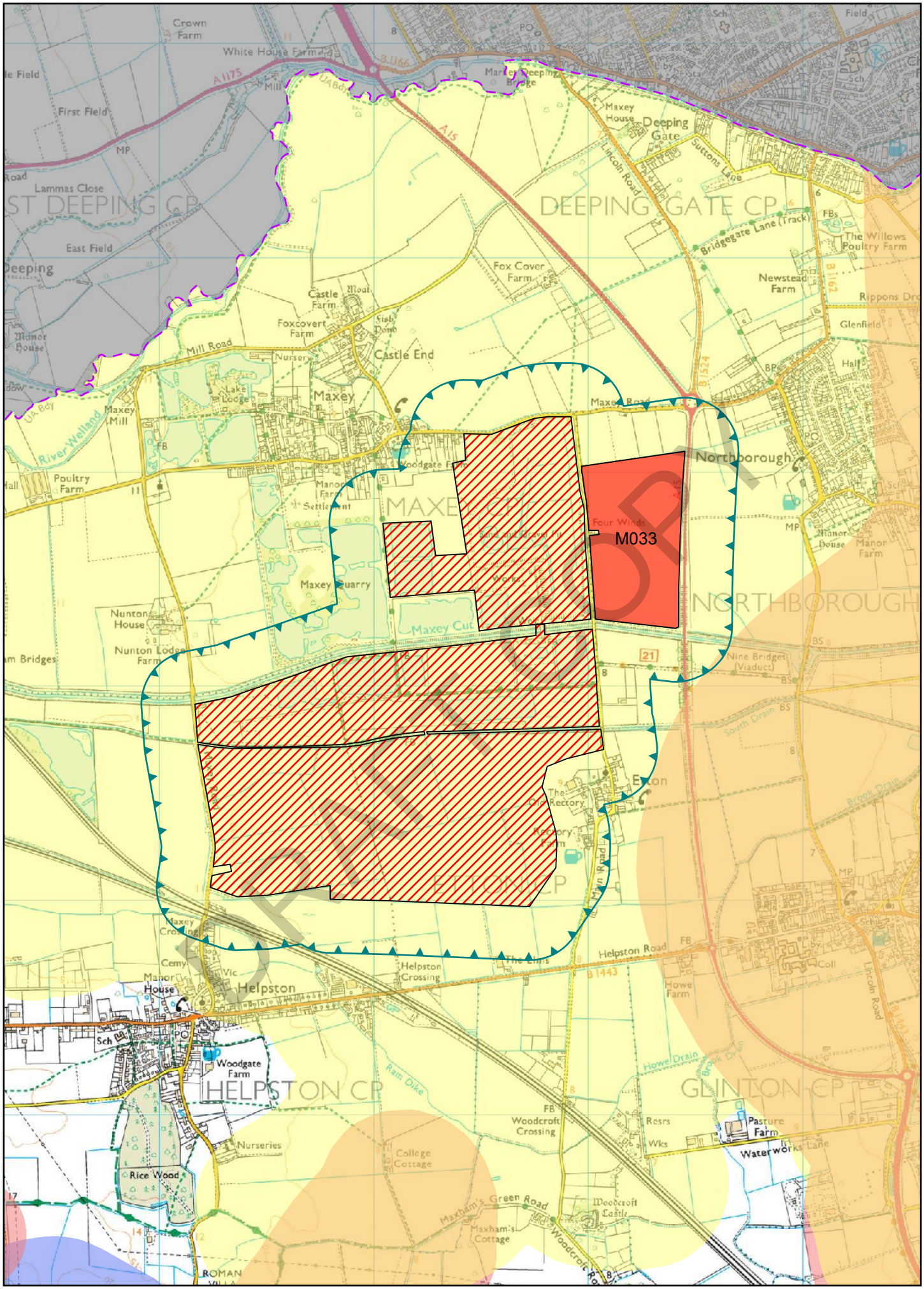
Scale: 1:115,000

Overview Map K

PETERBOROUGH CITY COUNCIL

Cambridgeshire County Council

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission. Nov 2019

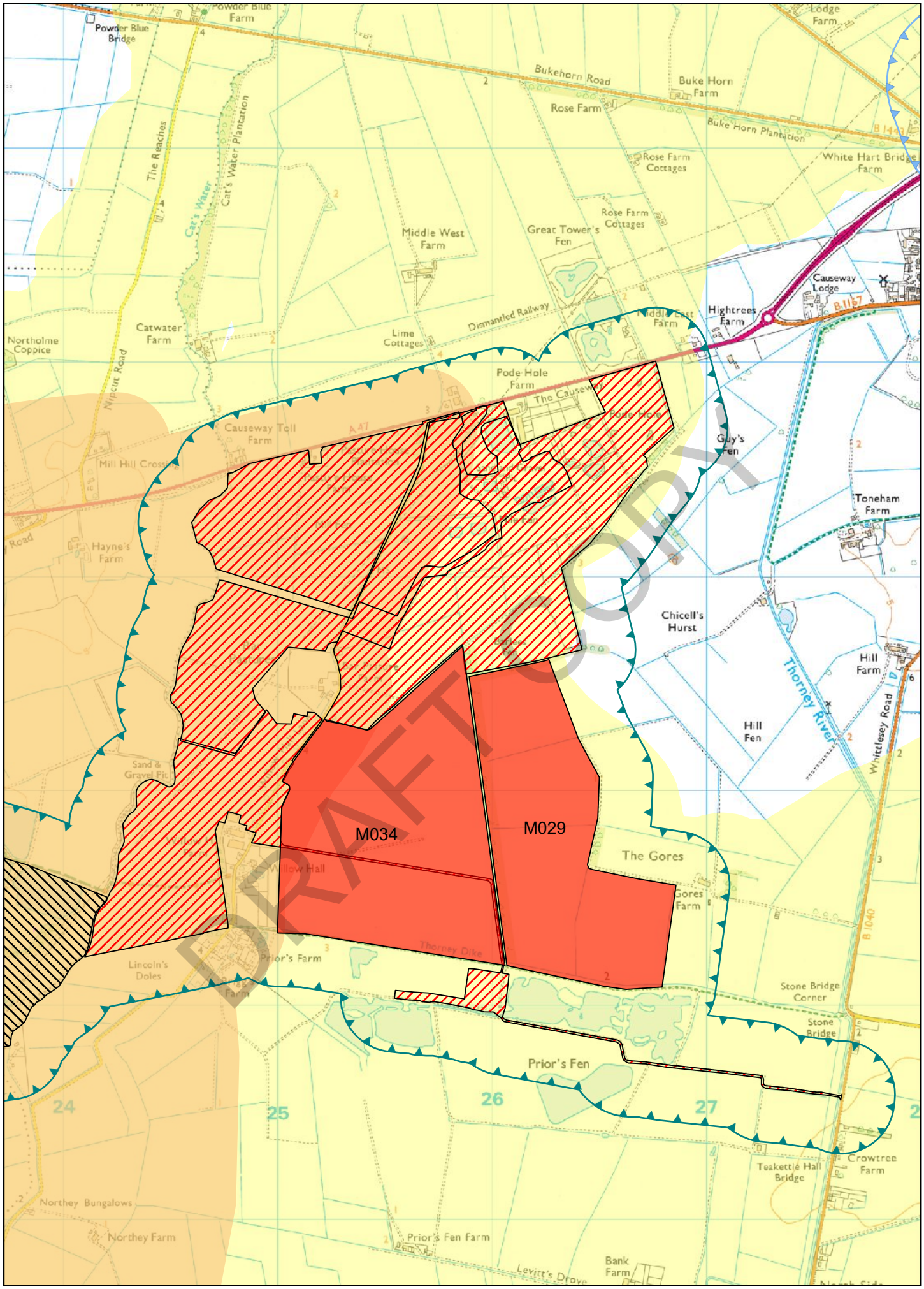


N

Scale: 1:22,500

Inset Map 1 - M033 Land off Main Road Maxey

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019

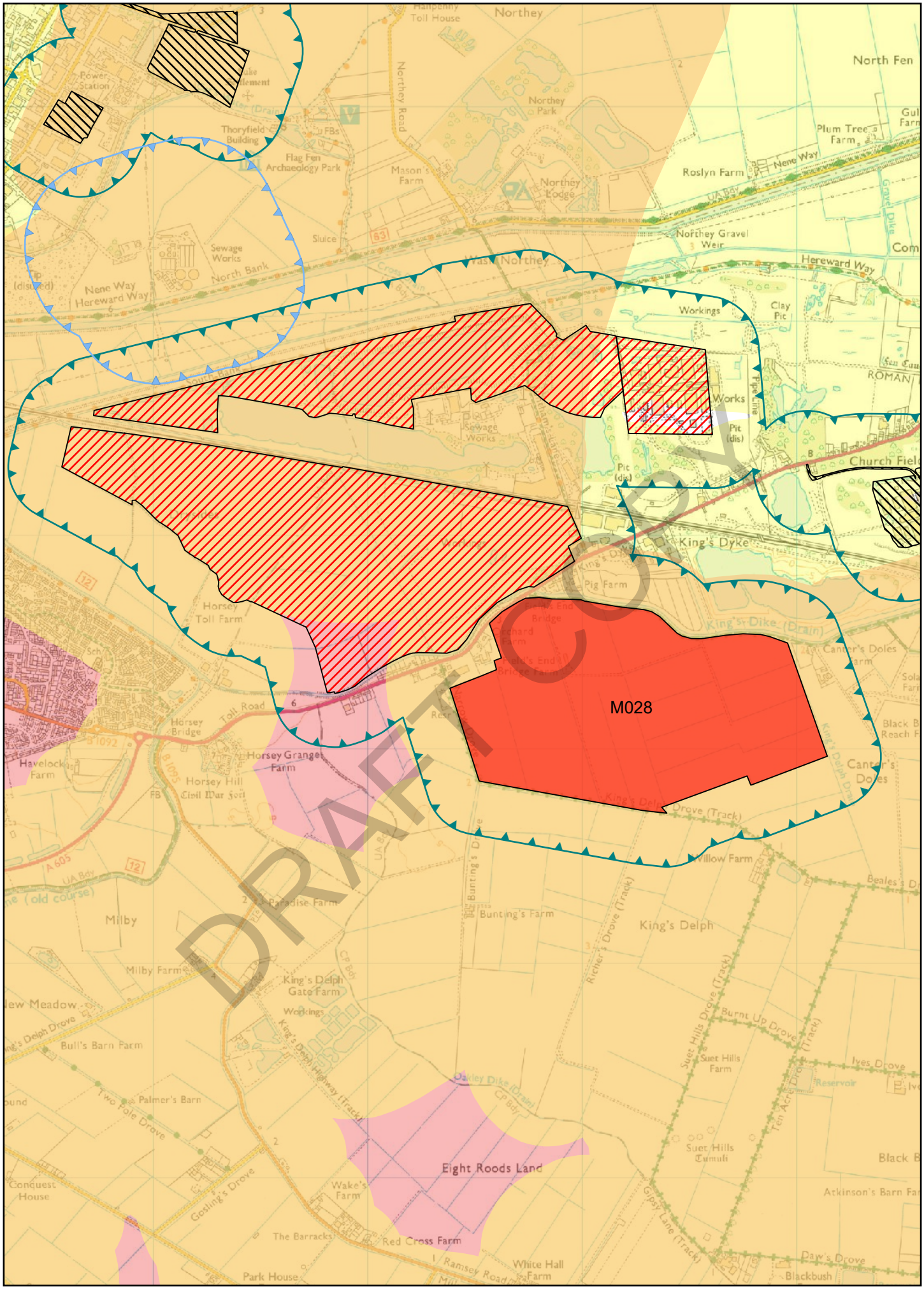


N

Scale: 1:22,500

Inset Map 2 - M029 Gores Farm & M034 Willow Hall Farm, Thorney

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019



Cambridgeshire County Council

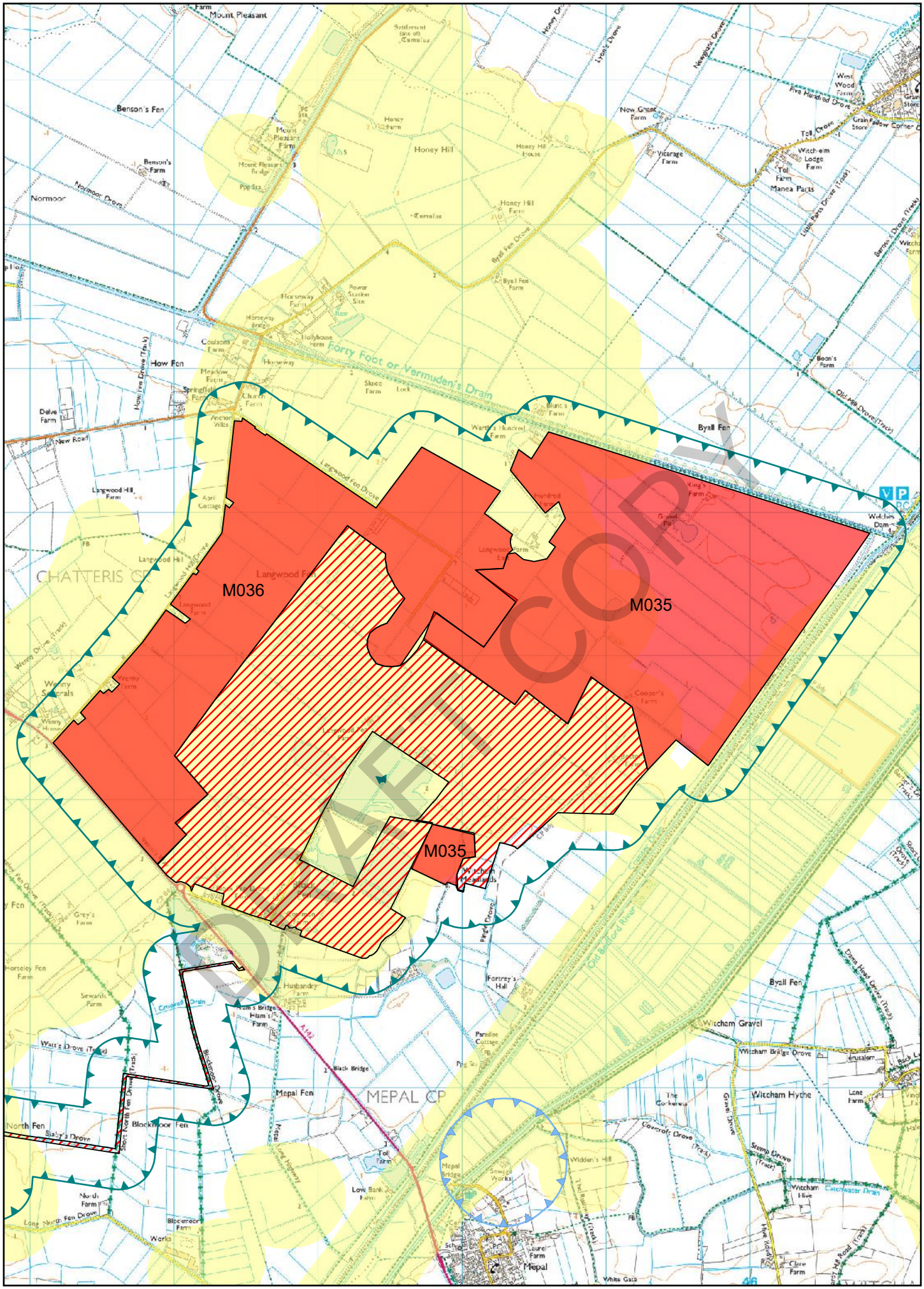
Peterborough City Council

N

Scale: 1:22,500

Inset Map 3 - M028 Kings Delph, Whittlesey

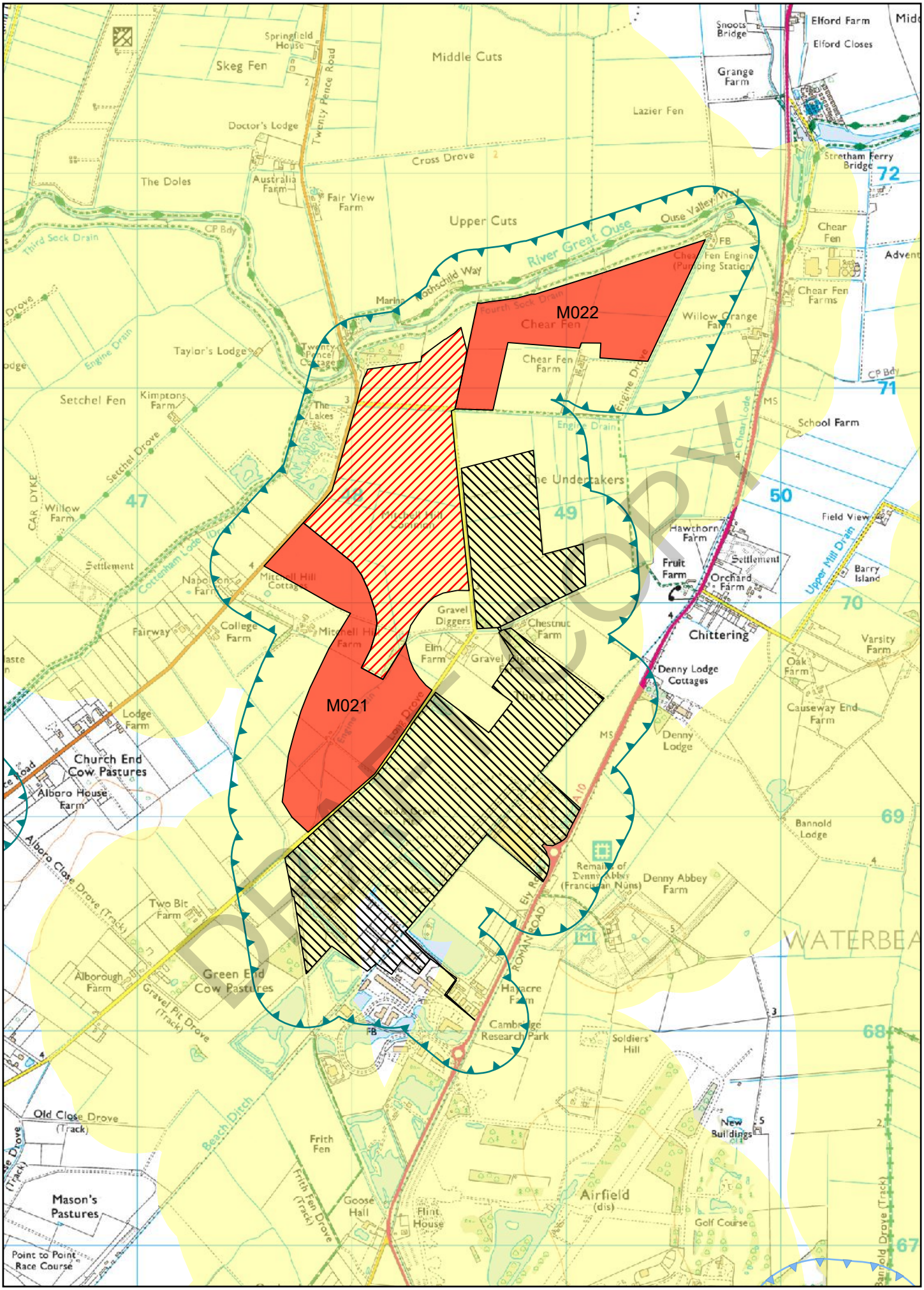
Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019



N

Scale: 1:33,500

Inset Map 4 - M035 East & M036 West, Block Fen / Langwood Fen, Mepal



Cambridgeshire County Council

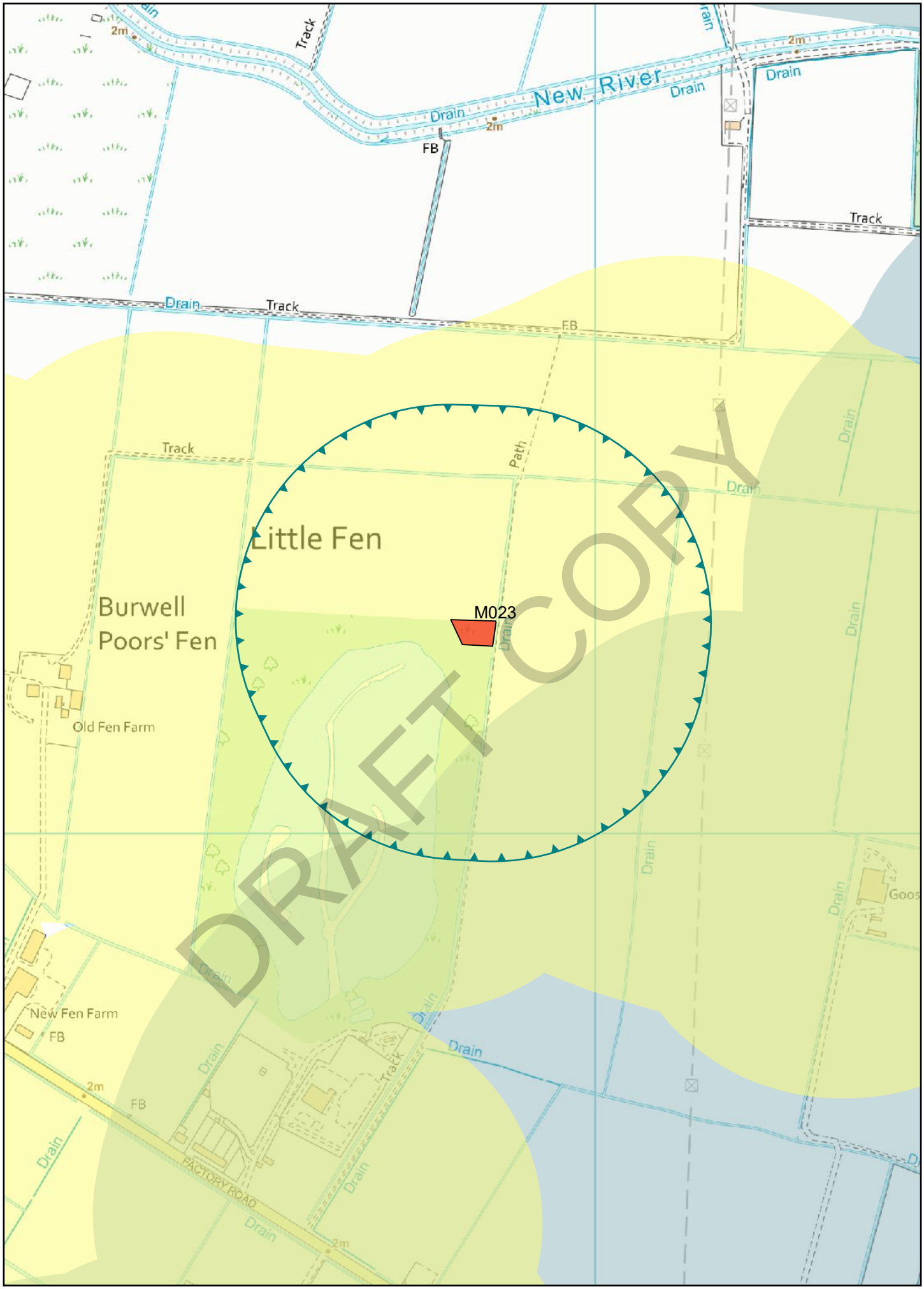
Peterborough City Council

N

Scale: 1:2,500

Inset Map 5 - M021 Mitchell Hill Farm South & M022 Chear Fen, Cottenham

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019



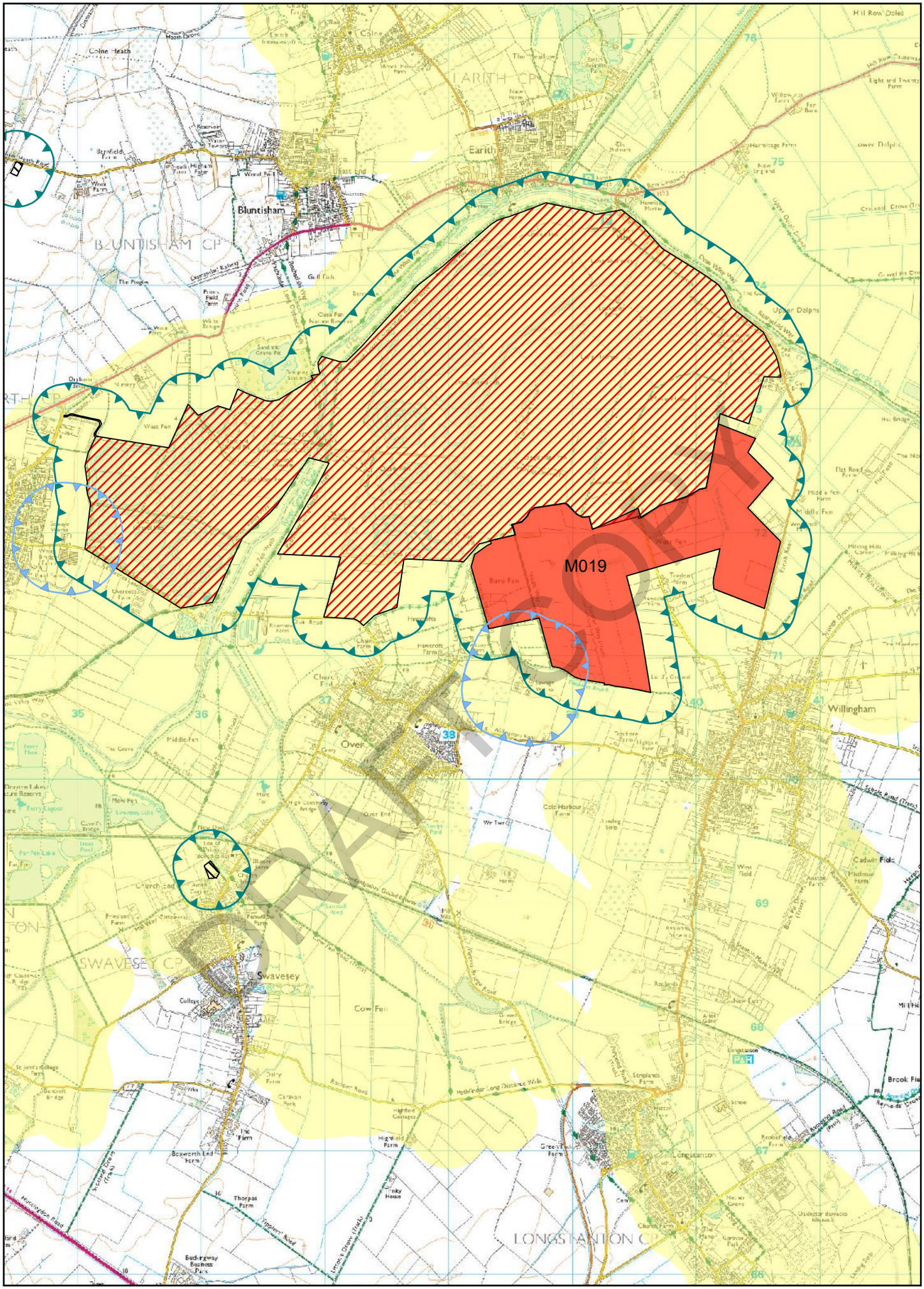
Cambridgeshire County Council

N

Scale: 1:5,600 at A3

Inset Map 6 - M023 Burwell Brickpits, Burwell

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019



N

Scale: 1:30,000

Inset Map 7 - M019 Bare Fen & West Fen, Willingham / Over

Cambridgeshire and Peterborough Minerals & Waste Local Plan: Proposed Submission Nov 2019

CABINET	AGENDA ITEM No. 8
23 SEPTEMBER 2019	PUBLIC REPORT

Report of:	Peter Carpenter, Acting Corporate Director of resources	
Cabinet Member(s) responsible:	Cllr Steve Allen, Cabinet Member for Housing, Culture and Recreation	
Contact Officer(s):	Peter Carpenter, Acting Corporate Director of Resources	Tel. 863968

PETERBOROUGH HOUSING STRATEGY

RECOMMENDATIONS	
FROM: Acting Corporate Director for Resources	**Deadline date:** 26/08/2019

It is recommended that Cabinet:

1. Notes that the Cabinet Member for Housing, Culture and Recreation has commissioned an updated Housing Strategy for Peterborough.
2. Approves, if required as part of the Housing Strategy work being undertaken, for the Council, in consultation with partners, to go through the Government application process in order to be able to set up a Housing Revenue Account (HRA) as a potential option in order to help reduce temporary accommodation and associated costs.

1. ORIGIN OF REPORT

1.1 This report is submitted to the Cabinet following a request from Cllr Peter Hiller, at that time, Cabinet Member for Growth, Planning, Housing and Economic Development & Environment Capital. Given the present pressures around homelessness, the increasing numbers and costs that are undermining the finances of the council, it is important that the Council, in liaison with its housing partners produces a updated Housing Strategy which addresses the wider needs of the Community. Given recent changes in Government legislation this might include the reformation of an HRA and as such this report asks for approval for the Council to reapply to have an HRA if this is the direction of the new Housing Strategy.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to highlight to Members that a new Housing Strategy is being produced and as part of that process if an HRA is highlighted as a viable option then there is approval for the Council to go through the application process to reform its HRA. Local authorities do not need permission to be granted from the Secretary of State to open an HRA, but the MCHLG (Ministry of Housing, Communities and Local Government) requests a letter to the Secretary of State declaring the intention to open an HRA.[1]

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1

[1] MHCLG HRA Guidance 14/3/2019. How to open an HRA.

'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	**TBC**
Date for relevant Council meeting	**TBC**	Date for submission to Government Dept. *(Please specify which Government Dept.)*	

4. BACKGROUND AND KEY ISSUES

Background

Homelessness Issue and Government Initiatives

4.1 PCC has a housing problem and an attendant homelessness issue that reflects the national crisis in this area.

4.2 There has been a movement in recent years for PCC to acquire accommodation to help to relieve the Temporary Accommodation (TA) problem. There are plans to continue in this direction and when PCC passes the point of owning 200 or more social housing units, it will have to set up an HRA. Given that there has been a series of ad hoc moves in this direction, it would make sense to plan a more structured intervention into the housing market to meet corporate priorities over the long term.

4.3 As such the Council will now, in liaison with Partners, work to produce a new Housing Strategy which addresses the revised needs of Peterborough including the TA and Affordable Home availability issues presently being experienced.

4.4 There is a strong push from central government to encourage house building across all sectors and there has been a range of initiatives aimed at assisting and encouraging local authorities to play a major role in this. This includes a number of factors which makes it far more attractive for Councils to re-constitute HRA's than in the past including:

- Removing the borrowing cap for HRAs wishing to fund new home building, (local authorities are still required to follow the prudential borrowing rules);
- Making funds available to local authorities to borrow at discounted rates through the Public Works Loan Board (PWLB).

4.5 The wider Housing Strategy paper will include all pertinent issues and include input from partners that affect the wider Peterborough Housing system as well as suggesting of different and innovative models of delivery.

5 CONSULTATION

5.1 There is the requirement to consult with the wider "housing" community in the preparation of the Housing Strategy paper.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 The council will have a Housing Strategy that sets out its housing direction and the approval, if required, to reconstitute an HRA as part of this strategy.

7. REASONS FOR THE RECOMMENDATION

7.1 There is the requirement for a revised Housing Strategy for Peterborough to ensure stakeholder requirements are being met

7.2 As part of the Housing Strategy work being undertaken give approval, when required and in consultation with Partners, for the Council to go through the Government application process in order to be able to set up a Housing Revenue Account (HRA) as a potential option.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The Housing Strategy will set out the options and preferred route forward for the Council.

9. IMPLICATIONS

Financial Implications

9.1 The Housing Strategy Paper will set out the Housing direction for the Local Authority. The content of this paper will inform the future costs of the Council and where they may fall including if costs are charged to the General Fund or other areas (such as an HRA).

Legal Implications

9.2 There are no legal implications in relation to this report.

Equalities Implications

9.3 There are no equalities implications in relation to this report.

10. BACKGROUND DOCUMENTS

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

10.1 None.

11. APPENDICES

11.1 None.

This page is intentionally left blank

CABINET	AGENDA ITEM No. 9
23 SEPTEMBER 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 JUNE 2019

RECOMMENDATIONS	
FROM: Acting Corporate Director of Resources	**Deadline date:** N/A

It is recommended that Cabinet notes:

1. The Budgetary Control position for 2019/20 at June 2019 includes a forecast overspend of £5.424m against budget.
2. The key variance analysis and explanations are contained in Appendix A.
3. The estimated reserves position for 2019/20 at June 2019 outlined in Appendix C.
4. In year budget risks for 2019/20 at June 2019 are highlighted in Appendix D.
5. The Asset Investment and Treasury Budget Report is contained in Appendix E.

It is recommended that cabinet approves and recommends to Council:

6. The revenue budget virement to reprofile the budget based on revised assumptions, outlined in section 5, with further detail of the 2019/20 reprofiled Budget contained in Appendix B
7. The capital budget virements over £0.5m.
8. The addition of the Allia Centre to the disposals schedule.

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 the forecast for 2019/20 as at June 2019 budgetary control position.

2.3. The report also outlines a set of revenue and capital virements, for Cabinet and Council approval, in order to assure the budget reflects the Councils current financial position accurately, including the reflection of revised and robust budget assumptions.

3. TIMESCALE

Is this a Major Policy Item/ Statutory Plan	**Yes**	If yes, date for Cabinet meeting	**23 September 2019**
Date for relevant Council meeting	**16 October 2019**	Date for submission to Government Dept.	**N/A**

4. JUNE 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	1.394
NNDR Timing Issue	(1.030)
Revised Budget 2019/20	154.216

4.1. The 2019/20 year-end outturn position is currently forecast to be overspent by £5.424m, which will need to be met from the Capacity reserve. This is based on reported departmental information as at the end of June 2019. It should be noted that this is an early projection 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. This has reduced by £0.033m in comparison to a £5.457m overspend position forecast at the end of May 2019, which was reported to Cabinet on 15 July 2019. The main reasons for the movement are outlined in the following table:

Key Movements between the Forecasts	**£m**
Previous month forecast	**5.457**
Employee costs - Legal Services	0.151
Empower loan interest netted against finance costs	(0.260)
Extra costs and reduced income on Solar PV	0.106
Employee cost savings - Financial Services	(0.214)
Annual Delivery Plan Costs - further two months forecast	0.132

Other Variances	0.052
Current Month forecast	**5.424**

4.3. CMT have put plans in place to manage and scrutinise expenditure throughout the council, to mitigate the financial impact of the forecast overspend identified.

The key variances where a pressure is forecast are in the following areas:

- Working with partners to deliver back office services in more cost effective ways (Peterborough Serco Strategic Partnership (PSSP), Finance, ICT, HR, Legal, Highways) £3.360m which is an ongoing piece of work;
- Peterborough Serco Strategic Partnership £1.473m, made up of variable costs reduction saving £1.000m, Business Support saving £0.100m, Annual Delivery Plan (ADP) costs £0.264m, reduction in Housing Benefit and Council tax admin subsidy £0.109m;
- Housing temporary accommodation costs £0.906m;
- Home to School Transport £0.372m;
- Underachievement of parking income £0.362m.

4.4. In July 2019 the Council received a structural review report of the Northminster car park. The report highlighted significant concerns for the structural integrity of the car park, which could pose a risk to the general public. The Council has considered the options available and has concluded to demolish the carpark with the carpark closing to the public immediately. The Council has sought approval for this action via CMDN published in August and has since published further information on the website including the structural review reports.

This will come at a financial cost to the council, both from the one off actions from moving operations and the demolition, but there will also be ongoing revenue budget implications from the loss of carpark revenue. These factors are under review and will be reported in a future BCR report.

4.5. 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	Previous Month Variance	Movement
Directorate	**£000**	**£000**	**£000**	**£000**	**£000**	**£000**	**%**	**£000**	**£000**
Chief Executives	1,329	0	1,329	1,589	0	260	20%	260	0
Governance	4,054	0	4,054	4,500	0	446	11%	363	83
Place & Economy	20,595	0	20,595	20,974	0	379	2%	390	(11)
People & Communities	86,886	0	86,886	88,603	0	1,717	2%	1,761	(44)
Public Health	63	362	425	425	0	0	0%	0	0
Resources	33,691	0	33,691	35,586	377	2,272	7%	2,312	(40)
Customer & Digital Services	7,061	0	7,061	7,433	0	372	5%	371	1
Business Improvement	173	0	173	151	0	(22)	-13%	0	(22)
Total Expenditure	**153,852**	**362**	**154,214**	**159,261**	**377**	**5,424**	**4%**	**5,457**	**(33)**
Financing	(153,852)	(362)	(154,214)	(154,214)	0	0	0%	0	0
Net	**0**	**0**	**0**	**5,047**	**377**	**5,424**	**4%**	**5,457**	**(33)**

5. MANAGEMENT ACTION TO ADDRESS THE FORECAST OVERSPEND - COMMENCED 1st JULY 2019

5.1. The Council has reported a forecast overspend position since the start of the financial year. The Corporate Management Team (CMT) have implemented controls and will continue to progress with a number of actions to address this.

5.2. In July a report (Item 13) was approved at Council which outlined the process and timetable for the 2020/21 Budget Setting Process, noting that the council were working collaboratively with Grant Thornton, on a Financial Implementation Programme. This Programme has been established in order to identify and propose budgetary and service changes to bring the Councils expenditure within its funding envelope so that a lawful, balanced budget can be set for 2020/21.

5.3. As well as the above work CMT have put spending and recruitment controls in place, enhancing the level of scrutiny applied to this expenditure activity. All expenditure in excess of £10k has to be supported by a business case and signed off by the Head of Finance, with regular review from the Chief Finance (Section 151) Officer. All requests for recruitment or agency placements are also subject to approval at a weekly recruitment panel.

5.4. As part of the CMT mitigating action the Councils finance team have conducted a thorough review of the appropriateness and robustness of all budget assumptions. This has resulted in the proposed changes which will reprofile the budget to reflect the Councils financial position. This is shown within column B in the following table. The finance team identified that the 2019/20 budget pressure was £6.085m, however the ongoing underlying budget issue is £9.764m.

5.5. In order to address the additional budget required, identified through the process noted above, directorates will need to identify additional savings proposals to bring expenditure back within the Councils cash limits. The savings targets have been set at the ongoing pressure value, in order to achieve financial sustainability in the Council's future years budget.

5.6. This piece of work is still in progress with Budget Holders, Managers and Directors working collaboratively with the finance team to review specific expenditure types, to reduce any non-essential (non-business critical) expenditure. Proposals for budgetary and service changes will require development. This will include considering whether the Council can:

- Increase income generation;
- Reduce costs;
- Postpone recruitment and reduce the use of agency by reviewing all contracts
- Drive efficiencies or stop tasks where little value is added;
- Reprioritisation of tasks or services;
- Reviewing best practice from other Local Authorities ;
- Innovative ideas to maintain or improve service provision while reducing cost;
- Implementation of staff ideas submitted via the Budget Challenge campaign.

5.7. These changes will ensure that the annualised cash limit for the Council remains as approved on 6th March 2019, and with the same level of service provision. This is in line with the Financial Regulations

Directorate	A Revised Budget 2019/20 at June 19	B Budget Reprofiling	C Departmental Savings Target	D Contr. To Reserves	E Revised Budget
	£000	£000	£000	£000	£000
Chief Executives	1,329	208	(120)		1,417
Governance	4,054	459	(298)		4,215
Place & Economy	20,595	(218)	(1,530)		18,847
People & Communities	86,886	2,713	(5,876)		83,723
Public Health	425	0	(226)		199
Resources	33,691	2,324	(1,106)		34,909
Customer & Digital Services	7,061	517	(562)		7,017
Business Improvement	173	82	(47)		208
Contribution to Reserves				3,678	3,678
Total Expenditure	**154,214**	**6,086**	**(9,764)**	**3,678**	**154,214**

5.8. Further detail down to budget group level can be found at Appendix B.

CAPITAL PROGRAMME

5.9 Work has been undertaken to reduce the capital programme to £80m per year, excluding invest to save. Invest to save is shown separately due to the projects only proceeding where they lead to savings which cover the associated capital financing costs in the year they occur, and the capital financing costs are recharged to service budgets. As a result reducing the budget on these projects does not lead to revenue savings. By the inherent nature of these projects the expenditure is less likely to suffer from the same constraints as the Council not having the project officer capacity to deliver a programme over £80m.

5.10 The current programme is set out in the table below:

2019/20 Capital Programme by Directorate

Directorate	MTFS Budget	1 April Budget	Current Budget FY
	£000	£000	£000
Customer & Digital Services	4,800	5,415	4,767
Governance	90	90	-
People & Communities	34,671	31,522	26,741
Place & Economy	38,727	47,735	39,658
Resources	847	3,875	12,647
Slippage allowance			-3,813
TOTAL	**79,135**	**88,637**	**80,000**
Grants & Contributions	26,826	32,856	35,799
Capital Receipts	23,150	23,150	23,150
Borrowing	29,159	32,631	21,051
TOTAL	**79,135**	**88,637**	**80,000**
Invest to Save	34,999	35,799	25,000
Invest to Save Borrowing	34,999	35,799	25,000

5.11 The budget is within the level approved in the MTFS and Treasury Management Strategy and includes the following items which require approval:

Item	£000	Description
Clare Lodge Phase 7 Grant	1,532	CMDN for grant acceptance in progress
Other grants, S106 / CIL and other third party contributions	1,663	Schemes which have been subsequently identified since the MTFS was approved.
Housing RTB funding budget	8,734 (plus 2,185 2020/21)	To align the capital programme budget with the obligations under RTB funding received.
Homeless 50 budget	300 (brought forward from existing future year's budgets).	Reduced forecast for future year's capital maintenance budgets due to quality of properties enabling reprofiling of overall £10m programme to bring forward spend for additional properties.
Housing Acquisition	0	Correction of presentation of £10m 2020/21 funding budget – shown as third party funding - should be corporate resources

5.12 **Disposals**

For clarity to the MTFS disposal schedule, the disposal of the football ground incorporates the Allia Centre and a small piece of additional land which is adjacent to Hawksbill Way.

6. IMPLICATIONS

6.1. Financial Implications: see main body of report.

6.2. Legal Implications: A virement from one budget heading to another over the amount allowed by Council in the Budget Book or expenditure of unexpected new money outside of the Budget is required to have approval of the Council before the Leader and Cabinet can make that decision.

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

7. APPENDICES

7.1. Further information is provided in the following appendices:

- Appendix A – Detailed 2019/20 revenue budgetary control position at June 2019 and explanation of Key variances and risks
- Appendix B – Reprofiled 2019/20 Budget
- Appendix C – Reserves position
- Appendix D – Budget risk register
- Appendix E – Asset Investment and Treasury Budget Report

Appendix A – Detailed Revenue Budgetary Control position and explanation of Key Variances and Risks

Chief Executives

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Chief Executive	240	0	240	240	0	0	0%	0	0
Human Resources	1,089	0	1,089	1,349	0	260	24%	260	0
Total Chief Executives	**1,329**	**0**	**1,329**	**1,589**	**0**	**260**	**20%**	**260**	**0**

The only variance currently being reported within Chief Executive Department is to HR, where working with partners to deliver back office services in more cost effective ways has not progressed at the rate originally forecast

Governance

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Director of Governance	325	0	325	323	0	(2)	-1%	12	(14)
Constitutional Services	2,105	0	2,105	2,118	0	13	1%	45	(32)
Legal Services	1,424	0	1,424	1,864	0	440	31%	306	134
Performance & Information	200	0	200	195	0	(5)	-3%	0	(5)
Total Governance	**4,054**	**0**	**4,054**	**4,500**	**0**	**446**	**11%**	**363**	**83**

The main adverse variance being reported within Governance relates to the £0.306m in Legal Services where working with partners to deliver back office services in more cost effective ways has not progressed due to Legal services being removed from the Shared Services Plan. It is proposed that in-year budget adjustments will be made to recognise the updated position for this initiative as per the budget realignment task outlined in Section 5 of the main report and Appendix B which follows.
There is an adverse variance of £0.151m where attempts to recruit to permanent posts within Legal Services have been unsuccessful and locums are being used to cover the vacancies.
There is also a risk of approx. £0.100m for future unbudgeted election costs.

Place & Economy

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Director, Opportunity Peterborough & Joint Venture	117	0	117	98	0	(19)	-16%	3	(22)
Development and Construction	156	0	156	194	0	38	24%	0	38
Peterborough Highway Services	4,265	0	4,265	4,578	0	313	7%	266	47
Sustainable Growth Strategy	1,640	0	1,640	1,617	0	(23)	-1%	(3)	(20)
Waste, Cleansing and Open Spaces	13,406	0	13,406	13,406	0	0	0%	0	0
Westcombe Engineering	112	0	112	179	0	67	60%	0	67
Energy	480	0	480	309	0	(171)	-36%	0	(171)
City Centre Management	272	0	272	406	0	134	49%	84	50
Service Director Environment & Economy	147	0	147	187	0	40	27%	40	0
Total Place & Economy	**20,595**	**0**	**20,595**	**20,974**	**0**	**379**	**1.8%**	**390**	**(11)**

Peterborough Highway Services

Joint working with partners within the Highways service is not currently achievable, as there is no approved plan in place to deliver this. This is generating a pressure of £0.160m. There is also a pressure of £0.309m in relation to the energy pricing for street lighting where price increases have been significantly higher than estimates. These are partially offset by savings in Highways Development due to additional income and savings on professional services and contractors, where the Budget manager has assessed the workload and provided a forecast that they feel is realistic taking into consideration departmental performance in the last two years. This involves the use of temporary staff to catch up and also deal with the current workload from developers. Having good technically qualified temporary staff allows the Budget Manager to cut back on the use of Professional Services and Contractors to pay for the staff and helps generate more income. The income forecast is in accordance with the last two years and considered to be a reasonable target given the number of sites progressing.

Energy

The Council has received additional interest income of £0.260m from extending a loan arrangement with Empower Community Management LLP in respect of solar installations, however this has been partially offset due to additional costs and reduced income on solar photovoltaic (pv)

City Centre Management

There is a £0.100m pressure relating to the stall rental income target for the Market stall rent income, along with other minor pressures.

People & Communities

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Adults	45,648	0	45,648	45,452	0	(196)	0%	(80)	(116)
Commissioning and Commercial Operations	17,530	0	17,530	17,530	0	0	0%	3	(3)
Children's & Safeguarding	10,570	0	10,570	10,570	0	0	0%	(1)	1
Director	1,319	0	1,319	1,261	0	(58)	-4%	0	(58)
Education	5,625	0	5,625	6,094	0	469	8%	440	29
Communities	5,932	0	5,932	7,434	0	1,502	25%	1,399	103
DSG	262	0	262	262	0	0	0%	0	0
Total People & Communities	**86,886**	**0**	**86,886**	**88,603**	**0**	**1,717**	**2%**	**1,761**	**(44)**

Further Breakdown in to the key service areas:

	Budget 2019/20 £000	Cont. from reserves £000	Revised Budget 2019/209 £000	Forecast Spend 2019/20 £000	Cont. to reserves £000	Variance 2019/20 £000	Variance 2019/20 %	Previous Month Variance £000	Movement £000
Adults:									
ISP	34,266		34,266	34,266		0	0%	0	0
ASC Teams	8,171		8,171	8,012		(159)	-2%	(85)	(74)
Block Contracts	6,352		6,352	6,354		2	0%	8	(6)
Financing	(4,589)		(4,589)	(4,589)		0	0%	0	0
Home Service Delivery Model	1,448		1,448	1,409		(39)	-3%	(3)	(36)
Total Adults	**45,648**	**0**	**45,648**	**45,452**	**0**	**(196)**	**0%**	**(80)**	**(116)**
Commissioning & Commercial Operations:									
Permanency Service	15,723		15,723	15,723		0	0%	0	0
Clare Lodge	(1,086)		(1,086)	(1,086)		0	0%	2	(2)
Commissioning & Commercial Operations - Other	2,893		2,893	2,893		0	0%	1	(1)
Total Commissioning & Commercial Operations	**17,530**	**0**	**17,530**	**17,530**	**0**	**0**	**0%**	**3**	**(3)**
Childrens & Safeguarding:									
Children's Social Care	6,773		6,773	6,773		0	0%	0	0
Childrens - Other	3,797		3,797	3,797		0	0%	(1)	1
Total Childrens & Safeguarding	**10,570**	**0**	**10,570**	**10,570**	**0**	**0**	**0%**	**(1)**	**1**
Director:									
Director	1,519		1,519	1,461		(58)	-4%	0	(58)
Department Savings target	(200)		(200)	(200)		0	0%	0	0
Total Director	**1,319**	**0**	**1,319**	**1,261**	**0**	**(58)**	**-4%**	**0**	**(58)**

	Budget 2019/20	Cont. from reserves	Revised Budget 2019/209	Forecast Spend 2019/20	Cont. to reserves	Variance 2019/20	Variance 2019/20	Previous Month Variance	Movement
	£000	£000	£000	£000	£000	£000	%	£000	£000
Education:									
HTS & CSC Transport	4,007		4,007	4,379		372	9%	372	0
School Improvement Traded Service	(937)		(937)	(937)		0	0%	0	0
Education - Other	2,555		2,555	2,652		97	4%	68	29
Total Education	**5,625**	**0**	**5,625**	**6,094**	**0**	**469**	**8%**	**440**	**29**
Communities:									
Housing	922		922	1,770		848	92%	877	(29)
Cultural Services	2,485		2,485	2,747		262	11%	260	2
Targeted Youth Support Service (TYSS)	1,720		1,720	1,730		10	1%	1	9
Prevention Enforcement Service (PES)	(2,092)		(2,092)	(1,624)		468	-22%	300	168
Regulatory Services	843		843	802		(41)	-5%	(14)	(27)
Communities - Other	2,054		2,054	2,009		(45)	-2%	(25)	(20)
Total Communities	**5,932**	**0**	**5,932**	**7,434**	**0**	**1,502**	**25%**	**1,399**	**103**
DSG	262		262	262		0	0%	0	0
Total People and Communities	**86,886**	**0**	**86,886**	**88,603**	**0**	**1,717**	**2%**	**1,761**	**(44)**

Adults

There is a favourable variance on this budget due to savings on employee costs, mainly through vacancies.

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

A pressure of £0.372m is reported in relation to Home to School Transport. This is based on the outturn position for the last financial year and does not take account of the contract changes for Academic Year 2019-20.

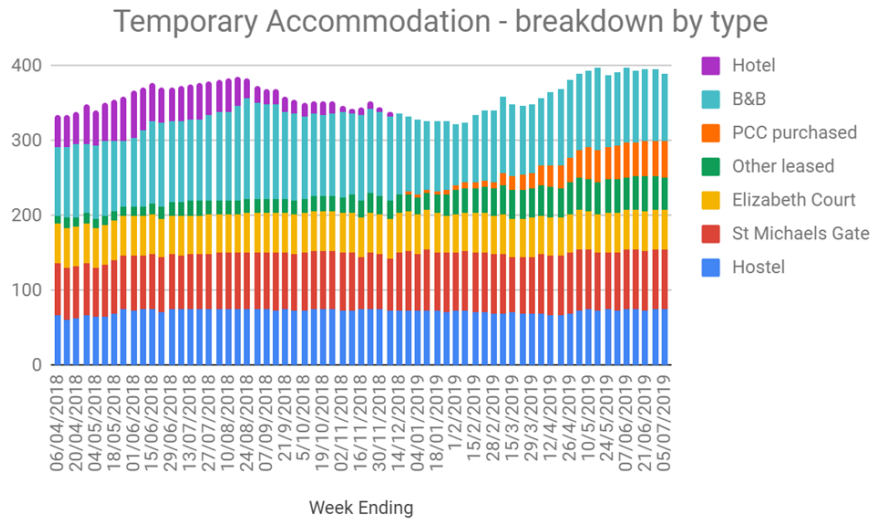
Communities- Housing

There is an overall pressure of £0.848m relating to Housing budgets, this is made up of £0.906m forecast overspend on temporary accommodation. The Council has faced significant demand from homelessness and the need for housing in Peterborough, the latest figures show that there are currently 389 households in temporary accommodation. This is despite 226 households being prevented from needing temporary accommodation so far this year through the interventions of the Housing Needs service. The Housing Needs service continue to support families to prevent them being in a position where they require housing in addition to reducing the number of families in temporary accommodation.

Plans are in place to ensure there is a supply of housing to meet this need, to avoid putting families in B&B, Travelodges or out of the area. The Housing Board regularly review the position and required actions to mitigate, and the manager of this service holds regular meetings with senior management and the leader of the council for updates and review.

Graph 1 below outlines the trend of the number of households in temporary accommodation and the type of accommodation which has been used.

Graph 1: Temporary Accommodation trend analysis



There are further minor forecast overspends within the Housing Service which are offset by employee savings of £0.101m.

Communities- Cultural Services

A savings target of £0.250m against the contract with Vivacity will not be achieved.

Communities- Prevention Enforcement Service (PES)

There is an adverse forecast of £0.357m due to the projected underachievement of parking income, £0.300m relates to off street and £0.057m on street parking. This is now under a new area of management, and the cost and income within this service including mitigation measures set out in the draft parking strategy are under review. There is also a £0.090m pressure due to the under achievement of income within the Kingdom contract. A range of challenges have impacted on the financial performance of the Prevention and Enforcement Service. The Councils contract with Kingdom for enforcement of envirocrime is under review in order to identify areas for improvement in both activity and payment rates. There is a small pressure in the parking enforcement service, although the plan is to remove this through the recruitment of two additional enforcement officers.

Public Health

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Children 0-5 Health Visitors	3,663	362	4,025	4,027	0	2	0%	0	2
Children 5-19 Health Programmes	944	0	944	944	0	0	0%	0	0
Sexual Health	1,938	0	1,938	1,938	0	0	0%	0	0
Substance Misuse	2,269	0	2,269	2,269	0	0	0%	0	0
Smoking and Tobacco	318	0	318	318	0	0	0%	0	0
Miscellaneous Public Health Services	1,552	0	1,552	1,550	0	(2)	0%	0	(2)
Public Health Grant	(10,621)	0	(10,621)	(10,621)	0	0	0%	0	0
Total Public Health	**63**	**362**	**425**	**425**	**0**	**0**	**0%**	**0**	**0**

Work on a new Section 75 agreement for children's public health services with Cambridgeshire and Peterborough NHS Foundation Trust has identified some additional unfunded costs for the service, which are currently being addressed non-recurrently through the ring-fenced public health reserve, under an extension to the existing Section 75 agreement. Work is ongoing to clarify the current position in relation to historical funding transfers and to finalise negotiations on the new Section 75, which will be joint with Cambridgeshire County Council.

Resources

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Director's Office	272	0	272	200	0	(72)	-26%	0	(72)
Financial Services	2,549	0	2,549	2,592	377	420	16%	634	(214)
Capital Financing and Capital Receipts	17,564	0	17,564	16,768	0	(796)	-5%	(867)	71
Corporate Items	8,434	0	8,434	8,046	0	(388)	-5%	(388)	0
Peterborough Serco Strategic Partnership	4,232	0	4,232	7,555	0	3,323	79%	3,191	132
Cemeteries, Cremation & Registrars	(1,393)	0	(1,393)	(1,398)	0	(5)	0%	(48)	43
Corporate Property	2,033	0	2,033	1,823	0	(210)	-10%	(210)	0
Total Resources	**33,691**	**0**	**33,691**	**35,586**	**377**	**2,272**	**7%**	**2,312**	**(40)**

The main variances being reported within Resources are in relation to the back office savings targets included in the budget, where there is currently no approved plan in place to achieve these savings. These variances are £0.634m within Financial Services, £1.850m within Peterborough Serco Strategic Partnership (PSSP). 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, at which time 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.

Financial Services

There are employee savings of £0.214m due to vacant posts, these are partially offsetting the pressure from the back office savings target.

Capital Financing and Capital Receipts

The forecast underspend for Capital Financing is forecast at £0.796m and is a result of a combination of factors:

- Less borrowing was undertaken for the capital programme in 2018/19 than budgeted for in the MTFS resulting in less budget being required to fund existing borrowing.
- forecast interest rates for new borrowing are lower than those forecast at the time the MTFS was set, and the impact of these lower rates have been factored in to the forecast underspend. The prevailing uncertainty in the worlds economy, alongside the uncertainty of the impact of Brexit has led the Councils treasury advisors to note that since previous forecasts there has been *"a sharp deterioration of economic growth news, and expectations for growth, in the major economies of the world – the US, EU and China. This has led to a sharp downturn in government bond yields, lower than we previously anticipated."*
- The capital programme is under review for 2019/20 to ensure that all schemes are delivered in year, the impact of this review is yet to be fully reflected in the forecast outturn. Additional information can be found in Appendix D of this report.

The level of interest receipts forecast to be generated from loans the council has issued has been reduced from those contained in the MTFS as a result of the early repayment of loans from a housing association received at the end of 2018/19 and the delay in the draw down of the loan granted to the hotel build in Fletton Quays.

Corporate Items

There is a saving of £0.388m against the VAT shelter due to Cross Keys capital expenditure profile varying from previously advised.

Peterborough Serco Strategic Partnership (PSSP)

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 four months of cost at £0.264m has been assumed, which relates to April – July 2019, 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 £0.109m lower than budgeted and this is being reported adverse within PSSP.

Corporate Property

There is a forecast favourable position of £0.210m reported within the Corporate Property Budget in relation to the following:

- A saving due to the rateable value for Sand Martin House being lower than budgeted and due to the recently announced lease with the Construction Industry Training Board £0.171m
- Additional income due to the delay in the sale of the football ground to Peterborough United £0.190m
- Offset by a pressure due to the Town Hall North letting to commence during summer of 2020 rather than the assumption of January 2020 £0.110m
- Other minor variances £0.041m

Customer and Digital Services

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Director Customer & Digital Services	0	0	0	0	0	0	0%	0	0
ICT	6,560	0	6,560	6,810	0	250	4%	250	0
Marketing & Communications	269	0	269	361	0	92	34%	92	0
Resilience and Health & Safety	232	0	232	262	0	30	13%	29	1
Total Customer and Digital Services	**7,061**	**0**	**7,061**	**7,433**	**0**	**372**	**5%**	**371**	**1**

ICT

Within the ICT budget there is a pressure of £0.150m relating to back office savings targets, where there is currently no plan in place to achieve these saving however the service has plans to achieve £0.450m of the £0.600m target held within the department.

ICT is reporting a further £0.100m adverse variance relating to staffing costs within the service, due to three additional posts over establishment being created.

Business Improvement

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Director Business Improvement	0	0	0	0	0	0	0%	0	0
Programme Management Office	173	0	173	151	0	(22)	(13%)	0	(22)
Total Business Improvement	**173**	**0**	**173**	**151**	**0**	**(22)**	**(13%)**	**0**	**(22)**

Minor variances reported.

Financing

Budget Group	Budget 2019/20 £000	Cont. from reserve £000	Revised Budget 2019/20 £000	Forecast Spend 2019/20 £000	Cont. to reserve £000	Forecast Variance 2019/20 £000	Forecast Variance 2019/20 %	Previous Month Variance £000	Movement £000
Council Tax	(71,925)	0	(71,925)	(71,925)		0	0.00%	0	0
Council Tax - Adult Social Care precept	(5,450)	0	(5,450)	(5,450)		0	0.00%	0	0
NDR Income	(45,727)	0	(45,727)	(45,727)		0	0.00%	0	0
NDR Levy	306	0	306	306		0	0.00%	0	0
NDR S31 grants	(5,442)	1,030	(4,412)	(4,412)		0	0.00%	0	0
NDR Tariff	2,424	0	2,424	2,424		0	0.00%	0	0
Revenue Support Grant	(10,246)	0	(10,246)	(10,246)		0	0.00%	0	0
Parish Precept	(672)	0	(672)	(672)		0	0.00%	0	0
New Homes Bonus	(4,713)	0	(4,713)	(4,713)		0	0.00%	0	0
Section 31 Grant	(8,616)	0	(8,616)	(8,616)		0	0.00%	0	0
Contribution from/to Grant Equalisation Reserve	(3,084)	0	(3,084)	(3,084)		0	0.00%	0	0
Contribution from/to Reserves	0	(1,392)	(1,392)	(1,392)		0	0.00%	0	0
Collection Fund - Council Tax	(201)	0	(201)	(201)		0	0.00%	0	0
Collection Fund - NDR	(506)	0	(506)	(506)		0	0.00%	0	0
Total Financing	**(153,852)**	**(362)**	**(154,214)**	**(154,214)**	**0**	**0**	**0.00%**	**0**	**0**

A cash flow risk in respect of Business Rates has been identified, which will mean the 2019/20 income from Section 31 grants will be £1.030m lower than budget. This income will be received in 2020/21 instead, therefore this represents a cash flow timing. It has been agreed that the general fund reserve is used in 2019/20 and fully replenished in 2020/21 to mitigate the impact of this timing change. This is within the financial regulations (the Councils Constitution).

This page is intentionally left blank

Appendix B – Reprofiled 2019/20 Budget

Directorate (T)	Budget Group (T)	Revised Budget 2019/20 at June 19	Budget Reprofiling	Savings Target	Contr. To Reserves	Revised Reprofiled Budget	Net Change
		£000	£000	£000	£000	£000	£000
Chief Executives	Chief Executive	240	0	(120)		120	(120)
Chief Executives	HR	1,089	208	0		1,296	208
Chief Executives		**1,329**	**208**	**(120)**		**1,417**	**88**
Governance	Director of Governance	325	(69)	(298)		(42)	(367)
Governance	Constitutional Services	2,105	(33)	0		2,072	(33)
Governance	Legal Services	1,424	565	0		1,989	565
Governance	Performance & Information	200	(4)	0		196	(4)
Governance		**4,054**	**459**	**(298)**	**0**	**4,215**	**161**
Place & Economy	Director, OP & JV	117	(26)	0		91	(26)
Place & Economy	Development and Construction	155	0	0		155	0
Place & Economy	Peterborough Highway Services	4,265	396	0		4,661	396
Place & Economy	Sustainable Growth Strategy	1,640	0	0		1,640	0
Place & Economy	Waste, Cleansing and Open Spaces	13,406	(518)	0		12,888	(518)
Place & Economy	Westcombe Engineering	112	67	0		179	67
Place & Economy	Energy	480	(221)	0		259	(221)
Place & Economy	City Centre Management	272	84	0		356	84
Place & Economy	Service Director Environment & Economy	147	0	(1,530)		(1,382)	(1,529)
Place & Economy		**20,595**	**(218)**	**(1,530)**	**0**	**18,847**	**(1,748)**
People & Communities	Adults	45,648	(383)	0		45,265	(383)
People & Communities	Commissioning and Commercial Operations	17,530	695	0		18,225	695
People & Communities	Children's & Safeguarding	10,570	(2)	0		10,568	(2)
People & Communities	Director	1,319	(620)	(5,876)		(5,178)	(6,497)
People & Communities	Education	5,887	466	0		6,353	466
People & Communities	Communities	5,932	2,557	0		8,489	2,557
People & Communities		**86,886**	**2,713**	**(5,876)**		**83,723**	**(3,163)**
Public Health	Children 0-5 Health Visitors	4,025	0	0		4,025	0
Public Health	Children 5-19 Health Programmes	944	0	0		944	0
Public Health	Sexual Health	1,938	0	0		1,938	0
Public Health	Substance Misuse	2,269	0	0		2,269	0
Public Health	Smoking and Tobacco	318	0	0		318	0
Public Health	Miscellaneous Public Health Services	1,552	0	(226)		1,326	(226)
Public Health	Public Health Grant	(10,621)	0	0		(10,621)	0
Public Health		**425**	**0**	**(226)**	**0**	**199**	**(226)**
Resources	Director's Office	272	(73)	(1,106)		(906)	(1,178)
Resources	Financial Services	2,549	437	0		2,985	437
Resources	Capital Financing	17,564	(797)	0		16,768	(797)
Resources	Corporate Items	8,434	(388)	0		8,046	(388)
Resources	Peterborough Serco Strategic Partnership	4,232	3,323	0		7,555	3,323
Resources	Cemeteries, Cremation & Registrars	(1,393)	0	0		(1,393)	0

Directorate (T)	Budget Group (T)	Revised Budget 2019/20 at June 19	Budget Reprofiling	Savings Target	Contr. To Reserves	Revised Reprofiled Budget	Net Change
		£000	£000	£000	£000	£000	£000
Resources	Corporate Property	2,033	(179)	0		1,854	(179)
Resources		**33,691**	**2,324**	**(1,106)**	**0**	**34,909**	**1,218**
Customer & Digital Services	ICT	6,560	224	(561)		6,223	(337)
Customer & Digital Services	Marketing & Communications	269	210	0		479	210
Customer & Digital Services	Resilience & Health & Safety	232	84	0		316	84
Customer & Digital Services		**7,061**	**518**	**(561)**		**7,018**	**(43)**
Business Improvement	Programme Management Office	173	82	(47)		208	35
Business Improvement		**173**	**82**	**(47)**		**208**	**35**
Contribution to Reserves					3,678	3,678	3,678
Grand Total		**154,214**	**6,086**	**(9,764)**	**3,678**	**154,214**	**0**

Appendix C - 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 £8.1m is deemed available or uncommitted, due to restrictions placed on the remaining reserves.

Summary of 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**
General Fund Balance* **	6,000	4,970	6,000	6,000
Available Reserves				
Capacity Building Reserve**	14,973	6,982	6,964	6,964
Grant Equalisation Reserve*	4,214	0	0	0
Departmental Reserve	6,890	1,147	1,147	1,147
	26,077	**8,129**	**8,111**	**8,111**
Ring-Fenced Reserves				
Insurance Reserve	3,398	3,775	3,775	3,775
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	2	2	2
	5,139	**5,113**	**5,034**	**5,034**
Total Available and Ring-Fenced reserves and General Fund Balance	**37,216**	**18,212**	**19,145**	**19,145**

* £3.1m was drawn down as part of the budget setting process, the remaining balance has been moved to the Capacity Building reserve.

** Capacity Building Reserve

- May be used to finance transformational costs associated with delivery of savings plans outlined in the 2019/20 – 2021/22 MTFS
- The forecast overspend in 2019/20 of £5.4m will be required to be funded from the Capacity reserve.

*** General Fund Balance

- £1.030m will be used in 2019/20 for the Business Rates timing issue and replenished when the income is received in 2020/21.

This page is intentionally left blank

Appendix D – Budget Risk Register

The following table highlights the risks which have been identified within the 2019/20 Budget

Dept	Risk	Description	Rag rating	£m	Preventative Management Action taken, or planned
Resources	POSH Sale	Dependent on sale of Football Ground to PUFC	Amber		Draft MOU signed in November 2019 to take project forward.
Place & Economy	Street lighting maintenance saving	Street lighting maintenance saving	Amber	0.365	Street lighting capital cable replacements intended to help mitigate maintenance risk.
Customer & Digital Services	Shared Head of Communications	Additional role over and above budgeted posts.	Amber	0.024	It is anticipated that savings will be identified to offset part of this, and also a potential reduction in the charge.
Governance	Election reserve request	Potential requirement to earmark £100k from reserves to cover additional costs	Amber	0.100	Review of whether any cost lines can be reduced
Resources	ADP	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	Amber	0.660	Requirement for a change request to be signed off by Serco
Place & Economy	Shared Director posts	As per employment committee report (£144k) until there is the 2 shared director posts in place which will take over 2 current PCC positions this saving is not deliverable and flagged as a risk. If this is on hold until June when Steve Cox starts there is at least 3 months of Pressure of £36k.	Amber		
Public Health	0-5 Health Visitors contract	Pressure from contract costs of 0-5 Health Visitors contract with CPFT	Amber		Children's public health allocation to Peterborough being escalated nationally
Parking	Reduced income	Loss of parking income	Amber		Parking manager is reviewing this service for any mitigating actions
Coroner Service	Demand	Increased demand seen recently	Amber	0.100	Need to understand service as recently transferred into P&C. Review to take place
Adult Social Care	Independent Sector Placements - care package budget	Potential need for care could escalate above current budget allocations	Green		Low level risk due to demand led nature, and no mitigating actions are required currently.
Childrens Social Care	Childrens Placements	Increase in Looked After Children numbers and general need for care could go above budget	Green		Low level risk due to demand led nature, and no mitigating actions are required currently.

This page is intentionally left blank

Appendix E – Capital Programme and Treasury Budget Report as at June 2019

Introduction
The following report provides an update on the Council's Capital Programme and the Treasury activity as at June 2019. It also provides an estimate of the borrowing requirement for 2019/20 to fund this plan.

Capital Programme 2019/20
The revised Capital Programme budget as at June 2019 is £126.0m, which includes £36.3m for Invest to Save (I2S) Schemes. The agreed investment as per the Medium Term Financial Plan (MTFS) was £114.1m. The movement between the MTFS position and the £124.4m as at April 2019 was a result of reprofiling of budget from 2018/19.

The revised Capital Programme is being reviewed with the target to bring overall spending down in year to the £80m mark (which is similar to what has been delivered in previous years). This re-profiling will be based on prioritisation and linkage to the Councils strategic direction and overall priorities. Some of the impact of the review has now been recognised in BCR with the current year budget having reduced £9.1m from the £135.1m reported as at May 2019. This review has now concluded and the revised Capital programme is detailed in Section 5 of this report.

The actual expenditure as at June 2019 is £11.7m (37.2% of the revised budget to date). The latest forecast for expenditure is £126.1m, therefore the Council is expecting to spend a further £114.3m before March 2020.

The Council has a Capital Review Group (CRG) which meets monthly to ensure that the capital programme is not aspirational in terms of the timing of the delivery of schemes, to challenge and ensure the future five years programme is line with the capital strategy, and monitor the expenditure and progress of schemes.

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

Directorate	MTFS Budget	1st April Budget	Current Budget FY	Revised Budget YTD	Actual YTD
	£000	£000	£000	£000	£000
Customer & Digital Services	4,800	5,415	5,415	1,354	537
Governance	90	90	-	23	-
People & Communities	34,671	31,522	27,702	6,925	2,581
Place & Economy	38,727	47,735	43,093	10,773	5,030
Resources	847	3,875	14,815	3,704	3,571
TOTAL	**79,135**	**88,637**	**91,115**	**22,779**	**11,719**
Grants & Contributions	26,826	32,856	35,334	8,833	4,016
Capital Receipts	23,150	23,150	23,150	-	-
Borrowing	29,159	32,631	32,631	13,945	7,703
TOTAL	**79,135**	**88,637**	**91,115**	**22,779**	**11,719**
Invest to Save	34,999	35,799	35,000	8,750	-
Invest to Save Borrowing	34,999	35,799	35,000	8,750	-

Borrowing and Funding the Capital Programme

It is a statutory duty for the Council to determine and keep under review the level of borrowing it considers to be affordable. The Council's approved Prudential Indicators (affordable, prudent and sustainable limits) are outlined in the Treasury Management Strategy approved as part of the MTFS. The Council borrows only to fund the Capital Programme. The current plan assumes that 53.6% of the budgeted expenditure will be funded by borrowing.

The Council's total borrowing as at the end of June 2019 was £444.8m (see following table). The level of debt is measured against the Councils Authorised Limit for borrowing of £785.5m which must not be exceeded and the Operational Boundary (maximum working capital borrowing indicator) of £670.6m. These limits are set to enable borrowing in advance of need to take advantage of favourable loan rates in consideration of future years capital programme.

The Council's Total Borrowing as at 30 June 2019

Borrowings	Less than 1yr £000	1-2yrs £000	2-5yrs £000	5-10yrs £000	10+yrs £000	Total £000	Ave. Interest Rate %
PWLB	-	5,628	11,000	20,715	332,244	369,587	3.5
Local Authority	35,180	22,500	-	-	-	57,680	1.2
Market Loans	-	-	-	-	17,500	17,500	3.2
LEP Loan	-	-	-	-	-	-	0.0
Total Borrowing	**35,180**	**28,128**	**11,000**	**20,715**	**349,744**	**444,767**	**4.3**
% of total Borrowing	8%	6%	2%	5%	79%		
Borrowing Limit (PI)	40%	40%	80%	80%	100%		

The majority of the debt is taken on a 10+yr basis. PWLB's long term interest rates remain historically low which reflect investors' fears and confidence, currently favouring the safe haven of bonds due to continuing uncertainty of other countries' financial markets.

The following table shows the activity in Loans held by the Council for the year to date, with £28m of loans being repaid and new loans of £15.2m taken to date.

Loans Portfolio £000		
April 2019 b/f		**457,587**
repayment of loans to date	(28,000)	
new loans in year	15,180	
net increase/(decrease) to date		**(12,820)**
Loans portfolio as at June 2019		**444,767**

Total interest payable on existing loans for the year (£444.8m) is expected to be £14.6m.

The Council currently holds £14.0m of S106 and POIS funding, of this £3.0m is earmarked for specific projects. The Capital Review Group (CRG) will continue to review the funding at the monthly meetings with a view to allocate the remaining funding to reduce the borrowing costs to the Council. CRG invites the S106 Officer to the meeting to discuss current investment projects which may be able to use this funding to reduce this funding balance further.

Investments

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

As at June 2019 the Council's external investments totalled £4.0m.

Capital Receipts Used To Fund Minimum Revenue Provisions

Capital Receipts are used to repay debt, and this debt repayment is factored into the Minimum Revenue Provision as approved in the MTFS. Close monitoring of the receipts from asset sales is maintained as any change to the budget will have a direct impact on the revenue position.

Capital Receipts are monitored on a monthly basis and each sale given a status of Red, Amber or Green to identify the likely receipt before March 2020. The £10.8m Capital Receipts in the MTFS will be used to repay debt and forms part of the calculation of the reducing the overall debt through MRP.

Capital Receipts To Off Set Revenue MRP Charge RAG Status	MTFS Budget £000	Revised Budget £000	Received to Date £000	Not yet received £000
Green	8,011	8,011	8,011	-
Amber	2,808	2,808	-	2,808
Red	-	-	-	-
Total (not inc Investment Assets)	**10,819**	**10,819**	**8,011**	**2,808**
Investment Assets	-	-	-	-
Total Capital Receipts	**10,819**	**10,819**	**8,011**	**2,808**

This page is intentionally left blank

CABINET	AGENDA ITEM No. 10
23 SEPTEMBER 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

R E C O M M E N D A T I O N S	
FROM: *Directors*	**Deadline date:** *N/A*
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 the 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**

4. BACKGROUND AND KEY ISSUES

Petitions Presented at to Officers

Illegal Street Racing

The petition was submitted by Councillor Howell on 17 July 2019. The petition contained 207 valid signatures and called on the Council to "Prevent illegal street racing and drifting of cars on public and private roads in Peterborough".

The Assistant Director: Public Protection (Peterborough and Cambridgeshire) responded:

"Thank you for your recent petition requesting agencies work together to prevent illegal street racing and driving of cars on public and private roads in Peterborough.

In response to this, we met with yourself and Inspector Karl Secker to discuss the community concerns. In our meeting, we shared with you an update on the actions Police and ourselves are taking to help reduce this problem.

The Police currently have robust legislation in place to tackle this, including:

- *Powers under Road Traffic Act*
- *Powers under Public Order Act to prevent nuisance vehicle use*

Attached to these are powers to seize vehicles and put in place dispersal orders.

When we met, we discussed the prospect of introducing a Public Space Protection Order, but agreed that this would not enhance our ability to address this, given that the legislation provided it already robust and likely to lead to a stronger penalty.

As a result of our discussion, the Police have committed to utilise their existing powers, and since our meeting they have implemented several city-wide dispersal orders to tackle these offences. We believe this has had a positive effect over the summer and have reduced calls for service.

To assist the Police, we are helping to collate intelligence to inform police activity, and encourage residents to report all incidents through either via the force website or 101

I would be happy to meet with you at regular intervals to keep you updated of our efforts to address this."

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.

CABINET	AGENDA ITEM No. 11
23 SEPTEMBER 2019	PUBLIC REPORT

Report of:	Peter Carpenter – Acting Corporate Director Resources	
Cabinet Member(s) responsible:	Councillor Seaton – Cabinet Member for Finance	
Contact Officer(s):	Carole Coe – Commercial Finance Manager	Tel. 384562

AMENDMENT TO ARRANGEMENTS WITH EMPOWER

R E C O M M E N D A T I O N S	
FROM: Acting Director Corporate Resources – Peter Carpenter	**Deadline date:** *N/A*

It is recommended that Cabinet:

1. Approve the amendment of the terms of the Strategic Partnership with Empower Community Management LLP.
2. Approve the amendment of the financing agreement with ECS Peterborough 1 LLP.
3. Approve the Council entering into such further agreements with ECS Peterborough 1 LLP and any other body necessary to facilitate the arrangements set out in this report.
4. Delegate to the Corporate Director Resources and Director of Law and Governance the ability to finalise matters 1 to 3 above.

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following a referral from CMT on 11 September 2019

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to:

- receive an update on the progress of the refinancing of the Council's loan facility provided to ECS Peterborough 1.
- to authorise the extension of the current loan facility for a further two months to enable the loan refinance progress to complete.

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.12. (f) 'The determination of any lending facilities to the Council's companies, partnerships and charities.'

2.3 There is an exempt annex attached to this report that is NOT FOR PUBLICATION by reason of paragraph 3 of Schedule 12A of Part 1 of the Local Government Act 1972 because it contains commercially sensitive information. The public interest test has been applied to the information contained within this exempt annex and it is considered that the need to retain the information as exempt outweighs the public interest in disclosing it. To release the details of the refinancing agreement would disclose commercially sensitive information about Empower and the refinancing party and disclosure would also be damaging to the Council's commercial interests

3. TIMESCALES

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

4. BACKGROUND AND KEY ISSUES

4.1 Background

In December 2014 the Council entered into a strategic partnership agreement with Empower Community Management LLP to deliver solar panels on residential properties. As part of this arrangement and subsequent additions to the original scheme, the Council invested capital funds totalling £23m which resulted in over 7,700 rooftop installations which have been providing free electricity for the householder. The Empower Loan is fully secured over the solar rooftop assets of ECS Peterborough 1 and is returning a commercial rate of return to the Council. This return is contributing towards the Budget position of the Council and helping to support the delivery of services. By continuing to finance the loan the Council is receiving income which is assisting with the alleviation of its Budget pressures.

The Council has received a net return of over £2.6m in the last four years from this loan and currently receives a net return of over £90k per month.

4.2 Proposal to Extend the PCC Funding Facility

The Facility has been extended from March 2018 by a series of Cabinet Member Decisions which are listed in paragraph 10.1, the last of which was in March 2019 extending the Facility to the end of September 2019 (MAR19/CMDN/98).

The proposed extension in March 2019 was approved in order to allow the Council to explore the proposals from seven major refinancing organisations who submitted Expressions of Interest in refinancing the Council's loan to ECS Peterborough 1.

4.3 Progress since March 2019

The seven Expressions of Interest were evaluated by the Council and its financial and legal advisors, Deloitte LLP and Pinsent Masons LLP. Following this evaluation two of the proposals were explored further.

Meetings were held between representatives of these two potential refinancing institutions, the Council and its advisors. Following those negotiations and further evaluation of the proposals, it was decided to proceed with one counterparty Global Tower Solutions (GTS). This was subject to a Directors Award Notice on 5 June 2019.

GTS is a financial investor in renewable assets whose aims are to acquire, construct and own/operate large scale clean energy generating assets globally.
(www.globaltowersolutions.com)

From the date of signature of the exclusivity agreement GTS and its representatives have been working on their technical, financial and legal due diligence.

This has been progressing well with the majority of the technical due diligence completing in August. The legal and financial advisors are currently working on the documentation required to complete the refinancing transaction. Further details are disclosed in exempt Appendix 1.

Although this work is well in progress, a short extension to the end of November is required to enable the legal transfer of ownership to complete in a structured way.

Under the ownership of GTS the social and financial benefits to tenants and the social landlords will be enhanced. In part, this will be driven by a more technologically advanced and reactive driven stewardship and maintenance programme which will improve solar yields and electricity

generation. GTS will also be offering the opportunity of a retrofit battery system to both landlords and tenants, again improving savings to the tenants and at no further cost to either party. Over time GTS will also be offering further data driven services which, if chosen to be implemented, will add further value to the landlords and tenants

4.4 **Proposed Extension of Bridge Loan Facility**

Progress will be monitored by a regular progress call with Global Tower Solution's advisors and the Council's legal and financial advisors to maintain momentum. During the period of the facility extension:

1. Interest accruing on the existing loan will continue to be paid by ECSP1 on existing commercial terms to the Council, in accordance with an agreed payment plan.
2. A weekly progress call will take place with Global Tower Solution's advisors and the Council's legal and financial advisors to monitor progress.

The Council will retain and reserve all rights during this period of facility extension.

5. CONSULTATION

5.1 Consultation on the proposed refinance has been undertaken with the Council's advisors, Pinsent Masons LLP and Deloitte LLP as part of the due diligence process. Long term finance providers have also been consulted.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 The facility for the outstanding loan of £23.m to ECSP1 will be extended on 1 October 2019 for two months to enable completion of the current refinance process.

7. REASON FOR THE RECOMMENDATION

7.1 This short extension supports the loan refinance process and enables the smooth transition of the loan from the Council to Global Tower Solutions. During the period of the extension the Council will continue to receive an income from the interest which will contribute to the Council's MTFS savings targets.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 If the Council fails to extend the loan, then on 1 October 2019 the loan repayment will be due in full and if it is not made ECSP1 will be placed into default and the Council would be required to exercise its security and take over the assets of the company. At this point the Council will then have to operate the company either on a long term basis or on a short term basis whilst it concludes the long term financing process. This option is not considered to be in the Council's best interests at this time for the following reasons:

1. The Council does not have experience of operating in this market and would therefore need time to acquire the additional skills and personnel required to operate the ECSP1 business, in addition it would require additional advice from its legal and financial advisors Pinsent Masons LLP and Deloitte LLP and would need to procure a specialist technical advisor for this process.
2. The refinancing negotiation progress with Global Tower Solutions would be subject to considerable delay and incur further legal expense in order to reflect the change of ownership.

The Council can choose to continue funding for ECSP1 over the life of the solar panel assets, but:

1. the current loan was not constructed as a long term facility and a long term loan will require the implementation of a new loan facility; and

2. this course of action does not fit within the Council's current financial strategy.

9. IMPLICATIONS

9.1 Financial Implications

9.1.1 ESCP1 will continue to be funded by the Council during the period of the loan extension at a commercial rate of interest (in accordance with Market Economy Investor Principles) until such time as the long term funding process is completed.

9.1.2 The Council will receive returns from the interest income on the investment.

9.1.3 Security for the existing loan is taken by way of a Debenture which provides the Council with the right to acquire the assets should the loan not be repaid at the appropriate time. The Council under the original agreement may 'step in' to take control of ECSP1 in a situation where there is a default on the loan and thereafter decide to operate ECSP1 or sell it as considered appropriate at the time. For the reasons outlined in this report, the option to exercise step-in rights at 1 October 2019 are not considered to be the best option at this point in time, although this position is regularly reviewed.

9.2 Legal Implications

9.2.1 The Council has the ability to lend to ECS Peterborough 1 LLP under the Local Government Act 2003 "power to invest" as well as under the general power of competence. In making any such investment the Council is required to give regard to the Government's commentary to the Guidance on Local Government Investments, as well as the statutory guidance issued by the Secretary of State and specific guidance published by the Chartered Institute of Public Finance and Accountancy. Furthermore, any such investment must be consistent with the Council's Annual Investment Strategy. Any request for funding from the Invest to Save budget will also be made in accordance with the Council's Constitution and applicable Contract Rules.

9.2.2 Unlawful state aid occurs where a benefit is granted from a public resource for free or on favourable terms which distort competition. The lending scheme structure follows market principles and as such and there is no unlawful state aid implication. However, this situation will also continue to be monitored to ensure that no state aid issues arise during the period of the loan.

9.3 Equalities Implications

9.3.1 There are no equalities implications related to this decision.

10. BACKGROUND DOCUMENTS

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

10.1 Cabinet Report JULY17/CAB/16
Councillor Member Decision Notice MAR18/CMDN/123
Councillor Member Decision Notice JUL18/CMDN/01
Councillor Member Decision Notice OCT18/CMDN/40
Councillor Member Decision Notice NOV18/CMDN/57
Councillor Member Decision Notice MAR19/CMDN/98

11. APPENDICES

11.1 Exempt Appendix 1 – Refinance proposals and process information

Document is Restricted

This page is intentionally left blank