

CABINET

MONDAY 11 JULY 2022
10.00 AM

Council Chamber - Town Hall
Contact – philippa.turvey@peterborough.gov.uk, 01733 452460

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**MINUTES OF THE SHAREHOLDER CABINET COMMITTEE MEETING
HELD AT 10:00PM ON
MONDAY 28 FEBRUARY 2022
ENGINE SHED, SAND MARTIN HOUSE**

Members Present: Councillors Allen (Chair), Councillor Coles, Councillor Ayres, Councillor Cereste, Councillor Walsh

19. Apologies for Absence

No apologies for absence were received.

20. Declarations of Interest

No declarations of interest were received

21. Minutes of the Meeting Held on 15 December 2021

The minutes of the meeting held on 15 December 2021 were noted as a true and accurate record.

22. Opportunity Peterborough

The Shareholder Cabinet Committee received a report in relation to Opportunity Peterborough.

The purpose of this report was to provide an update on the activities and achievements of Opportunity Peterborough, as well as on the company's plans for the financial year 2022/23.

Mr Tom Hennessey, Opportunity Peterborough Chief Executive, addressed the Shareholder Cabinet Committee and outlined the contents of the report.

Councillor Cereste joined the meeting during Mr Hennessey's address.

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

- The skills service had been wholly funding by Local Enterprise Partnership and then the Combined Authority. In 2020 the CA ran a competition for a wider delivery of services contract, which included the skills services. Opportunity Peterborough were unsuccessful in their bid.
- The proportion of staff that had stayed with Opportunity Peterborough in relation to secondary school work had been made redundant following the impact of the COVID-19 pandemic on the service.
- Members were advised that there was still a strand of school engagement within Opportunity Peterborough's growth work, which also included supporting companies to understand their skills development strategies.
- Members noted the opportunities arising in the city around tourism and hotel provision, and were advised that further investors were engaging with

- Opportunity Peterborough in relation to the Station Quarter and North Westgate.
- Some business, it was acknowledged, would be impacted by anticipated increases in the cost of living, particularly around energy and supply chains.
- Opportunity Peterborough would not be leading on work in relation to Adult Social Care, but would be working with the East Anglian Productivity Forum. The details of this were not finalised yet, and Members would be kept up to date of developments.
- Members considered that it would be opportune for Peterborough to establish a destination venue in order to bring a higher footfall to the city.
- Further discussion was had in relation to developing the Flag Fen offer and it was suggested that Opportunity Peterborough could approach nationwide developers such as Merlin Entertainment to pursue this.
- Members noted that popularity of the Bond Holder Network dinners prior to the pandemic and encouraged work to bring this back, including that of liking this to Visit Peterborough and the Smart Manufacturing Network members.
- It was considered that a city of Peterborough's scale needed its own economic development function and that Opportunity Peterborough was in place for the long term.
- Members suggested that it would be beneficial, in light of Opportunity Peterborough taking on responsibility for the Visit Peterborough website, that this link in with the visitor desk in the Town Hall in some form.
- It was further noted that Peterborough was preparing a bid to host the headquarters of Great British Railways.

The Shareholder Cabinet Committee considered the report and **RESOLVED** to note the achievements and impact of Opportunity Peterborough with regards to support for the local economy and jobs creation, as well as plans for the financial year 2022/23.

REASONS FOR THE DECISION

It was believed that, with the continued support of the Council, Opportunity Peterborough could make Peterborough a better place to work, to invest and do business, to visit and enjoy, and above all, to call home.

Opportunity Peterborough's work programme had been mapped against Peterborough City Council priorities to ensure that what it was providing aligned with what mattered most to the Council and the communities it serves.

By supporting the delivery of these priorities it was believed that Opportunity Peterborough could also reduce demand on the Council's services thereby having a positive budgetary impact, as well as increasing the Council's income via increased business rates receipts.

ALTERNATIVE OPTIONS CONSIDERED

This report was predominantly for information. The alternative to supporting Opportunity Peterborough's plans was to not support Opportunity Peterborough's work and progress to date.

This was been rejected on the basis that Opportunity Peterborough's work programme closely aligned with, and added value to, the Council's own priorities and provided excellent value for money as a means of meeting these priorities.

23. Medesham Homes Annual Review

The Shareholder Cabinet Committee received a report in relation to the annual review of Medesham Homes.

The purpose of this report was to provide a brief annual review of Medesham Homes' activities over the last year and set the scene for the year ahead. This would be shaped by the review of the Council's housing service in conjunction with CIPFA, the parallel but linked review of the companies with which the Council had a relationship, and the potential development of a new Housing Strategy for the city. These workstreams formed part of the Council's financial sustainability programme, and were in response to the recent Government publication of its external assurance review.

Michael Kelleher, Service Director for Place and Economy, addressed the Shareholder Cabinet Committee and advised that Medesham Homes had progress steadily with its work over the past year, including completion on Schemes in Belle Vue, Midland Road, and Crowland Road. Two further schemes were in the pipeline, to provide up to 160 to 180 additional units for 2022/23. This included schemes in Bretton Court and London Road. It was advised that the Council was currently reviewing its housing services and companies alongside CIPFA, and was developing a new housing strategy. Therefore, it felt appropriate to review arrangements with Medesham Homes at the same time.

Claire Higgins and Gary Clarke, Medesham Homes, addressed the Shareholder Cabinet Committee and advised that it was felt an opportunity was being missed with Medesham Homes, which could provide a much greater service, extending the work of the partnership. The review of the Housing Service was greatly anticipated so that progress could be made on delivering housing in the city.

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

- It was noted that there had been a number of delays with the Bretton Court scheme, particularly in relation to input from highways services.
- It was confirmed that the London Road scheme related to the gravel car park site, next to the football ground. Members were advised of an ongoing issue at this site in relation to the non-adopted road.
- Members further noted frustrations within Medesham Homes regarding the delay around the London Road scheme.
- Members raised concerns about the viability of the retail units included within the Bretton Court scheme in light of the impact of the COVID-19 pandemic, however officers reassured that at least three retail tenants were keen to stay on at the location.
- The Committee noted comments of those from Medesham Homes, who considered that the long delay in developments was hindering the work of the organisation.
- Members were advised by Council officers that the addressing the concerns raised was a key priority in order to enable development in the city.

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

1. Note the contents of this report.
2. Specifically note the review of companies that the Council was involved with, as part of the overall financial sustainability programme.
3. Reinforce the Council's commitment to Medesham Homes and work with renewed vigour to provide outcomes.

REASONS FOR THE DECISION

Medesham Homes was a unique partnership between the Council and the largest residential social landlord in the area, Cross Keys Homes. It had delivered a significant number of purely affordable rental homes already and had a potential pipeline that could continue this work well over the coming period. These new homes would be a substantial help in addressing the city's need for housing of this type.

ALTERNATIVE OPTIONS CONSIDERED

There were no alternative options considered.

24. Shareholder Cabinet Committee Work Programme

The Shareholder Cabinet Committee received the Shareholder Cabinet Committee work programme for the 2021/2022 municipal year.

The Shareholder Cabinet Committee considered the report and **RESOLVED** to note the latest version of the work programme.

Chairman
10:00am – 11:19am
28 February 2022

**MINUTES OF THE CABINET MEETING
HELD AT 10:28AM, ON
MONDAY 20 JUNE 2022
COUNCIL CHAMBER, TOWN HALL, PETERBOROUGH**

Cabinet Members Present: Councillor Fitzgerald (Chair), Councillor Steve Allen, Councillor Ayres, Councillor Cereste, Councillor Howard, Councillor Simons

Cabinet Advisor Present: Councillor Jackie Allen, Councillor Hussain, Councillor Gul Nawaz, Councillor Sainsbury

1. APOLOGIES FOR ABSENCE

There were apologies for absence received from Councillor Coles and Councillor Bisby.

2. DECLARATIONS OF INTEREST

No declarations of interest were received.

3. MINUTES OF THE CABINET MEETINGS HELD ON:

(a) SHAREHOLDER CABINET COMMITTEE 15 DECEMBER 2021

The minutes of the Shareholder Cabinet Committee meeting held on 15 December 2021 were agreed as a true and accurate record.

(b) CABINET 19 APRIL 2022

The minutes of the Cabinet meeting held on 19 April 2022 were agreed as a true and accurate record.

4. PETITIONS TO CABINET

There were no petitions presented to Cabinet.

STRATEGIC DECISIONS

5. INTERIM REPORT OF THE TASK AND FINISH GROUP TO EXAMINE THE ISSUES WITH CAR CRUISING IN PETERBOROUGH

The Cabinet received an interim report from the Task and Finish Group to Examine the Issues with Car Cruising in Peterborough, following consideration by the Communities Scrutiny Committee.

The purpose of this report was to advise Cabinet of the work of the Task and Finish Group and seek endorsement of the recommendations proposed by the Communities Scrutiny Committee.

The Cabinet Member for Communication, Culture and Communities introduced the report and introduced Councillor Hogg as the representative of the Task and Finish Group.

Councillor Hogg raised the following points:

- It had been a long process to reach this interim point with the Task and Finish Group.
- A key issue noted by the Group was that Peterborough was seen as a 'soft' option, with a high level of meets, with attendance from far afield.
- Car meets had, it was felt, got to an unmanageable state.

Cabinet Members debated the report and in summary responses to questions raised included:

- The Task and Finish Group had spoken with residents, with feedback received indicating that the amount of noise created through modified engines and stereos, and the burning of rubber and smoke was having a significant impact.
- Concern was raised that due to the unofficial nature of the car meets, that these had not be subject to Health and Safety assessments, and organisers were not taking responsibility or insuring against injury.
- The Council, it was advised, was one of the largest organisations impacted by the car meets, with the unauthorised use of Council car parks. It was suggested that if the Council did not take enforcement measures, then this would be seen as giving tacit permission.
- Suggestion was made to work with organisers to hose a legal meet, however, it was noted that there was no incentive currently to do so.
- Members were advised that, while the police were keen to progress enforcement, most of the car meets happened on a Friday or a Saturday night, when the police's priorities fell elsewhere.
- It was noted that the Task and Finish Group had called on the Police and Crime Commissioner to work with the police to produce resources to tackle this issue.
- While those arranging the car meets had been approached by the Group, it was noted that they had not been particularly forthcoming.
- Comment was made that car meets were not just an issue at the Pleasure Fair Meadows car park, however, the recommendation in relation to the car park expanded on an existing Public Space Protection Order in Woodston.
- Members considered that the car meets themselves were not an issue, but behaviour at the meets and the lack of supervision. It was suggested that with the implementation of a small fee, funding could be set aside for an officer to attend, in a similar vein to the approach taken at football matches.
- It was noted that Councillor Stevenson had previously been involved with the Group, however, no longer had a seat as an independent. Members indicated that they had no objection to her continuing to sit on the Group.

Cabinet considered the report and **RESOLVED** to endorse the report and recommendations contained within; namely:

1. That the council shares this interim report with Cambridgeshire Police with a view to agreeing a memorandum of understanding which supports the Council with the implementation of injunction(s), community protection orders or public space protection orders.
2. That the Chief Executive of Peterborough City Council and a member of the Council's cabinet agree to champion this issue and to engage with both Peterborough MPs and the Police and Crime Commissioner to secure their support in championing this issue.

3. That the Cambridgeshire and Peterborough Police and Crime Commissioner is asked to work with the Chief Constable to compile a report on how the police should tackle this issue.
4. That the council fully costs the financial implications of developing an injunction for car meets in Peterborough.
5. That the council fully costs the financial implications of introducing Community Protection Orders.
6. That the council fully costs the financial implications of developing measures to prevent car meets from taking place at Pleasure Fair Meadow car park, as part of the Woodston PSPO.
7. That the Highways Team produces detailed plans, with a clear indication of costs, of how it proposes to alter the layout of Stapledon Road to ensure it is no longer suitable for antisocial driving.
8. That the Task and Finish Group continues its work by exploring sources of funding that are available to reduce the funding burden on city finances.
9. That the Task and Finish Group makes a further attempt to engage the car cruise community.
10. That the council's Planning Department should actively consider whether future planning applications should consider measures that will prevent antisocial driving.

REASONS FOR THE DECISION

Improved service provisions and responded to the impact these events were having on communities' quality of life.

ALTERNATIVE OPTIONS CONSIDERED

Do nothing and rely on other agencies to deal with the issues of anti-social driving. This was not an option due to the impact this was having on residents and the need for a multi-agency approach.

6. TOWNS FUND BUSINESS CASES

The Cabinet received a report in relation to the Towns Fund business cases.

The purpose of this report was to set out the necessary steps to secure funding, allocated to Peterborough City Council through the 2021 Peterborough Town Deal, in relation to three of the Town Deal projects.

- Submission of the business cases and subsequent funding provides £6.0m investment which will deliver a pedestrian bridge over the River Nene, providing a walking and cycling route between the Embankment and Fletton Quays and also support the ambition of opening up the waterfront for regeneration.
- Upgrade Lincoln Road through public realm improvements to the streetscape, through improving pedestrian experiences, improving vitality and vibrancy of businesses and encouraging social interaction. This will be achieved through various improvements including resurfacing of footway and frontages within the curtilage of businesses with block paving, new pedestrian crossings, soft landscaping and street furniture.
- Improve accessibility and connectivity between Peterborough Station and the city centre through the provision of a ramp at the Bus Station and a number of other walking and cycling improvements.

The Leader introduced the report and advised that the proposals within the report related to three projects, each of which had been appraised by officers.

Cabinet Members debated the report and in summary responses to questions raised included:

- It was confirmed that the proposed bridge would be 4m wide, with space for travel in both directions and with views from the bridge itself.
- Connections to and from the bridge would be set out within the detailed design stage, once funding streams had been secured. The bridge would be in line with all guidance in place and will take into account public consultation.
- It was noted that the pedestrianisation of Midgate and Westgate had not been included in proposals, as this had not been included in the Combined Authority budget as a priority.
- All public consultations on the various schemes would be undertaken separate at different times, with specific detail as to the location of face to face consultation to be determined.
- It was noted that there were a range of options to consider within the consultation, and feedback would be carefully reviewed prior to the design stage to ensure that all advantages and disadvantages were taken on board.
- In relation to the bus depot, officers had been working with the Combined Authority to secure funding for a feasibility assessment to relocate this. Any proposal would include working with the owners of nearby units to undertake any consequential improvements on their behalf.
- It was noted that while two electric vehicle charging points had been included in proposals, officers would endeavour to do more where possible, and the proposal further included the installation of underground cabling to allow for charging points to be installed at a later date.
- Improvements along Bright Street would include better access to the bus station, a steadier incline and improved signage.
- A levelling up bid would be submitted in July, it was advised, for work to the station itself, which would be of benefit regardless of the success of any other bids.

Cabinet considered the report and, following the endorsement of the Town Deal Board on 14 March 2022 in respect of the business cases for River Nene Pedestrian Bridge, Lincoln Road and Peterborough Station Quarter, delegate authority to the Monitoring Officer, Director of Resources (s151 officer) and the Executive Director Place and Economy to **RESOLVED** to;

1. Approve Town Deal Summary Documents, as set out at Appendix 1, 2 and 3 of this report, and submit them to Department for Levelling Up, Housing and Communities (DLUHC) for approval in line with our agreed Towns Fund programme.

REASONS FOR THE DECISION

River Nene Pedestrian Bridge

The Primary objectives for the River Nene Pedestrian Bridge were:

- Create a new pedestrian crossing over the River Nene to reduce severance - Improved pedestrian journey times between Fletton Quays and the Embankment
- Improve the quality of sustainable travel links between Fletton Quays and the Embankment
- Improving the riverfront and creating a landscaped features to enjoy - Protect and improve the biodiversity value of the study area

The Secondary Objectives were:

- Assist in creating a walking, liveable city
- Reduce pressure of City Centre traffic routes.

Lincoln Road Public Realm Improvements

- Enhance streetscape of the Millfield District Centre
- Increase pedestrian and cycling activity and reduce primacy of car use . Increase visitation to and use of Millfield District Centre
- Support existing business and employment activities in Millfield District Centre
- Support community cohesion and reduce criminal activity and anti-social behaviour in the District Centre by fostering increased sense of place and pride
- Improve socioeconomic outcomes for Millfield's resident and business community.

Peterborough Station Quarter

The Peterborough Station Quarter project was a transport scheme and could have both primary and secondary objectives. The primary objectives were the fundamental outputs required from the scheme and therefore must be achieved. Secondary objectives were other outputs that were achieved along the way but were not necessary to the success of the scheme. The secondary objectives tended to be delivered because of delivering the primary objectives. The primary objectives therefore represented the transport outcomes required by the scheme as stated above:

- Improve the accessibility between the Station and the city centre
- Improve the active travel infrastructure between the Station and the city centre

The project would also provide secondary objectives:

- Assist in creating a walking, liveable city
- Support the wider redevelopment of the Station Quarter

ALTERNATIVE OPTIONS CONSIDERED

The following options were considered and rejected:

To do nothing. This option was considered and rejected because the Council would lose £6.0m investment into Peterborough and the benefits expected to be delivered through the schemes would not be realised.

River Nene Pedestrian Bridge

- Option 1: Cable Stay Bridge (a cable stayed structure)
- Option 2: The Compass (a cable stayed steel bridge deck supported on an inverted V shaped bipod mast)
- Option 3: The Butterfly (a "Butterfly" bow string arch supporting a bridge deck which is made up of a steel open spandrel truss arch spanning over the river)
- Option 4: The Boat (a counterbalanced cable stay bridge with an inclined inverted V bipod mast and a suspended deck that is also V shaped in plan)

Lincoln Road Public Realm Improvements

- Option 1: Resurfacing-focussed intervention on the stretch of Lincoln Road corridor between Serjeant Street/Lincoln Road and Windmill Street/Lincoln

Road junctions (i.e., at the heart of Millfield District Centre), that sought to improve public realm and streetscape through carriageway conversion to footway, soft-landscaping/green infrastructure provision, and an emphasis on improving existing footway assets.

- Option 2: Similar in extent and geographic location to Option 1, but with explicit provision of cycle infrastructure in line with LTN1/20 requirements, through provision of on-road cycle lanes in place of some car parking on both sides of the carriageway.

Peterborough Station Quarter

- Option 1: Improvements for the provision of a ramp at the stepped access to Queensgate Shopping Centre from Bourges Boulevard and the realignment of the ramp and crossing facilities at Queensgate Bus Station.
- Option 2: To improve walking and cycling connections at surface level through the Crescent Bridge roundabout into Cowgate. However, there were a few complexities with this project including the need for pedestrian traffic signals and an elevated footway / cycleway on the inside of Crescent Bridge. There are a number of technical considerations and the cost associated with this option would be more than the available budget so this was discounted.
- Option 3: To create a cycleway on Thorpe Road. The option would cost more than the available budget and would not directly improve access from the rail station into the city centre. Therefore, this option was discounted for this funding allocation from Towns Fund.

7. EXTENSION OF THE LEARNING DISABILITY DAY OPPORTUNITIES CONTRACTS IN PETERBOROUGH

The Cabinet received a report in relation to the provision of Day Opportunities contracts in Peterborough.

The purpose of this report was to gain Cabinet approval to extend the Contracts for the Provision of Day Opportunities until 31st March 2024 for the following Providers:

- Thera East Anglia
- Sense, the National Deafblind and Rubella Association
- Helping Hands Group

thus ensuring the continuation of the Peterborough Learning Disabilities Day Opportunities contracts.

The Cabinet Member for Adult Social Care, Health and Public Health introduced the report for debate.

Cabinet Members debated the report and in summary responses to questions raised included:

- It was advised that those who use the service would be provided with opportunities to feed into the design.
- Support would be provided to families and careers, with a lot of work going into visiting service users and ensuring that the new model was community-based.
- It was noted that direct comparison to services provided by City College was difficult, as the Day Opportunities contracts dealt with many individuals with complex needs, comprising 86 people across the three services. City College provided a wider range of different services, with 250 people currently using those services.

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

1. Approve the Agreements for the Provision of Day Opportunities to be extended until 31 March 2024 for the following Providers:
 - Thera East Anglia
 - Helping Hands Group
 - Sense, the National Deafblind and Rubella Association

The total value of the extension period was £5,199,512.

REASONS FOR THE DECISION

The reason for the recommendation was to ensure there was sufficient time to review and develop day opportunities in a timeframe aligned to the transformation work. This would also allow for a compliant procurement process to be conducted in accordance with both local contract rules and UK Legislated Public Contract Rules.

ALTERNATIVE OPTIONS CONSIDERED

Do Nothing - The contract will lapse and if services continue to be received, they will be on implied terms, which increases the contractual and reputational risk to the Council and puts service users at risk through lack of protection under implied terms.

- Contract Termination - Ending the contracts and not completing a compliant procurement process and therefore having nothing in place. This could mean the Council is in breach of its duties under the Care Act 2014; to meet people's assessed needs, promote wellbeing and reduce or delay the need for more intensive support such as respite and residential care.
- Tender the Requirement - To seek to reprocure the requirements at this time would mean that meaningful engagement and co-production could not be undertaken due to the time constraints. The Council may not be commissioning services that best meet the needs of individuals or explore efficient models of delivery. Therefore, the reprocurement should be delayed until the completion of the review process to ensure that the future contractual provision is strategically aligned to the desired outcomes.

Over 80 people use day services across Peterborough and not providing services would leave people with unmet assessed needs under the Care Act 2014.

8. LYONS GARDENS EXTENSION TO 31 OCTOBER 2023

The Cabinet received a report in relation to the extension of the contract in relation to Lyons Gardens.

The purpose of this report was to seek Cabinet approval to extend the Lyons Gardens contract by 18 months from 1 May 2022 to 31 October 2023 and to enter into a collaboration agreement with the CCG, to ensure the continuation of health crisis respite funding for people with Learning Disabilities (LD) in Peterborough, whilst a wider respite review is undertaken.

The Cabinet Member for Adult Social Care, Health and Public Health introduced the report for debate.

Cabinet Members debated the report and in summary responses to questions raised included:

- Members were advised that work had already commenced on a respite review, with liaison taking place with communities, providers, staff and service users. The next stage of this would be an options appraisal.
- To contract performance had returned to normal following the COVID-19 pandemic, and there had been no issues raised by the Contracts team. A CQC inspection from October 2017 had returned 'good' in all areas.

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

1. Approve the contract extension with Hereward Care Services Ltd in relation to Lyons Gardens from 1 May 2022 to 31 October 2023 to align with the ongoing work around the respite review. The annual contract value is £787,125.60 per annum which equates to £1,180,688.40 over the life of the extension.
2. Approve Peterborough City Council entering into a collaboration agreement with the CCG in relation to their acceptance to fund 50% of the contract costs, for the period 1 May 2022 to 31 October 2023.

REASONS FOR THE DECISION

To extend the Lyons Gardens contract to 31 October 2023 to align to the wider respite review work and ensure sufficient time was available to undertake this and make recommendations and develop future services thereby ensuring we meet our statutory duties during this time.

ALTERNATIVE OPTIONS CONSIDERED

- Not extending the contract: would leave PCC at risk of not having a contract in place to govern the provision and roles and responsibilities of both the provider and PCC.
- To end the current contract and stop providing the provision at Lyons Gardens. However, this would leave a gap in supply which would not meet known demand. The majority of LD respite provision in Peterborough was delivered at Lyons Gardens and there were a number of people who rely on this for planned and unplanned respite. There was no alternative provision in Peterborough.
- It would leave a gap in provision and impact on service users and the wider health system, as there was no alternative respite care model within the City.
- Ending the provision would mean PCC was not meeting its statutory obligations under the Care Act to meet people's assessed need and also the needs of carers for whom respite allows them a break from their caring duties. The increased risk of carer breakdown would result in additional funding requirements for both in and out of county placements and greater likelihood of hospitalisations, delayed discharge and homelessness and well as greater demand on support services for carers.
- Timescales to reprocure the contract now were too short to undertake a compliant tender and would likely be a replica of the current contract without strategic review of demand and need.

9. A1260 NENE PARKWAY JUNCTION 3 IMPROVEMENT SCHEME – DESIGN OF ACTIVE TRAVEL SCHEMES

The Cabinet received a report in relation to the design of active travel schemes for the improvement scheme at A1260 Nene Parkway Junction 3.

The purpose of this report was for Cabinet to consider and approve the award of £165k to Milestone Infrastructure Limited (in addition to £500k previously awarded in January 2021) to deliver preliminary design of active travel schemes to be delivered as part of the A1260 Nene Parkway Junction 32 to Junction 3 improvement scheme.

The Cabinet Member for Climate Change, Planning, Housing and Transport introduced the report for debate.

Cabinet Members debated the report and in summary responses to questions raised included:

- It was noted that funding had previously been provided from the Cambridgeshire and Peterborough Combined Authority in relation to Junction 3 congestion improvements.
- The additional funding was in order to make improvements around the walking and cycling provision at the junction.
- It was noted that, regarding the roundabout adjacent to McDonalds, work was currently being undertaken to widen the road coming from the direction of Thorpe Road.

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

1. Approve the award of £165k to Milestone Infrastructure Limited to deliver preliminary design of active travel schemes to be delivered as part of the A1260 Nene Parkway Junction 32 to Junction 3 improvement scheme.

REASONS FOR THE DECISION

This decision had been made to ensure that the Council was able to effectively deliver grant funding awarded to it by the CPCA for the active travel improvement schemes. Successful delivery of the funding will help the Council to obtain further funding from the CPCA for the detailed design and construction.

ALTERNATIVE OPTIONS CONSIDERED

Not to deliver the scheme: This had been discounted because the walking and cycling network in and around Junction 3 of the A1260 Nene Parkway is in need of better connected routes that link to the wider network. Delivering the active travel improvements would provide residents with an alternative and more sustainable form of travel compared to the car. Successful delivery of the scheme will provide significant benefits to the wider travelling public, resulting in improvements to; journey times, accessibility and the environment.

10. AGREEMENT TO TERMINATE THE COUNCIL'S AGREEMENT WITH NPS PETERBOROUGH LIMITED IN RELATION TO PROPERTY AND ESTATE

The Cabinet received a report in relation to Council's agreement with NPS Peterborough Limited and the agreement to termination this arrangement.

With the approval of the Chair of the Growth, Resources, and Communities Scrutiny Committee, the urgency procedures had been invoked to suspend the requirement to

publish the decision on the forward plan for 28 days. The consideration and call-in period remained in place. This procedure had been invoked to enable the 12 months' notice to start at the earliest opportunity, with delay to September Cabinet considered detrimental to future service provision.

The purpose of this report was to recommend that the Council gives notice to terminate the agreement with NPS Peterborough Limited.

The Cabinet Member for Finance and Corporate Governance introduced the report for debate. The Leader confirmed that it was the appropriate time to reflect on the service provision and determine if this could be undertaken in a different manner. It was advised that NPS had been notified, and an amicable exit from the contract was expected.

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

1. Agree to terminate the Council's agreement with NPS Peterborough Ltd in relation to property and estate management services by giving twelve months notice.
2. Note that alternative arrangements for delivery of property and estate management services will be put in place within the twelve month period.
3. Delegate to the Director of Law and Governance in consultation with the Director of Resources the authority to issue notices and take all other steps necessary to give effect to recommendation 1 above.

REASONS FOR THE DECISION

The joint venture arrangement with NPS was established in 2016 as a way to provide a more focused property service following previously outsourcing of some of the property functions. The arrangement had left the Council with a gap in terms of its strategic property and asset management planning, and had not reduced the fragmentation of delivery. Some of the services provided by NPS had been added in because at the time there was nowhere else to put them, but as a whole this had resulted in fragmentation and a lack of coherence in particular on the facilities management side.

ALTERNATIVE OPTIONS CONSIDERED

The CIPFA review considered the alternative options as below:

Option 1: Do nothing - this option was considered in the CIPFA review and not recommended as there were fundamental issues relating to the structure of the contract that meant the Council should not continue on the current basis.

Option 2: Improve the existing arrangements - this option had been considered in the CVIPFA review and was not recommended due to the significant level of change required and the need in any case for the Council to re-establish its own internal strategic property function.

Option 3: Serve notice to end the NPS Joint Venture and make alternative arrangements for the services currently provided by NPS - this option was recommended in the CIPFA review and in this report. This option would allow the Council to establish an appropriate internal structure to manage its property portfolio more effectively and would allow the Council to decide in coming months which services could continue to be provided by external arrangements. This option allowed for a potentially new relationship with external providers potentially including NPS.

11. OPPORTUNITY PETERBOROUGH

The Cabinet received a report in relation to the Council's economic development function.

The purpose of this report was to enable Cabinet to consider a proposal relating to the way our economic development function is carried out.

The Leader introduced the report and advised that the Council was taking positive steps to review its relationship with all its various partners. It was noted that the Council would be looking to keep integrate a number of officers currently within Opportunity Peterborough into the new service.

Cabinet Members debated the report and in summary responses to questions raised included:

- It was suggested that the third recommendation be removed and replaced with a delegation to allow the Executive Director of Place and Economic to take the final decision following consultation.
- It was noted that the proposals were an important step forward in encourage developers to invest in the city.
- Those at Opportunity Peterborough were thanked for their worked and it was considered that a number of staff would be brought into the Peterborough City Council service.
- It was the intention of the proposals to strengthen the Council's economic development, not to shrink it.

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

- Approve, in principle, the integration of Opportunity Peterborough into the Council
- Delegate authority to the Executive Director for Place and Economy, in consultation with the Leader of the Council, to formally engage with the Opportunity Peterborough Board in order to facilitate and implement an effective transfer, subject to the outcome of consultation with affected staff.
- Note the exceptional performance of Opportunity Peterborough over many years, and formally thanks the Opportunity Peterborough Board of Directors for their governance and leadership

REASONS FOR THE DECISION

The decision was agreed in order to improve the effectiveness of the Council's whole growth, regeneration and economic development functions.

ALTERNATIVE OPTIONS CONSIDERED

Not to negotiate a transfer as set out in this report; this however was discounted as the Council had identified the need to bolster its capacity across its growth, regeneration and economic development functions in order to maximise the benefits to the city.

MONITORING ITEMS

12. BUDGET MONITORING FINAL OUTTURN 2021/22

The Cabinet received a report in relation to the final budget outturn position for 2021/22.

The purpose of this report was to provide Cabinet with the outturn position for both the revenue budget and capital programme for 2021/22, subject to any changes that may be needed as part of the finalisation of the Statement of Accounts and subsequent external audit.

The Cabinet Member for Finance and Corporate Governance introduced the report for debate.

Cabinet Members debated the report and in summary responses to questions raised included:

- There was an underspend position at year-end of £4.5 million and the overall position had shifted quite significantly.
- All staff and managers, as well as Cabinet Members, who had worked on the savings were there thanked for their contributions.
- It was noted that the improved position did not mean that the Council had money to spend, as savings made had been used to supplement the Council's reserves.

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

1. The final outturn position for 2021/22 (subject to finalisation of the statutory statement of accounts) of a £4.5m underspend on the Council's revenue budget.
2. The reserves position outlined in section 7, which includes a contribution to of £4.5m to reserves balances, resulting from the underspend highlighted in the revenue outturn report in Appendix A.
3. The outturn spending of £79.3m in the Council's capital programme in 2021/22 outlined in section 7. 4
4. That the financial performance for the year is a positive first step and is in line with the Improvement Plan and Tactical Budget approved by Council, however, the financial challenge for the Council remains and requires continued focus and discipline to deliver per both aforementioned plans.
5. The performance against the prudential indicators outlined in Appendix C.
6. The performance on the payment of creditors, collection performance for debtors, local taxation and benefit overpayments outlined in Appendix D.

REASONS FOR THE DECISION

This monitoring report formed part of the 2021/22 closure of accounts and decision-making framework culminating in the production of the Statement of Accounts and informs Cabinet of the final position.

Theme One Financial Sustainability of the Improvement Plan recognised the need to introduce a moratorium in November 2021 to ensure that only essential expenditure was incurred in the remaining months of the financial year. This financial strategy was adopted in order to reduce the reliance on reserve balances to fund expenditure in 2021/22 so that reserves could be used to fund transformation, increase the Council's financial resilience and strategically support the 2022/23 Tactical Budget. This outturn report provided evidence of the implementation of actions contained in the

Improvement Plan and the positive first contribution towards a sustainable financial position.

ALTERNATIVE OPTIONS CONSIDERED

None.

13. OUTCOME OF PETITIONS

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

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

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

REASONS FOR THE DECISION

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

ALTERNATIVE OPTIONS CONSIDERED

There had been no alternative options considered.

Chairman
10.28am to 12:01pm
20 June 2022

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| | |
|---------------------|--------------------------|
| CABINET | AGENDA ITEM No. 4 |
| 11 JULY 2022 | PUBLIC REPORT |

| | | |
|--------------------------------|---|------|
| Report of: | Matt Gladstone, Chief Executive | |
| Cabinet Member(s) responsible: | Cllr Wayne Fitzgerald, Leader of the council | |
| Contact Officer(s): | Jens Gemmel von Döllinger, Sustainable Future City Council Director | Tel. |

FIRST INDEPENDENT IMPROVEMENT AND ASSURANCE PANEL REPORT

| RECOMMENDATIONS | |
|---|---------------------------------|
| FROM: <i>Matt Gladstone – Chief Executive</i> | Deadline date: July 2022 |
| <p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Considers the first report of the Independent Improvement and Assurance Panel and agrees with the action to be taken as a result. 2. Will request the Growth, Resources and Communities Scrutiny Community to review the report, Cabinet’s response to it and the progress being made with the delivery of the Improvement Plan. | |

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following Full Council on 22 June 2022.

2. PURPOSE AND REASON FOR REPORT

Improvement Panel Comments:

The Council established the Peterborough City Council Independent Improvement and Assurance Panel (PCCIAP) on 16 December 2021, and updated the terms of reference of the panel to report to the Council on a six monthly basis. This report provides the Panel’s first six monthly review of the work of the Council against the previously agreed Improvement Plan and the recommendations of the independent reports commissioned by the Department of Levelling Up, Housing and Communities.

PCC Response:

We accept and welcome the Improvement Panel’s findings and will implement its’ recommendations in full. We will continue to use the panel as a sounding board for matters related to the future sustainability of our city and its’ administration.

3. BACKGROUND AND KEY ISSUES

Improvement Panel Comments:

On the 30th June 2021, the DLUHC announced an external assurance review of the Council’s financial position and its wider governance arrangements. Government decisions on further exceptional financial support, and on any statutory interventions that might be necessary, would be informed by those reviews. The financial review was undertaken by the Chartered Institute of Public Finance and Accountancy (CIPFA), and the governance review was undertaken by Andrew Flockhart. The governance review reported in September 2021, and CIPFA reported on the finance review in November 2021. Both reviews set out detailed findings, including

conclusions, evidence and methodology used, and included recommendations for the future. Importantly, the governance review recommended non-statutory action. The Minister of State for Equalities and Levelling up Communities then wrote to the Council when the reports were published saying that, although she still had concerns, she agreed with the findings and that with the right support the Council should be able to respond to the challenges it faced.

2.2 Improvement Panel Comments:

The PCC IIAP operates in the context of the statutory intervention framework of powers given to the Secretary of State in the Local Government Act 1999. The independent panel is at the lowest level of external intervention, it does not take any decision making away from the Council. The threat of some level of statutory intervention remains if there is any faltering in implementation of the improvement plan recommendations. Council officers and members of the Panel meet monthly with DLUHC officials to discuss the City Councils progress.

3. **INDEPENDENT IMPROVEMENT AND ASSURANCE PANEL**

3.1 Improvement Panel Comments:

The purpose of the Panel as approved by Council is to:

- Provide external advice, challenge and expertise to Peterborough City Council in driving forward the development and delivery of their Improvement Plan;
- Provide assurance to the Secretary of State of Peterborough City Council's progress on delivery of their Improvement Plan;
- Provide six monthly reports to the Council on the progress of the delivery of the Improvement Plan.

3.2 Improvement Panel Comments:

The Improvement Plan approved at Council on 21st December 2021 is a critical document, as the Panel will be holding the Council to account on the delivery of this plan, and on the extent to which the plan is meeting the recommendations, actions and outcomes envisaged in the finance and governance review reports.

3.3 Improvement Panel Comments:

The Councils Improvement Plan has three Improvement Themes as follows: -

- “Theme 1: Financial Sustainability. The recovery and improvement of Peterborough relies on us setting a balanced budget in 2022/23, delivering on our savings and transformation plans, delivering sharper focus on collective and individual fiscal responsibility and accountability ensuring that we deliver on our priorities. This will mean taking bold decisions to turn off the things that are no longer “core/can't afford” as we constantly challenge ourselves on how we spend every penny of the Council's money.
- Theme 2: Service Reviews. The Council has initiated a series of service deep dives starting in Adult's and Children's Services and Housing, we will continue this programme of review into mid-2023. The reviews will generate options and recommendations for doing things differently. We will manage these reviews using an agile approach so that we can agree and deliver changes as new opportunities and alternative ways of working present themselves. The Council has to have the ability to make change happen more rapidly.
- Theme 3: Governance and Culture: This section describes how we will manage the Improvement Plan with the support of the Improvement Panel and associated partners. We will refresh our Corporate Strategy and key policies. We will adopt stronger fiscal delivery disciplines where personal accountability will be at the heart of our new ethos. We will change the organisation if we are clear on what has to change, by when and to what standard.”

The IIAP operates as a collective body, bringing all of the expertise of the Panel to the challenges facing the Council. Four of the panel members lead on individual areas that are intertwined across the three themes of the Improvement Plan. This report covers those four lead areas of Finance/

Transformation/ Assets, Contracts and Companies/ Governance and provides the Panels view on the progress in the last six months. The latest position on the Improvement plan is attached at Appendix A.

4. CURRENT PCC IIAP VIEW ON THE CITY COUNCIL IMPROVEMENT PLAN PROGRESS

4.1 Financial Sustainability

Improvement Panel Comments:

There has been good cooperation from Council staff with the Panels Finance lead since the panel was appointed in December 2021. There has been regular contact and the Senior Finance staff have sought and taken on board advice, comment and challenge on the Finance proposals and their draft reports.

4.1.1 CIPFA Recommendations

Improvement Panel Comments:

The CIPFA report to the Council in November 2021 contained a number of recommendations on which the Council had to implement immediate action. These have been substantially completed or have been overtaken by events. The CIPFA recommendations were by definition short term and the Council now needs to focus on medium and long term issues in terms of service delivery remodelling and operating models to attain long term financial stability. The full set of recommendations, together with an up to date officer commentary, is attached at Appendix B.

4.1.2 2021/2022 Outturn and 2022/2023 Budget

Improvement Panel Comments:

As a first step the Council has approved a balanced budget for 2022/23 without the need for a capitalisation direction in either 2021/22 or 2022/23. The initial indications on the 2021/22 outturn position will be a revenue underspend of circa £4 million which will improve the Council's reserves position. The delivery of a balanced budget in 2022/23 is dependent upon the delivery of the agreed savings plan. As at mid May £ 7.972 million out of £16.673 million has been delivered, leaving £8.701 million to be implemented of which £0.83 million is regarded as unlikely to be achieved. A further £3.92 million is regarded as at high risk and the procurement related savings are particularly at risk. There is therefore a high level of risk and uncertainty in the achievement of the agreed savings plan with some 28% of identified savings proposals being identified as at least high risk.

PCC Response:

In the current financial year, we had to close a budget gap of £27m to set a balanced budget, which we were able to achieve, largely thanks to our staff's hard work and support. Much hard work remains to be able to deliver all those savings in the current year.

Looking to future years, in 2023/24 we were predicting a budget gap of around £5m, however our current modelling shows that gap has now widened to £9.5m, largely down to rapidly rising rates of inflation.

This information has become public, as part of a report submitted to the Joint Scrutiny Committee on 5 July. You can read the agenda [here](#) (agenda item 4).

In 2024/25 this budget gap is estimated to rise to £12.9m, and then to £15.1m in 2025/26.

To be able to make these predictions our finance team has conducted sensitivity analysis and made a number of assumptions, including rising inflation, which currently stands at 9%– the highest it's been in 40 years, increasing demand for services, a 3% pay award for staff and risk in delivering previously agreed savings.

This modelling allows us to plan so that we can work well in advance to reduce budget gaps in future years and links with what we said we would do in the Improvement Plan with the

development of the Target Operating Model. Through this strategic planning, allocation of money will focus on outcomes rather than where resources sit in the organisation.

We ended the last financial year with a £4.5m underspend which has enabled the council to increase its general reserve balance by £1.3m to £7.3m, a positive step as it increases the amount of money we have for unforeseen events and helps strengthen our financial resilience – one of the issues CIPFA identified as a weakness.

An additional £3.2m has also been added to an inflation reserve which now stands at £4.7m, established to mitigate the financial risk resulting from rising rates of inflation.

However, these reserves are one-off funds and can help in the short-term, but ultimately we should be better managing our increasing pressures so we don't need to use reserves.

4.1.3 **Savings Board**

Improvement Panel Comments:

The Council has set up a savings board to monitor the delivery of the savings and to provide a level of challenge where delivery is either delayed or doubtful. This internal challenge needs to be extremely robust as the non-delivery of savings will place in doubt the Council's ability to achieve its objective of being financially stable from 2024. As a direct result of the level of uncertainty, the Council must consider alternative plans to find cashable savings where delivery of the original proposals is in doubt. Officers have started the process of identifying suitable substitute or alternate actions.

PCC Response:

We are driving forward savings proposals in the current year and developing plans to meet the £9.5m forecast budget gap in 2023/24 rising to £15.1m by 2025/26. This will require input from all levels of the organisation. Over the summer months, we will further tighten the governance and reporting for our savings programme and will bring back an update on progress to cabinet in due course.

- Funding remains flat as per SR2022, with increases in Council Tax and NNDR built in to forecast
- Risk on the delivery of 2022/23 savings plans- £4.4m
- Inflation pressures of 10% by end of 2022 have been built into forecast, driving up costs (£4.7m inflation risk reserve also available to mitigate immediate exposure)
- Cost of Debt financing equates to 16% of NRE with interest rates expecting to rise.
- Demand led budgets. ASC & CSC represent 56% of NRE
- Therefore, a total of 72% of our NRE is tied up in demand led services and debt costs.
- Further risks exist as a result of the Social Care Reforms & Fair Cost of Care

4.1.4 **Revenue Controls**

Improvement Panel Comments:

The Council has maintained a high level of control on revenue expenditure, these controls will be required to be continued for the foreseeable future to enable non essential spending to be identified (and further curtailed if necessary) and to enable a culture of budget responsibility to take root and grow within the Council.

4.1.5 **Medium Term Financial Strategy**

Improvement Panel Comments:

The Council is in the early stages of preparing a medium term financial strategy (MTFS), which will include a number of key dates by which specific stages of the budget process will need to be completed. It is extremely important that this timetable is adhered to. The MTFS will require significant input from service heads across the whole Council, and will require a view to be taken on the likely level of savings that can be achieved over the medium term in respect of service redesign. In common with all other Local Authorities, the Council faces a particular difficulty in establishing that view as at present it is difficult to predict with any degree of accuracy the likely

budget gap for future years - due to uncertainty over inflation , the level of government support for 2023/2024 and the likely referendum limit for council tax for that year. In the absence of certainty, the Council will need to plan on a range of scenarios and produce corresponding proposals accordingly.

PCC Response:

A Programme Director (Sustainable Future City Council Director) has joined the Council to lead on the design, mobilisation and implementation of a number of transformation programmes and which will be structured around our emerging priorities and themes.

The Council is aware that due to its challenging financial circumstances, it needs to find a balance between delivering short, medium and long-term budget options to ensure the current year and 2023/24 is balanced. In addition to delivering a Medium Term Financial Strategy (MTFS), work has already commenced on the MTFS and the development of budget savings to ensure the Council remains within its financial envelope. The detailed design phase of our transformation programmes will start in September 2022, the scope of which will include service redesign (operating models) and finalising future service budget requirements.

Outline business cases including programme plans and budgets will be brought back to Cabinet for consultation and decision. The shaping of the Council's MTFS will form the backbone of these plans so that our corporate strategy and proposed changes can be delivered within a reduced financial envelope, over the medium and long term.

4.1.6 **Capital Finance**

Improvement Panel Comments:

The financing of the Capital programme has been an area of considerable concern for the Council. The need to service borrowing to fund the Capital programme reduces the Council's ability to spend on day to day services. The Council has already decided, for the immediate future, not to fund new capital schemes from borrowing but to use other resources such as grant and capital receipts. This means that difficult decisions will need to be made in prioritising capital project expenditure. The gap between the current capital programme and available non borrowing resources is in the region of £16 million. Schemes will have to be deferred or dropped out of the programme. Until that process is completed and the current funding gap addressed, the present moratorium on all new schemes will need to be maintained.

PCC Response:

Following the report published by the Chartered Institute of Public Finance and Accountancy (CIPFA) on behalf of DLUHC into the Councils financial position, a moratorium on Capital spend was implemented in 2021/22, and the revised Capital Strategy was approved to guide the way for revising the Capital Programme in accordance with the key objectives within the Improvement Plan.

Work is progressing on reducing the 2022/23 Capital Programme to ensure that no new borrowing is incurred, and that funding is only through the sales of assets or grant funded. The removal of borrowing in the current year is needed in order to deliver the £0.75m revenue saving that has been included within the budget.

The detailed capital financing modelling is anticipated to be completed over the summer months and given that the performance of the capital programme was £33m for 2021/22 compared to the budget of £79m a forecast underspend is expected.

4.2 Medium to Long Term Transformation

Improvement Panel Comments:

There has been good contact and interaction with the Panels Transformation lead since the Panel was established, particularly with the Chief Executive.

As indicated in the Appendix to this report, CIPFA have assisted with a number of current service reviews. The Council is, however, also turning its attention to longer term financial and service delivery sustainability. This includes reviewing opportunities to deliver additional income, drive efficiency and in other ways reduce cost by adopting a longer term transformation perspective. The Panel welcomes this development. Not only does it enable the Council to think creatively about how it may balance its books over the medium term, but it also provides a vehicle for communicating a positive change to the organisation, to partners and the community. This work is in its early stage of and it is important that it is encouraged, sustained, nurtured and appropriately governed. The Chief Executive has brought into his team an experienced transformation director who is creating a Council transformation capacity. Their work is starting to build an internal understanding of where opportunities might exist for change and improvement. Early hypotheses being explored include the potential to exploit the commercial opportunities of growth, early intervention and prevention, customer service and wider modernisation and other opportunities for business process improvement. There are clearly close links to the development of the Medium Term Financial Strategy, the Corporate Strategy and review of contracts. The Panel will help to ensure that these connections continue to be made and exploited. Early indications on both intent and interaction across the Council are positive.

PCC Response:

We have started to articulate what our response to the City's challenges will need to look like. Our revised corporate strategy is the start of this process and will address a number of challenges the Council faces and the opportunities presented to us by the City (our City Priorities).

We are in the process of building a CEXs delivery unit team to design, test and agree with Cabinet a strategy for leadership, on the design and organisation of Peterborough so that it can deliver the administration's long-term vision for the City and its priority outcomes, a strategy and plan that invests into the City's future while creating the foundations of a sustainable future city council and that will address:

- 1) Challenges and Opportunities - why we believe there are opportunities that can address the challenges we face and what it means in practice to benefit from these opportunities.
- 2) A new model of leadership and service delivery - the changes we need to make inside the Council.
- 3) A new approach to officer governance - how we give Members and wider stakeholders confidence that we will deliver what we say we will deliver.
- 4) Making it happen – a comprehensive set of Business Cases, Org Design Structures and Plans that underpin a timely implementation of our proposals.

Cabinet and the wider member community will get early sight of our plans and we will seek cross-party engagement and support as the details of our proposals and plans develop.

4.2.1 **Assets, Contracts and Companies**

Improvement Panel Comments:

Although it was originally envisaged that actions under these workstreams would be addressed in the first six months of the Improvement Plan it has become clearer that they are dependent on the outcomes of the internal and CIPFA reviews that have been concentrating on the more pressing issues of governance, bringing revenue and capital budgets under control and of service redesign. The Panel therefore understand and accept that they are running behind issues that were of more immediate concern.

PCC Response:

There is a dependency on all CIPFA reviews to be completed by the end of July. The reviews will then feed into the more detailed design of our programmes from September onwards. This will

ensure that any recommendations from the reviews will be taken forward in a structured manner and delivered at pace.

4.2.2 **External review reports**

Improvement Panel Comments:

Despite the unavoidable slow start, progress has been made in each of these areas and draft reports have been issued to officers by CIPFA on Norfolk Property Services Ltd (NPS) and the Peterborough Improvement Partnership (PIP). These reports have not yet been shared with the lead Panel member. The next six monthly report of the Panel will therefore be able to comment on these reports, and subsequent actions taken. It is understood that a report on the Council's relationship with Serco is expected shortly by the Council, and the Panel would also welcome early sight of that report when it is completed.

Overall, management have put effort both into understanding the nature of these relationships and the risks that they pose to the Council as well as seeking to gain a degree of client control over strategy and operations of these companies. However, the burden of this is focussed on the Chief Finance Officer and it remains unclear how reform of these relationships will be managed over the two forthcoming years given the complexity of decision making and the considerable workload in bringing functions in-house or delivering improved governance.

In consideration of how it will undertake the 'shareholder' role, the Council has talked with other authorities and produced draft proposals for member consideration on future arrangements. Steps have been taken to embed good practice such as in limiting the role of members on companies and Joint Venture undertakings to reduce the likelihood and impacts of potential conflicts of interests and limitations on objectivity.

On NPS, we understand that CIPFA are recommending that 12 months' notice is given on the JV which will necessitate further consideration of alternative in-house delivery options to address the lack of a strong client function and combine overall responsibility for property issues including asset valuations, a robust asset management strategy and crucially a disposals strategy to support the reduction in overall levels of debt.

On PIP, the Council had distanced itself to the point of the Partnership taking its own governance, operational and financial decisions and the Council failing to appreciate the risks involved including those associated with offshoring. This needs to be urgently addressed and the CIPFA report is likely to recommend significant reform which the Chief Executive has indicated will be supported.

On Serco, the Council is making positive moves to build relationships with Serco management to explore options for terminating the £10m per annum arrangement providing a range of critical service. The Council may wish to talk with Birmingham City Council about their approach to terminating a similar arrangement with Capita in 2019.

PCC Response:

There is a dependency on all CIPFA reviews to be completed by the end of July. The reviews will then feed into the more detailed design of our programmes from September onwards. This will ensure that any recommendations from the reviews will be taken forward in a structured manner and delivered at pace.

4.2.3 **Asset Management group**

Improvement Panel Comments:

The Council has produced a capital strategy which is central to controlling capital spend and in bringing excessive levels of borrowing under control. As indicated above, considerable work is underway to reprioritise the programme against available resources.

A Capital Programme group has been established to drive the formulation of capital proposals and the management of the programme but work to establish an Asset Management group to

oversee the rationalisation of assets and the disposal of under-utilised assets needs to be accelerated. These are both critical to the formulation of the capital proposals for 2022/24 and beyond. The fully formulated plan for the continuing reduction in debt will need to be in place shortly.

PCC Response:

Work is progressing on reducing the 2022/23 Capital Programme to ensure that no new borrowing is incurred, and that funding is only through the sales of assets or grant funded. The removal of borrowing in the current year is needed in order to deliver the £0.75m revenue saving that has been included within the budget.

The minimum revenue provision detailed calculation is anticipated to be completed over the summer months and given that the performance of the capital programme was £33m for 2021/22 compared to the budget of £79m a forecast underspend is expected.

4.2.4 **Asset Management Strategy and Disposals Plan**

Improvement Panel Comments:

Looking ahead, further work is planned on setting objective decision-making criteria for capital schemes and this, together with an Asset Management Strategy and Plan and a Disposals Plan are crucial in the short term to feed the MTFs process.

4.2.5 **Capital Project management**

Improvement Panel Comments:

The Council needs to improve capital monitoring to address serious concerns over slippage (more than 50% in 2021/22) to ensure that resources are being effectively utilised to meet the Council's objectives in its Council and Service Plans.

Finally, the Council is fully aware of the potential impacts of sustained high inflation on its capital proposals but needs to codify these as part of its programme approach to ensure that it manages contingencies effectively and does not stumble into a position where commitments become greater than available resources.

PCC Response:

Revised programme management and reporting disciplines will be introduced from September (grip). To ensure on time and on budget delivery, the revised framework will tighten our focus around 6 key areas: Design, Delivery, Finance, Change, Leadership, and Risks, Issues and Dependencies.

4.2.6 Improvement Panel Comments:

In conclusion on the three key strands above, it is the view of the IIAP that the Council has made progress in the last six months towards the aim of financial sustainability, on transformation activity and on work around assets and contracting arrangements. There are, however, still significant risks to be managed. In addition, there are a number of areas of work that need to be undertaken that will involve the full engagement of all service directors and elected members in order to enable a sustainable future operating model for Peterborough post 2024.

4.3 **GOVERNANCE**

Improvement Panel Comments:

The overall governance of the City Council is a matter of concern to the Secretary of State as detailed in the letter to the Leader of the Council last year. The Council has accepted a series of recommendations which require change in its governance. The Council has started to implement these. The Panel's overall view is that the City Council is making progress with the actions on governance and cultural change. However, there is much more to do especially when it comes to putting these changes into practice. Major risks remain and the Council is not "out of the woods" yet. The Panel will continue to seek assurance that the progress underway will continue. The

handling of other items on the Council's agenda at this meeting will give an indication of the Council's commitment to genuine progress

4.3.1 **No overall control**

Improvement Panel Comments:

The results of the May 2022 local elections left the Council in an unchanged position of No Overall Control. Whilst there is a degree of continuity with the Conservative led minority administration still in place, a high degree of uncertainty remains about decision making in the Council chamber. There are no guarantees that the administration's policies will be accepted by Council. This situation reinforces the need for the engagement of all councillors in the deliberations of the Council. The onus is on the Leader and his administration to continue the efforts to engage the other parties in supporting delivery of the Improvement Plan as well as in key policy developments particularly the corporate strategy and the MTFs. Equally, the other parties in the Council chamber hold a responsibility to play their part in engaging with the administration on the many difficult issues and decisions to be made by the Council in the best interests of the community. There is probably insufficient trust between the political groups currently to support a high degree of shared understanding and cooperation in the best interest of the public. However, there is evidence of good cooperation developing between the political groups in the cross party Finance Strategy Working Group (FSWG). This is helping develop a shared understanding amongst councillors about the financial challenges the Council faces and the options that are available as solutions. The Council needs to build on this work. Good quality and timely information provided by officers in a transparent manner is essential and, if delivered, will contribute to the effective engagement of councillors of all parties in all aspects of governance including executive decision making, policy making, overview and scrutiny, and audit.

PCC Response:

In order to provide the tools for all councillors to engage, the PCC Member training programme is being strengthened. The LGA are meeting with the Director of Law & Governance to discuss how the LGA can support financially and/or with delivery and how the programme reads across into the member peer support they will be providing. This is a significant programme of support and the LGA will be allocating an LGA Programme Manager to oversee and coordinate the delivery.

Following the Growth, Resources and Communities Scrutiny reviewing the first report and Cabinet's response to the progress being made against delivery of the Improvement Plan, collective comments will be captured and the Leader will write to the Minister providing an update.

4.3.2 **Electoral arrangements**

Improvement Panel Comments:

It is vital that the Council gives proper consideration to the option of all out elections every four years. A report on this issue is presented elsewhere on the Council's agenda. A key part of this consideration is understanding why the matter is important for Peterborough. Of key concern is the creation of electoral arrangements which support and facilitate long term, strategic planning which is in the best interests of the city and is concomitant with the leadership and governance of a major city.

4.3.3 **The Chief Executive**

Improvement Panel Comments:

The appointment of a Chief Executive with sole responsibility to the Council is a key step forward. In the last few months Matt Gladstone has taken up the post, defined clear priorities and made good progress quickly in addressing these. It is clear to the Panel that he is demonstrating the kind of officer leadership which is needed by the Council at this time. A number of the issues below are being progressed by him as priorities for improving the Council's governance.

4.3.4 **Council Delegations**

Improvement Panel Comments:

The Chief Executive and the Director of Law & Governance have brought forward proposals to update these and bring them into line with best practice in other unitary councils nationally. These will, if approved by the Council, improve corporate oversight and control of key decisions, particularly in relation to financial commitments over certain levels.

4.3.5 **Executive decision making**

Improvement Panel Comments:

Similarly the Chief Executive and Director of Law & Governance have brought forward proposals to increase the corporate oversight and transparency of decisions made by the Executive, especially those made by individual members of the Cabinet. Putting these new systems into practice will improve the quality of governance overall.

4.3.6 **Audit Committee**

Improvement Panel Comments: Good progress has been made in reconfiguring the committee and, in doing so, appointing an independent chair. Progress needs to be made now in implementing a fresh approach to the committee's work and its reports to Council with a greater emphasis on the examination and identification of matters of concern.

4.3.7 **LGA Training and Support for Members**

Improvement Panel Comments:

A very good plan has been developed to support members in Peterborough. The key issues now are the delivery of the plan and the take up by Members. The onus now is on all councillors to take the opportunity to develop their skills and knowledge, and to learn ways in which they can work better and smarter for the benefit of the Council and the community. From our interactions with Members the Panel believe there is an appetite for training and development and this will be confirmed or denied by evidence of attendance and take up of the offer.

4.3.8 **Management Structures and Systems**

Improvement Panel Comments:

The Chief Executive has made progress in considering the options for the structure of the corporate management team. It is very good progress that there is now a much clearer and stronger focus on Peterborough's priorities reflected in the revised structure. Equally, the introduction of a new management led boards (procurement, savings, capital programme, improvement) has increased the focus on and rigour with which programmes of work are planned, monitored, reviewed and controlled. It is important that a corporate overview of these arrangements is maintained. It is also important that a shared culture of responsibility across the whole Leadership Team is established, especially given the current position that a great deal falls on to the triumvirate of the Chief Executive, Director of Finance and Director of Law and Governance.

4.3.9 **Resourcing Change**

Improvement Panel Comments:

As noted elsewhere in this report, while it is vital that the Council is able to address a number of immediate financial and service improvement imperatives, it is also important that it does so in a manner that is sustainable into the long term. To this end the Panel welcomes the early moves by the Chief Executive to establish some dedicated transformation and programme management capability under his direct leadership. It is important that this resource is sustained over the medium term (at least the next 12-18 months) given that it will take at least this amount of time to develop long term transformation proposals, develop the necessary business cases for change and then put in place the necessary leadership and governance arrangements to oversee delivery.

PCC Response:

We are in the process of building a CEXs delivery unit team to design, test and agree with Cabinet a strategy and plans for leadership, on the design and organisation of Peterborough so that it can deliver the administration's long-term vision for the City and its priority outcomes, a strategy and plan that invests into the City's future while creating the foundations of a sustainable future city council.

Plans that address capacity, programme governance and funding will be brought back to cabinet for consultation and agreement where these require additional investment on top of the already agreed earmarked funding for improvements.

4.4 Conclusion

Improvement Panel Comments:

The Council's commitment to the delivery of the Improvement Plan is essential for its long-term sustainability. It is the view of the IAP that the Council has made progress in the last six months towards the aim of financial sustainability, on transformation activity, on work around assets and contracting arrangements and on governance. There are, however, still significant risks to be managed. In addition, there are a number of areas of work that need to be undertaken that will involve the full engagement of, and recognition of shared responsibility for, all service directors and elected members in order to enable a sustainable future operating model for Peterborough post 2024. There is also much more to do especially when it comes to putting governance and culture change into practice, as that goes to behaviours as well as processes. Major risks remain and the Panel will continue to monitor, review and support the Council's work to deliver on the Plan.

5. CONSULTATION

5.1 The consultation strategy was approved by Council on 16 December 2021.

6. REASON FOR THE RECOMMENDATION

6.1 Reporting process in accordance with the governance review of September 2021.

7. ALTERNATIVE OPTIONS CONSIDERED

7.1 No alternative options considered.

8. IMPLICATIONS

Financial Implications

8.1 There is no change to the estimated financial implications presented to Council in December 2021.

Legal Implications

8.2 No change to previously reported.

Equalities Implications

8.3 No change to previously reported.

Carbon Impact Assessment

8.4 No change to previously reported.

Communications and Engagement

8.5 No change to previously reported.

9. BACKGROUND DOCUMENTS

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

9.1 Council report 'Financial Improvement Planning' 16 December 2021

9.2 'Governance Review: Peterborough City Council' Andrew Flockhart report 2021

10. APPENDICES

10.1 Appendix A – Improvement Plan

10.2 Appendix B – CIPFA Recommendations with Officer Commentary



Peterborough City Council

Improvement Plan

2021 - 2024

DRAFT V3.0 December 2021
www.peterborough.gov.uk



PETERBOROUGH CITY COUNCIL IMPROVEMENT PLAN

In August 2021, the Department for Levelling Up, Housing and Communities commissioned reviews of the Council's financial stability and its governance arrangements, and these reviews made a series of independent recommendations. This document describes our Improvement Plan, to confirm and provide assurance to the Government that Peterborough's response to the Non-Statutory Review (NSR) regarding Exceptional Financial Support is positive and being undertaken at pace.

This is our two-year Improvement Plan which is structured into six-month planning and delivery windows. Developing the plan using this approach allows us to plan in depth for the next six months, keeping focus on delivering the things that matter, whilst readying the organisation for the things that need to be delivered in the medium term.

As the Leader and Chief Executive, we recognise the seriousness of the financial, governance and operational challenges we face, and it is going to take a significant collective effort from all at the Council to address them and reach a sustainable position. The reviews raise serious issues which we must address and we remain determined and confident in our organisation's capacity and capability to change.

This will require the Council to be brave, innovative, and disciplined. We will refresh our Corporate Strategy and build on the vision for a safe, vibrant, and growing City. A place to live, work and visit where everyone can thrive and feel welcome. Our commitment to this long-term vision remains as strong as ever and our ambition for the City and its people is unchanged. We cannot afford to do everything today, so we will focus on a range of improvement themes that prioritise delivery of the right services for our citizens within the budget we can afford.

The size and scale of the challenge ahead of us is significant and will test us all, but working constructively with the Government, our partners, and the people of Peterborough, we are confident, that with the actions set out in this Improvement Plan, we will successfully deliver the fundamental changes needed for the Council.

We will be a well governed council which ensures delivery of the right services for those that need them in an efficient, cost effective and sustainable manner.



A handwritten signature in white ink, appearing to read 'Wayne Fitzgerald', written over a dark background.

Cllr Wayne Fitzgerald
Leader of Peterborough City
Council



A handwritten signature in white ink, appearing to read 'Gillian Beasley', written over a dark background.

Gillian Beasley OBE
Chief Executive,
Peterborough City Council



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Introduction

Peterborough City Council is one of the councils that requested Exceptional Financial Support (EFS) from Government during 2020. A condition of this support was that the Department for Levelling-Up, Housing Communities (DLUHC) and the Chartered Institute of Public Finance and Accountancy (CIPFA) would undertake reviews of the Council's governance and finances during the summer of 2021. The DLUHC-commissioned reports on finance and governance matters were published in early November 2021 and the Council has acted swiftly in setting-up an Improvement Panel whose composition reflects a wide range of skills and experience from across the sector.

This is a critical juncture for the Council. We consider financial stability, through the Council's own resources, must be the number one priority for the new administration for the next twelve months supported by a new Chief Executive who will create additional senior management capacity and lead the work on improvement, driving forward a culture of the Council living within its means and focusing on its priorities.

We need to achieve a sustainable balanced budget, in the context of a refreshed Council Strategy that will set the direction for the Council with transparent, effective, and efficient decision making and with regard to the limited resources that are available to us to deliver this on behalf of the people of Peterborough. Being more fiscally resilient is a key tenet to this improvement journey and the Improvement Plan is closely aligned to our short- and medium-term financial priorities.

We are committed to ensuring that we continue to deliver the quality statutory and day-to-day local services that help keep the City safe and clean, and that we work in partnership with the communities we serve to build a prosperous City that offers residents the opportunity to realise their potential. To do this we will set a balanced budget plan for 2022/23 in the next two months and will publish a multi-period Medium-Term Financial Strategy during 2022/23.

Delivering improvement and changes within a well understood and pragmatic financial framework is a non-negotiable part of this plan and financial grip and holding individuals to account will form the cornerstone of our new culture. We will expect managers, staff and Members to be open to scrutiny and challenge around what we do, how we do it and what it costs to deliver at all times. We will empower and resource the organisation to deliver against the Improvement Plan and will hold people to account if commitments to deliver are not met. We will drive culture change through a set of simple and measurable indicators.

This two-year Improvement Plan is structured into six-month planning and delivery windows: keeping focus on delivering the things that matter whilst readying the organisation for the things that need to be delivered in the medium term. We will weigh up potential changes on the basis of whether they improve outcomes and at what cost. We will not make change for change's sake. Equally, we will not rule out any options for change that could help improve outcomes. We will keep an open mind even where options might be uncomfortable.

The plan is built on three key themes which will be monitored, measured and reported within a rigorous programme management framework with a clear focus on delivery:

THEME 1: FINANCIAL SUSTAINABILITY

Achieving financial sustainability relies on us setting a balanced budget for 2022/23, delivering on our savings and transformation plans, delivering sharper focus on collective and individual fiscal responsibility and accountability ensuring that we deliver on our priorities. This will mean taking bold decisions to turn off the things that are no longer "core/can't afford" as we constantly challenge ourselves on how we spend every penny of the Council's money.

THEME 2: SERVICE REVIEWS

We need to urgently review all our activities, including statutory & key services, our contracts and our assets. We have initiated a series of service deep dives starting in Adult's and Children's Services and will continue this

programme of review into mid-2023. The reviews are focused on identifying opportunities for efficiencies using external challenge and the outcome of the reviews will generate options and recommendations for doing things differently. We will manage these reviews using an agile approach so that we can agree and deliver changes as new opportunities and alternative ways of working present themselves. We have to have the ability to make change happen more rapidly.

THEME 3: GOVERNANCE AND CULTURE

This section describes how we will manage the Improvement Plan with the support of the Improvement Panel and associated partners. We will refresh our Corporate Strategy and key policies. We will adopt stronger fiscal and delivery disciplines where individual accountability will be at the heart of our new ethos. We will only change the organisation if we are clear on what has to change, by when and to what standard.

To deliver against these themes, leaders throughout the organisation will have to demonstrate a high level of fiscal self-awareness, emotional intelligence, and subject matter expertise. We must all continue to challenge each other and the status quo, call out things that we think are wrong and be pro-active, seeking out opportunities to innovate and improve.

Officers and Members of the Council are committed to remaining transparent and welcoming of external challenge and scrutiny. We have been open about our financial situation and have worked hard to try and address the significant financial challenges we face. However, we know we need to do more. **We recognise that the capitalisation directive from national Government should only be agreed once we have exhausted all alternative actions to provide a balanced budget for 2022/23.**



In 2019, the Council started an extensive Financial Improvement Programme and specialist consultants were engaged to provide rigorous challenge to the Council's baseline position and forecast, and to bring in best practice examples of service transformation and savings. From this, we identified £11m of potential savings for 2021/22 against a £14m budget gap. The COVID-19 pandemic has delayed some activity. We know that with the assistance of transformational funding, reduced capital spending and the enhancement to reserves from a release of its remaining non-service delivery assets, Peterborough has the potential to be sustainable in the short to medium term.

Next year's budget will need to be tactical, addressing the immediate financial structural issues that we need to rectify. External expertise and internal capacity have been increased to develop transformation and budget options to deliver savings in 2022/23. Our improvement programme will also be supported with capacity from CIPFA which has started to examine all major areas of spend across the Council.

Beyond 2023, we expect our budgets (and our MTFs) to become sustainable.

Councillors have ambitious plans, including support for the new University and a programme of housebuilding and other growth-based activities. But these initiatives need time to make an impact, particularly in light of the impacts of the pandemic on our City and citizens. They will not solve the immediate financial challenges that the Council faces. Following the May 2021 elections, a new administration has been formed with a new determination and willingness to resolve the short- and longer-term financial situation by taking difficult decisions now.

To support the cross-party collaboration that is necessary for hard decisions to be made and key priorities to be agreed, we have established a cross-party Financial Sustainability Working Group which meets on a regular basis to review improvement opportunities. This group will also hold officers to account for delivery of the Improvement Plan and will report directly to the Improvement Panel and Full Council.

The whole organisation has worked incredibly hard through the pandemic and there are, unsurprisingly, signs of change inertia. To address this, we urgently need to change our narrative and reframe it to harness the motivation of staff to ensure the whole organisation has a renewed focus on addressing the significant financial challenges that lie ahead. The improvement and transformation journey will require a huge effort from the whole organisation - Members, senior managers, our workforce, and our delivery partners.

We have responded quickly to recent reports into governance and financial matters and have adopted a spirit of partnership working and collaboration with DLUHC to date. This dialogue will continue during the improvement period over the next two years. We look forward to receiving additional support from the non-executives who will form the Improvement Panel and CIPFA and the insights on best practice they will bring. We will identify and allocate the necessary resources from our own teams to take on this best practice and deliver the required recovery and improvement.

The Improvement Plan is a live document with the two-year plan being split into six-month planning windows, with the immediate six months being set out in detail, while maintaining a view of the longer-term planning horizon. We have finite resources, and we need to target them to focus on making changes to our delivery model where we can deliver the best return while continuing to live within our means.

Delivering this plan will lead to real and positive change, with lessons learned being applied to make Peterborough City Council a stronger and financially sustainable organisation.





Corporate Strategy

The council needs to refresh its Corporate Strategy for the period 2022-2025. This work will be developed in two parts. Part one, which is described here, will be an 18-month tactical strategy for the period January 2022 to July 2023 with a focus on reaching financial sustainability. This will underpin the Improvement Plan which will capture activity to deliver.

Part two will be developed during the first three to six months of 2022 and will set the longer-term ambition and vision for the council and City. This refreshed Corporate Strategy 2022-25 will replace the draft Corporate Strategy which has been in consultation since the spring of this year. Both parts of the refreshed strategy will respond to reports from CIPFA, DLHUC and the Local Government Association and in consideration of the context in which the Council must now operate.

The 2022-2025 Corporate Strategy is an opportunity for the Council to set out a positive vision for the area, with a longer-term revised policy framework that clearly articulates our priorities and purpose to citizens, businesses, partners, and other stakeholders. To develop this vision, the Council will work alongside partners, business and the residents of Peterborough to consider the priorities for the City and the contribution that everyone is able to make.

Both parts of the strategy will focus on the core and statutory services that meet the needs of citizens, particularly in light of the impacts of the pandemic. All service plans will be reviewed to ensure that activity and performance measures are directly related to delivery of priority outcomes laid out in the Corporate Strategy. Activity that is not directly related to the new Corporate Strategy will be stopped.

The strategy will pay careful attention to identifying and meeting the needs of residents now and in the future, acknowledging that Council may not always be the solution. There are huge strengths, assets and resources across Peterborough many of which sit in partner organisations, business and communities. The Council must play its part in bringing people together and leveraging these resources around the key priorities for the City.

“It is clear that we are a council that can achieve what we set our mind to do. We have been highly successful in attracting external funding and have worked tirelessly to support residents throughout the pandemic.

There is an exciting future ahead for the City and this two-part corporate strategy will help us with the decisions we need to make in the short term, so that we can be ambitious in the longer term and have the funding and tools we need to make future investments.

I have already started to establish a more ‘listening’ and collaborative culture inside and outside the council which has been welcomed by partner organisations and, together, we are already driving the strong recovery of our City, from the Embankment redevelopment to delivery of a new University.

You will see that this Council remains committed to ensuring that Peterborough is a place where residents are proud to live, work and grow up. “

Cllr Wayne Fitzgerald, Leader of Peterborough City Council.

Corporate Strategy **Part One**

Years of austerity measures, reduced funding from Central Government and rising demand for Council services, coupled with recent the COVID-19 pandemic has accelerated our already stressed finances to the brink.

The previous strategy set out a vision for a safe, vibrant, and growing City. A place to live, work and visit where everyone can thrive and feel welcome. Our commitment to this long-term vision remains as strong as ever and our ambition for the city and its people is unchanged. But we must immediately address the serious issues raised in these recent reports and adjust our plans over the next 2 years to ensure future sustainability.

We have developed an Improvement Plan to drive the work we need to do and the decisions we need to make to reach sustainability. The plan will also provide assurance to the Government that Peterborough City Council's response to the Governance and Finance Reviews of the Council is positive and being undertaken at pace.

We have also established an Independent Improvement and Assurance Panel which will provide external advice, challenge, and expertise to Peterborough City Council and hold us to account for the delivery of our Improvement Plan.

We recognise that, if we are to achieve our aims and live up to our aspirations for a successful Peterborough in the future, we must rethink what we do and how we do it today. This document sets out our ambition and our revised priorities.

We will be a well governed council which ensures delivery of the right services for those that need them in an efficient, cost effective and sustainable manner.

We remain committed in ensuring that **Peterborough is a place where residents are proud to live, work and grow up in.** We will act now to ensure that in the longer term we are a financially and environmentally sustainable council which is well positioned to make Peterborough a place where:

- We have a greener, cleaner City with safe, friendly and healthy neighbourhoods.
- There are first rate futures for our children & young people, with quality support for adults, older and disabled people.
- We support and enable people to do more for themselves, for each other and for their communities
- Our City grows in a sustainable and fair way to create job opportunities and address poverty. As we grow, we will invest in the quality and availability of housing.

We will review all our delivery, budgeting, resourcing and performance activities and focus on the best quality core services we can afford.

This first 18-month tactical strategy for the period January 2022 to July 2023, is at the heart of our Improvement Plan and will focus on three key areas: reaching a sustainable financial model by 2023, how we will deliver services now and, in the future, and strengthening our governance and culture.

FINANCIAL SUSTAINABILITY PRIORITIES

- That we manage our finances in a sustainable way to help us reach a strong financial position in the medium term, and continue to deliver the well-planned, modern, effective and value for money public services that local people expect.
- That we develop a four-year MTFs for 2023-27, reflecting the outcome of a root and branch review of all of our services, and the forecast resources available to the Council.
- That our budget process links clearly to outcomes for residents in Peterborough, rather than being based on the Council's existing structure and services.
- That we carefully manage our capital and investment programme, reduce external borrowing, and generate more capital receipts through disposing of assets that are no longer needed or by using assets to generate income.
- That our council-owned companies, have appropriate financial, governance and management arrangements which drive up quality and provide value for money.

TO DELIVER THIS, WE WILL

- Robustly manage our Capital programme and Investment programme, reduce borrowing and generate more capital receipts through disposal of assets that are no longer needed.
- Optimise the use of our assets to support service delivery to meet the needs of our residents and businesses and support the delivery of our outcomes
- Review our council owned companies to ensure appropriate financial, governance and management arrangements are in place
- Align our outcomes for Peterborough and the ambition of the Council with the resources available to us.
- Establish a planned and sustainable budget framework to ensure that the activities within it are affordable within the resources available to us in the medium to long term.
- Increase our commercial activity to ensure we are maximising revenue and minimising the cost to the taxpayer.
- Ensure that all external contracts we commit to get the best value for taxpayers' money.

OUR SERVICE PRIORITIES

- That the council services local people rely on can continue to be well planned and effectively delivered.
- That the council works with its partners and communities to make the best use of its limited resources and avoids unnecessary interventions and duplication.
- That we effectively deliver quality statutory services to ensure that vulnerable children are protected, and all children have the conditions for the best start in life.
- That our older and vulnerable adults can have a good quality of life and grow old with dignity.
- That the city works together as one to address the climate emergency, getting us on the path to net zero emissions by 2030.
- That our local services that help keep the city safe and clean continue to be delivered well, and that we work in partnership with the communities we serve to build a prosperous city that offers people the opportunity to realise their potential.

TO DELIVER THIS, WE WILL

- Undertake a comprehensive review of our services, including how we manage current demand, encourage independence and intervene early where we need to.
- Model future demand pressures and costs alongside a forensic review of expenditure.
- Focus on providing the best quality core services we can afford whilst continuing to target provision effectively, so that the right services reach the right residents at the right time.
- Deliver on our commitment to make the council's activities net-zero carbon by 2030 and to support the city to achieve the same.
- Organise ourselves so that our available resources are used effectively to meet need in a cost effective and sustainable way that improves the quality of life and reduces inequalities.
- Continue to build strong relationships and work in partnership with local people, communities, businesses and partners to ensure we work together effectively in our commissioning and delivery of services.

GOVERNANCE PRIORITIES

- That there is shared commitment by all Members in Full Council, strong and decisive leadership by Cabinet, constructive and well-informed scrutiny, and inquisitive and challenging audit, enabling the Council to fulfil its ambitions for the city and its duties to the public.
- That public funds are managed responsibly and used to respond to current needs and invest for the future.

- That there is cross party, collaborative work to reach a sustainable future for the Council and City.
- That the principles of good governance are well understood, accepted and put into practice routinely by all Members.
- That our Performance Management Framework provides clear accountability for the delivery of the outcomes in the Corporate Strategy and is effective in managing performance across the organisation.

TO DELIVER THIS, WE WILL

- Establish and embed a strategy for Member development particularly in relation to their roles on audit and scrutiny
- Review existing governance structures to see if improvements can be made.
- Ensure that the principles of good governance are shared, discussed and adopted.
- Undertake a workforce development programme to help our officers and councillors build on their strengths whilst also developing the new skills and experience needed to support the city council, citizens and city over the long term.
- Scrutinise 'performance' in the broadest sense, rather than focusing only on traditional measures such as output indicators and progress on delivering service plans.
- Develop a longer-term revised policy framework that clearly articulates our priorities and purpose to citizens, businesses, partners, and other stakeholders.
- Use evidence and external expertise where needed to drive our decision making, ensuring the decisions we take are well-informed by a diverse range of views, with clear accountability for decisions, and made transparently and openly for the benefit of the public we serve.
- Strengthen good practices in transparency, reporting and audit to deliver effective accountability.

Focus and effort across these three areas will help us to address some of the biggest challenges the Council and the City faces, whilst continuing to deliver the modern, effective and value for money public services that local people need and deserve.



Improvement Plan - key deliverables in the first six months

| Theme | Workstream | Key Deliverables | Milestone |
|--------------------------|--|---|--|
| Corporate Strategy | Part One | Short term, tactical Strategy informing development of two-year Improvement Plan, with a focus on reaching financial sustainability. | Consultation starts Dec '21 |
| | Part Two | 2022- 2025 Corporate Strategy, setting the longer-term ambition and vision for the Council and City | Consultation starts May '22 |
| Financial Sustainability | Medium Term Financial Strategy | Restrict expenditure in 2021/22. Set Revenue and Capital budgets for 2022/23 Develop Medium Term Financial Strategy 2023-2027 Develop and implement new Financial Operating Framework | Nov '21 Nov '21 - Feb '22 Dec '21 - Sep '22 Mar '22 - Nov '22 |
| | Assets | Assets Disposal Review of Assets Base Develop and implement refreshed Assets Strategy | Dec '21 - ongoing May '22 - ongoing Mar '22 - Jul' |
| | Capital Programme | Review of the existing Capital Programme Develop and implement refreshed Capital Strategy Balance Sheet management | Dec'21 - Mar'22 Jan '22 - May '22 Dec '21 - ongoing |
| | Initial deep dives into areas identified by CIPFA benchmarking | Adults Childrens Housing and Planning Communities | By Jan '22 By Jan '22 By Feb '22 By Feb '22 |
| Service Reviews | Outcomes Based Service Reviews | Develop methodology and timeline for outcomes-based reviews | Feb '22 |
| | Revised target operating model (TOM) | Create the structure for a new TOM, including assessment of the TOM design principles against revised/new service delivery options. | Feb '22 |
| | Contract Reviews | Complete the review of major contracts, bringing in subject matter experts where required. Ensure all contracts have a named contract holder, who is suitably trained in contract management | Dec '21 - Feb '22 Dec '21 - Jan '22 |

| | | | |
|------------------------------------|--|---|--|
| Service Reviews (continued) | Contract Reviews (continued) | Ensure a Commissioning Strategy exists for all services and sub-services the Council delivers, either through an external provider or in-house | Jan '22 – May '22 |
| | Review of companies | <p>Review of existing Council companies</p> <p>Review and implementation of new group holding structure and Governance arrangements for company oversight</p> <p>New strategy for establishing service delivery arrangements and company creation</p> | <p>Dec '21 – Mar '22</p> <p>Jan '22 – Mar '22</p> <p>Feb '22 – May '22</p> |
| Governance and Culture | Governance and Assurance | Strengthening Audit committee including recruitment of independent members of the audit committee | Dec '21 – Jan '22 |
| | | Strengthen the skills and approaches of members of the Scrutiny Committees through additional training. | Dec '21 – Jan '22 |
| | | Make the necessary changes to our Constitution to incorporate the role of the Improvement and Assurance Panel in the Council's governance structures | Dec '21 |
| | | Develop proposal to change from elections by thirds to all-out elections every four year. | Dec '21 – Jan '22 |
| | | Review existing governance structures to see if improvements can be made. | Jan '22 – Mar '22 |
| | Performance Management | <p>Develop and embed Business Assurance and Project Management Office function, with responsibility for monitoring, reporting and supporting deliver of this Improvement Plan</p> <p>Review performance management framework and embed individual accountability for delivery of this Improvement Plan.</p> | <p>Dec '21 – Jan '22</p> <p>Jan '22 – Mar '22</p> |
| Capacity and capability | <p>Review of organisational structure</p> <p>Six month delivery and resourcing plans delivered for all workstreams in this Improvement Plan</p> <p>Additional capacity to deliver first 6 months of plan secured</p> | <p>Feb '22 – May '22</p> <p>Dec '21 – Jan '22</p> <p>By Jan '22</p> | |

THEME ONE Financial Sustainability

FINANCIAL SUSTAINABILITY WORKSTREAM 1 MEDIUM TERM FINANCIAL STRATEGY

The delivery of a realistic and robust Medium Term Financial Strategy (MTFS) is dependent upon a Council-wide commitment from Officers and Elected Members to a fundamental change in how we work, how services are provided, and how we engage with, and provide for, our residents. The status quo will not work and would inevitably lead to direct Government intervention given that the money will simply run out.

There are four key work streams in this section which are vital to the delivery of a sustainable financial future for the Council. These are:

1. RESTRICTING EXPENDITURE IN 2021/22

A moratorium has been introduced for the current year to ensure only essential expenditure is incurred in the remaining third of the year. This should produce an underspend which can either be used to roll forward as a one-off solution for 2022/23, or added to reserves, whichever is the greater assessed need.

2. REVENUE AND CAPITAL BUDGETS FOR 2022/23

Presenting a balanced budget for revenue that has a positive Section 25 assurance is a huge challenge. We will meet the challenge by:

- Fully establishing the unavoidable financial pressures our services will be facing, particularly as a result of the pandemic, and factoring those in the final budget
- Rigorously pursuing quick wins, including a review of our fees and charges
- Only including savings proposals that are rated Green or Amber for delivery on the traditional 'traffic-light' risk rating
- Using one-off monies as a last resort (e.g. capitalisation directive) unless for a very specific and one-off purpose (such as COVID-19 funding)
- Ensuring, wherever possible, that the need for short-term results for 2022/23 does not impede the opportunity for greater savings in future years
- The resulting proposals will be released for formal consultation on 21 January 2022, and will be considered by Cabinet on 21 February 2022, before being amended as appropriate and debated by full Council on 2 March 2022
- Financial Sustainability Workstream 3: Capital Programme, outlines the approach to the capital budget

3. MEDIUM TERM FINANCIAL STRATEGY 2023/24-2026/2027

Setting a genuine MTFS that will stand the test of time requires brave and innovative thinking. In our particular situation, it needs a root and branch review of everything we do, and how we do it. We will also need to consider how the fast-changing world of technology can play an increasing role in our engagement with residents, clients and customers. We accept that true and genuine transformation takes time, and money. Our MTFS will recognise that savings from transformation take several years to be fully realised, and so we may have to combine transformation savings with tactical savings in the shorter term. In order to arrive at a four-year strategy, by September 2022, we will:

- Learn from others; examine best practice in other local authorities across all service areas
- Follow-up on the forensic reviews that are already underway in service areas
- Set a range of financial health indicators across the four years, that will effectively set parameters for spending that optimises our use of resources

- Development of key lines of enquiry that will be the basis for the aforementioned 'root and branch review' of services. This will include capital and our company holdings
- Review our attitude to risk and investment. We need to be mindful of our affordability envelope as well as our insurance (mainly financial reserves) against any of our risks materialising

4. FINANCIAL OPERATING FRAMEWORK

We will review all of our financial and budget procedures for both revenue and capital, by September 2022. This will promote good financial management and ensure ownership and accountability for effectively managing the Councils budgets, is front and centre of the organisation's priorities. It is only with this attitude and approach that the Council's will achieve financial sustainability. This review will result in:

- Adoption of budget setting procedures, that will be built on the principle of a bottom-up approach
- Financial Sustainability Working Group (Cross-party member group) monthly briefings
- Appropriate, effective and efficient levels of control on spending
- Accountability being unambiguous, with clearly stated consequences of failure eg budget managers overspending their allocation
- Improved in-year monitoring and reporting, and agile decision making

KEY OBJECTIVES

- An underspend in 2021/22 in order to bolster reserves
- A realistic and achievable budget for 2022/23
- Reduced reliance on one-off funding solutions
- A brave, bold and ambitious MTFs for 2023/24-2026/27
- A greater focus on sustainability and the longer-term
- Greater engagement and accountability with budget managers across the Council
- An appropriate and affordable attitude to risk

KEY DELIVERABLES

- A revenue and capital budget for 2022/23
- A sustainable MTFs for 2023/24-2026/27
- A revised risk appetite
- New Financial Operating Framework and procedure

KEY RISKS

- An underspend in 2021/22 is not delivered
- The 2022/23 budget has an unacceptable reliance on one-off funding
- Genuine transformation in service delivery is not undertaken in a timely manner
- Government fails to fully fund changes in legislation, such as social care reform
- Mitigations against these risks include;
 - Real-time monitoring in 2021/22 of discretionary spend lines, with immediate actions taken
 - Working up for further budget savings that can be delivered in-year in 2022/23 that were not sufficiently worked-up for inclusion in the approved budget in March 2022
 - Issuing of a S114 notice

FINANCIAL SUSTAINABILITY WORKSTREAM 2 ASSETS STRATEGY

The CIPFA report recommended a review of assets to create a consolidated picture of all assets across the Council. At the moment, the Council holds a significant number of assets either on its own or through partners and a new and ambitious strategy is needed to drive inclusive growth and financial sustainability.

1. REVIEW OF THE ASSET BASE

Our updated Asset Management Strategy (AMS) will be based on asset rationalisation where there is no commercial, community or strategic case for retaining the property. In line with the MTFS theme the utilisation of assets will form part of the root and branch review of everything we do and how we do it. The changes to operating practices as a result of the pandemic have demonstrated the possibilities of reducing the use of physical assets while still providing services to residents, clients and customers. It is expected that the decision taken on changes to service delivery will make a number of operational assets redundant and this work will complement the Organisational Capacity and Delivery theme.

2. ASSET DISPOSALS

Receipts from asset disposals will be utilised to meet current commitments, provide additional cash flow into the Council to mitigate budget pressures of servicing past debts (in line with the key Financial Health Indicators referenced in the MTFS section), and if required to provide an alternative funding source for a transformational programme that delivers savings over the period of the MTFS subject to Government approval.

Any disposals must comply with the AMS and the Asset Management Plan. We cannot make short-term decisions that could harm future values. The sites which are recommended for sale will be disposed in accordance with Best Value to ensure the greatest value within the timescales set out in Workstream 1 – MTFS. This will ensure that only asset sales are ‘at the right price’ and will not be rushed into ‘fire sales’.

To achieve asset disposals we will:

- Complete a review of our Asset Management Strategy and Plan
- Bring in a subject matter expert to see how we can add value to the existing estate
- As a result of the above, compile a list of possible disposals, and consider and manage the implications of each potential disposal such as
 - revenue loss,
 - maintenance liabilities, and
 - current and potential future issues which may affect valuations
- Where option appraisals are required an external property advisor will be commissioned
- Set up an effective project management to manage all asset disposal activities in accordance with the timescales of this Plan and MTFS and reporting in accordance with the governance of the Plan
- Mitigate any risk in asset sale realisation by continually reviewing and expanding the list of assets recognised for disposals

KEY OBJECTIVES

- To have an asset strategy that ensures value is maximised over the short, medium and long term
- To commission a report that identifies how we can maximise the value of our existing estate
- Compile a list of assets for disposal between now and March 2023

KEY DELIVERABLES

- An asset strategy approved by Council in July 2022
- A target figure for asset disposals in 2022/23
- Reduced liabilities, both revenue and capital, as a consequence of the asset disposal programme

KEY RISKS

- Capital receipts are not realised in sufficient quantum for 2022/23
- Assets are sold before their values are maximised
- The wrong assets are sold
- Revenue income or potential income is lost and cannot be replaced
- Condition surveys adversely impact on purchase price

FINANCIAL SUSTAINABILITY WORKSTREAM 3 CAPITAL PROGRAMME

Peterborough Council has a high level of debt. The borrowing costs associated with that debt represent 16% of the 2021/22 revenue budget. This must and will be reduced over the medium term. The 2020/21 Statement of Accounts, including internal borrowing, shows total debt at £598m. Total realisable assets held by the Council are shown at £368m.

There are historic reasons for this position, such as investment in assets no longer on our balance sheet (academy schools) and investments in no-realizable assets (eg roads). This is not unusual, but it does mean that maximising our assets through service provision or disposals, is critical

Turning the debt to realisable assets ratio into a more positive and proportionate balance will take time. The following elements will be implemented:

1. REVIEW OF THE EXISTING CAPITAL PROGRAMME

This is already underway. The Section 151 officer has issued an instruction to the organisation that 'the Council must stop all capital expenditure that is not legally required that is funded by Council Resources'. Interim controls have also been introduced until this Improvement Plan is approved and will remain in place until a revised Capital Strategy, developed as appropriate with our partners and the voluntary sector, with associated controls, is approved.

2. CAPITAL STRATEGY

A new Capital Strategy will be presented to Council in March 2022 for approval. This will be based around six basic 'rules':

1. No new borrowing unless failure to do so would result in a breach of our statutory duties (see next bullet)
2. Borrowing for projects that will result in future savings with a payback period of five years or less
3. A two-stage approval process: approval to plan (which allows a project to be included in the capital programme) and approval to spend (required before a contract is entered into that commits the Council to expenditure)
4. A prioritisation process based on need and financial benefit.
5. A review of the current governance and control framework
6. A review of funding sources

3. BALANCE SHEET MANAGEMENT

The level of debt, the cost of debt repayment, and the negative equity shown in the balance sheet are a big concern. The Asset Review section sets out our objectives for asset disposals, which will be used in part to repay debt. Whilst any debt repayment from receipts will reduce the future debt repayment costs (which will be one of our key Financial Health Indicators referenced in the MTFs section) it is unlikely to improve the negative equity situation (unless assets are sold for more than their book valuation). We will therefore only sell assets 'at the right price' and will not be rushed into 'fire sales'. At this stage however, we cannot rule out needing to use some capital receipts to support the 2022/23 revenue spend, subject to Government approval.

KEY OBJECTIVES

- To review the existing capital programme to 'shrink to fit' affordability
- To reduce debt costs as an overall percentage of the revenue budget
- To have a Capital Strategy that reflects the perilous state of our balance sheet
- To have a capital programme that properly reflects the Capital Strategy
- To revisit the Asset Management Plan, to ensure we have the right assets in the right place, and that we have fully budgeted for lifecycle costs

KEY DELIVERABLES

- Propose a revised Capital Programme to Council in March 2022
- Propose a new Capital Strategy to Council in March 2022
- Ensure we have a fit for purpose process for agreeing and prioritising projects
- Present an updated Asset Management Plan to Council in March 2022, along with recommendations for an asset disposal programme (see Financial Sustainability Workstream 2 – Assets)

KEY RISKS

- Council does not adopt the March 2022 recommendations
- More debt is needed to meet our statutory obligations
- Inflation and supply adversely impacting on cost of materials and delivery of projects



THEME TWO Service Reviews

The purpose of this theme is to describe the Council's approach to examining its current service delivery and operating model.

SERVICE REVIEWS WORKSTREAM 1 DEEP DIVES

For the first six-month period of the plan, the focus will be on deep dives into the service areas which are highlighted through benchmarking in CIPFA's report. These deep dives will determine if there is scope to make savings quickly in these areas by applying best practice and learning from other councils. We have commissioned CIPFA to work with our service leads and practitioners to review these service areas.

The key driver for the deep dives, over the next six months, is to challenge the service areas to determine how we could do things differently and save money. We will only be able to make the really tough decisions if we have the right mindset. Where we can make the case for change, we must then have the will and determination to stop doing things that (a) don't meet our statutory duties (b) are not core to our corporate priorities or (c) we simply cannot afford to deliver.

We need to reconsider everything we do and focus only on our priorities and on what we can afford. We have to change our mindset to focus on the things that are essential and important.

Initially and between now and April 2022, we will carry out service deep dive reviews into five key areas:

- PHASE 1:** Children's Services and Adult's Services (start November 2021, ends December 2021).
- PHASE 2:** Housing and Planning (starts December 2021, ends January 2022).
- PHASE 3:** Community and Leisure Services (starts and ends February 2022).
- PHASE 4:** Companies and other commercial interests (starts Dec '21 ends May '22)
- PHASE 5:** Is a cross-cutting theme and comprises assets and contracts. These will be reviewed on a service-by service basis as we conduct each of the reviews in Phases 1-4.

We will review services using external expertise and challenge from CIPFA and other partners. We will also draw on the wide range of experience from our Improvement Panel and we will "borrow with pride" by challenging our current thinking and being open about adopting new ways of working.

We aim to have reviewed and have key options and recommendations for the first phase of services within the next six months. This work will be undertaken on an iterative basis. For Children's and Adults' we expect to be having conversations about what we could do differently during December 2021 with a view to rapid implementation in early 2022.

The approach to the deep dives will be focused, direct and have a quick turnaround. Our deep dive methodology will comprise a fact finding and diagnostic phase, where we will conduct interviews with service leaders and experts. Our analysis and solution development will be based on reliable data points. We will only move forward to mobilisation and implementation once we have agreed that the proposed changes will deliver better outcomes and maximise efficiencies.

Existing performance data along with sector benchmarking data provided by external partners will be used to review the performance of our services and to help us focus where improvements are required.

We will apply a set of criteria in order to inform the next phases. These criteria will include (a) those services showing a benchmarked high spend, (b) services with a known high spend, (c) statutory then non statutory

based on total service spend, (d) services with significant reliance on support services including business support, contracts and other assets including borrowing.

SERVICE REVIEWS WORKSTREAM 2

OUTCOMES BASED SERVICE REVIEWS AND TARGET OPERATING MODEL

After the first set of deep dive reviews, we will take a more cross cutting view of outcomes and services, looking for opportunities for transformation and innovation. There will be a clear line of sight from strategic objectives to service delivery supported by a common business planning and business prioritisation approach; allocation of financial and people resources where they are most needed.

Underlying this, we will ensure that the linkages between service demand and volumes are aligned to our performance reporting framework. Strategic planning and the allocation of money will be done by focusing on the outcomes rather than by where resources sit in the organisation. We will be smarter at linking up finance information and service activity data to help us do this.

For each service review we will apply a standard set of design principles including the following:

- Protect areas of expertise and professionalism that underpin the current service operating models while at the same time challenging if the operating model is still fit for purpose.
- Explore the scope for productivity increases while also looking at whether demand/service consumption can be reduced. Where elements of services should be no longer continued, we will call these out.
- Every individual counts towards the whole and there is a need to ensure that we have the right skills and competency focus for delivering our services including the structure of teams and the make-up of the teams themselves.
- Enable cross functional working wherever possible appreciating that services are rarely delivered in organisational silos.
- Relating to the points above, thinking outside of the box by considering more radical ideas for service delivery including increasing the scope of our existing partners where they are better placed to deliver.
- Ensuring that the assets and other underlying infrastructure (eg, support services, the corporate centre, ICT, applications, data and information) are fit for purpose.
- That commercial activity should happen in one place eg, where the professional accountability for contracts lies within the Procurement function.
- Spans and layers are reviewed to ensure that controls sit at the right level and that unnecessary layers are removed where they don't add value to the service chain.

The service reviews (and taking account of the design principles) will enable us to reframe our view of the services we deliver and how we deliver them. We will gain a better view of how we want to deliver services in the future accepting that some of our new proposals may require further work in the form of business cases and stakeholder consultation.

In order to help us draw a more composite picture of what the future might look like, we will create a high-level target operating model (TOM). A TOM sets out the desired future state for an organisation. Articulating our future vision will help us to understand the journey we need to go on to get there and this will include key considerations such as:

- What a new TOM would look like for the Council.
- What its implications might be for staff, managers, stakeholders, partners and customers.
- What it might cost to implement and what the financial and non-financial benefits might be.
- How it would improve and indeed further the outcomes we need to achieve at Council and service level.
- How we need to change the way we work together and act together.

Many public sector organisations face significant financial issues and their financial constraints only increase year-on-year. There comes a point where salami-slicing services to save money takes these organisations into the laws of diminishing returns.

The organisations that tend to recover and survive on a more sustainable footing are those that take the brave decisions about focusing on the “minimum viable product”, allowing them to channel their resources into delivering the outcomes that have the greatest impact on those that they serve. This is why the creation of a TOM will allow the Council to see the relationship between the services that it must continue to deliver against the outcomes, the performance regime, the skills, competences and resources that it needs to deliver them.

KEY OBJECTIVES

- To maximise our ability to achieve our priority outcomes by increasing the efficiency of service delivery.
- To rationalise and simplify our modes of delivery and influence under a coherent strategy.
- Review shared service arrangements to ensure that they remain fit for purpose and where they are not, propose alternative (costed) ways of delivering services.
- Deliver a set of service-based reviews against the Council’s priorities and against a backdrop of what it can afford over a two-year programme, with the criteria for the remainder of reviews not detailed in this Plan, to be agreed by the Council’s management team during Q4 of the current fiscal year.
- Ensure that the outcomes from the deep dives described in this Plan are consistent with setting a deliverable budget for 2022/23 and a sustainable budget beyond that.
- Review high priority services with the first six months. Agree alternative options for delivery, new ways of working, highlight investments that need to be made (drawing on the capital programme where appropriate to fund transformation).
- Develop business cases for change/transformation focused on changes that will give us the best return on our investment and ones where we can deliver an improved set of outcomes.
- Focus on changes that can be designed, tested and delivered using an agile approach.
- Ensure that the underpinning infrastructure (capital, assets, contracts, commercial arrangements, support services, assets) are challenged to ensure they are fit for purpose and aligned with the services.

The result of this programme, starting now, will be a prioritised, more modern and open Council that acts together to serve its customers and deliver its outcomes in the most efficient way possible with the resources it has available to it. Iterative deep dives will become a common feature of delivering our services so that we constantly review what we do.

KEY DELIVERABLES

- Clear line of sight for the immediate reviews as detailed in this Plan.
- Development of prioritisation criteria for the remaining services.
- Clear scope of each review with key personnel from each service identified along with achievable but demanding start and end dates.
- Key findings and options for change supported by evidence, analysis of performance and financial data including benchmarking and data analysis.
- As the reviews deliver conclusions, ensuring there is close alignment to existing discussions and plans regarding the 2022/23 budget and being cognisant of existing and planned savings plans and initiatives.

KEY RISKS

- Lack of resources from the Council to participate in the deep dives
- Resistance to change or change fatigue leading to lack of new ideas from service areas

- Insufficient engagement from the service areas.
- Lack of resources to deliver the proposed changes.
- Difficulty in unlocking savings and changes in support services (e.g., assets, contracts etc.)

SERVICE REVIEWS WORKSTREAM 3 CONTRACT REVIEWS

The contracts that we have in place are many and wide-ranging. Our contracts support a whole raft of service delivery functions and almost no contract is the same i.e., different terms and conditions, different contractual clauses, different exit arrangements and payment terms etc. Our contracts portfolio fulfils varying functions in our day-to-day service delivery with some contracts acting as additional and supplementary support whilst other contracts are integral to the work of the service and are part of the “fabric” of a given service.

The purpose of this work stream is to review our contracts with a view to getting a common understanding of what contracts are of vital importance to the running of our services and which contracts could (with careful transition planning and service re-design) be terminated.

1. PROPOSED SCOPE

It is vital that our commissioning, procurement and contract management arrangements are commercially driven and result in value for money services whilst providing support to our service delivery operations. By May 2022 we will:

- Have reviewed those existing contracts that give us most cause for concern
- Ensure every contract has an assigned contract manager
- Provide refresher training to all contract managers and reinforce the interfaces between the services and Procurement including a clear understanding of respective roles and responsibilities.
- Refresh the Contract Management Manual to ensure managers are clear what is expected of them
- Ensure a Commissioning Strategy exists for all services and sub-services the Council delivers, either through an external provider or in-house
- Ensure that those commissioning strategies are supported by a detailed market analysis
- Work with key providers and potential providers on shaping the market, to meet our needs
- Develop procurement plans in line with the commissioning strategies
- Review the need to strengthen the head of profession role for commissioning and contract management

2. UNDERSTANDING THE IMPACT AND THE KEY INTERDEPENDENCIES

We will approach the review of contracts in two ways acknowledging that with the first service reviews in Children’s and Adult’s Services, we will review the key contracts that support these services. As we progress with the service reviews, we will review the specific contracts for these services as appropriate. We will also undertake a fundamental review of all contracts across the Council to assess a range of factors including but not limited to the following:

- Is the contract still required?
- Is the contract performing as it needs to?
- Could the services delivered by the contract be delivered in a more efficient and cost-effective way including the termination of the contract and transferring the contracts functions in-house?
- Are any contracts inhibitors to the transformational changes we need to make?
- Would transferring the contracts functions to another provider (potentially through competition) better support out priorities?

- How does changing the contract arrangements affect other elements of delivery including the impact on business support functions?

Getting the right balance of contracts, being delivered in the most cost-effective way with the right levels of management and control is just as important as getting the right commercial arrangements from the contracts themselves. As we progress the service reviews and the review of contracts, we need to maintain the right balance between the needs of the centre (commercial and financial) with the needs of the services.

KEY OBJECTIVES

- Ensure existing contracts are being effectively monitored and managed
- Ensure that there is a well understood strategy and approach to reviewing all contracts in line with financial, commercial and service delivery objectives.
- Contract management skills and roles and responsibilities are clear between contract management and service functions
- A programme of commissioning strategies is a fundamental part of our MTFS
- Procurement Plans are approved prior to any engagement with possible providers

KEY DELIVERABLES

- A review of specific contracts in line with the service reviews being conducted by CIPFA starting in Children's and Adult's
- Each contract will have a set of KPIs that will be reported against
- Large spend contracts that have a major impact on service delivery will be taken through Scrutiny Committees.
- The Contracts Register will be reviewed to ensure it holds the appropriate level of information
- Providers of services will be engaged in order to inform our strategies and planning

KEY RISKS

- We are paying for services that are not being delivered, or not delivered to the required standard
- We have entered into poor contracts, resulting in poor value for money
- We may not have the required penalty clauses in the contract for poor performance
- We are perceived as uninformed purchasers
- We are prevented from existing contracts due to onerous exit terms and conditions

SERVICE REVIEWS WORKSTREAM 4 REVIEW OF COMPANIES

The Council has a plethora of arrangements for service delivery in pursuing its aims and objectives and this includes a number of subsidiaries, joint ventures and associated companies. Over the years, the Council's interests have grown in an ad-hoc manner, with little attention paid to an overarching structure or strategy.

It is important that appropriate governance arrangements are in place in order that the Council has visibility on performance and risk and that the synergies between our interests are maximised.

In order to achieve this, by May 2022 we will:

- Carry out a review of existing companies (supported by CIPFA).
- Run an in-housing /outsourcing process for selected companies, reviewing the process used to create the initial justification and the objective justification (Business Case) for future commercial arrangements.

- On completion of each company review, an evaluation of divestment and disposal options and alternative delivery arrangements where these considerations are appropriate.
- Review of governance arrangement for oversight of the Council's portfolio of companies, including options for a new group holding structure.
- Review of internal governance and oversight arrangements from an officer and elected member perspective, ensuring there are no conflicts of interest and that all members and officers are appropriately trained to carry out their role.
- Review the frequency and content of the reporting arrangements for each entity to the Council and develop a standard report framework for Cabinet decision making for any future proposals to transfer in-house services to a new or existing entity, or for any new activity aimed at growth and/or commercial opportunity for the Council.

1. PROPOSED SCOPE

Over a number of years the Council has secured delivery of its services through a number of different arrangements. These have ranged from wholly owned companies of the Council, joint venture partnerships, and charities through to private outsourced arrangements. The list of companies in scope for the review are as follows:

- Peterborough Limited
- Blue Sky Peterborough
- Empower Peterborough
- Opportunity Peterborough
- Peterborough Investment Partnership LLP
- Medesham Home LLP
- NPS Peterborough Ltd
- Peterborough Museum and Art Gallery Trust
- The Mayor's Charity
- Peterborough HE Property Company Ltd
- Smart Manufacturing Alliance Ltd

2. COUNCIL OWNED COMPANY REVIEW

As part of this work we have commissioned CIPFA to undertake a review of our company and wider commercial portfolio. CIPFA will review each of the companies in turn according to a pre-determined priority based on a range of factors including risk. They will provide an independent analysis of each company including performance, financials, strengths and weaknesses, and the Council's exposure to risk. Where appropriate and where the documentation exists, CIPFA will also review the original business case and commercial and financial justification for the companies to ensure that the original tenet for establishing each company is based on a sound set of principles.

This work will inform individual decisions on whether to maintain, revise focus, in-house or divest from Council companies. The companies under review will form part of a work package agreed between the Council and CIPFA.

3. COMPANY GOVERNANCE ARRANGEMENTS

The Companies theme will focus on the development of Council policy with regard to executive and non-executive directors, establishing a clear role for senior officers through a Shareholder Unit function, ensuring all forms of parental support to companies within the group are subject to effective controls and clear decision making.

4. COMMERCIAL STRATEGY AND COMPANY RULEBOOK

Where Council companies offer reasonable levels of assurance of future financial returns, the Council will seek to maximise this benefit through the development and application of an overarching Commercial Strategy. This will include an assessment of directly delivered charging activity and the treatment of surpluses generated by the companies. Existing and future requirements for Council funding and capital will be evaluated using a combination of risk profile, return on investment and prevailing market conditions.

We will formalise the work of companies and other commercial interests through the development of a Company Rulebook. The Company Rulebook will:

- Provide guidance on the key considerations when the Council is looking to establish new commercial ventures including the creation of new companies.

- Provide officers with a series of guiding principles including reference to existing professional body guidance (e.g. the CIPFA Code) as part of managing the oversight of the companies' portfolio.
- Provide the Shareholder Unit with a set of principles enabling it to provide the checks and balances required of good company oversight and sound commercial management principles.

KEY OBJECTIVES

- Provide greater visibility of company performance and risk profile of the wider Council group.
- To reduce overall complexity and simplify the management and oversight of all core Council activities by reducing the number or alternative delivery vehicles. (This needs to be undertaken with close alignment to the customer services strategy/model being deployed by the Council.)
- To strip out duplication of overhead and management costs by bringing core functions in-house where there is no imperative to maintain externalised delivery vehicles.
- To identify opportunities to generate capital receipts to the Capital Programme through divestment of interests in profitable activities.
- To establish robust shareholder controls and assurance mechanisms for those companies the Council maintains.

KEY DELIVERABLES

- Overarching Commercial Strategy.
- Establishment of a link between individual company performance and the Council's wider performance management system and production of corporate key performance indicators.
- Decisions on the direction for each company/commercial interest.
- Options appraisal and potential creation of a new Shareholder Unit.
- Review of the effectiveness of the Shareholder Cabinet Committee.
- Following the Public Interest Reports into the London Borough of Croydon and Nottingham City Council's EnviroEnergy, review the interface between each company's governance and decision making and the Audit Committee and the Scrutiny Committee for Growth, Environment and Resources.

KEY RISKS

- Loss of opportunity for financial returns as a result of decision-making delays.
- Over financial exposure where companies are struggling financially post-COVID.
- Lack of oversight and governance with regard to companies, resulting in the potential for financial and reputational damage to the Council.
- Medium to long term company performance (based on an independent review of each company's financials and up-to-date Business Strategy and business plans).



THEME THREE Governance and Culture

Delivery of the Improvement Plan is dependent upon a number of interrelating factors, not least of all is having an organisational culture and strong governance that supports the need for the change, understands what is required alongside an absolute determination to succeed. Whatever plans are put in place can only succeed when everybody is determined to adopt the behaviours required and to live the new culture. The most pressing need is a culture that is focused on performance, delivery and accountability. Immediate work will concentrate on enabling the organisation to focus on this.

There is a positive base to start from, the External Governance Review led by Andrew Flockhart paid tribute to the political will of the Leader and Cabinet to take ownership in resolving the financial challenges. The Review also recognised the positive and open relationship between Councillors and Officers and the willingness to learn. However, the review recognised the past lack of challenge and scrutiny from members and officers alike has contributed to the financial situation being allowed to deteriorate.

All parts of the Council's system of governance (including Full Council, Cabinet, Scrutiny, Audit and regulatory committees) must play their part effectively, enabling the Council to fulfil its ambitions for the city and its duties to the public.

This will require a shared commitment by all Members in Full Council, strong and decisive leadership by Cabinet, constructive and well-informed Scrutiny, and inquisitive and challenging Audit. All the right parts of the machinery of governance exist - they need to work together better to help the Council get through this very tough period

GOVERNANCE AND CULTURE WORKSTREAM 1 MEMBER GOVERNANCE AND ASSURANCE

The external assurance review report on Governance asked us to commission and support a development/support programme for councillors, particularly the new Leader and Cabinet, the Chairs of the Scrutiny Committees and the Audit Committee and for the leaders of all the political groups of the Council. The report also highlighted the need for us to strengthen the leadership of our Audit Committee and to elevate the role of the Audit Committee's annual report to Full Council so that a considered discussion could take place regarding any concerns raised and a robust response given.

We are committed to ensuring members have the structures, knowledge and skills needed to effectively scrutinise and challenge the Council's financial decisions, governance and procedures. We will review existing governance structures to see if improvements can be made and work with CIPFA to conduct a skills analysis assessment of both the Audit and Scrutiny Committees in order to deliver a targeted and appropriate training and development programme.

1.AUDIT & ACCOUNTS COMMITTEE

The governance assurance report found that our Audit Committee was not currently scrutinising the Council's financial challenges with sufficient urgency or focus or paying sufficient attention to the strategic risks and issues facing the Council or the Council's MTFS processes.

CIPFA has been provided with details of the training that was provided in-house by the S151 officer and his team and the Internal Auditor for the Audit Committee after the May elections in 2021. Committee members have also all received the CIPFA handbook "Audit committees - Practical Guidance for Local Authorities and Police (2018 Edition)" which sets out best practice and helpful checklists when reviewing the effectiveness of audit committees.

The DLUHC Finance Review report recommended that the membership of our Audit Committee should be strengthened by the appointment of external independent members in order to improve its expertise and independence and this is in line with industry best practice of every local authority audit committee having at least one independent member. A report recommending the recruitment of independent members of the audit committee, one of whom would chair the Audit Committee, will go to the Special Council meeting on 16 December for approval. This will include draft job advertisement and amended terms of reference for the Audit Committee. CIPFA will be supporting the Council on the recruitment process.

If approved by Council on the 16 December 2021, the roles will be advertised immediately with a view to interview in the second week of January 2022. The induction process will then commence immediately, subject to ratification of the appointment at end of January 2022 at Full Council.

2. SCRUTINY COMMITTEES

The Council has four Scrutiny Committees – Adult’s and Health Scrutiny Committee, Children and Education Scrutiny Committee, Communities Scrutiny Committee and Growth, Environment and Resources Scrutiny Committee - which also meet jointly to scrutinise budget proposals.

The Governance assurance report found that the checks and balances that should be offered by the scrutiny role were not strong enough and did not focus enough on the strategic dimensions of our challenges, in particular the MTFS and annual budget plans. There needed to be a stronger willingness to challenge the assumptions and information presented to them.

CIPFA has been asked to consider how best to strengthen the skills and approaches of members of the Scrutiny Committees and are considering this against the training that has already been delivered.

We will make the necessary changes to our Constitution to incorporate the role of the Improvement and Assurance Panel in the Council’s governance structures, including reporting to Full Council every six months and the Cabinet’s response to its recommendations. The Growth, Environment and Resources Scrutiny Committee will review the Cabinet’s actions and report on progress directly to Full Council every six months.

3. CONSIDERATION OF MOVING TO “ALL OUT ELECTIONS” EVERY FOUR YEARS TO ADD STABILITY

The Governance Assurance report recommended that the Council formally consider a report on moving to all out elections every four years instead of electing by thirds by March 2023, via an evaluation process. The Council is also required to discuss the outcome of the evaluation with DLUHC. The report recommended this change in order to bring stability to our decision-making and encourage the development of more strategic long-term solutions. The timetable set out the Governance Assurance report states that the formal evaluation of the option of a four-year electoral cycle should be initiated by July 2022 and Full Council should consider a report outlining the results of the evaluation process by March 2023. Any such decision would require a two-thirds majority of members voting in favour.

A report is therefore due to come back to Full Council in 2022 asking it to consider the recommendation to commence an evaluation process on the proposal to change from elections by thirds to all-out elections every four years.

3. RISK MANAGEMENT

A good foundation for risk management exists, although the organisation has been traditionally risk averse. In order to deliver the Improvement Plan, we may need to embrace a higher level of risk appetite.

| RISK APPETITE | DESCRIPTION |
|-------------------|--|
| Averse | Avoidance of risk and uncertainty in achievement of key deliverables or initiatives is key objective. Activities undertaken will only be those considered to carry virtually no inherent risk. |
| Minimalist | Preference for very safe business delivery options that have a low degree of inherent risk with the potential for benefit/return not a key driver. Activities will only be undertaken where they have a low degree of inherent risk. |
| Cautious | Preference for safe options that have low degree of inherent risk and only limited potential for benefit. Willing to tolerate a degree of risk in selecting which activities to undertake to achieve key deliverables or initiatives, where we have identified scope to achieve significant benefit and/or realise an opportunity. Activities undertaken may carry a high degree of inherent risk that is deemed controllable to a large extent. |
| Open | Willing to consider all options and choose one most likely to result in successful delivery while providing an acceptable level of benefit. Seek to achieve a balance between a high likelihood of successful delivery and a high degree of benefit and value for money. Activities themselves may potentially carry, or contribute to, a high degree of residual risk. |
| Eager | Eager to be innovative and to choose options based on maximising opportunities and potential higher benefit even if those activities carry a very high residual risk. |

Our risk management approach and methodology is articulated within the Risk Management Policy and overseen by the Risk Management Board. Key risks are recorded using the Council’s online project management tool (POWA) and the Risk Management Board provides formal oversight and challenge of corporate and departmental risk registers. There is good risk management representation across all Directorates and management engagement in the risk management process.

To oversee the delivery of the Improvement Plan, each Theme will have a series of actions which will be risk assessed and regularly monitored against. Based upon a standard 5 x 5 risk matrix we will ensure consistent treatment and identification of risk at all levels of the organisation. Links will be included if there are clear synergies between a risk in a department and the Improvement Plan so that they are recorded only once to avoid duplication.

Senior Responsible Officers (SROs) and delivery teams will be accountable for ongoing reviews ensuring that risks are identified early, and mitigating actions are developed at pace to get projects back on track. By using POWA as the central repository for all risks this will enable greater coordination and ability to produce regular reports to Officers and Members.

GOVERNANCE AND CULTURE WORKSTREAM 2 PERFORMANCE MANAGEMENT

Monitoring performance at an organisational and individual level is a vital component of delivering the Improvement Plan.

There will be appropriate mechanisms to recognise, applaud and share success whilst also recognising that there has to be consequences for under performance. Every member of the workforce has a role to play and is responsible and accountable for the work they do. This will be supported by consistent process, systems and messaging across the organisation.

The Independent Assurance and Improvement Panel will provide external advice, challenge, and expertise to us in driving forward the development and delivery of our Improvement Plan and they will provide assurance to the Secretary of State on our progress on delivering the plan.

To provide assurance to the Improvement Panel and the Council, that the Improvement Plan is on track to deliver the agreed outcomes, we will implement a robust monitoring process. Monitoring will focus on the successful achievement of key milestones, monitoring of financial implications, and the identification and management of risks and issues across each theme.

1. BUSINESS ASSURANCE AND PROJECT MANAGEMENT OFFICE

A Business Assurance Function will be established which will work hand in hand with each of the theme and action leads and other corporate functions like finance, assets and communications to ensure the delivery of the Improvement plan. It will:

- Act with the authority of the Chief Executive, the Cabinet and the Improvement Panel.
- Bring together, in one place, a high level plan of all improvement activities with focus on improving the immediate financial stability of the Council within the next six months and consequently holding “one version of the truth”.
- Act as a ‘critical eye’ by providing scrutiny and proactively challenging risks, issues and variations from plans across Improvement Plan activity.
- Provide organisational wide support on governance, project portfolio management best practices, tools and standardised processes.
- Provide regular reports to Leadership team and Independent Improvement Panel.
- Work with senior responsible officers (SROs) to develop six monthly delivery and resourcing plans and the necessary support to secure appropriate resources required to deliver.
- Track benefits, ensuring that activity delivers to the intention of the Improvement Plan.

The Business Assurance Function will produce a report for each meeting of the Improvement Panel which will contain the following:

- Summary of the key deliverables and milestones against the plan.
- Things that have been achieved early – things that are late with explanation.
- Key risks and mitigating factors/status of risks etc.
- A financial summary explaining achievement of financial performance in the last period and a forecast outlook for the next period.
- Plans for the next period.
- Other matters arising to be brought to the attention of the Panel.

2. INDIVIDUAL PERFORMANCE AND ACCOUNTABILITY

In order to bring about the requisite culture change individual goal setting and performance management will be scrutinised and altered as necessary. This work will be underpinned by a cultural transformation programme, jointly delivered with partners. This will be designed around driving the behaviour change essential to delivering the Improvement Plan and foremost, making the Council more financially sustainable and will include:

- A clear set of organisational goals which hold the Chief Executive and senior officers to account for their delivery and which are embedded throughout the organisation, so everybody is clear what they are and their role in achieving them.
- A performance management framework has recently been introduced that focuses on outcomes. The governance of the framework will be reinforced to ensure that it is consistently applied and is focused on both outcome and delivery. The performance framework will focus on the key priorities and should be updated on an annual basis.

- On the appointment of the new CEO, developing a culture of individual accountability and a more forensic focus of what we do and why we do it. We need the whole organisation to have “change conversations” in order that we can progressively change the way we work.

GOVERNANCE AND CULTURE WORKSTREAM 3 CAPACITY AND CAPABILITY

The impact of this plan and the level of change on the organisation must not be underestimated and it will place capacity strains in areas of the Council that are already resource constrained. Such issues will have to be managed and additional skills and experience brought in if and as required. A key outcome from this stream of work will be to equip the Council's officers with the experience and toolkit to deliver change within their teams, using external resources as and when required.

Delivery of the plan is heavily dependent on the organisation having the capacity and capability to both deliver it and to ensure it is sustainable. The Council will critically review its structure to ensure it is able to meet the demands of the plan, has the appropriate skills deployed in the right places and where skills are deficient has a plan to close the gap.

1. ORGANISATIONAL STRUCTURE

There has been significant change in leadership across the Council – for both Members and officers – which will continue into 2022. To ensure that the council is well equipped for the change and improvement it will undertake over the next two years, a review of senior roles and their portfolio of accountabilities has been agreed in phase one of the budget.

With the arrival of the new chief executive in February 2022, the organisational structure will be rigorously examined to ensure it is best suited to deliver the plan. Changes will be made where necessary and, in part, will be influenced by the outcomes of the service reviews.

The review will examine resources, spans of control and layers within departments to ensure that it can work in the most effective manner, be staffed at a level which allows for focus on the key deliverables, avoids duplication and ensures that accountability is clear and understood.

The structure must be continually evaluated against the Improvement Plan and assurance given that it will deliver the plan, whilst balancing this with the resource consumed by continuous structural change. As with other areas of the plan, change will only be made where it has a positive impact on outcomes and delivery of the Improvement Plan.

2. SKILLS AND CAPABILITY

The skills requirement falls into two groups, firstly the skills that are needed immediately to ensure the plan can be met, most significantly within the first six to twelve months, ensuring that financial stability is achieved. Secondly the skills for the slightly longer term to close the gaps identified further on in this Improvement Plan and to ensure the future is sustainable.

The scale and breadth of the work now needed to deliver the Improvement Plan is significant and will require a review of capacity, skills and delivery options, some of which will be addressed by the service reviews. Urgent prioritisation of outcomes and activity through the new Corporate Strategy will be undertaken and a clear resource plan against these priorities will be developed. This resource and delivery plan will be considered in six-month cycles, so that capacity is developed and used as it is needed - not too early or too late.

Against this resourcing plan, we will determine if we have the right skills, experience, and attitudes in the right numbers to sustain the delivery of the plan. Gaps, where identified, will be accompanied by a plan to close them. We recognise that this is likely to be a two phased: the requirement to bring in short term resource to provide support to deliver the plan, followed by the need to grow skills for the future.

Not immediately, but over time, a skills development programme will be put in place and will include a succession planning exercise, which will give additional information on skills strength, future needs and recruitment priorities.

3. IMMEDIATE CAPACITY DEMANDS

Over the last three years, the focus of much of the Council's corporate resources has been on creating governance and systems to strengthen financial performance and control and on fixing some foundational issues in IT contracts and systems. Work on the Financial Improvement Programme has consumed what limited change capacity the Council has.

Services have put forward proposals for incremental improvement and, overall, these have been delivered. However, as noted in both the LGA Peer Review and DLUHC reports, the organisational capacity to deliver fundamental transformational change is very limited – both in service teams and in corporate services.

The LGA and DLUHC reports identified some key areas where additional capacity is needed urgently. The first of these was the appointment of a single Chief Executive to focus on Peterborough City Council. This recruitment has been successfully completed, with the new Chief Executive starting in January 2022.

The LGA Peer Review also highlighted the need for a greater strategic focus on place shaping, engagement with communities and work with partners across the city and system. The report recommended that additional strategic capacity was required to link inclusive growth and economic development with people services, demand management and community work. The accountability and skills required to strategically link place and people will be considered as part of the review of the corporate management team.

There is currently no internal resource for business assurance, programme and project management, policy development, transformation, business analysis, design or behaviour change as these functions sit within outsourced arrangements. It is well understood that this contract no longer meets our needs and urgent work is required through the contracts theme to release the funding to build internal capability to deliver transformation and improvement.

The final area highlighted in all reports is the need to carefully consider and plan for the impacts of the pandemic, making sure that the new Corporate Strategy, Improvement Plan and service plans capture additional skills and activity required to respond to increased and new demand.

KEY OBJECTIVES

- Strong governance and assurance from Members, Officers and the Independent Improvement Panel
- Risk appropriately identified and managed
- All stakeholders from public through to DLUHC can transparently see performance against the Improvement Plan.
- Clear ownership and accountability of delivery, performance and risks
- Assurance that the overarching Improvement Plan is being delivered against the stated commitments, milestones, outcomes and that benefits realised in each programme are monitored
- Ensuring the current structure can meet the plan
- Addressing existing capacity and capability gaps to deliver the Improvement Plan

KEY DELIVERABLES

- Training for Members and Officers
- Business Assurance and Project Management Office (PMO) function established
- An organisational structure fit for the task to deliver the key outcomes of the Plan in the next six months
- Detailed delivery and resourcing plans developed with skills needed identified and secured

KEY RISKS

- Unable to engage the skills needed
- The organisational review is unsettling, and some key skills and experience leave the organisation
- Underestimating the amount of resource required to deliver the plan
- Lack of clarity on what is required, who is accountable for delivery and when it has to be delivered by
- Ineffective monitoring of performance and risk leads to plan slippage and potential additional expense

GLOSSARY

| TERM | DESCRIPTION |
|---------------------------|--|
| RIT | Rapid Implementation Team is an officer led group which ensures all budget related initiatives are implemented and effective including: savings and income generating initiatives, capital programme, HR and finance controls, debt management and risk. |
| CMT | The Council's Corporate Management Team, is otherwise known as the CMT. This structure chart outlines the Council's management team |
| FSWG | Financial Sustainability Working Group is a cross party member working group, established to review the Council's financial position, develop sustainable budget proposals and consider the types of decisions that must be taken. In order to achieve financial sustainability. This will include Involvement of all parties, and will play a vital role in the delivery of financial sustainability for the Council. |
| CPF | Cabinet Policy Forum is an unofficial (non-public) meeting of Cabinet which reviews the Council's financial position, develops sustainable budget proposals and considers the types of decisions that must be taken In order to achieve financial sustainability. |
| DLUHC | The Department of Levelling up, Housing, and Communities is the government department that sets policy on supporting local government; communities and neighbourhoods; regeneration; housing; planning, building and the environment; and fire and rescue, in addition to a wider levelling up agenda. It has an important role in supporting local development and promoting economic growth and aspires to create great places to live and work, and to give more power to local people to shape what happens in their area. |
| CIPFA | CIPFA, the Chartered Institute of Public Finance and Accountancy, is the professional body for people in public finance, which issues a code of practice and guidance and advice to finance professionals. |
| MTFS | Medium Term Financial Strategy (MTFS) is a key strategic document which expresses the delivery of the corporate strategy in monetary terms. It takes account of all the various factors and influences that may impact the Council over a multi-year period. An MTFS ensures that we have a clear policy framework to enable us to allocate funds in accordance with our priorities as we go through the service planning and budget setting process. |
| MTFP | Medium Term Financial Plan is a short term, financial plan, usually covering a one year period. |
| BUDGET | A statement which reflects the Council's policies in financial terms and which sets out its spending plans for a given period. The revenue budget (spending other than capital spending) is finalised and approved in March before the start of the financial year on 1 April. Actual spending is monitored against the budget each month as part of the Budgetary Control Report (BCR) Process and reported to the Corporate Management Team and Cabinet. |
| BCR | The Council's Budgetary Control Report (BCR) is the name of the revenue budget monitoring process. This is there the Council's financial performance is monitored and reported on by the finance team and the Budget Manager, on a monthly basis. |
| FINANCIAL REGULATIONS | The regulations outlining the officer's responsibilities relating to financial matters. https://shorturl.at/epvIJ |
| THE COUNCILS CONSTITUTION | The Council's constitutional document which;- allocates powers and responsibility within the Council;- sets out delegations for its Executive including the cabinet members and delegation to officers;-sets out the rules of procedures, codes and protocols. http://shorturl.at/czUW8 |
| CPCA | Cambridgeshire and Peterborough Combined Authority. |
| POWA | The Council's online project management tool (POWA) Microsoft Project Online is a cloud-based Project Management service product that is delivered through Office 365. |
| TOM | Target Operating Model. |
| TA | Temporary Accommodation, used to provide short term housing when a family or individual has presented as homeless to the Council. |



Review of Cipfa Recommendations and progress to date:

CIPFA recommended that the Council should:

CAPITAL / ASSET MANAGEMENT:

- **Determine on a disposal of assets programme designed to generate a capital receipt within the 2022/23 financial year that avoids the need for a further capitalisation directive and makes a significant contribution to the Council's reserves.**

Action taken: The asset disposal programme was halted by the Interim Director of Resources in January 2022 pending a full review. The Interim Head of Property Services identified sufficient capital receipts to meet the 2021/22 requirements, and a plan to generate the required capital receipts for 2022/23 and beyond. A new Asset Management Strategy and Plan will be developed by the end of May 2022, incorporating a new Asset Disposal Schedule. The aim is to ensure the Council invests in the assets required to support the Capital Programme and disposal of those that don't. The schedule will include a phased disposal of Council owned farms.

- **Fully detail the business case for the Transformational Capitalisation including reviewing the intentions for the earmarked reserves before any further support is agreed and as part of this the Council needs to engage an independent body to provide robust challenge and focus on the development of that plan.**

Action taken: A capitalisation direction was not required for 2021/22, and no application has been made for 2022/23. We do not intend to use the facility of flexible use of capital receipts for Transformation in 2022/23. This recommendation can therefore be closed.

CHILDREN'S AND ADULT SERVICES:

- **Undertake a comprehensive review of the Children's service in relation to:**
 - o **The approach to demand management**
 - o **Linked to the above, comprehensive modelling of future demand pressures and costs (or a full review of the detail provided for the MTFS)**
 - o **Forensic review of expenditure**

Action taken: CIPFA and Peopletoo have carried out detailed Services Reviews in both adults and children's and the outcome of those reviews has fed into the MTFS process and areas for cost avoidance or savings have been identified and are being worked upon and fed back through the savings board, IIP Board and IIP Panel.

Areas identified for children were more in-house foster care, reunification and children's social care income. CIPFA are currently undertaking further work on these. Children's services are currently red and we are still working on these with Cipfa.

We have also identified further stretch targets in ASC, such as Direct Payments. We are carefully monitoring the bottom line in terms of P & C forecast outturn as with a demand led budget there are many factors that impact. We have also identified further stretch targets in ASC, such as Direct Payments. Adult Social Care current has a target of 300,000 in this area. ASC did over deliver on this target last year but this was partly a result of the pandemic and people not being able to access

support. Therefore a stretch target of an additional 500,000 has been set. This will be monitored through the People and Communities Delivery Board and the Savings Board.

The reviews and deep dive exercise concluded that Children's Services were maximising opportunities to contain cost and demand and this is shown in the relatively low levels of spend and children looked after compared to other Councils. PCC could not generate any further savings in this area. A forensic review of expenditure was also completed as part of this process and will continue on a case by case basis. Whenever a placement or care package is requested, this goes through a comprehensive panel process which CIPFA/ Peopletoo had the opportunity to observe and complete a desk top review of.

It is recognised that there is a need for a much more targeted focus on Fostering. The ambition is to significantly increase in-house fostering to the point where it can really impact on placement sufficiency and availability for children with additional needs; older young people and young people stepping down the care continuum - and thereby budgets. We will be bringing a business case forward shortly around this issue and would see this as a significant area to focus on going forward.

Areas identified for adults were direct payments, front door, hospital discharges, reablement, technology enabled care and adult's social care income. Adult's social care income has been verified by CIPFA as an area where there is no potential for saving, leaving a £500k shortfall in savings delivery. All other areas of adults are currently amber. Alternative plans to cover the shortfall will be presented to the June Savings Board meeting.

The reviews and deep dive exercise in adults concluded that opportunities to contain cost and demand were being maximised and this is evidenced in the relatively low levels of spend, including well below average placement costs, e.g. domiciliary care. However, further opportunities to maximise cost avoidance were identified. This included increasing the use of prevention and early intervention services, e.g. Technology Enabled Care (TEC) and reablement to reduce, delay or prevent the onset of more costly levels of care. This included a targeted focus in areas of hospital discharge and early help.

HOUSING, PLANNING AND DEVELOPMENT AND CENTRAL SERVICES:

- **Undertake Service reviews of Housing, Planning and Development and Central Services where there is over average spending and Adult Care services to establish the extent of the demand pressures.**

Action taken: A Cipfa-led deep dive into our housing services has concluded its first phase, identifying three broad areas of focus and a proposed new ambition for the service. Two internal officer workshops have been held to socialise these findings, and subsequent sessions are being arranged with Members and external partners. The deep dive has helped to shape our thinking around future structural arrangements and the strategic role the council should play as a housing authority. The short-term financial pressure that has been included in the 2022/23 budget linked to a housing restructure have now been. The amount the council spends on temporary accommodation is still too high, and the review sets out headline arrangements for how this might be dealt with. Critically, the council will be developing a new Local Plan and Housing Strategy and will adapt its role to become an enabler rather than a provider. These changes will help us to ensure we are in greater control of our spend and commissioning arrangements.

The review of the Planning service is progressing at pace, following receipt of the LGA Peer Challenge report into the service. Six broad recommendations were identified in that report with multiple sub

recommendations, and a delivery plan has been developed and is being implemented to drive these and other changes forward. An interim assistant director for planning has been recruited to lead the work and to reunify the service which is currently split across two departments. All funded and established vacant posts have been filled, and immediate changes have been made in those parts of the service which the LGA report described as being in crisis. A development team whole-council approach to major schemes is being piloted alongside a review of our use of Planning Performance Agreements, both to ensure we identify the true costs of supporting growth and regeneration from a Planning perspective and drive up our income. We are also establishing a more resilient way to identify and secure external grant and other investment funding, including that available via the Combined Authority or direct from Government. The overall aim of this review and change programme is to ensure the end-to-end Planning service is able to enable and facilitate the level of growth, regeneration and inward investment necessary to support our long-term financial sustainability.

All of the above to be undertaken within 6 months (i.e. April / May 2022), although appendix to report indicates earlier date.

FINANCIAL MANAGEMENT:

• The Council should continue its expenditure controls - Timescale immediate

Action taken: A revenue and capital spending moratorium was implemented with immediate effect. The revenue moratorium, combined with improved external funding, resulted in a significantly improved financial position and the requested capitalisation direction in 2021/22 was therefore not needed. At Month 10, the projected overspend position reduced to £0.7m. As at 31st March, the financial position has improved significantly; the outturn position is a £4.6m underspend and there is no gap to be funded from reserves.

Tight revenue budget controls remain in place for 2022/23, however, a formal moratorium is not in place at this stage. These controls include:

- An employment panel reviews all recruitment and agency requests.
- Business case requirement for all expenditure in excess of £10k - providing additional scrutiny and challenge with regular review from the Heads of Finance for the directorates. Signed off by the S151
- All Agresso approvals over £1k signed off by the DS151. This will soon be transferred to the Procurement Team as part of the roll out of the Agresso Procurement module.
- All controls recognised as part of the Improvement Plan
- Departmental Management Teams (DMTs), together with the Corporate Leadership Team (CLT), review the revenue and capital position monthly, including debt management and risks. Appropriate action is taken to address budget variances and reported in monthly Budgetary Control Reports to Cabinet.
- Enhanced officer budget governance, with a new Capital Programme Board, Savings Board and Procurement Board, overseeing delivery and monitoring savings.
- Enhanced member governance structure, in particular around the Financial Sustainability Working Group (FSWG) to ensure involvement and engagement from all political parties, with a common goal of achieving financial sustainability for the Council.

The controls will be reviewed in due course as part of the work on the Improvement Plan.

The Capital Moratorium remains in place. In early April, the S151 Officer issued a reminder of this instruction to Directors and their key Heads of Service that any capital expenditure that is not legally required, and that is funded by Council Resources must come through the Capital Programme Board for consideration. This is to limit capital expenditure funded from borrowing and will limit new expenditure whilst a full review of the capital programme is completed. This review is required as part of the savings target identified in the MTFs as part of both Phases 1 and 2, as well as delivering the revised Capital and Treasury Management Strategies.

A new Capital Strategy was approved as part of the 2022/23 budget setting process. The strategy says that capital expenditure should be funded from grant / capital receipts wherever possible, and new borrowing should only be undertaken in exceptional circumstances. The capital moratorium remains in place while a full review of the capital programme is undertaken, to ensure all schemes and projects are current and essential.

- **Undertake a review of the Council's external commercial relationships and in particular a review of the need for and future role of a corporate shareholder. – Timescale 6 months**

Action taken: Cipfa are undertaking a full review of commercial relationships, we are currently awaiting reports.

- **The membership of the Council's Audit Committee should be strengthened by the appointment of external independent members to improve its expertise and independence- Timescale 3 months**

Action taken: Three new independent audit committee members have been appointed, including an independent chair. The strengthened audit committee has met twice, and the new members have provided robust challenge to the Audit Plan, the structure and remit of the internal audit team and the Treasury Management Strategy Statement (TMSS)

ASSETS AND COMMERCIAL:

- **Immediately halt spend any capital spend funded by borrowing for which there is no legal commitment and there should be a detailed review process of all schemes. – Timescale immediate**

Action taken: Fully implemented, as set out above. The capital moratorium remains in place for 2022/23, as confirmed by corporate communication. The Interim Head of Property Service is currently reviewing all assets and preparing a new asset disposal programme to generate capital receipts to repay debt and fund future capital expenditure, expected to be completed by the end of May.

- **Verify valuation of assets individually, including rural estate, and carry out detailed options and market appraisal of all assets to establish asset disposal list.- Timescale 1month**

Action taken: Fully implemented as set out above. There are currently no proposed asset disposals pending a full review of all assets, including the rural estate. A new and independent valuation was obtained for the Northminster deal, which significantly improved the proposed price from £1.5m to £4.1m

- **Investigate difference in valuation data of £118m and develop consolidated list of assets with property details, current valuations and income to enable a disposals strategy to be developed. – Timescale 1 month**

Action taken: NPS have been notified of the Council's concerns around the quality of the valuations for accounting purposes, and the overall relationship between PCC and NPS is under review. No disposals will be undertaken without an up to date professional valuation.

- **Complete valuations on the 2023/24 disposal list so the receipts planned can be established. - Timescale 1 month**

Action taken: As above – this is work in progress and an updated disposal list for will be completed by the end of April 2022.

- **Sign no new Farm Business Tenancies, so that agricultural land can be sold free of tenancies where possible. - timescale immediate**

Action taken: No new farm tenancies are signed.

- **Make no further capital investment in farms such as new grain stores. - timescale immediate**

Action taken: No new capital investment in the farms will be approved.

- **Assess current values of retail assets and options for income potential and/or alternative uses. - timescale two months**

Action taken: This is part of the overall review of the asset base.

- **Investigate the commercial basis for Peterborough Investment Partnership (PIP) to establish the value of assets held by the joint venture, future capital requirements and options for realising value for the Council. – timescale one month**

Action taken: Cipfa are currently looking at the PIP and we are awaiting the report. Two members have stepped down as directors of the PIP Board and replaced by two officers. Further work is being undertaken.

- **Verify valuation of assets individually, including rural estate, and carry out detailed options and market appraisal of all assets to establish asset disposal list.- Timescale 1month**

Action taken: Fully implemented as set out above. There are currently no proposed asset disposals pending a full review of all assets, including the rural estate. A new and independent valuation was obtained for the Northminster deal, which improved the valuation from £1.5m to £4.1m

- **Complete valuations on the 2023/24 disposal list so the receipts planned can be established. - Timescale 1 month**

Action taken: As above – this is work in progress and an updated disposal list for will be completed by the end of May 2022.

- **Investigate the commercial basis for Peterborough Investment Partnership (PIP) to establish the value of assets held by the joint venture, future capital requirements and options for realising value for the Council. – timescale one month**

Action taken: Cipfa are currently looking at the PIP and we are awaiting the report.

MEDESHAM HOMES:

The housing joint ventures of Meacham Homes and Medesham Homes should be reviewed to understand the potential for realising capital receipts.- timescale three months

Action taken: CIPFA are currently reviewing the governance arrangements for MH and the links with other Council related companies, e.g. PIP. The review will assess the extent to which Medesham has delivered against its primary objectives, and consider the viability and options for MH going forward based on a realistic assessment of potential funding streams.

AGILE WORKING:

- **Implement agile working policy to reduce office space required at Town Hall and Sand Martin House by 30%- timescale three months.**

Action taken: Continuation of the laptop roll out to support staff to work more productively in a hybrid manner.

Meeting rooms have been checked to ensure the correct equipment to facilitate hybrid meets is in place.

Engagement with managers continues to ensure we reduce the office space where appropriate, understanding that there isn't a one fits all approach and the needs of the services are met within the buildings. We have moved away from applying desk ratios, replacing this with agreements with teams to reduce desk space where possible.

The buildings are currently being mapped out to reduce the office space required allowing staff more collaborative areas to work from as requested in the team charters.

Work is being commissioned to improve ventilation etc at the Town Hall to ensure Council meetings can resume.

| | |
|---------------------|--------------------------|
| CABINET | AGENDA ITEM No. 5 |
| 11 JULY 2022 | PUBLIC REPORT |

| | | |
|--------------------------------|--|----------------------------|
| Report of: | Interim Corporate Director of Resources | |
| Cabinet Member(s) responsible: | Councillor Andy Coles, Cabinet Member for Finance and Corporate Governance | |
| Contact Officer(s): | Cecilie Booth, Interim Corporate Director of Resources Kirsty Nutton, Acting Service Director: Financial Services & DS151 | Tel. 452520 Tel. 384590 |

MEDIUM TERM FINANCIAL STRATEGY 2023-2026 QUARTER 1 UPDATE

| RECOMMENDATIONS | |
|---|-----------------------------------|
| FROM: Cabinet Member for Finance and Corporate Governance | Deadline date: 1 July 2022 |
| It is recommended that Cabinet notes: | |
| <ol style="list-style-type: none"> 1. The revised assumptions included within this quarter one Medium-Term Financial Strategy 2023-2026 update as outlined within Appendix A of the report | |

1.0 ORIGIN OF REPORT

- 1.1 This report comes to Cabinet as part of the Council's process for developing a Medium Term Financial Strategy and budget setting process.

2.0 PURPOSE AND REASON FOR REPORT

2.1 Purpose

The Council's Medium Term Financial Strategy (MTFS) forms a key part of the Council's Strategic, Service Planning and Performance Framework. This aims to demonstrate that the Council's finances over the medium term are secured to deliver the Council's aims and objectives over the next three years from 2023/24 to 2025/26. Preparation of an MTFS is good financial practice. It's an important part of understanding the Council's financial challenges and risks, its financial resilience, and sets out the strategy to deliver long term financial sustainability and viability. The key objectives of the MTFS are:

- To ensure that effective financial planning and management contributes to the Council achieving the priorities in the Corporate Plan
- To ensure that the Council is financially resilient, stable and sustainable for the future
- To maximise the income from Council Tax, Business Rates, and Fees and Charges to support the priorities of the Council
- To continue to improve value for money – managing our people and money more efficiently and effectively to continue to improve value for money, standardise, streamline and share best practice, getting better value from commissioning and procurement, whilst seeking to minimise the impact of budget savings on priority services.

It is recognised that the financial landscape is constantly changing, and this has not been more apparent than in recent years with the outbreak of a worldwide pandemic, the Ukrainian War and the cost of living crisis. The MTFS and its financial assumptions will be reviewed and updated on a quarterly basis to reflect an up-to-date position, and will be supported by an annual budget plan which will set the revenue and capital budgets for the following financial year.

This report is submitted for Cabinet to consider under its Terms of Reference No. 3.2.1, “To take collective responsibility for the delivery of all strategic Executive functions within the Council’s Major Policy and Budget Framework and lead the Council’s overall improvement programmes to delivery excellent services.”

2.2 Overview- Future Sustainable Council

The Council’s financial challenge has developed over the years due to underfunding, rising cost of delivering services and exposure to greater levels of risk and low financial resilience, resulting from its low reserve balances. However, the Council has recently made some positive steps and ended the 2021/22 financial year with a £4.5m underspend which has helped the reserves balances and will enable the Council to invest in transformational change in service delivery and provide greater risk mitigation.

The Council has set a balanced budget for 2022/23 based upon the successful delivery of a challenging savings programme. As outlined within Appendix A, these require focus to ensure delivery, whilst at the same time the Council is required to identify opportunities to deliver financial sustainability over the short, medium and longer term.

The financial operating context for the Council remains highly challenging with new uncertainties, such as Adult Social Care and funding reforms, and from risks creating additional pressures such as the exposure to inflation risk. Although the Council still has some way to go, this report outlines the first MTFS 2023-2026 update, and the next steps being taken as part of the delivery of the Improvement Plan (agreed by Council in December 2021) which will lead to a future sustainable Council.

The following table outlines at a high level the forecast budget gap over the life of the MTFS:

| Budget Gap | 2022/23 £000 | 2023/24 £000 | 2024/25 £000 | 2025/26 £000 |
|--|-------------------------|-------------------------|-------------------------|-------------------------|
| Funding | 181,883 | 198,007 | 205,763 | 211,994 |
| Net Revenue Expenditure (NRE) | 181,883 | 207,527 | 218,639 | 227,117 |
| Aggregated Budget Gap | - | 9,520 | 12,876 | 15,122 |
| Aggregated Budget Gap breakdown | | | | |
| 2023/24 | - | 9,520 | 9,520 | 9,520 |
| 2024/25 | - | - | 3,357 | 3,357 |
| 2025/26 | - | - | - | 2,246 |
| Budget Gap | - | 9,520 | 12,876 | 15,122 |

Appendix A outlines the full Medium Term Financial Strategy quarter one update which includes details on the following:

- Revised expenditure and funding assumptions
- Sensitivity analysis
- Strategic Direction and Proposals for 2023/24- 2025/26
- Budget Risks

3. **TIMESCALES**

| | | | |
|---|------------|---|---------------------|
| Is this a Major Policy Item/Statutory Plan? | YES | If yes, date for Cabinet meeting | 11 JULY 2022 |
| Date for relevant Council meeting | N/A | Date for submission to Government Dept. | N/A |

Further update on the Medium Term Financial Strategy will be provided to Cabinet in September 2022 and January 2023.

4.0 **CONSULTATION**

- 4.1 This report seeks to provide Cabinet an update on the Councils MTFS, and no formal recommendations are being made which require consultation. However, the Cabinet have sought feedback from the meeting of Joint Scrutiny Committees on 5 July on this report.

5.0 **ANTICIPATED OUTCOMES OR IMPACT**

- 5.1 For Cabinet to note the revised Medium Term Financial Strategy assumptions outlined within the report.

6.0 **REASON FOR THE RECOMMENDATION**

- 6.1 This report provides an update on the Council's Medium Term Financial Strategy and will support the delivery of the Council setting a lawful and balanced budget for 2023/24.

7 **ALTERNATIVE OPTIONS CONSIDERED**

- 7.1 No alternative option has been considered.

8.0 **IMPLICATIONS**

Legal Implications

- 8.3 At this time there are no legal implications arising from this report. This is an item to note revised MTFS assumptions. When it comes to making a formal budget decision in February 2023, at this point the Council is under a legal duty to meet the full requirements of Section 31A of the Local Government Finance Act 1992, which includes the obligation to produce a balanced budget.

8.4 Human Resources implications

No specific implications in this report.

8.5 Equality Impact Assessments

No specific implications in this report.

8.6 Carbon Impact Assessments

The report contains no proposals for changes to service delivery and therefore there is no decision to take which may impact carbon emissions of the council or the city.

9.0 BACKGROUND DOCUMENTS

No specific background documents used.

10.0 APPENDICES

11.1 Appendix A – Medium Term Financial Strategy 2023 – 2026 (Q1 update)

Appendix A - Medium Term Financial Strategy 2023 – 2026 (Q1 update)

1. Executive Summary

Table 1 outlines the forecast budget position over the life of the MTFs, which incorporates the revised assumptions included within this report. These are summarised below. The table outlines a breakdown of how the gap changes each financial year. It should be noted that if the Council identifies ongoing proposals to address the budget gap, the future years will reduce accordingly.

| Table 1: Budget Gap | 2022/23 | 2023/24 | 2024/25 | 2025/26 |
|--|----------------|----------------|----------------|----------------|
| | £000 | £000 | £000 | £000 |
| Funding | 181,883 | 198,007 | 205,763 | 211,994 |
| Net Revenue Expenditure (NRE) | 181,883 | 207,527 | 218,639 | 227,117 |
| Aggregated Budget Gap | - | 9,520 | 12,876 | 15,122 |
| Aggregated Budget Gap breakdown | | | | |
| 2023/24 | - | 9,520 | 9,520 | 9,520 |
| 2024/25 | - | - | 3,357 | 3,357 |
| 2025/26 | - | - | - | 2,246 |
| | - | 9,520 | 12,876 | 15,122 |

Key assumptions

- Pay award 3% pa
- Inflation in expenditure and Sales Fees and Charges income: 23/24 – 8.73%, 24/25 – 1.45%, 25/26 - 1.61%
- Risk to the delivery of 2022/23 savings plans- £4.4m
- Demographic and Volumatic service demand –3% pa
- NNDR – increases based on business growth and inflation as per legislation
- Revenue Support Grant – no increase
- Council Tax – 2.99% pa and 1000 homes per annum
- New Homes Bonus – reducing
- Adults social care Grant – significant increase however offset by corresponding increase in expenditure
- No increases on the following
 - Business rates pool
 - Improved better care fund
 - Social care grant
 - Services grant

These are outlined in more detail within the report.

2. Future Sustainable Council

The Council has a balanced budget for 2022/23, which included savings plan of approximately £17m in place. There is no expectation of government financial help now or in the future. The Council is amongst a number of Councils facing significant financial pressures and has been placed on the first step of external intervention through the form of ongoing scrutiny from DHLUC, which is expected to continue until sufficient progress has been made. In response, the Council has acted swiftly through the appointment of a new Chief Executive solely focused on the city compared to the shared arrangement with Cambridgeshire County Council. A revised Corporate Leadership Structure has

also recently being published for consultation, which continues to strengthen the focus on the City and the Councils future.

The Corporate Leadership Team has set out plans for a Future Sustainable Council, and the following five priorities have been identified:

| | |
|---|--|
| Budget | Getting a grip of the financial position and ensure delivery of robust savings plans to deliver a balanced budget for each financial year |
| Vision and priorities | Setting a future direction for the City, working with partners where the role of the Council is clearly understood by all. |
| Organisational resilience and capacity | Taking stock of leadership and managerial capacity and structures across the organisation and define a new target operating model for the Council |
| Governance and Culture | Looking at the way we do things, including the formal decision making process and general communication and engagement |
| Economic growth | Maximising the impact of growth for all communities which is delivered in a more sustainable and inclusive way. Peterborough is a city of opportunity |

Further work will be undertaken to develop a strategic framework which will start with the creation of a City manifesto, a corporate plan and performance framework which will then work through into the MTFS, Service Strategies and Service Delivery Plans. It is expected that the first draft of this will be published for the public in November 2022.

3. Detailed Assumptions

The Council has undertaken an exercise to fully review its financial assumptions over the life of the MTFS, increasingly important in present times given the speed of recent economic changes. As part of this sensitivity analysis 9 scenarios have been considered, with the following graph summarising outcome of these. The range of budget gap In 2022/23 spans from £5.2m and £17.4m, a £12.3m difference. This report is working to the midpoint assumption (represented by the red line below) which identifies **gaps of £9.5m in 2022/23, £12.9m in 2024/25 and £15.1m in 2025/26:**

Net Revenue Expenditure Sensitivity Analysis- £000

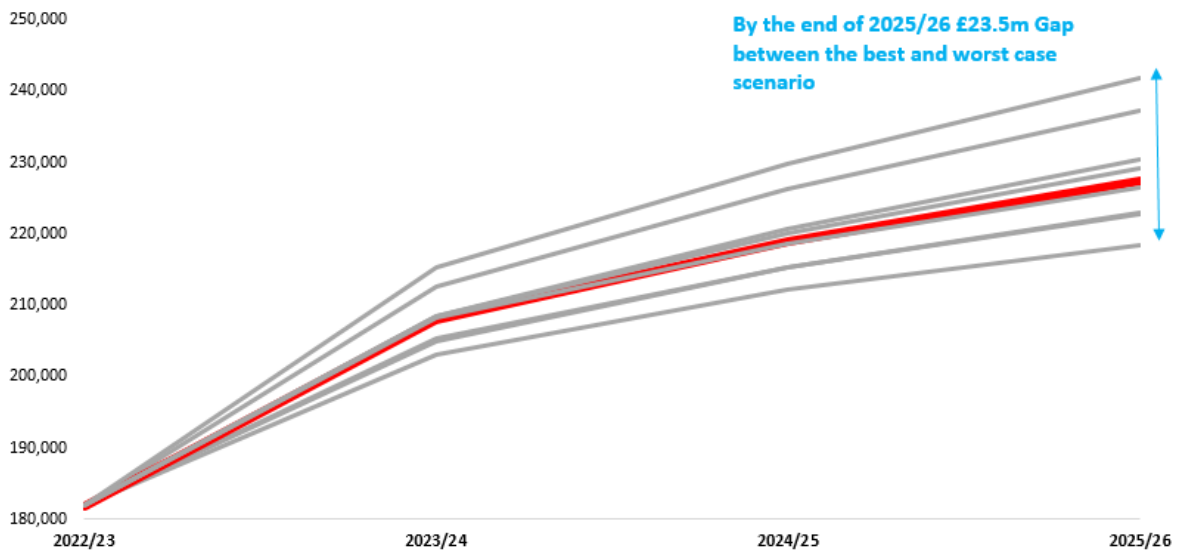


Table 2 summarises the forecast Net Revenue Expenditure budget, the assumptions included:

| Table 2: Expenditure assumptions | | | |
|---|----------------------------------|----------------|----------------|
| | 2023/24 | 2024/25 | 2025/26 |
| Pay Award | 3% | 3% | 3% |
| Inflation- based on Q4 CPI OBR forecast published May 2022 | 8.73% | 1.45% | 1.61% |
| Risk of a Shortfall on the Savings 22/23 delivery | Savings categorised as High Risk | | |
| Sales Fees and Charges/Income Generation -based on Q4 CPI OBR forecast published May 2022 | 8.73% | 1.45% | 1.61% |
| Demographic and volumetric service demand | 3.00% | 3.00% | 3.00% |

Savings delivery- The 2022/23 budget incorporates £16.7m savings and programmes. Most comprising ongoing sustainable savings which have been permanently removed from the base budget, £1.8m comprises one-off savings, e.g. a transfer from City College (£1m), a reduction in bad debt Provision (£0.5m) and a reduction in the tree maintenance Budget (£0.3m). The following table outlines the latest risk RAG rating, highlighting that £4.4m of savings plans are currently high risk. Due to the nature of this risk the anticipated shortfall has been built into the budget gap for 2023/24 onwards. However, this is being closely monitored and the delivery of the savings remains a focus and high priority for the Councils Corporate Leadership Team, therefore this will be reviewed and updated as part of the quarterly MTFs update.

Table 3: Current 2022/23 Savings and Programme Risk Rating

| Rag | Savings | No of Savings plans | Target £000 |
|--------------|--|----------------------------|--------------------|
| Blue | Saving Realised | 25 | (4,186) |
| Green | Saving forecast to be realised as originally planned, or to be realised through alternative actions. | 16 | (4,258) |
| Amber | Medium risk to savings delivery, with mitigating actions being considered/worked on. | 20 | (3,826) |
| Red | High risk to savings delivery with limited scope of mitigation. | 6 | (4,403) |

| Rag | Savings | No of Savings plans | Target £000 |
|-----|---------|---------------------|-------------|
| | | 67 | (16,673) |

Inflation - The May 2022 [OBR Forecast](#) has been used to inform the assumptions on our expenditure (including supplies and services, transport, agency and premises) and Sales Fees and Charges income budgets. An Inflation Risk Reserve with a balance of £4.7m has also been established to enable to Council to respond to the financial risk resulting from the rapidly rising rates of inflation as the economic landscape.



Source BoE : <https://www.bankofengland.co.uk/monetary-policy-report/2022/may-2022>

Demographic and volumetric service demand- Peterborough is a growing city, and although this brings additional income from housing and business growth, it also brings additional demand for our services. The Covid pandemic is now hopefully coming to an end and demand for service provision will stabilise. The much needed stability will provide the perfect opportunity for the Council to robustly challenge its assumptions and develop forecasts which reflect this growth, resulting additional demand and the strategy for that service.

Capital Financing (cost of borrowing)- The Capital Strategy sets out the need to reduce external borrowing and that all capital expenditure should be funded by grants and capital receipts, or through invest to save schemes where the cost of borrowing will be funded from future income streams. A new Asset Management Strategy and Plan is being prepared, with a new asset disposal schedule. The asset disposal plan has identified the following potential capital receipts over the life of the MTFs, set out in Table 4 below:

| Table 4: Capital Receipts | 2023/24 | 2024/25 | 2025/26 |
|---|---------|---------|---------|
| | £000 | £000 | £000 |
| Capital Receipts Planned | 9,500 | 4,400 | 6,000 |
| Capital Receipts Target subject to review | 2,200 | 2,750 | 2,150 |

Pensions Contribution Rates - The latest outcome of the tri-annual valuation, which covers the period 1 April 2020 to March 2023, is included within the baseline budget. The Pension Fund will be revalued during 2022 and the rates for the period 1 April 2023- 31 March 2026 will be set. The current budget assumptions are based on a 17.4% contribution rate and £1.880m annual lump sum

contribution. Both of these combined give a primary contribution rate of 17.5%. Once further information is made available the MTFs will be updated to reflect the likely impact of any changes.

Table 5 table outlines the Council’s estimated core funding levels over the life of the MTFs:

| Table 5: Funding | 2022/23 | 2023/24 | 2024/25 | 2025/26 |
|---------------------------------------|------------------|------------------|------------------|------------------|
| | £000 | £000 | £000 | £000 |
| NNDR | (54,038) | (64,579) | (65,716) | (67,714) |
| Revenue Support Grant | (10,794) | (10,794) | (10,794) | (10,794) |
| Council Tax | (91,593) | (95,542) | (100,176) | (104,411) |
| New Homes Bonus | (2,951) | (1,490) | (1,490) | (1,490) |
| Business Rates Pool | (2,541) | (2,541) | (2,541) | (2,541) |
| Improved Better Care Fund | (7,480) | (7,480) | (7,480) | (7,480) |
| Social Care Grant | (7,753) | (7,753) | (7,753) | (7,753) |
| Services Grant | (2,896) | (2,896) | (2,896) | (2,896) |
| Lower Level Services Grant | (302) | (302) | (302) | (302) |
| Adult Social Care - New Burdens Grant | (535) | (4,630) | (6,614) | (6,614) |
| Core Funding | (181,883) | (198,007) | (205,763) | (211,994) |

Overall, it is difficult to foresee how Local Government Funding Reforms (LG Reforms) will change the distribution of funding across local government. There has been no further consultation and it is now highly likely to be postponed until 2024/25. At this stage it assumes that the grant funding remains flat in most cases, in line with confirmed Departmental Expenditure Limits (DEL’s) for DLUHC as per the Spending Review 2021 (SR21).

Council Tax

- Assumed annual Council Tax increase of 2.99%.
- **Band D rate will increase from £1,511.65 in 2022/23, to £1,556.85 in 2023/24, £1,603.40 in 2024/25 and finally to £1,651.34 in 2025/26**
- The Council tax base is forecast to increase by 1,000 homes each year, which equates to 780 Band D equivalents. This is based on historical local housing growth.

NNDR (Business Rates)

- The new Rating Valuation (RV) list which will come into play in 2022/23. This has been based on 2019/20 (pre-pandemic) values, so it is hoped changes will be minimal.
- Business Rates Baseline Reset, which re-distributes the baseline set in 2013/14 and therefore reallocated the cumulative growth in rates local authorities have generated
- Business Rates Reforms, which is a fundamental review of the system and will be a key element of the wider LG Reforms
- Business Rates Pool: Additional income of £2.5m assumed as a result of the continuation of the Business Rates pool arrangement with the other Cambridgeshire Local Authorities.
- Business Growth: This includes specific growth in business rates based on planning and economic development information, including Fletton Quays, Great Haddon (Roxhill) and Flagship park (Fengate).
- The multiplier will be increased by CPI- There is potential that the government could continue to compensate Local Authorities for
- Bad debt: A loss on non-collection equivalent to 1.2% of gross rates.

- Appeals: The appeals provision is forecast to equate to roughly 2.6% of the Councils total RV.

Grants

- The following grants are assumed at the 2022/23 levels:
 - Improved Better Care Fund
 - Lower tier services grant
 - Social Care funding
 - Services Grants
- **New Homes Bonus:** The current scheme is being phased out. The last payment was originally expected in 2022/23, but a final scheme is still to be confirmed and the current scheme will be rolled for a further year.
- **Adult Social Care Reforms:** £0.5m is due to be paid in 2022/23 to commence implementing the Social Care Reform White paper and the Fair Cost of Care and Market Sustainability Fund. This then rises significantly in 2023/24 and 2024/25 as the funding cap and other elements of the reforms are introduced. A corresponding expenditure pressure has been factored into the budget.

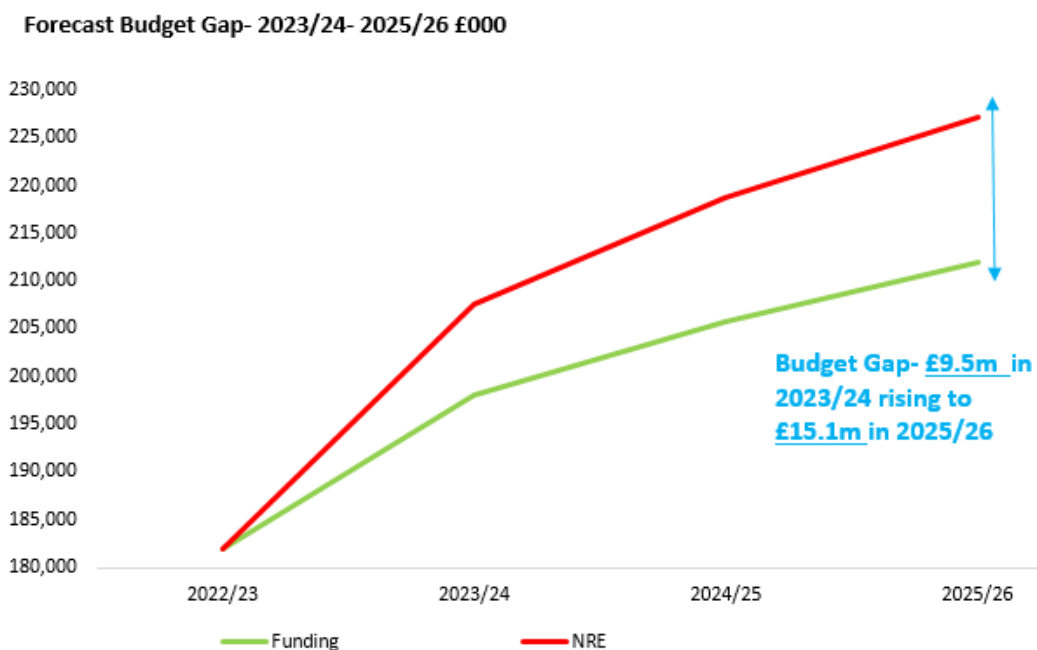
4. The Financial Challenge

The councils financial challenge can be characterised into three core elements, revenue, reserves and capital, with these being summarised in the following sections.

Revenue challenge

The Council's financial challenge has developed over the years due to underfunding, exposure to greater levels of demand and reliance on one off solutions in order to set a balanced budget. The key priority for the Council is to drive forward a balanced and sustainable budget for 2023/24- 2025/26, but this doesn't come without underlying challenges. These are summarised in the following points:

- Core Government funding remains flat as per the spending review 2021, with increases in Council Tax and NNDR built into current projections (outlined in section 5)
- Risk of a shortfall on 2022/23 saving delivery- **£4.4m**
- Inflationary pressures- Expecting to reach **9%** by the end of 2022- driving up costs (£4.7m inflation risk reserve to mitigate immediate exposure)
- **72%** of the Councils budget represents either debt or social care costs:
 - Cost of Debt financing equates to **16%** of Net Revenue Expenditure with interest rates expecting to rise.
 - Demand led budgets including Adult Social Care and Children's Social Care represent **56%** of NRE
- Financial Risk as a result of the Adult Social Care Reforms & Fair Cost of Care changes require implementing from October 2022.
- Forecast budget gap of **£9.5m** in 2023/24 rising to **£15.1m** by 2025/26. The gap between the Councils funding and expenditure budget is outlined in the following graph:



Capital Challenge

The Council has an ambitious capital programme, but at the same time its balance sheet health is poor with borrowing totalling £448m at 31 March 2022, which also puts a significant pressure on the Councils revenue budget. The Council recognises it needs to invest in the City to encourage economic development and provide vital services such as school places and infrastructure, but these need to be prioritised, within the context of the Councils financial position. The following points summarise the Capital challenge the Council faces:

- For every £10m borrowed to fund Capital expenditure it costs £0.8m per year, in revenue.
- Savings included within the 2022/23 MTFS, were based on no additional borrowing over next 3 years- Assumed that capital receipts used to fund programme

Reserves Challenge

The council has been exposed to greater levels of risk and low financial resilience, resulting from its low reserves balances and limited ability to fund transformational change. It recognises that in order to become financially sustainable in the future investment will be required in the following areas:

- Capacity to deliver
- External Expertise & Advice
- Feasibility
- Technology
- Economic Development

At the end of 2022/23 revenue reserves balances were £60m (summarised in table 6), but once accounting for commitments, ringfenced/risk reserves and the general fund, only £20.3m of Innovation Delivery Fund is available for investment in programmes to drive the change required to become sustainable.

| Table 6: Reserves Summary | 31 Mar 22 | 31 Mar 23 | 31 Mar 24 |
|---------------------------|-----------|-----------|-----------|
| | £000 | £000 | £000 |
| General Fund | 7,300 | 7,300 | 7,300 |

| Table 6: Reserves Summary | 31 Mar 22 | 31 Mar 23 | 31 Mar 24 |
|---|---------------|---------------|---------------|
| | £000 | £000 | £000 |
| Risk and Volatility Reserves | 19,001 | 14,329 | 14,329 |
| Innovation Delivery Fund and Departmental Reserves | 29,993 | 20,938 | 20,629 |
| Ring-Fenced Reserves | 4,183 | 3,741 | 3,741 |
| Total Earmarked Reserves and General Fund Balances | 60,477 | 46,309 | 46,000 |

The Council will ensure the financial decisions taken will strike a balance between investing wisely to maximise return, meeting its strategic priorities and seeking to improve its balance sheet health and resilience by replenishing balances.

5. Strategic Direction and Proposals for 2023/24- 2025/26

The Council is now adopting a balanced approach to delivering financial sustainability. It is faced with delivering a challenging savings programme in the current financial year in addition to developing plans to meet the £9.5m forecast budget gap in 2023/24. This will mean balancing the identification of shorter term savings and transformation options which can be delivered in 2023/24, whilst at the same time considering plans for the medium and longer term which will achieve financial sustainability.

Shorter-term (Survive & Save)

- Options being considered, which can be implemented at pace and within 2023/24. These will not be considered in the re-active way the Council has considered savings plans in the past. Whilst considering these options the Council will have a focus on the longer-term aim, and therefore will not pursue options that will hinder that:
 - Detailed Review of the 2021/22 Outturn Position (reported to Cabinet on 20 June 2022)
 - Review of outsourcing arrangements with a view to streamline services
 - Review of all current contracts and procurement arrangements including:
 - mitigating future inflationary related pressures.
 - Procurement Board oversight of all new contracts and contract renewals
 - Review of the workforce with a view to the deletion of vacant posts following an establishment review.
 - Review of all Sales Fees & Charges, rents and commercial opportunities
 - Review of Investment Strategy
 - Review of Council Tax Premiums, Discounts and Local Council Tax Support Scheme.
 - Review of teachers pensions overpayments and Amey Pension Surplus (£6m)

Medium-Term (Strive & Improve)

- Review of all services and introduction of new Service Strategies (referred to as Service Visions)
- Service and Improvement review of key areas outlined within the DLHUC Financial Assurance (completed in Summer 2021). The council have enlisted CIPFA so support with the delivery of this programme, and will focus on the following areas:
 - Adults and Children's
 - Housing
 - Planning
 - Community & Leisure
 - Property & Assets
 - Company arrangement and Key contracts



Longer- term (Thrive & Plan)

- These options will require investment and will take longer to embed new practices, and thus see the financial benefits. This will include:
 - Managing Demand, prevention and early intervention
 - Corporate Strategy and the performance framework.
 - Workforce Planning

6. National Context & Risks

For a number of years, the Local Government sector has been anticipating the implementation of major structural changes within the funding system, to reflect changes in relative need, resources and the continuing pressures, such as those most noticeable within Adults and Children's Social Care budgets. These funding reforms (also referred to as Fairer Funding Review) and Business Rates Reforms have been further postponed and will not be implemented until 2024/25, at the earliest. This means Local authorities across the country continue to operate with uncertainty around its future funding levels.

In addition to the plans to review and implement funding reforms, the government have also outlined the timetable for a plan to progress a wider government agenda for levelling up and the implementation of Adult Social Care reforms. A recent [report](#) by County Councils Network and Newton Europe, outlines some of the financial risks. By 2031-32 social care will need 50% of the health and social care levy to implement the proposed changes (£5.6 - £6.2bn per annum) to implement proposed changes. £10bn more than Government predictions with the operational impacts likely resulting in 200,000 more assessments per annum nationally. This equates to a 39% increase in social workers and 25% increase in financial assessors.

More Recently the government has published Child Safeguarding Practice Review Panel Report: National Review into the murders of Arthur Labinjo-Hughes and Star Hobson and an Independent Review of Children's Social Care which will include a number of national recommendations, which will require local authorities and other partners to implement.

All of these reforms will bring significant financial and operational difficulties that Local Authorities nationally will need to work through.

Risks

The Council assesses financial risks as part of its budget setting process and regular Budgetary Control Review. The Council also has a Risk Management Board, led by the Corporate Director of Resources, which is set up to challenge and support risk management across the Council and partner organisations. The output from this Board is considered regularly at Audit Committee. Some of the key risks identified will naturally have a knock on impact on the Councils financial position. These include:

- **Rising Inflation** including rising energy costs and the increasing cost of living.
- The impact of the Economy on the **Councils income streams**- Council Tax & NNDR (of which now equates to 82% of the Councils core funding) and Sales, Fees and Charges
- **Ukrainian War** and the wider impact on the economy, supply chains, energy and demand for services.
- **Increased service demand**- which could increase as a result of ASC reforms and the cost of Living Crisis
- **Adult Social Care Reforms**

- Implementation of recommendations outlined within the **Child Safeguarding Practise Review Panel Report & the Independent Review of Children’s Social Care**
- **NHS integration**- Integrates Care System (ICS)

| | |
|-----------------------|--------------------------|
| CABINET REPORT | AGENDA ITEM No. 6 |
| 11 July 2022 | PUBLIC REPORT |

| | | |
|--------------------------------|---|-------------------|
| Report of: | Adrian Chapman, Executive Director: Place and Economy | |
| Cabinet Member(s) responsible: | Cllr Steve Allen, Deputy Leader and Cabinet Member for Communication, Culture and Communities | |
| Contact Officer(s): | Rob Hill, Assistant Director: Communities | Tel. 07815 558081 |

ST. GEORGE'S HYDROTHERAPY POOL

| RECOMMENDATIONS | |
|--|---------------------------|
| FROM: Executive Director: Place and Economy | Deadline date: N/A |
| <p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Agrees to the permanent closure of the St George's Hydrotherapy Pool based on the information set out in this report; and 2. Acknowledges and supports the work of officers to identify alternative hydrotherapy provision. | |

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet in response to a motion passed at Full Council on 23 May, specifically that:

“Council calls upon the Leader and the Cabinet to urgently examine all possible options for re-opening the St George's Hydrotherapy pool either permanently or temporarily pending alternatives becoming available and to report back on progress to the next available meeting of Full Council.”

An update on progress was provided by the Cabinet Member at the Full Council meeting on 22 June 2022, in response to a question asked by Cllr Yasin.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to provide Cabinet with the outcome of work undertaken by officers in response to the motion described above, in order that Cabinet can make an informed decision about the future of the Hydrotherapy Pool.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.1, 'To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.'

3. TIMESCALES

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

4. BACKGROUND AND KEY ISSUES

4.1 St George's Hydrotherapy pool was built in 1976 and forms part of the same building occupied by the Heltwate Special School.

Prior to the pandemic, the pool was open 48 hours per week to provide support for children and adults with disabilities or long-term health conditions. Opening times were 0930-1730 weekdays and 0900-1300 weekends. Users were made up of referrals from physiotherapists, open public sessions, swimming lessons, parents and baby sessions, aqua fitness, and private hire groups.

Since March 2020 the pool has been closed.

Prior to its closure, the facility was operated by Vivacity on behalf of the council at a net revenue cost of c.£50,000 per year (includes operator and utilities costs).

4.2 In March 2022, Full Council set a budget which excluded core revenue funding for the pool. Councillors were made aware, prior to this, of a proposal to sell the facility to a third party who proposed to continue to operate the pool at no cost to the Council.

4.3 In April 2022, Councillors were notified that officers had recommended that the sale did not proceed following a review of the circumstances surrounding this approach and the broader context within which the council is now operating. The rationale for this recommendation was as follows:

- (i) A heavily discounted sale price had been agreed with the prospective purchaser, in recognition of the significant investment needed to bring the building up to standard. The discounted sale price of £105,000 had been based on a valuation that had been made prior to covid, and property valuations are likely to have since increased.
- (ii) Notwithstanding the investment the potential buyer would need to make, estimates to make the pool sale-ready were estimated to cost the council between £30k and £100k, and included:
 - decommissioning the cold-water storage tank and replacing it with a new mains-fed calorifier
 - various installations and relocations of utility meters and sub meters
 - replacing the air handling unit
 - replacing the fire panel with a system that is separated from the school
 - replacing a fire exit point and windows, and installing mechanical ventilation
- (iii) Additionally, representations made by the Heltwate School confirmed their urgent need for additional capacity due to the increased demand for school places.
- (iv) It is likely that the site on which the pool sits will become available for disposal at a later date, subject to re-provision of the special school elsewhere in the city. Selling part of that site now is likely to significantly hinder the remaining site's future sale and will likely adversely impact its valuation.
- (v) As part of our financial sustainability work, all our asset-related plans and proposals are subject to intense scrutiny and therefore officers determined that investment of up to £100k to achieve a capital receipt of £105k does not represent best value for the council or the public.

These points are discussed in further detail below.

4.4 In addition, it is noted by officers that hydrotherapy is not a statutory council service. There is undoubtedly strong evidence that shows the benefits of hydrotherapy to pool users, but the recommendation not to proceed with the sale or to reopen the pool under our own management is made following a thorough evaluation of all impacts and implications. Further, alternatives to

hydrotherapy provision at St George's are available, and these options are identified later in this report.

4.5 Financial Information

4.5.1 As described above, a heavily discounted sale price of £105k was agreed with the prospective buyer. The discount was applied against the market value of the site of between £150k and £200k in recognition of the investment needed to bring the pool up to an acceptable standard given that the pool is approaching end-of-life unless significant investment is made. It was estimated that:

- between £140k and £200k would be required to bring the pool back to sufficient condition to allow it to continue operating – payable by the purchaser
- between £30k and £100k would be required to facilitate the sale (the range dependent upon whether or not an extension was planned by the buyer) – payable by the council.

4.5.2 In preparation for this Cabinet report, a full survey has been commissioned to ensure we have both accurate and current information about the likely investment needed to bring the pool up to an acceptable minimum standard based on today's rates as opposed to the previous estimate of between £140k and £200k.

The estimate provided below identifies the costs necessary to bring the pool back into use:

| ITEM | £ | COMMENTS |
|---------------------------------------|----------------|---|
| Services | 36,900 | £20,300 if the pool lining isn't replaced |
| Mechanical and Electrical Works | 144,000 | |
| Minor Demolition and Alteration Works | 29,050 | |
| Preliminaries | 31,493 | @ 15% |
| Main Contractor's Fees | 12,072 | @ 5% |
| Works Cost Estimate | 253,515 | |
| Design Development and Contingency | 25,351 | @ 10% |
| Total Cost | 278,866 | |

4.5.3 In summary, the Council's Section 151 Officer does not support disposal of this asset as it would compromise the site for all future potential uses. She further does not believe the disposal would provide value for money for council taxpayers in Peterborough.

4.5 Heltwate School

4.5.1 Heltwate School is physically attached to the St George's Hydrotherapy Pool, and currently shares most of its infrastructure, utility supply, metering etc. The school provides places for children with severe learning difficulties, autistic spectrum condition and many additional medical needs. The use of the site was originally a temporary arrangement whilst plans were considered over the expansion of the core school site. The demand for places at Heltwate has continued to grow and the St Georges site will now form part of the long-term provision for the school, along with the existing extension of the site in Bretton using the former Silver Jubilee public house. The number of new Education Health and Care Plans in Peterborough grew 44% since 2021, and we have a statutory duty to those children to meet that demand with appropriate education provision.

- 4.5.2 Historically, the school has had sufficient teaching space in the existing accommodation, but, as part of our due diligence work to ensure we are proceeding appropriately with the sale, officers engaged once again with the school given their knowledge of the increasing demand for SEND school places described above. The site also had limited outdoor space and parking and the additional land will ensure the effective operation of the school with increased numbers of children.
- 4.5.3 The Headteacher of the school subsequently confirmed their need for additional school places and this has been further endorsed by our Service Director for Education. The formal letter received from the school is attached at appendix 1. A feasibility study for use of the full site will commence if a decision on the site is reached.
- 4.5.4 The council has a statutory duty to ensure there are sufficient school places to meet demand, and this duty must take priority over any relating to non-statutory services such as hydrotherapy.

4.6 **Alternative Ways Forward**

4.6.1 Members were invited by the Leader to suggest alternative ideas for exploration by officers as part of the process undertaken since the council motion was passed. The following were put forward for further investigation:

- (i) Sale to the original buyer with a detailed breakdown of costs to the council for completing the sale
- (ii) Lease option to the original buyer - this enables the provider to take the premises so that delivery of service is not further disrupted, and a sale can take place subsequently
- (iii) Co-operative model involving the original buyer and the community
- (iv) Community Asset Transfer to the original buyer with an option to purchase
- (v) Renegotiate with the original buyer in terms of costs subject to agreement
- (vi) Explore the viability of a joint venture model with the original buyer

These suggestions are explored in more detail below.

4.6.2 **Sale to the original buyer with a detailed breakdown of costs to the council for completing the sale**

For the reasons set out earlier in this report, sale of the pool does not represent best value for the council or the public. Up to date estimates have been included earlier in the report, and the costs which need to be met by the council alongside the reduced sale value to offset the investment the buyer would need to make results in a poor financial outcome for the council. Additionally, the sale of part of the whole site on which the pool and Heltwate School sit will adversely impact the need of the school to meet additional capacity, and seriously hinder any future sale of that site and reduce its value, especially given that potential alternative uses will be constrained.

4.6.3 **Lease option to the original buyer – this enables the provider to take the premises so that delivery of service is not further disrupted, and a sale can take place subsequently**

The option for the original buyer to enter into a lease with the council to operate the pool has been previously discussed with him, and it is not an option that he was prepared to take forward. Officers have since been in discussions with the buyer to reconsider the lease option, but again he has confirmed this option does not present him with a viable way forward.

4.6.4 **Co-operative model involving the original buyer and the community**

For the school capacity and financial reasons set out above, any alternative delivery vehicle or model will be presented with the same investment challenge to bring the pool back into use. The same issues of limiting future land use and value also apply in this scenario.

4.6.5 **Community Asset Transfer to the original buyer with an option to purchase**

A community asset transfer (CAT) of the pool is likely to take one of two forms: a long lease (our model CAT leases are typically for 25 years in order that the asset can be used to support fundraising activity); or a freehold transfer.

Officers are already recommending that a freehold sale should not proceed because of our best value obligations, and a freehold transfer at anything below market value will only worsen that best value assessment even further.

The option of a short lease has already been offered and rejected by the original buyer, and, whilst a long lease may be more attractive to them, it will constrain the future use of the site, the site's disposal value, and the need for additional school capacity.

4.6.6 **Renegotiate with the original buyer in terms of costs subject to agreement**

Whilst it may be possible for the buyer to increase his offer and to cover the costs the council will need to incur to facilitate the sale, the revised price he will need to pay will increase to meet that total.

Of greater significance however is the fact that sale will prevent the additional school capacity from being met, alongside the restrictions a sale will place on any disposal plans the council may introduce for this site in the future.

4.6.7 **Explore the viability of a joint venture model with the original buyer**

A joint venture (JV) arrangement would be between the council as the owner of the pool and the original buyer as its operator. Assuming the council provides the facility in this JV, the buyer would likely need to increase their investment in the pool to bring it up to standard, similar to the increased costs described above.

However, this arrangement still does not resolve the two fundamental issues of which officers are greatly concerned: the future potential for the site, and the immediate need for additional school capacity.

4.6.8 Separately and for completeness, officers have examined the viability of the council itself reopening the pool and operating it via Vivacity (Peterborough Ltd). To achieve this would require the council to invest the figures set out in 4.5.2 to bring the facility up to standard, as well as cover the revenue costs associated with managing the facility. The operating budget for the pool was removed from the council's budget, as described above, and any capital investment would need to be sourced by grant or asset disposal.

4.6.9 It has been suggested many times that hydrotherapy, where it is providing a medical treatment, should be commissioned by the NHS, and attempts have been made historically to secure funding via this route to operate the pool. This was explored in some detail in 2019, when, in response to representations made to them, the CCG's then Director of External Affairs and Policy wrote:

"Cambridgeshire and Peterborough CCG have contributed to the funding of the Hydrotherapy pool at St George's in the past on the basis of referrals being made into the service by local GPs. Although the number of referrals made to the service by GPs is very small and ad hoc, there are a number of people utilising the pool without a GP referral and the majority of these people are self-funded.

"While we recognise how valued these services are by those with disabilities, or who require rehabilitative treatment, the CCG does not have a clinical policy in place to support the referrals into the service.

"Taking into account our current financial situation, the high volume of people self-funding without a GP referral, and that there is no clinical policy in place, the CCG has ultimately taken

the decision not to contribute to the funding of the hydrotherapy pool, and not to commission the service for GP referrals.”

4.6.10 Officers are grateful for the suggestions put forward by Members, but regrettably have concluded that none present a viable alternative to the existing recommendation to close the facility in order to protect the council’s best value obligations and for additional classroom space to be created.

4.7 Alternative Provision

4.7.1 If Cabinet approve the recommendation set out in this report to close the Hydrotherapy Pool, there are a number of existing alternative hydrotherapy facilities that are available. It is acknowledged that the alternatives may not suit every user of the St George’s facility, but for many they will offer at least some options for further consideration.

4.7.2 In brief, the existing alternatives include:

- Addenbrookes Hospital, where we understand those with a medical need can be referred by their GP or specialist
- Potentially, facilities at a private care home in Peterborough. At time of writing, officers are awaiting further information from this provider
- The Regional Pool training pool – however, following representation from the Friends of St George’s User Group, who visited the Regional Pool recently to assess the viability of the training pool, this suggestion is no longer recommended.

4.7.3 Officers have had very informal discussions with the original buyer, who has suggested that he may be willing to build a bespoke facility elsewhere in the city if the council were able to help him identify land. We will actively pursue this as a further option if Cabinet agree.

4.7.4 Finally, and as has been widely publicised, Thistle Moor GP Practice, under the leadership of Dr Neil Modha, is exploring the possibility of building a Hydrotherapy Pool on land owned by the surgery. We understand that the details of this are being worked on, and officers are proactively engaging with Dr Modha to support where appropriate. The model being developed will be based on users self-funding with no subsequent revenue pressure on the council.

5. CONSULTATION

5.1 There has been extensive engagement with various interested parties ahead of this report being published.

Additionally, the Friends of St George’s User Group have provided a written representation for Cabinet to consider, and this is attached at appendix 2.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 It is anticipated that Cabinet will review the work undertaken by officers in response to the Council Motion and make an informed decision to permanently close the St George’s Hydrotherapy Pool to both protect the council’s best value obligations and to ensure additional capacity can be accommodated at the Heltwate Special School.

7. REASON FOR THE RECOMMENDATION

7.1 The rationale leading to the recommendation is set out in this report. It is absolutely recognised and acknowledged that this decision will adversely affect some of the former pool users, but the council needs to prioritise its statutory obligations and its obligation to achieve best value in all its decisions.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The alternative options considered are set out in section 4.7 of this report.

9. IMPLICATIONS

Financial Implications

9.1 The financial implications associated with this decision are set out above.

Legal Implications

9.2 There is no statutory requirement on the council to provide this service.

Equalities Implications

9.3 It is clear that a number of former pool users will be adversely impacted by a decision to close this facility, and that some of those users will have additional needs or disabilities. The alternative forms of provision set out at 4.7 provide users with opportunities to access hydrotherapy in other locations, and officers are proactively working with both Vivacity and Dr Neil Modha to bring forward additional provision, if possible, where it has no adverse impact on our finances.

Carbon Impact Assessment

9.5 Summary of assessment: The proposal to close the hydrotherapy pool is likely to result in less energy and water consumption, and slight reductions in travel for pool users and staff. Alternative use of the pool building is likely to follow, but this will be designed to be as energy efficient as possible, with consumption of energy and water being at standard classroom levels.

10. BACKGROUND DOCUMENTS

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

10.1 None

11. APPENDICES

11.1 Appendix 1 - Letter from Headteacher Heltwate School
Appendix 2 - Representations from the Friends of St Georges User Group in relation to the St Georges Site (2 part)

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Heltwate School


PFA Registered Charity No: 1180923



Heltwate School
Heltwate
Bretton
Peterborough
PE3 8RL

Heltwate St. George's
Lawn Avenue
Dogsthorpe
Peterborough
PE1 3RB

Headteacher: Mr Adam Brewster

: 01733 262878

: office@heltwate.peterborough.sch.uk

29th April 2022

Dear Jonathan,

Further to our recent conversations, I was pleased to hear that there has been a rethink about the Heltwate St. George's site. As we discussed, we feel incredibly strongly that it would be a missed opportunity if Heltwate school could not benefit from the additional space of the hydrotherapy pool site. As you are aware the cohort of children attending Heltwate school is rapidly becoming far more complex. They now have many of the characteristics of young people which would previously have attended Phoenix (Lime Academy Orton) but are now attending Heltwate. There has been no investment in the school to help us manage this change from moderate learning needs to severe learning needs.

Presently St. George's hosts our older students mostly with moderate disability, each year the complexity of need increases. On health and safety grounds as the severe needs come through, we are going to need to reduce the numbers who can attend and without additional space I am unsure where these students will go. With the increase in complexity, we need more specialist resources, staff facilities, parking, outdoor space. We already have more students on site than the building was designed for.

The building could very easily be converted to give us some specialist facilities. It could house 2 large teaching spaces or an appropriate sensory hall, provide some PE space, break out rooms, community areas, work experience, alternative provision etc. This in turn would go some way towards compensating for the lack of outdoor space. It would certainly help make St. George's more fit for purpose.

Looking at the new White Paper and the proposed SEND review I think Heltwate and the City need this site to help meet expectations. It could enable us to meet the new curriculum expectations particularly around PE and Music. Alternative provision is difficult to access, it could provide opportunities. I think it would help the authority place the more complex young people which often must be placed out of authority. This has been evidenced this year.

I look forward to further updates.

Thanks

Adam



ASDAN
Registered Centre



**Artsmark
Gold Award**
Awarded by Arts
Council England



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SUPPORTING
THOSE WHO
SERVE.**

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Representation from St George's Friends and Service Users to Peterborough City Council's (PCC) Cabinet concerning the future of the hydrotherapy pool

1. Reasons for re-opening the pool – health

1.1 St George's Community Hydrotherapy Pool has had a positive impact on over 4,500 PCC registered service users' health.

1.2 250 people of all ages (<1 – 94 years) were paying to access the pool each week. That's 12,500 PCC pool visits per year (50 weeks).

1.3 Service users come from every ward in the city. 9/10 wards where most users live are also the most deprived (ranked 1, 2 or 3 IMD 2019¹) in Peterborough.

1.4 85% of St George's users have a disability or long-term health condition with 33% a learning disability too. 15 % were using the pool for rehabilitative purposes. Over 60% of users say that their disability or health condition limits their day-to-day activities "a lot."

1.5 For many users, St George's was the only, or the main way to be physically active or to be rehabilitated.

1.6 There is no other hydrotherapy pool in the area.

It has been said that patients can be referred to Addenbrooke's. However, we understand that NHS hydrotherapy will not be provided unless there is a local facility.² In addition, we have been advised that Addenbrooke's hydrotherapy pool is not currently operating.

1.7 Evidence of some of the health benefits St George's delivers to its users.

In our survey (N=234) for whom it was relevant:

- 97.5%% of St George's users said that their physical health had greatly improved or improved as result of using the pool
- 98.5% said their mental wellbeing had greatly improved or improved
- 95% that their pain had greatly improved or improved because of using the pool
- 95% of users said that their mobility had greatly improved or improved
- 93% of users said their independence had greatly improved or improved
- 93% said that St George's was an important source of social contact

¹ English Indices of Multiple Deprivation 2019

² Cambridge and Peterborough Clinical Commissioning Group Hydrotherapy Policy V3 Jan 2022.

1.8 Benefits to the wider health and social care economy included:

- 70% of those for whom it was applicable, and 36% of all survey respondents, reported that they had reduced the number of visits that they made to their general practitioner (GP) as result of hydrotherapy.
- 44% of those for whom this was applicable, and 23% of all survey respondents reported that they had been able to reduce their intake of medication as result of hydrotherapy.
- 49% of those for whom this was applicable, and 27% of all survey respondents reported that they were using the pool to avoid or postpone surgery or hospital procedures

1.9 For the full health report including users' testimonials, please visit - <https://bit.ly/2CkCacl>

1.10 To find out more about the impact hydrotherapy can have - Dominic's story (3:25) <https://youtu.be/Y8hYlqGEKLQ>

1.11 In contrast to this, while the pool has been closed, we hear that many users' physical and mental health has significantly deteriorated. Shared with permission, here is what one user says:

*"Since the Pool had to close my disability has worsened and I became unable to sit & bedbound, following a much-awaited procedure on my spine I should have been back in my wheelchair and hopefully on crutches eventually. BUT the only way to do that would be by exercising in the WARM water of St George's (or any other hoist accessible, **affordable** hydrotherapy Pool). Unfortunately with nothing available I am left bed-bound, with a "very expensive" device (NHS provided) in my back which I can't make the most of, in a **lot of pain** (permanently on **Morphine**) **AND** now I have type 2 Diabetes as a result of unavoidable weight gain through lack of movement!!*

That doesn't include the effect on my Mental Health!

*Imagine Covid Isolation, but **only** in your bed, that is and has been my life since St George's shut."*

2. Reasons for re-opening the pool - financial

2.1. The sale of St George's to aquatic physiotherapist, Mr Mahamani, appeared in Phase 1 of 22/23 Budget Proposals which were voted through by Full Council. It was obviously considered a good financial proposal then.

2.2 The Council has stated that it cannot afford to pay the preparation costs for the sale. However, the sale price would compensate for this. The Briefing Note for the Extraordinary Meeting 23rd May includes costs caused by a proposed expansion. However, we understand Mr Mahamani had withdrawn this requirement, meaning

the costs for preparing the site for sale would be reduced. Mahamani has said this cost would be around £40k to prepare the site for a £105k sale. That's potentially a £65k PCC profit.

2.3 Following the sale, the refurbishment, the re-opening, and the future running costs would be at Mr Mahamani's expense. And he'd be contributing business rates. There would be no cost to PCC.

2.4 In contrast, mothballing St George's means PCC incurs maintenance costs.

2.5 St George's purposefully conservative and robust, evaluative Social Return on Investment (SROI) showed when open, the pool delivered £1,525,000 economic and social value to Peterborough per year. That was £16 of value for every £1 invested. This included savings to Adult Social Care. While closed, this value to Peterborough is lost.

| Outcomes | Total value for outcome (£) |
|--|-----------------------------|
| 1.Pool Users | |
| 1.1 Improved quality of life | 71,000 |
| 1.2 Improved health and well-being | 276,775 |
| 1.3 Improved social network | 279,762 |
| 2. NHS | |
| 2.1 Reduction in number of falls | 262,196 |
| 2.2 Reduction in the number of visits to GP - NHS costs | 21,489 |
| 2.3 Reduction in number of items prescribed by GP - NHS costs | 1,661 |
| 2.3 Reduction in hospital visits and treatment costs - NHS costs | 463,444 |
| 3. The State | |
| 3.1 Reduction in employment costs | 22,442 |
| 3.2 Reduction in care needs | 126,145 |
| TOTAL | 1,524,916 |

2.6 To view the full report - <https://bit.ly/3txm21C>

2.7 The local community has been involved and invested in St George's in so many ways. Through St George's Friends and Service Users, residents have donated over £25k of support in the form of equipment and refurbishments. The Friends were planning to buy a tracked ceiling hoist as our contribution towards the newly refurbished St George's pool. We think it's important, in so many ways, that we continue to be included and involved as stakeholders in the ongoing discussions please.

3. Reasons why the proposed sale to Ranjith Mahamani (Consult Physio Ltd) as previously agreed, continues to be viewed as a good choice by us

3.1 To retain the health benefits shown in section 1 for some of the city's most vulnerable residents.

3.2 For the financial reasons in section 2. After the preparation costs for the sale, there would be no further cost to the council but all the benefits instead.

3.3 The sale negotiations which took place over several months included St George's hydrotherapy users and their views. We supported the sale. We thought for the future, it was the right and pragmatic thing to do. It seemed in the best interests of everyone.

3.4 The agreement included a guarantee of 20 hours of community access to the hydrotherapy pool per week at affordable prices. These would only rise in line with the retail price index.

3.5 Mr Mahamani is a qualified aquatic physiotherapist. He had been hiring St George's pool for patients every week for the past eight years. He had trained staff and operating systems ready. He was planning to run the pool in a suitably professional way.

3.6 Mr Mahamani planned to refurbish the pool and had already involved pool users' views.

3.7 If valuations or circumstances have changed for this deal, has any attempt been made to renegotiate it?

3.8 If required, on behalf of the service users, we would urge this. We would like every option to be explored.

4. Heltwate School

4.1 We can absolutely sympathise with pressure Heltwate School finds itself in receiving pupils with more complex needs.

4.2 But does the cost of this expansion have to be closing the city's only community hydrotherapy pool? We would like the following to be considered please:

4.3 Pupils from Heltwate School, and other Peterborough Schools, benefitted from using St George's Hydrotherapy Pool. The more complex the pupils' needs; the greater the need for hydrotherapy to be provided. Not only for when these pupils are in school, but for when these young people leave.

4.4 St George's is small; it consists mostly of the pool hall, a plant room and two changing rooms. These would undoubtedly be difficult and costly to convert into a useable school space.

4.5 Does Heltwate's new build at Bretton offer any potential for expansion?

4.6 Or, to the side of the Heltwate St George's School, there is some flat overgrown ground that belongs to it. It's not St George's. Please see photographs below.



Figure 1 Heltwate land from Lawn Avenue



Figure 2 Heltwate land from St Paul's Road

Could this area be suitable for expansion?

4.7 The loss of the only community hydrotherapy pool for the city's residents and for the rising number of pupils with special educational needs and disabilities (SEND) (apart from those at Lime Academy), seems retrograde and potentially short-sighted. Especially if there are alternatives for expansion, or if the expansion is a temporary measure, as no decision has been made on whether the school will eventually relocate.

4.8 In 2018, plans were successfully passed to build a joint Heltwate School and St George's Community Hydrotherapy Pool at Newark Road. If the builder Carillion had not gone into liquidation, Heltwate would have new school and the city a new community hydrotherapy pool. Following this, we should be doing everything possible to salvage the very best outcomes for both the school and the city's hydrotherapy users.

5. Conclusion

5.1 We would like St George's to re-open as soon as practicably possible please.

5.2 As per our petition, we would firstly urge the resumption of sale negotiations with Mr Mahamani.

5.3 If then required, we would encourage and support the exploration of all other options with Mr Mahamani.

5.4 If then required, all other options for re-opening the pool should be explored.

5.5 On behalf of the service users, we would be pleased to be involved and to support this to a successful conclusion wherever possible.

Part 2 Representation from St George's Friends and Service Users to Peterborough City Council's (PCC) Cabinet concerning the future of the hydrotherapy pool

This additional representation is in response the hydrotherapy update provided at Full Council on 22nd June.

1. St George's Friends and Service Users welcomes the news that the cabinet is exploring all options for delivering hydrotherapy in the city and will be consulting with the service users' group. Thank you.

2. We were surprised at the presumption that St George's hydrotherapy users have found alternative venues.

2.1 These are examples of the responses received from users who watched the livestream:

"I was astonished to hear Cllr Steve Allen declare that the St. George's users had made other arrangements for hydrotherapy locally. Could we ask him to NAME ONE PLACE where this is possible for the St. George's users to replicate what was available, please? As he is so certain that this has been done it should be easy for him to share this information."

"I can categorically state that I have found no alternative hydrotherapy provision and have not used one since closure. I would be interested to know why Cllr Allen thinks it is so obvious that we have found alternative hydrotherapy."

2.2 We know users are very keen to return to being active and managing their health and wellbeing at St George's hydrotherapy pool.

"I have not found an alternative for the hydro pool. As I said in my story on the St George's website, it was somewhere for me to be able to lift my children and have fun with them without any mobility issues which I have on dry land. As a family, we are distraught not to have the access to St George's Hydro Pool."

3. We were concerned and disappointed that the announcement at Full Council to trial "hydrotherapy" at the Regional's teaching pool was made without any consultation with us.

4. However, at our request, a much-appreciated site visit to the teaching pool at the Regional Fitness Centre was granted. This was to see if it could be a suitable alternative for St George's hydrotherapy users.

4.1 The site visit took place on 28th June. Two senior staff members of Peterborough Ltd, two PCC councillors, and two St George's service users were present.

4.2 *The conclusion of the site visit was that the training pool would **not** be a suitable alternative for St George's users. We think we can say that this conclusion was universally agreed amongst us all.*

Reasons why the teaching pool is not suitable include:

5.1 The teaching pool is not deep enough.

- Its depth is 0.75m (2ft 5") - 0.90m (2ft 11").
- To provide adequate support for hydrotherapy exercise a pool would need to be 1.20m (4ft) - 1.50m (4ft 11") deep (chest height).
- St George's, which of course was originally built as children's hydrotherapy pool, is 0.80m (2ft 7") - 1.20m (4ft) deep.
- This problem of depth is increased by the fact that hydrotherapy users would need to share the pool with school swimmers (not ideal in so many ways) and St George's users would need to be placed in the shallow, 0.75m (2ft 5") end.
- A hydrotherapy user who attempted to use the teaching pool when St George's was closed for repairs in 2017 wrote:

"Tried the children's pool while we were shut for pool maintenance but I found it no use as not deep enough to do exercises I wanted to do. Did nothing to help me."

5.2 The teaching pool is too cold.

- The teaching pool operates at around 31°C.
- A hydrotherapy pool requires a water temperature of 33 - 35.5°C. St George's generally operated at 35.5°C.
- It would be difficult for staff to raise the temperature because:
 - It would be too hot for the school and swimming class pupils.
 - Owing to the current shortage of chlorine, pools are being advised to keep water temperatures down.

5.3 The teaching pool is not easily accessible for anyone requiring hydrotherapy.

- The pool is accessed by ladders or a set of steps without a handrail.
- This means most hydrotherapy users would need to use a hoist. Being able to access a pool independently is of great importance to many users. Having to use the hoist, when normally able to access independently, would be a deterrent.

- The poolside hoist does not have the seat fittings required by many of St George's users. For example, slings.
- Transport from changing rooms to the poolside hoist would be difficult as an additional mobile hoist would be required. This is sited elsewhere. There are no shower trolleys.
- There is no handrail around the inside the pool. "Handrails are an essential requirement for hydrotherapy pools as they enable therapeutic treatment techniques which require the patient to use them for support." ATACP 2019



Figure 1 Teaching pool

6. Difficulties of timetabling hydrotherapy sessions in the teaching pool:

- Hydrotherapy sessions could only take during school sessions - 9am - 3pm. It would require sharing the pool by dividing it in half with hydrotherapy users at the shallow end.
- This is not ideal for the schools or hydrotherapy users. If required, further information can be supplied.
- There might be a whole-pool, hour-long hydrotherapy slot at a lunchtime, when the schools are not present. However, two disabled changing rooms would be unlikely to meet demand.
- There would be no provision for any aquatic physiotherapy advice or service during such sessions.

7. Reasons why the Regional Fitness Centre is not best suited to host hydrotherapy sessions

7.1 Changing rooms:

- The men's and women's changing rooms are not accessible. (Information can be supplied.)
- There are two accessible changing rooms.
- These would not be sufficient for a public hydrotherapy session.

7.2 The teaching pool is sited on the first floor

- It needs to be accessed by the stairs or the lift.
- For all hydrotherapy users with mobility problems, this would cause additional access difficulties.
- The width of the entrance to the lift was less than the required standard for wheelchair access. (Information can be supplied.)
- So many hydrotherapy users with mobility difficulties and wheelchairs accessing the teaching pool at one time, could pose an evacuation problem.

7.3 Length of walking distance required to access the teaching pool

- The shortest distance to the pool from the closest Blue Badge car parking space (5 spaces) was approximately 110m. That's a minimum of 220m for both journeys.
- 89% of St George's users report a mobility problem. A previous survey of St George's users found 85% were entitled to a Blue Badge. Generally this might mean someone experienced great difficulty walking more than 50m (DWP PIP).
- We did not find out how far someone might be required to walk if unable to obtain a Blue Badge parking space.
- The number of doors - especially for someone in a wheelchair - made the journey through the building to and from the pool difficult too.
- In contrast, the estimated walking distance to the pool at St George's is between 10m (drop-off point) to 20m (far car park).

8. As there has not been an opportunity to consult with hydrotherapy users, these represent just some of reasons that the teaching pool would not be suitable.

9. Any questions or clarifications on the points raised are welcome.

10. This is a super pool for teaching children; it is not a hydrotherapy pool.

| | |
|----------------------------------|--------------------------|
| CABINET | AGENDA ITEM No. 7 |
| 11th JULY 2022 | PUBLIC REPORT |

| | | |
|--------------------------------|--|--------------------------|
| Report of: | Adrian Chapman, Executive Director Place and Economy | |
| Cabinet Member(s) responsible: | Cllr Marco Cereste, Cabinet Member for Climate Change, Planning, Housing and Transport | |
| Contact Officer(s): | Lewis Banks – Transport and Environment Manager Rob Hill - Assistant Director - Community Safety (Peterborough and County) | Tel. 317465 864715 |

IMPLEMENT RECOMMENDATIONS FROM THE PETERBOROUGH PARKING STRATEGY

| RECOMMENDATIONS | |
|---|---------------------------|
| FROM: Adrian Chapman, Executive Director Place and Economy | Deadline date: N/A |
| <p>It is recommended that Cabinet:</p> <ol style="list-style-type: none"> 1. Consider and comment on the Peterborough Parking Strategy. 2. Approve the following short-term recommendations: The Council shall: <ol style="list-style-type: none"> a. Continue to review parking occupancy levels as the city continues its recovery from the pandemic. b. Close Dickens Street Car Park at the earliest possible opportunity. c. Request officers undertake feasibility and costing work to improve the disabled parking bay provision in existing car parks. d. Implement parking charges, including recovery of the electricity cost, for electric vehicle charging bays including those solely used for the taxi and private license trade. e. Undertake a review of parking charges in line with ongoing work to review 'fees and charges' across the Council. f. Undertake a review of charging technology to assess the feasibility of alternative mechanisms e.g. ANPR. 3. Instruct the Executive Director Place and Economy to establish an officer working group to review the remaining recommendations ahead of further consideration by Cabinet later this year. | |

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet by the Executive Director Place and Economy.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to present a number of short-term recommendations to Cabinet as a result of the work undertaken to prepare a Parking Strategy. It also seeks the consent of Cabinet for an officer working group to be established in order to consider and bring forward, as appropriate, the remaining recommendations in the strategy.

2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.8, ‘To determine policies or strategies that will have a significant impact on two or more wards.’

2.4 This report links to the following Corporate Priorities:

Better jobs, good homes and improved opportunities for all;

The initial recommendations contained in this report support the Council to make best use of existing resources, offering maximum benefits to local residents.

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 In late 2020 Royal Haskoning DHV completed a Car Parking Strategy on behalf of the Peterborough Investment Partnership (PIP) to address two key questions: Are the car parks in the city centre in the right place and of the right capacity? And, is there scope for the intensification or consolidation of existing parking facilities. In short, their initial study found that the answer to each question is yes.

In 2022 the Council instructed a revision of the strategy to determine a number of short-term next steps to recommend to Cabinet. The revised Parking Strategy is attached at appendix A. Officers recommend that a number of the actions contained within the report are brought forward at the earliest opportunity as detailed below.

The strategy will also be developed further to explore opportunities for secure cycle parking provision to encourage active travel as well as opportunities for bio-diversity improvements to support the Council’s Climate Emergency goals.

4.2 **Consider and comment on the Peterborough Parking Strategy.** The Draft Parking Strategy is included with Appendix A. Cabinet are asked to review and comment on the strategy and indicate to officers which actions, beyond those detailed specifically in this report, should be prioritised for further action.

4.3 **To continue to review parking occupancy levels as the city continues its recovery from the pandemic.** Peterborough benefits from a high volume of car parking, provided at locations across the city centre. The current car parking provision is a mix of surface and multi-storey off-road car parks, and on-street pay and display. Two of the largest car parks in the city, associated with Queensgate and the Railway station, are operated and managed privately with a further substantial private car park operated by NCP being located on Brook Street. Around half of the city’s car parking is operated by the council. In total the city has approximately 6,415 public car parking spaces to serve a population of 203,000 people. Of these spaces, 2,632 are under the Council’s control.

The latest assessment of parking demand expects a peak weekday demand of 1,556 vehicles within the council operated car parks. This demand equates to an occupancy of 59%, despite the removal of Wirrina and Northminster car parks. By way of comparison a similar exercise conducted in 2020 calculated demand to be 2,034 vehicles, equating to an occupancy rate of 68.0% (including the Wirrina car park).

From the overall demand calculations it is apparent that parking demand has fallen by around a quarter from October 2019 to March 2022. Whilst the lingering effects of the Covid-19 pandemic will have inevitably affected data from March 2022, very few formal restrictions were in place at this time. It is expected that most of the observed change in demand is reflective of changes in

both short stay demand (due to increased on-line shopping) and long stay demand (due to increased working from home and conversion of offices to residential). The use of the 2019 demand data is therefore considered a robust basis for forecasting, which allows for a significant increase in demand compared with the current situation.

The Parking Strategy reports uses this data to estimate that, based on an ideal peak occupancy rate for car parks of approximately 90%, a maximum of 2,260 car parking spaces should be provided within the City Council’s car parks. This would equate to a removal of approximately 370 existing spaces (over and above the 461 spaces already removed at Northminster and Wirrina).

This provides the opportunity for the proposed Officer Working Group to utilise the data provided in the report, alongside data that is readily available to officers, to look at asset utilisation and disposal options including the opportunity to use existing provision to support new developments including the University of Peterborough.

4.4 **Close Dickens Street Car Park at the earliest possible opportunity.** On the basis that recent assessments demonstrate there is a surfeit of spaces, it is recommended that Dickens Street car park is closed at the earliest possible opportunity. This car park is poorly utilised, with considerable spare capacity available at the nearby Wellington Street car park to cater for displaced demand. Maintenance costs exceed ticket revenue at Dickens Street therefore a disposal strategy should be developed for the site to maximise development receipts.

4.5 **To request officers undertake feasibility and costing work to improve the disabled parking bay provision in existing car parks.** To assist authorities in discharging their duties with respect to transport, the Department for Transport’s Inclusive Mobility was published in December 2021. With respect to car parking, the guidance notes that off-street car parking should provide car parking designated for Blue Badge holders and other disabled drivers and passengers.

In addressing the quantity of Blue Badge spaces to be provided, the guidance recommends providing six percent of a car park’s spaces for Blue Badge holders in areas which are, “associated with shopping areas, leisure or recreational facilities, and places open to the general public”. At present, very little Blue Badge parking is provided in the Council’s car parks. Given the duties established in the Equality Act, this should be remedied. As Blue Badge spaces are larger than standard car parking spaces, their provision would result in a small reduction in car parking capacity. Translating the recommended Blue Badge provision to the Council’s car parks (excluding Dicken’s Street) would result in a small net reduction in total provision across the city as set out in Table 1:

Table 1

| | Current Standard Spaces | Proposed Blue Badge Spaces | Net Reduction in Spaces |
|----------------------|-------------------------|----------------------------|-------------------------|
| Bishops Road | 244 | 15 | -7 |
| Brook Street | 136 | 8 | -4 |
| Car Haven | 214 | 13 | -6 |
| Pleasure Fair Meadow | 316 | 19 | -9 |
| Railw ay Sidings | 79 | 4 | -2 |
| Regional Pool | 195 | 12 | -6 |
| Riverside | 162 | 10 | -5 |
| Sand Martin House | 400 | 24 | -6 |
| Trinity Street | 50 | 4 | -2 |
| Wellington Street | 671 | 40 | -20 |
| London Road | 90 | 6 | -3 |
| Total | 2632 | 155 | -70 |

In order to undertake this work it is necessary to complete a feasibility study to identify priority locations, specific locations within car parks, a technical specification and cost estimate for the

works. Subsequently it will be necessary to secure funding as part of the Council's budget setting process. This work will be undertaken with the aim of securing funding and delivering this work from 2023/24 financial year.

- 4.6 **Implement parking charges, including recovery of the electricity cost, for electric vehicle charging bays including those solely used for the taxi and private license trade.** The Council are currently working with the Cambridgeshire and Peterborough Combined Authority to develop a strategy for the further roll out of electric vehicle charging across the city.

In addition to this, over recent years, the Council has installed 17 public charging points in 5 locations in car parks across the city centre and there will shortly be a total of 4 rapid chargers for taxis and private hire vehicles. Since installation the Council decided, to encourage and support the uptake of electric vehicles, to offer residents and visitors to the city both free parking and free electricity. The Parking Strategy has reviewed the fees payable for EV charging in off-street car parks in similarly sized, or local, towns and cities as detailed in Table 2.

Table 2

| City/Town | Council Operated EV Charging Point Fees | In Council Operated Car Parks, are EV Charging Fees AND Parking Tariffs Concurrently Payable? | Fees For EV Charging In Residential Areas |
|--------------|---|---|---|
| Norwich | None | Pay for parking. No additional charge for EV charging | N/A |
| Peterborough | None | Pay for parking. No additional charge for EV charging | N/A |
| Bournemouth | Fast: 35p/kWh, Rapid 43p/kWh | Pay for parking, in addition to the fee for EV charging | N/A |
| Cambridge | Per membership type and charging speed[1] | Fee for parking, in addition to the fee for EV charging | N/A |
| Northampton | None | N/A | £1.50 connection fee plus 30/pkWh |
| Warrington | Per membership type and charging speed* | Pay for parking, in addition to the fee for EV charging | N/A |
| Bedford | Per membership type and charging speed | Pay for parking, in addition to the fee for EV charging | Per membership type and charging speed* |

The review of similar towns and cities has identified that Peterborough is unusual in not charging a fee for the use of EV charging while parking.

It is therefore recommended that Cabinet agree, at the earliest practical date, for: parking charges to be implemented across all electric vehicle charging bays consistent with the specified parking fee at any given location; and, implement a charge for the power consumed whilst using the charging facility relative to the cost of the electricity supply, associated fees and ongoing maintenance.

- 4.7 **Undertake a review of parking charges in line with ongoing work to review ‘fees and charges’ across the Council.** The Parking Strategy recommends a number of changes to parking fees at both off-street and on-street locations. Officers recommend that this data is analysed by the team currently reviewing corporate fees and charges and implement as necessary.
- 4.8 **Undertake a review of charging technology to assess the feasibility of alternative mechanisms e.g. ANPR.** Alternative forms of technology are available to collect fees and charges for the use of parking facilities. Officers will explore alternative systems and develop a recommendation to be considered by Cabinet later this year.
- 4.9 **Instruct the Executive Director Place and Economy to establish an officer working group to review the remaining recommendations ahead of further consideration by Cabinet later this year.** There are a number of other more complex recommendations contained within the Parking Strategy report which could be implemented over the medium to long term. It is therefore suggested that an officer working group is established to review these options and consider them

holistically to ensure each recommendation is taken forward in a way which ensures maximum benefit to the city. This group should be required to report back to Cabinet in 6-9 months' time.

5. CONSULTATION

- 5.1 No consultation has taken place as part of this report. The recommendations contained within this report will each be reviewed individually ahead of implementation and consultation undertaken as necessary. This will include consulting disability groups to improve the disabled parking bay provisions in existing car parks.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that Cabinet agree to the initial recommendations contained within the report and support officers in their implementation.

7. REASON FOR THE RECOMMENDATION

- 7.1 The initial recommendations contained within this report are considered to be practical and deliverable interventions to support the development of the city centre.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative option considered would be to hold back on implementing any recommendations until such a time as a full review could be undertaken across all of the recommendations contained within the Parking Strategy. This has been ruled out because there are a number of advantages to pursuing both short and medium term actions simultaneously.

9. IMPLICATIONS

Financial Implications

- 9.1 The financial implications for each of the recommendations contained with this report are considered as follows:

To continue to review parking occupancy levels as the city continues its recovery from the pandemic. No implications. This will be undertaken with existing resources.

Close Dickens Street Car Park at the earliest possible opportunity. There will be some costs associated with closing and securing the site but these will be offset by the opportunity to cease maintenance in the short term and dispose of the asset.

To request officers undertake feasibility and costing work to improve the disabled parking bay provision in existing car parks. No implications. The costs will be identified and included in the 2023/24 budget setting process.

Implement parking charges, including recovery of the electricity cost, for electric vehicle charging bays including those solely used for the taxi and private license trade. There will be some minimal costs associated with installing new signage and varying the Traffic Regulation Order but these will be offset by income from introducing parking fees and recovering the cost of any electricity used.

Undertake a review of parking charges in line with ongoing work to review 'fees and charges' across the Council. No implications at this stage. This work will be fed into the councils decision making process.

Undertake a review of charging technology to assess the feasibility of alternative mechanisms e.g. ANPR. No implications at this stage. The costs will be identified and included in the 2023/24 budget setting process.

Instruct the Executive Director Place and Economy to establish an officer working group to review the remaining recommendations ahead of further consideration by Cabinet later this year. No implications. This will be undertaken within existing resources.

Legal Implications

9.2 There are not anticipated to be any legal implications.

Equalities Implications

9.3 There are not anticipated to be any equalities implications other than improving the provision of blue-badge parking facilities.

Carbon Impact Assessment

9.5 The work of the proposed officer working group could lead to further actions and a carbon impact assessment would be undertaken at that point in time. Implementing a charge for electric vehicle charging may result in a decreased use of council owned electric vehicle charging infrastructure. Drivers may choose to charge their vehicles at home if possible to do so, resulting in a decrease use of council electricity.

10. BACKGROUND DOCUMENTS

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

10.1 N/A

11. APPENDICES

11.1 Draft Peterborough Parking Strategy - Appendix A

REPORT

Draft Peterborough Car Parking Strategy

Client: Peterborough City Council

Reference: PC3127-ZZ-XX-RP-Z-0001

Status: Draft/00

Date: 27 June 2022

HASKONINGDHV UK LTD.

Westpoint
Peterborough Business Park
Lynch Wood
Peterborough
PE2 6FZ
United Kingdom
Mobility & Infrastructure
VAT registration number: 792428892

+44 1733 3344 55 **T**
info@uk.rhdhv.com **E**
royalhaskoningdhv.com **W**

Document title: Draft Peterborough Car Parking Strategy

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Reference: PC3127-ZZ-XX-RP-Z-0001

Status: 00/Draft

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Project name: Draft Peterborough Car Parking Strategy

Project number: PC3127

Author(s): Phil Marshall

Drafted by: Phil Marshall

Checked by: Phil Marshall

Date: 27 June 2022

Approved by: Sarah Simpson

Date: 27 June 2022

Classification

Project related

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The Parking Strategy and its Recommendations

The ambition for Peterborough is to create a thriving and vibrant city centre, in a way which respects the declared climate emergency. The strategic aim of the public car parking strategy therefore is to support the council's ambition for the city centre by ensuring that the city is accessible to everyone in the future.

The car parking strategy aims to achieve this with objectives to:

- 1 Facilitate the economic development of the city centre;
- 2 Support the diversification of city centre activities, including creation of the University;
- 3 Improve accessibility to the city centre for all;
- 4 Address the climate emergency;
- 5 Support modal shift from private car to more sustainable modes; and
- 6 Improve public health.

The strategy must allow substantial flexibility in implementation in order to reflect the inevitably changing circumstances that occur over the Local Plan period. A series of strategy measures have been designed to address the stated aims, with the expectation that the implementation of measures is carefully monitored to ensure effectiveness.

1. In the immediate short term, Car Haven should be renamed to reflect its location rather than its use.
2. Where there is a marginal case for retaining all spaces in larger car parks, development should be considered for those sites which screens retained public car parking. This could be achieved by over-building and retaining car parking as an undercroft facility, or by developing the site frontage with retained car parking effectively screened from the roadside to the rear of the development. The latter would enable development to be phased with investment in active or sustainable transport modes to enable a further phased reduction in car parking.
3. Where car parking is desirable to be retained in specific locations because of a lack of alternative options, for example in Bishop's Road, Car Haven or Regional Pool, a Feasibility Study should be carried out for decking existing car parks. Notwithstanding the need to ensure views of the Cathedral are not disturbed, decking of these car park(s) could be secured at least in part by contributions associated with development in the city. Any decking should be accompanied by landscape enhancements on the associated street frontage incorporating street trees and other soft interventions, to improve the adjoining streetscape.
4. Any review of the city's Local Plan could usefully include supporting documents to establish the specific aims for the city's social, environmental and economic assets. This may include: city-wide economic strategy; development areas' master plans or investment plans; River Nene strategy; or guidance notes and development briefs (for example, in relation to the provision of purpose-built student accommodation).
5. Peterborough city centre has a surplus of car parking spaces. At present less than 60% of spaces are occupied at peak times. It is recommended that as a minimum approximately 370 spaces should be removed to facilitate other uses. This is expected to have a marginal effect on revenue and reduce maintenance liabilities.

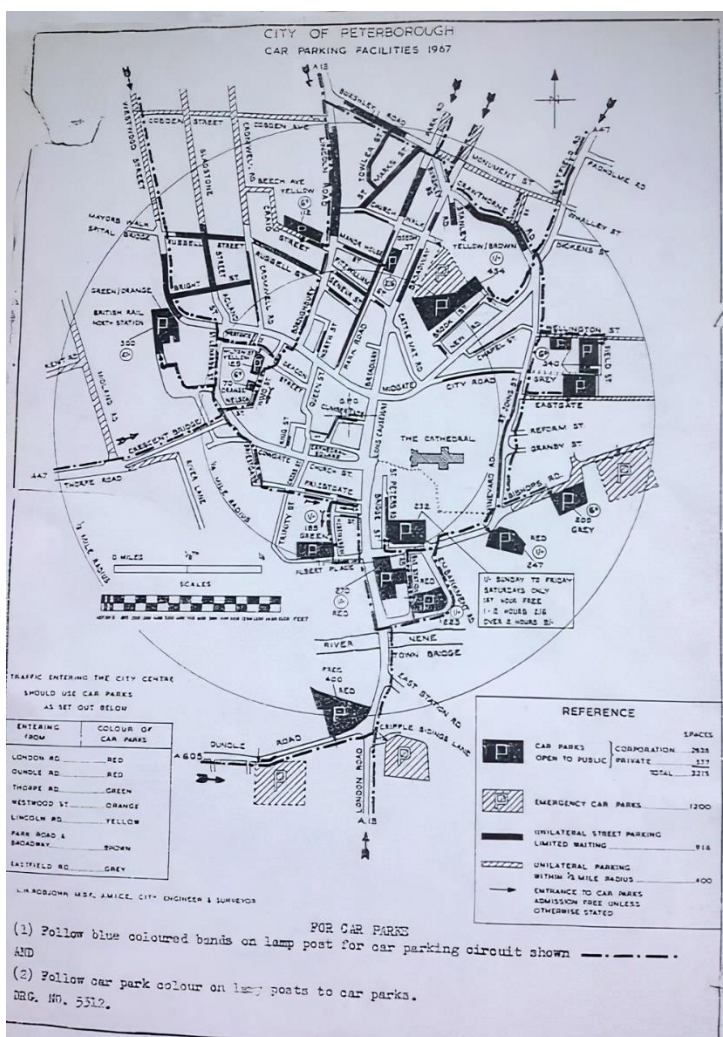
6. Car park occupancy should remain under review using agreed and consistent metrics; if demand does not return to pre-pandemic levels then it may be appropriate to remove further parking spaces in addition to the quantum identified in this Strategy.
7. On the basis that recent assessments demonstrate there is a surfeit of spaces, it is recommended that Dickens Street car park is immediately closed. This car park is poorly utilised, with considerable spare capacity available at the nearby Wellington Street car park to cater for displaced demand. Maintenance costs exceed ticket revenue at Dickens Street therefore a disposal strategy should be developed for the site to maximise development receipts.
8. In addition to the closure of Dickens Street, further car parking capacity should be removed now to establish a new baseline of provision. A key element of this will be to provide appropriate levels of Blue Badge parking, a known omission from most existing car parks and which (due to the larger space requirements) result in a small net reduction in total car parking spaces.
9. A substantial volume of parking spaces, up to 225 spaces, should be removed from Wellington Street or in combination with spaces removed from Regional Pool as a result of University development in the immediate short term.
10. Acland Street car park should not be reopened. Consideration could be given to relocating coach layover from Pleasure Fair Meadow to Acland Street, to enable the development of the former per its allocation in the Local Plan. Alternatively, a disposal strategy could be developed for this site aligned with the city's wider cultural and regeneration ambitions.
11. In the short to medium term the Regional Pool and London Road car parks can be closed as the sites are redeveloped.
12. As each development proposal is brought forward the car parking monitoring metrics should be reviewed to ensure adequate parking provision is retained, and Supplementary Planning Documents developed to identify site-specific requirements on this basis.
13. The redevelopment of Pleasure Fair Meadow and Wellington Street car parks could retain an element of public car parking. This could be delivered through over-build development which may enable the city council to benefit from longer term leasehold receipts.
14. Adopt the proposed pricing changes for the city council car parks. These price adjustments have been development cognizant of the inflationary forces in play at the time of writing and therefore modest changes are proposed. Based on current levels of demand, these adjustments have the potential to increase revenues by some 17% which exceed the level of revenue identified as required.

| Name | Weekday Rates | | | |
|----------------------|--------------------------|----------------|----------------|----------------------------|
| | Up to 1hr | Up to 2hrs | Up to 3hrs | Additional |
| Brook Street | £1.50 | £2.50 | £3.50 | 10 hours - £7.00 (+£2.00) |
| Bishops Road | £2.00 (+£0.20) | £3.50 (+£0.40) | £4.50 (+£0.40) | 4 hours - £5.50 |
| | | | | 10 hours - £7.00(+£0.50) |
| Car Haven | £2.00 (30 mins) (+£0.50) | £4.00(+£0.50) | £7.00(+£2.50) | N/A |
| | £3.00 (1 hr) (+£1.00) | | | |
| Riverside | £2.00 (+£0.20) | £3.50 (+£0.40) | £4.50 (+£0.40) | 4 hours - £5.50 |
| | | | | 10 hours - £10.50 (+£4.00) |
| Pleasure Fair Meadow | £2.00 | N/A | N/A | 24 hours - £5.00 (+£1.00) |
| Trinity Street | £2.00 (+£0.10) | £3.50 (+£0.40) | £4.50 (+£0.40) | N/A |

15. To encourage more short stay use of Riverside car park it may be appropriate to restrict season ticket use by applying a premium to use this facility.
16. It is recommended that a premium is charged for on-street short term parking in the immediate short term, with typical prices increased from £1.50 to £2.00 per stay. It is important that demand continues to be reviewed, with the most under-utilised reallocated for alternative uses.
17. In the immediate short term, a modest fee should be payable for the use of EV chargers throughout Peterborough city centre. This would provide a further revenue stream and is comparable to the situation in similar towns and cities.
18. Feasibility Study and strategic outline business case should be prepared, examining the provision of Phase one roll-out of EV chargers, coupled with a pricing structure for all EV chargers in the city. This pricing structure should provide differentiated pricing to enable all local residents to benefit from a reduced price, and a preferential rate for residents without the possibility of domestic charging.
19. In the immediate short term, Blue Badge parking should be provided at all of the City Council's car parks. Where possible, these should be provided with a form of weather cover as recommended by the DfT's Inclusive Mobility guidance.
20. Blue Badge holders are able to access spaces which are wider and which provide more space for people with reduced mobility to move safely and comfortably in proximity to their own and other vehicles. The parking tariffs that are in place for off-street Blue Badge parking spaces, should be retained.

1 Context

Some 50 years ago, transport was characterised by experimentation and increasing car ownership¹. In response the 1963 report “Traffic in Towns” identified a need for cities to be widely reconstructed in order to accommodate the increasing numbers of cars. By the late 1960s, Peterborough had more than 13 car



parks, with several additional “emergency” car parks. These early car parks at Bishops Road, Lincoln Road, Oundle Road and Brook Street, have been in continuous use as car parks over the intervening period.

In the early 1970s, Peterborough Development Corporation designed the city’s new towns with a “lavish road system”² to serve a wide range of new shopping and leisure facilities. Part of the holistic master plan for the city was extensive areas of car parking, to house the vehicles transporting shoppers and workers. The established car parking facilities were retained, and substantial additional car parks provided at Northminster and Queensgate through demolition of housing and establishments such as the Queensgate Hotel.

From the 1980s onwards, there was little in the way of change in the city’s car parking until the demolition of the Market multi-storey car park in 2019. As a result, Peterborians have become used to a level of car parking which is much more generous than is the case in similarly sized cities and, as a result, more recent changes at Northminster, Werrina and

Regional Pool car parks have been met with considerable concern for any knock-on effects on the city’s economy. However, the belief that car parking drives city centre footfall is not correct, and belies the deeper challenges that Peterborough city centre faces in recovering from the Covid-19 pandemic.

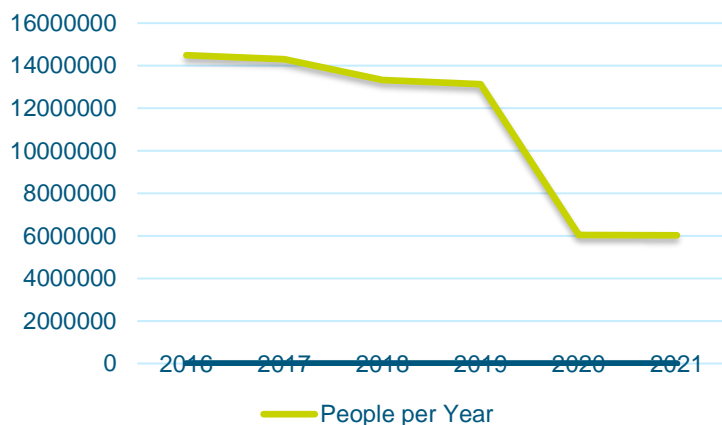
1.1 The City Centre as Destination

The Covid-19 pandemic has affected Peterborough city centre as it has for towns and cities across the country. As a result, the numbers of people visiting the city centre fell precipitously in 2020 and that drop was sustained in 2021. Visitors to Queensgate shopping centre more than halved over that period. Given the downward trend in visitor numbers between 2016 to 2019, it is more important than ever for a vital city centre, that those numbers increase quickly and a sustainable increase is achieved.

¹ *The History of the Transport System in the UK*, Government Office for Science, 2018

² <https://youtu.be/BHNSLkhrVZo>

Figure 1.1 Annual Visitor Numbers at Queensgate Shopping Centre



The Centre for Cities High Streets Recovery Tracker³ collates data on visitor numbers and spend in large towns and city centres across the UK. Data for early 2022 suggests that while footfall has increased to pre-lockdown levels, total spend has fallen considerably. Against a pre-lockdown baseline for spend by city centre visitors, Peterborough ranks as the fifth worst in the country, just ahead of Aberdeen, Basildon, Slough and Aldershot.

Table 1.1 Centre for Cities Recovery Scores for Peterborough (April 2022)

| | Peterborough | Average City |
|------------------------------|--------------|--------------|
| Weekday Score to Recovery | 93 | 85 |
| Weekend Score to Recovery | 130 | 115 |
| Night time Score to Recovery | 135 | 113 |
| Overall Score to Recovery | 104 | 93 |
| Spend Index | 90 | 102 |

*Against a pre-lockdown baseline of 100

Compared with the average city, Peterborough's higher footfall is not translating into higher spend which could contribute to a more vital city centre. The car parking strategy therefore needs to anticipate (or at least not preclude) work which would:

1. Increase the duration of stay for the average visitor to the city centre; and
2. Ensure that pricing of car parking does not present a barrier to visitors to the city.

Given the substantially higher average spend by cyclists and pedestrians (typically 40% higher per month than is spent by drivers), combined with the need for the city centre to provide an attractive destination for all types of use, the role that car parking plays directly and indirectly to increase car use or detract from the economic or environmental attractiveness of the city must be fully appreciated and addressed. This can be achieved by making the city's car parking less visible or less obvious perhaps, in time, incorporating more and more visible cycle parking in locations which are most accessible and convenient for cyclists. In so, the city's car parking can be used to help transform Peterborough's car-centred historic layout, to a more visible embodiment of its ambition to become the Environment City.

Overbuilding council operated car parks is increasingly popular means of increasing funding receipts while retaining important assets. The Barn Road scheme in Norwich retains a public car park while providing new student accommodation above. Landscaping has been used to screen the car park from both the quieter St Swithin's Road (see **Insert 1.1**), as well as the elevation adjoining the Inner Ring Road (see **Insert 1.2**).

³ <https://www.centreforcities.org/data/high-streets-recovery-tracker/>

Insert 1.1 Barn Road, Norwich – Seen from St Swithin’s Road



Insert 1.2 Barn Road, Norwich – Screening the Car Park Adjacent the Inner Ring Road



Recommendation

In the immediate short term, Car Haven should be renamed to reflect its location rather than its use.

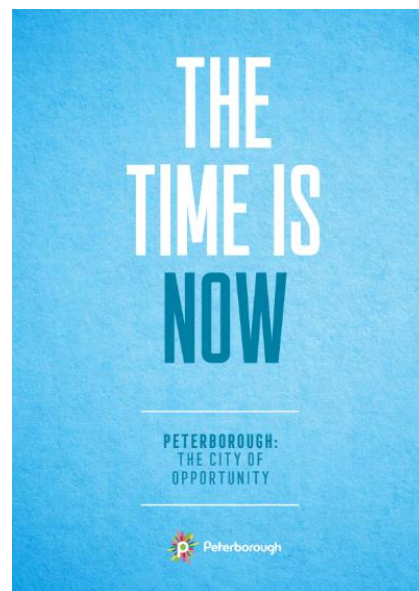
Where there is a marginal case for retaining all spaces in larger car parks, development should be considered for those sites which screens retained public car parking. This could be achieved by over-building and retaining car parking as an undercroft facility, or by developing the site frontage with retained car parking effectively screened from the roadside to the rear of the development. The latter would enable development to be phased with investment in active or sustainable transport modes to enable a further phased reduction in car parking.

Where car parking is desirable to be retained in specific locations because of a lack of alternative options, for example in Bishop's Road, Car Haven or Regional Pool, a Feasibility Study should be carried out for decking existing car parks. Notwithstanding the need to ensure views of the Cathedral are not disturbed, decking of these car park(s) could be secured at least in part by contributions associated with development in the city. Any decking should be accompanied by landscape enhancements on the associated street frontage incorporating street trees and other soft interventions, to improve the adjoining streetscape.

2 Peterborough's Growth Ambitions

The city of Peterborough has ambitious aspirations for change over the coming years: for economic growth, a new university to provide a step change in the city's educational offer and to close the skills gap, and to meet the challenges presented by the climate emergency. These ambitions are set out in a suite of documents including:

- Peterborough Local Plan 2019;
- The Time is Now, Peterborough Development Brochure;
- Draft Public Realm Strategy 2021;
- The Local Transport Plan 2020;
- Transport Vision for Peterborough;
- Local Cycling and Walking Infrastructure Plan 2020 – 2029 (LCWIP);
- Peterborough Cultural Strategy;
- Station Quarter draft master plan;
- Council Carbon Management Action Plan; and
- Environment Capital website and projects.



These documents have been generated at different times and by different parts of the Council or associated organisations, but there are strong overlaps between them. They all aim for **growth and ambition** for the city, with **environment or nature** at its core and with **culture, greater education and employment opportunities and a creative energy** to result from their implementation. However, there is no overarching strategy for the city which establishes the principles for spatial and economic development in the city.

It is an important consideration that transport in general, and car parking in particular, should be means to achieve the ends identified in these documents and to help in the recovery from the Covid-19 pandemic. At present, the absence of a clearly articulated overarching strategy across policy areas for the city means that, to a certain extent, transport matters are considered in isolation from the desired social, economic and environmental outcomes. There is therefore, potential for decisions to be made with respect to transport, which may unwittingly delimit the council's ability to achieve its aims in future.

Recommendation

Any review of the city's Local Plan could usefully include supporting documents to establish the specific aims for the city's social, environmental and economic assets. This may include: city-wide economic strategy; development areas' master plans or investment plans; River Nene strategy; or guidance notes and development briefs (for example, in relation to the provision of purpose-built student accommodation).

2.1 Transport Planning Context

In addressing these ambitions, changes to transport infrastructure will need to be informed by, and compliant with, policies for environmental change through mode shift away from private cars, a reduction

in carbon consumption in the city, and improved air quality. In the future, as for now, car parking will play an important part in ensuring Peterborough is a vital and accessible place to live and work.

The national policy context for transport planning is defined by the National Planning Policy Framework; Decarbonising Transport and its associated mode shift targets; road safety strategy and the adoption of Safe System principles in transport planning, design and network management; and the adoption of the Decide and Provide (sometimes referred to as the Vision and Validate) method of transport planning. To



achieve the requirements to decarbonise transport, including the objectives of the LCWIP to 2025, a paradigm shift will be needed in the volume of people walking and cycling, to and through the city. The review of the city's car parking will need to take this shift into account. However, car parking will remain an important consideration to ensure the city centre is highly accessible for everyone. The city's car parks generate a useful revenue stream for the council which can be used to further support the wider ambitions for the city. However, as an asset, the land on which car parks are located may derive greater benefits for the city in being used for purposes in addition to, or other than, car parking.

Further, recent years have seen a significant change in the way that we work, shop and enjoy leisure time. Even before the Covid-19 pandemic, an increase in our use of online shopping was contributing to a fall in in-person shopping trips to retail centres and supermarkets across the UK, and Peterborough is no exception to this trend. Increased investment in public transport and active transport has also led to accelerated mode shift away from private car use in some areas, although the city has not witnessed such a stark change in use compared with other cities. This has been further compounded by the benefits of the shared economy; with new business models such as Uber and Beryl Bikes supporting changing travel patterns for some demographics, and particularly for people under the age of 35⁴.

This Car Parking Strategy for the city has been prepared to respond to the changing nature of travel, as well as the city's ambitious regeneration programme. This programme seeks to build on existing assets and create new modern infrastructure to create more sustainable economic growth within the city. The proposed development in the city centre will include residential and commercial centres alongside a new university, and this will necessarily change travel patterns in the city. While those travel patterns are being explored by other strategy documents including the emerging Transport Strategy for Peterborough, the potential impacts of this future development on car parking are important to be understood.

The council acknowledges that a modal shift away from private car use needs to occur in the city centre to enhance the historic core as well as to support climate change policies. The city has low levels of bus service provision and a small network of cycling-specific infrastructure, with recent decisions such as the extension of the prohibition of cycling on Bridge Street⁵, and the loss of Capability Fund award due to lack of support for cycling⁶ reinforces the impression that Peterborough does not support active travel. This will need to be changed in the immediate short term, and the car parking strategy has been developed with this national priority in mind.

⁴ https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/673177/young-peoples-travel-whats-changed-exec-summary.pdf

⁵ [Public Spaces Protection Orders - Peterborough City Council](https://cambridgeshirepeterborough-ca.gov.uk/news/great-leap-forward-for-walking-and-cycling-as-combined-authority-board-signs-over-long-awaited-government-cash/)

⁶ <https://cambridgeshirepeterborough-ca.gov.uk/news/great-leap-forward-for-walking-and-cycling-as-combined-authority-board-signs-over-long-awaited-government-cash/>

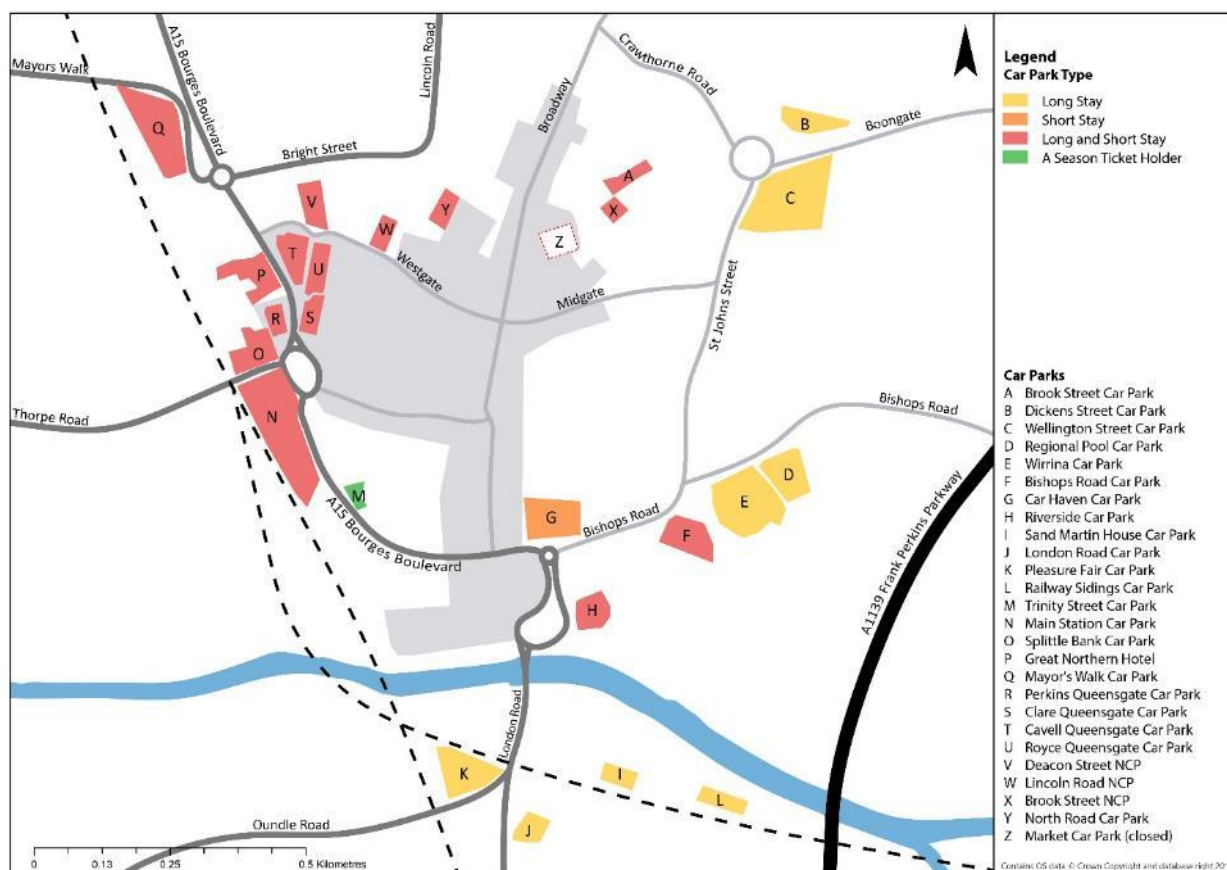
3 Quantity of Parking

3.1 Public Car Parking in Peterborough City Centre

Peterborough benefits from a high volume of car parking, provided at locations across the city centre. The current car parking provision is a mix of surface and multi-storey off-road car parks, and on-street pay and display. Two of the largest car parks in the city, associated with Queensgate and the Railway station, are operated and managed privately with a further substantial private car park operated by NCP being located on Brook Street. Around half of the city’s car parking is operated by the council.

In total the city has approximately 6,415 public car parking spaces provided in the car parks shown in **Insert 3.1** to serve a population of 203,000 people. Of these spaces, 2,632 are under the council’s control.

Insert 3.1: Car Park Locations in Peterborough City Centre



This Car Parking Strategy considers public parking within the centre of the city. It is recognised that private car park operators will modify their operations to reflect market forces, adjusting prices or the mix of long- and short-stay spaces to reflect changing demand. The local authority is unlikely to have the ability to directly change or influence private car operators. Thus delivery of some strategy measures could require mechanisms such as amendments to planning policy where the parking is not controlled by the council.

By contrast, the council has the power to use the publicly operated car parking as one of many tools to change the nature of transport infrastructure in the city. There is also a rich vein of existing data regarding

the publicly operated car parks. For these reasons, although it does draw on data relating to the privately operated car parks, this Car Parking Strategy primarily assesses publicly operated car parks which are located in the City Centre and the impacts of growth on those.

3.2 Off-Street Car Parks

Within Peterborough, there are some 24 off-street car parks currently operational within the city centre as shown at **Insert 3.1**.

There are 2,632 car parking spaces controlled by the council. Of these the majority (1,465 spaces) are long stay, 903 are designated long or short stay spaces, and 214 are for short stay use. A further 50 spaces are provided for season ticket holders only on weekdays.

3.2.1 Privately Controlled Car Parks

There are five private car park operators in the city centre, responsible for 12 privately owned car parks. Queensgate operate four car parks, Network Rail and NCP both control three car parks and the Great Northern Hotel and Napier control one each.

Between the nine car parks, a total of 4,087 car parking spaces are provided by private owners. This is 57% of the total off-street car parking spaces available in Peterborough.

3.2.2 Market (Northminster) Car Park

In August 2019 the Market multi-story car park was closed for safety reasons. The 720 space car park was located in the Northminster area of Peterborough. A temporary 100 space surface car park was provided on the site until March 2022, but is now permanently closed. For completeness, the location of this former car park is also shown in **Insert 3.1**.

3.2.3 Wirrina Car Park

In October 2020 the Wirrina surface car park was permanently closed to facilitate the construction of Anglia Ruskin University - Peterborough. The 361 space car park was located to the south of Bishop's Road in the Embankment area of Peterborough. The car park and the spaces within it have not been replaced. Despite this significant reduction in parking supply, local car parks remain underutilised. For completeness, the location of this former car park is also shown in **Insert 3.1**.

3.3 On-Street Car Parking

In addition to the formal off-street car parks, there are 384 on-street pay and display car parking spaces in Peterborough. The maximum length of stay ranges from 30 minutes to two hours with their locations identified at **Insert 3.2**.

Insert 3.2: On-Street Car Park Locations



On-street car parking is limited in the centre of Peterborough, with most located towards the northern edge of the city centre, and in the suburbs immediately beyond. Approximately 5% of the total number of car parking spaces available in Peterborough is provided on-street.

3.4 Queensgate Shopping Centre

Annual footfall data has been provided by the Queensgate Shopping Centre. This is summarised as **Table 3.1**.

Table 3.1 Queensgate Annual Footfall

| Year | Demand | Percentage of 2016 demand |
|------|------------|---------------------------|
| 2016 | 14,493,621 | 100.0% |
| 2017 | 14,301,878 | 98.7% |
| 2018 | 13,329,320 | 92.0% |
| 2019 | 13,133,809 | 90.6% |
| 2020 | 6,042,664 | 41.7% |
| 2021 | 6,027,816 | 41.6% |

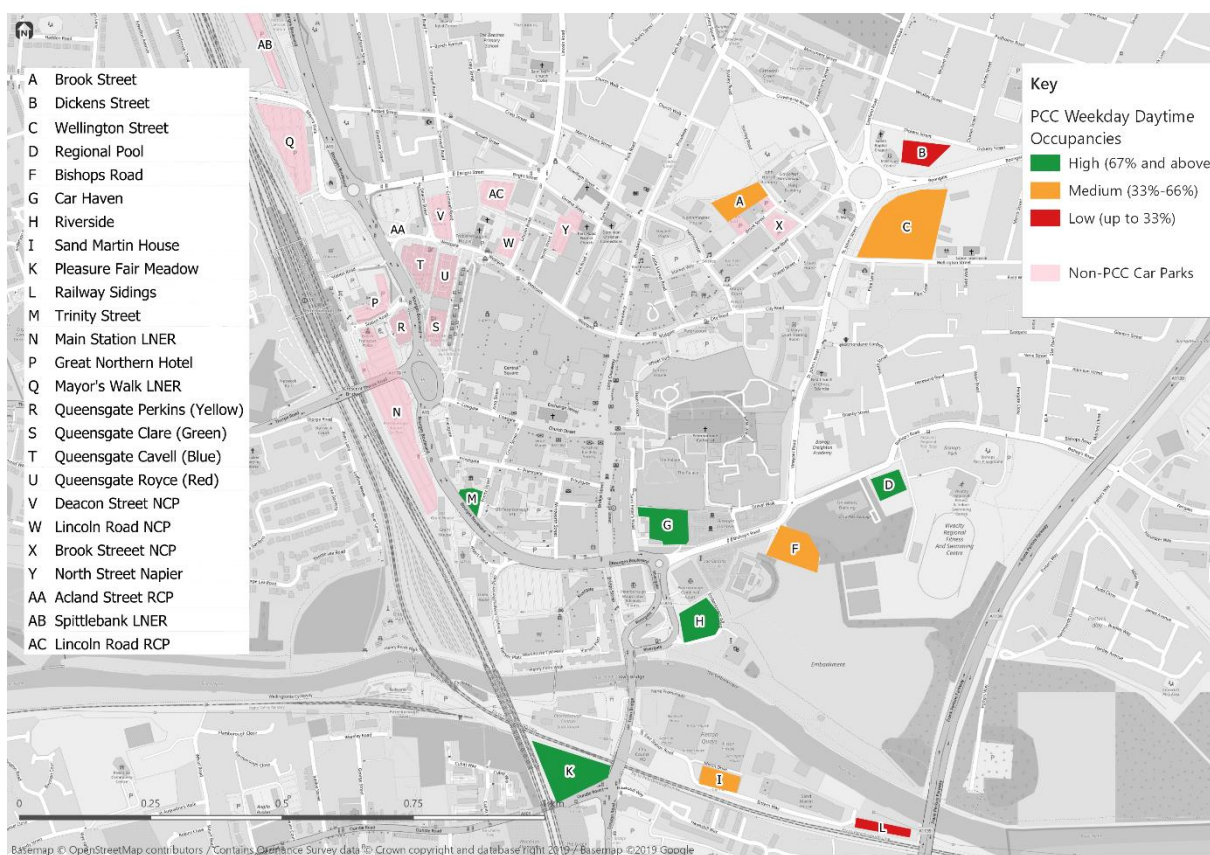
From Table 3.1 it is apparent that annual demand at Queensgate was gradually reducing between 2016 to 2019, with 2019 demand representing 90.6% of that experienced in 2016. The variety of restrictions and closures due to the Covid-19 pandemic resulted in a significant reduction in footfall in 2020 and 2021.

3.5 Overall Off-Street Parking Demand

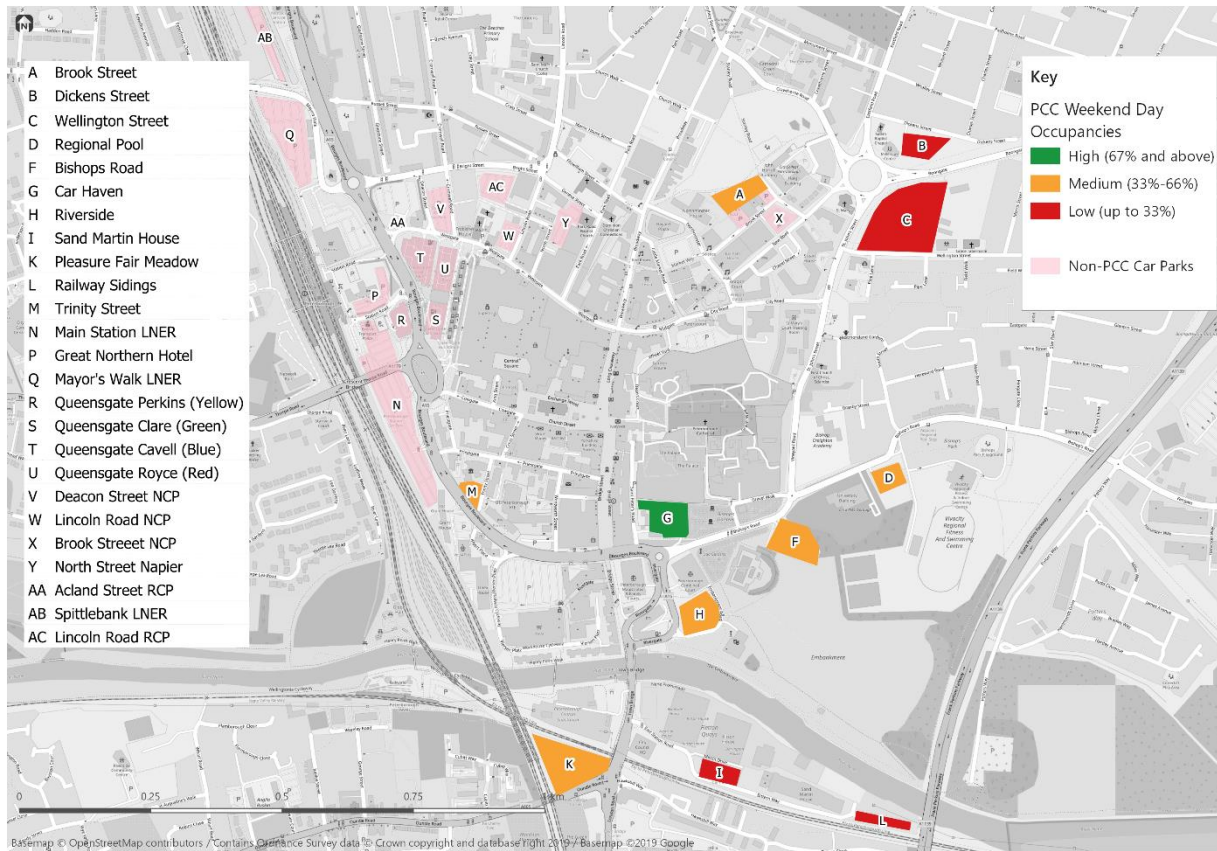
Parking demand information is available for council controlled car parks by virtue of ticket sale data. The latest available ticket sale data has been assessed (March 2022). The data was processed to take account of conditions post Covid-19, including the usage of season tickets. Where ticket sale information was not available (in the case of Sand Martin House and London Road) 2019 data was utilised to provide a robust assessment. Further information regarding the data processing is provided within **Annex A**.

Typical occupancy data for City Council car parks is summarised within **Inserts 3.1 and 3.2** for peak weekday and weekend daytime situations respectively.

Insert 3.1 – Peak Weekday Daytime Car Park Occupancies



Insert 3.2 – Peak Weekend Daytime Car Park Occupancies



The latest assessment of parking demand expects a peak weekday demand of 1,556 vehicles within the council operated car parks. This demand equates to an occupancy of 59%, despite the removal of Wirrina and Northminster car parks. By way of comparison a similar exercise conducted in 2020 calculated demand to be 2,034 vehicles, equating to an occupancy rate of 68.0% (including the Wirrina car park).

From the overall demand calculations it is apparent that parking demand has fallen by around a quarter from October 2019 to March 2022. Whilst the lingering effects of the Covid-19 pandemic will have inevitably affected data from March 2022, very few formal restrictions were in place at this time. It is expected that most of the observed change in demand is reflective of changes in both short stay demand (due to increased on-line shopping) and long stay demand (due to increased working from home and conversion of offices to residential). The use of the 2019 demand data is therefore considered a robust basis for forecasting, which allows for a significant increase in demand compared with the current situation.

An ideal peak occupancy rate for car parks would be approximately 90%, ensuring that the assets were well utilised, but allowing some capacity headroom to avoid users searching for spaces. On this basis a maximum of 2,260 car parking spaces should be provided within the City Council’s car parks. This would equate to a removal of approximately 370 existing spaces, i.e. over and above the 461 spaces already removed at Northminster and Wirrina. The strategy for space removal / reallocation is discussed in **Section 4**.

Recommendation

Peterborough city centre has a surplus of car parking spaces. At present less than 60% of spaces are occupied at peak times. It is recommended that as a minimum approximately 370 spaces should be removed to facilitate other uses. This is expected to have a marginal effect on revenue and reduce maintenance liabilities.

Car park occupancy should remain under review using agreed and consistent metrics; if demand does not return to pre-pandemic levels then it may be appropriate to remove further parking spaces in addition to the quantum identified in this Strategy.

4 Parking Locations

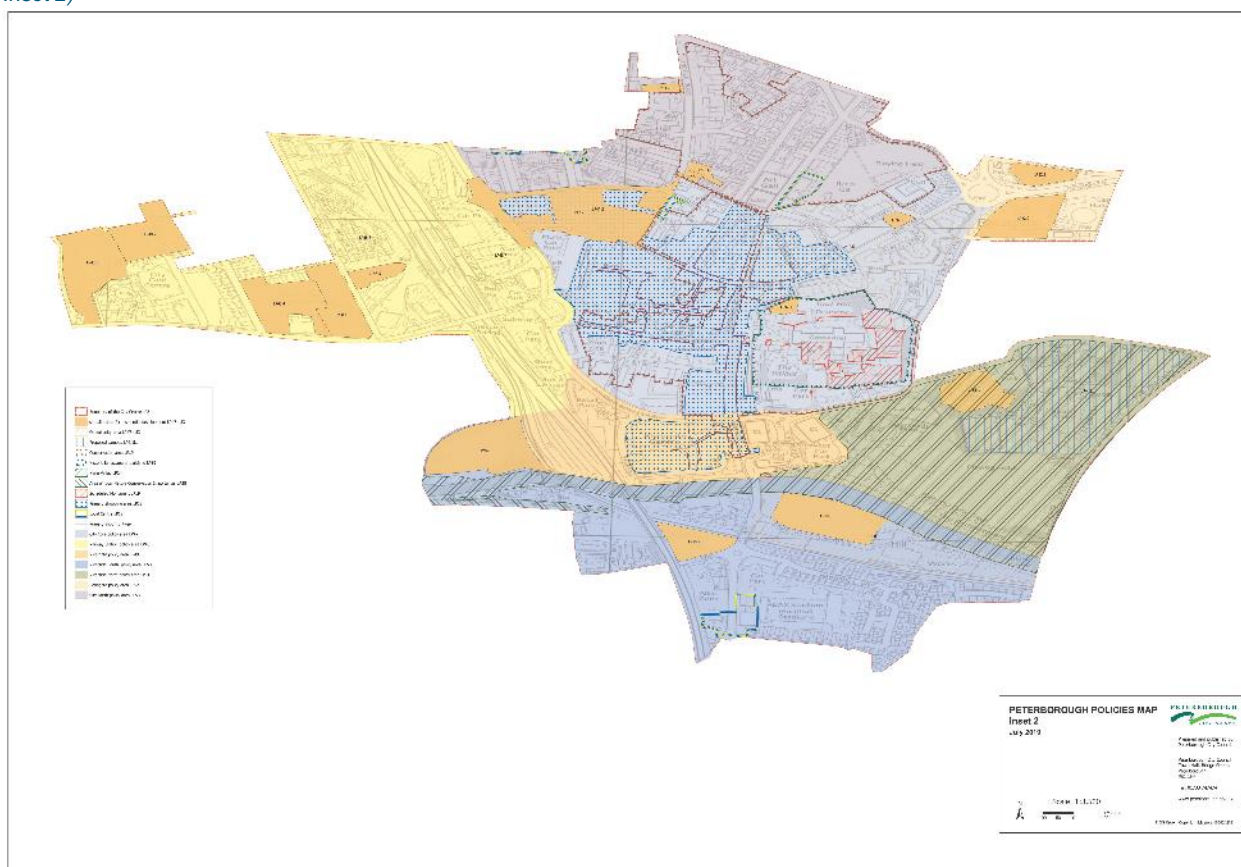
4.1.1 Peterborough Local Plan Site Allocations

The Peterborough Local Plan, adopted in July 2019 sets out the most appropriate planning policies for the growth and regeneration of Peterborough and the surrounding villages up to 2036. The strategic priorities of the Plan relevant to the Strategy include:

- To facilitate the delivery in full of the homes and jobs identified as being needed in the district;
- Peterborough City Centre to continue to provide a regional destination for shopping and leisure;
- Ensure necessary infrastructure is in place to support growth; and
- Implement the council’s Environment Capital Agenda creating sustainable development.

Policy LP13 sets out the parking requirements for new developments for Peterborough and specifically the city centre and the core city centre areas as shown in the Peterborough Policies Map Inset 2 as reproduced below in **Insert 4.1**. Within the city centre area, proposals (excluding residential) are required to make use of existing public car parks before the provision of additional car parking spaces is considered. There is a presumption against the provision of additional car parking spaces within the core city centre area which is in line with Policy LP47 which seeks to improve the public realm in the area.

Insert 4.1 Showing the Extent of Peterborough City Centre, with the City Core Area in Pale Blue (Source: Peterborough Policies Map Inset 2)



The Plan also sets out the quantum of parking required for new developments. Whilst the Plan does not specify a quantum of disabled and electric charging bays, the plan advocates that all development requiring parking provision should be designed to provide appropriate disabled parking spaces and incorporate facilities for electric plug-in and other ultra-low emission vehicles, or as a minimum the ability to easily introduce such facilities in the future.

A number of existing car parks are specifically designated for development within the Local Plan, namely:

- Dickens Street – LP52.1 (residential development)
- Wellington Street – LP52.2 (mixed use, including retail and leisure uses and car parking)
- Wirrina – LP51 (University of Peterborough Campus, or residential development)
- Pleasure Fair Meadow car park – LP50.2 (mixed use, including leisure and commercial)

Other car parks sit within overall policy designations within the Local Plan and hence could be considered for future redevelopment subject to masterplan proposals:

- Riverside – Policy LP49: Rivergate Policy Area
- Regional Pool – Policy LP51: Riverside North Policy Area
- Bishops Road – Policy LP51: Riverside North Policy Area
- Sand Martin House – Policy LP50: Riverside South Policy Area
- London Road – Policy LP50: Riverside South Policy Area
- Railway Sidings – Policy LP50: Riverside South Policy Area

Car Haven, Brook Street and Trinity Street sit within the City Core policy area (Policy LP47), governed by parking provision in LP13. It is noted that the NCP Brook Street car park is allocated for redevelopment, however the council's Brook Street car park is not allocated.

The area around Peterborough station is covered by Policy LP48, with masterplans developed to accommodate redevelopment including car parking.

4.2 Short Term Public Car Parking Provision

From **Section 3** it is apparent that there is a surfeit of car parking spaces in central Peterborough. A number of the public car parks have already been closed to facilitate development proposals. A series of potential short term interventions are proposed to deliver an initial reduction of around 370 spaces:

- Permanent closure of car parks;
- Reduction in physical size of car parks to facilitate screening or redevelopment opportunities;
- Increase in blue badge and electric vehicle charging bays, reducing quantum of parking; and
- Repurposing of car parks from public to private use.

Recommendation

On the basis that recent assessments demonstrate there is a surfeit of spaces, it is recommended that Dickens Street car park is immediately closed. This car park is poorly utilised, with considerable spare capacity available at the nearby Wellington Street car park to cater for displaced demand. Maintenance costs exceed ticket revenue at Dickens Street therefore a disposal strategy should be developed for the site to maximise development receipts.

In addition to the closure of Dickens Street, further car parking capacity should be removed now to establish a new baseline of provision. A key element of this will be to provide appropriate levels of Blue Badge parking, a known omission from most existing car parks and which (due to the larger space requirements) result in a small net reduction in total car parking spaces.

Table 4.1 sets out the anticipated reductions in parking at each site to accommodate BB and EV spaces. It is noted that current Blue Badge and EV provision varies between car parks; e.g. Sand Martin House was relatively recently constructed and hence is expected to already have adequate provision. **Sections 7 and 8** provide further detail on the proposed changes.

Table 4.1 Short Term Parking Strategy

| Car Park | Current Capacity | Blue Badge Space Reduction | Electric Vehicle Charging Reduction | Short Term Capacity |
|------------------------|------------------|----------------------------|-------------------------------------|---------------------|
| Bishops Road | 244 | -7 | 0 | 237 |
| Brook Street | 136 | -4 | -1 | 131 |
| Car Haven | 214 | -6 | -3 | 205 |
| Pleasure Fair Meadow | 316 | -9 | -1 | 306 |
| Railway Sidings | 79 | -2 | 0 | 77 |
| Regional Pool | 195 | -6 | -1 | 188 |
| Riverside | 162 | -5 | 0 | 157 |
| Sand Martin House | 400 | -6 | 0 | 394 |
| Trinity Street | 50 | -2 | -1 | 47 |
| Wellington Street | 671 | -20 | -2 | 649 |
| London Road | 90 | -3 | -1 | 86 |
| Total Provision | 2557 | -70 | -10 | 2477 |

Note: reduction in spaces due to increased Blue Badge and Electric Vehicle charging spaces to be reviewed at design stage.

The measures proposed in Table 4.1 are expected to be implemented in the short term, and would result in a reduction of 137 spaces. A further 225 could then be removed to result in the total provision equating to 2,270 public parking spaces remaining.

On the basis of current usage levels, it is expected that a further 225 spaces could be removed from Wellington Street car park, to facilitate the redevelopment of the site. Wellington Street car park has experienced a considerable decline in usage post-pandemic, and thus it is suggested to concentrate parking and reduce maintenance liabilities.

Car park usage should continue to be monitored to assess whether demand increases or remains as observed in February 2022. Given the low overall demand for parking spaces in the city centre it is not considered appropriate to create a further car park at Acland Street. Such a facility would be in direct competition with underutilised private facilities at Queensgate and the railway station. It would appear

Recommendation

A substantial volume of parking spaces, up to 225 spaces, should be removed from Wellington Street or in combination with spaces removed from Regional Pool as a result of University development in the immediate short term.

Acland Street car park should not be reopened. Consideration could be given to relocating coach layover from Pleasure Fair Meadow to Acland Street, to enable the development of the former per its allocation in the Local Plan. Alternatively, a disposal strategy could be developed for this site aligned with the city's wider cultural and regeneration ambitions.

more appropriate to redevelop the site, in alignment with the city's cultural and regeneration strategies.

4.3 Medium Term Public Car Parking Provision

From **Section 4.1** it is notable that public car parks have already been allocated for redevelopment within the Local Plan. The precise level of future parking demand should be assessed in advance of planning applications for the sites, once details are available of the development proposals.

In the absence of firm redevelopment proposals, **Table 4.2** sets out a potential medium term strategy for the city council's car parks. The strategy has been developed on the basis that demand remains broadly consistent with that observed in March 2022. This would result in a requirement for approximately 1,729 spaces, including a 10% allowance for circulation. Parking demand across the city should be reviewed periodically and if substantial increases are identified then the changes proposed should be reviewed accordingly.

Table 4.2 Medium Term Parking Strategy

| Car Park | Short Term Capacity | Change | Medium Term Capacity | Strategy |
|------------------------|---------------------|-------------|----------------------|---------------------------------------|
| Bishops Road | 237 | | 238 | No change |
| Brook Street | 131 | | 132 | No change |
| Car Haven | 205 | | 206 | No change |
| Pleasure Fair Meadow | 306 | -200 | 106 | Redevelop site, reduce public parking |
| Railway Sidings | 77 | | 79 | No change |
| Regional Pool | 188 | -188 | 0 | Redevelop site, remove public parking |
| Riverside | 157 | | 158 | No change |
| Sand Martin House | 394 | | 400 | No change |
| Trinity Street | 47 | | 48 | No change |
| Wellington Street | 649 | -290 | 359 | Redevelop site, reduce public parking |
| London Road | 86 | -86 | 0 | Redevelop site, remove public parking |
| Total Provision | 2477 | -764 | 1713 | |

Note: reduction in spaces to be reviewed prior to determination of major planning applications.

The medium term strategy anticipates that the Regional Pool site is likely to be redeveloped as part of expansion of the University. It would be expected that as part of the redevelopment public parking would be removed, with some operational parking for the University provided.

Pleasure Fair Meadow is also expected to be developed, either for a new facility to replace the Regional Pool, or for alternative uses. Historically the car park was well patronised, however post-pandemic usage appears to be lower. It is expected that demand in the vicinity could be transferred to Sand Martin House and Railway Sidings. A limited amount of public parking is likely to be required at Pleasure Fair Meadow, if a public facing sports / leisure use is proposed.

The Wellington Street car park is also designated for redevelopment within the Local Plan. Historically the car park has been well utilised, however at present the car park is considerably underutilised. This change appears to be due to the reduction in office worker patronage, reflecting increased working from home and the conversion of some local offices into residential. These trends are likely to continue, in which case it would be appropriate to reduce parking supply when the site was redeveloped.

The London Road car park does not relate well to the city centre, with alternative provision available at Sand Martin House and Railway Sidings. It is expected that there would be no requirement for replacement public parking provision when the site is redeveloped.

Recommendation

In the short to medium term the Regional Pool and London Road car parks can be closed as the sites are redeveloped.

As each development proposal is brought forward the car parking monitoring metrics should be reviewed to ensure adequate parking provision is retained, and Supplementary Planning Documents developed to identify site-specific requirements on this basis.

The redevelopment of Pleasure Fair Meadow and Wellington Street car parks could retain an element of public car parking. This could be delivered through over-build development which may enable the city council to benefit from longer term leasehold receipts.

5 Pricing

5.1 Current Peterborough Parking Charges

Table 5.1 compiles the parking charges for all off street car parks in Peterborough.

Table 5.1 : Current Off Street Parking Charges

| Name | Weekday Rates | | | | | Sat/Sun rates | Season Rates |
|------------------------|---------------------------------|------------|------------|-------------------------------------|-------------------|----------------------|---------------------|
| | Up to 1hr | Up to 2hrs | Up to 3hrs | Additional | Evenings | | |
| Brook Street | £1.50 | £2.50 | £3.50 | 10 hours - £5.00 | £2.00 (5pm – 7am) | Same as weekday rate | Council rates apply |
| Dickens Street | £1.00 | £2.00 | £3.00 | 24 hours - £4.00 | £2.00 (5pm – 7am) | Same as weekday rate | Council rates apply |
| Wellington Street | £1.50 | £2.50 | £3.50 | 24 hours - £4.50 | £2.00 (5pm – 7am) | Same as weekday rate | Council rates apply |
| Regional Pool | N/A | N/A | £1.00 | 4 hours - £3.30 7 hours - £5.50 | N/A | Same as weekday rate | N/A |
| Bishops Road | £1.80 | £3.10 | £4.10 | 4 hours - £5.50 10 hours - £6.50 | £2.50 (5pm – 7am) | Same as weekday rate | Council rates apply |
| Car Haven | £1.50 (30 mins) £2.00 (1 hr) | £3.50 | £4.50 | N/A | £2.50 (5pm – 7am) | Same as weekday rate | N/A |
| Riverside | £1.80 | £3.10 | £4.10 | 4 hours - £5.50 10 hours - £6.50 | £2.50 (5pm – 7am) | Same as weekday rate | Council rates apply |
| Sand Martin House MSCP | £2.00 | £3.50 | £4.50 | 10 hours - £10.50 | £2.50 (5pm – 7am) | All day - £4.50 | N/A |
| London Road | All day - £15.00 | | | | | | N/A |
| Pleasure Fair Meadow | £2.00 | N/A | N/A | 24 hours - £4.00 | N/A | Same as weekday rate | Council rates apply |
| Railway Sidings | £2.00 | £3.50 | £4.50 | 10 hours - £10.50 | £2.50 (5pm – 7am) | All day - £4.50 | N/A |

| Name | Weekday Rates | | | | | Sat/Sun rates | Season Rates |
|----------------------------|---|------------|------------|--|-----------------------|---|--------------------------------------|
| | Up to 1hr | Up to 2hrs | Up to 3hrs | Additional | Evenings | | |
| Trinity Street | £1.90 | £3.10 | £4.40 | N/A | N/A | Same as weekday rate | Year - £1,000 |
| Main Station | £2.00 per hour, £5.00 (09:30 – 04:30), £15.00 (all day 04:30 onwards), £49 (Week), £195 (Month), £460 (Quarter), £1385.00 (Year) £12.00 (Friday – Monday) | | | | | £5.00 | Quarter - £460 Year - £1385 |
| Spittle Bank | £7.00 (Off Peak), £15.00 (Day), £49.00 (Weekly), £195.00 (Monthly), £445.00 (Quarter), £1385.00 (Year) | | | | | | Quarter - £445.00 Year - £1385.00 |
| Great Northern Hotel | £2.00 | £4.00 | £6.00 | 4 hours - £8.00 5 hours - £10.00 6 hours - £12.00 24 hours - £15.00 | N/A | 1 hour - £1.00 2 hours - £2.00 3 hours - £3.00 4 hours - £4.00 24 hours - £5.00 | N/A |
| Mayor's Walk | £7.00 (Off Peak), £2.00 (Hour), £15.00 (Day), £49.00 (Weekly), £195.00 (Monthly), £460.00 (Quarter), £1385.00 (Year) | | | | | | Quarter - £445.00 Year - £1385.00 |
| Queensgate Shopping Centre | 2 hrs - £2.00 with £1 increase for every added hour up to £12.00 for 9 hours | | | | £17.00 (5:30pm – 7am) | Sunday all day - £2.00 | N/A |
| Deacon Street | £3.00 | £4.00 | N/A | 24 hours - £8.50 | N/A | 24 hours - £3.50 | N/A |
| Lincoln Road | £3.00 | £4.00 | N/A | 24 hours - £9.00 | N/A | 24 hours - £3.50 | N/A |
| NCP Brook Street | N/A | £2.50 | N/A | 24 hours - £5.00 | N/A | Same as weekday rate | N/A |
| North Street | 2 hrs - £2.50, 3 hrs - £3.00 with £1 increase for every added hour up to 8 hrs - £8.00 and 24 hours - £9.00 | | | | Overnight - £2.00 | Same as weekday rate | N/A |

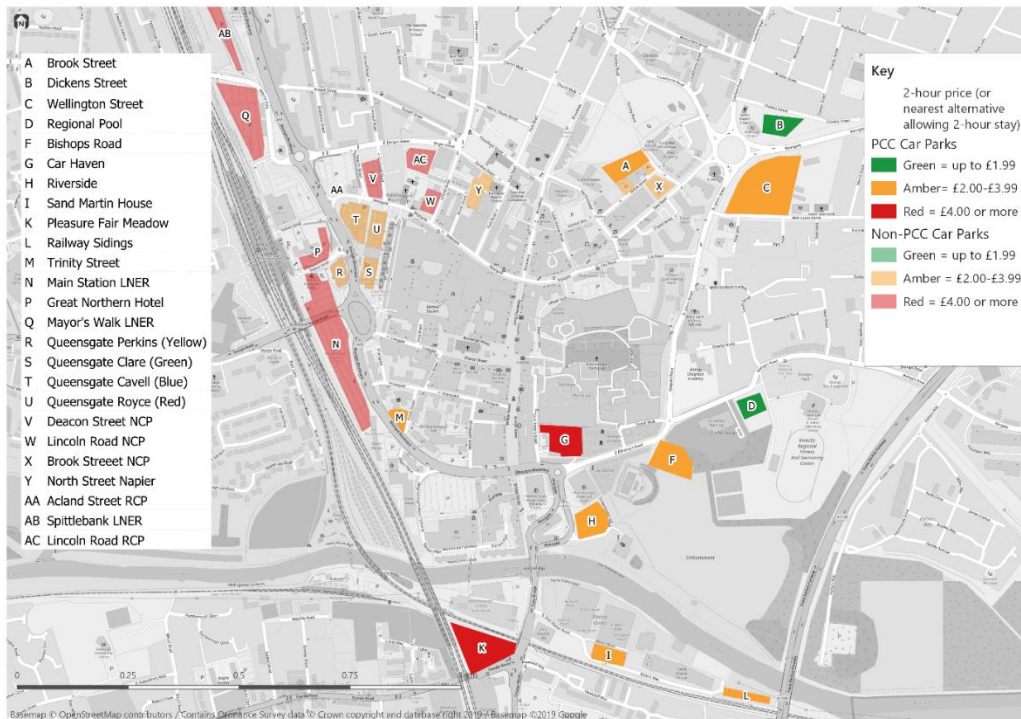
Where council season tickets apply as shown in **Table 5.1**, the rates shown in **Table 5.2** are chargeable.

Table 5.2: Season charge rates of car parks in Peterborough

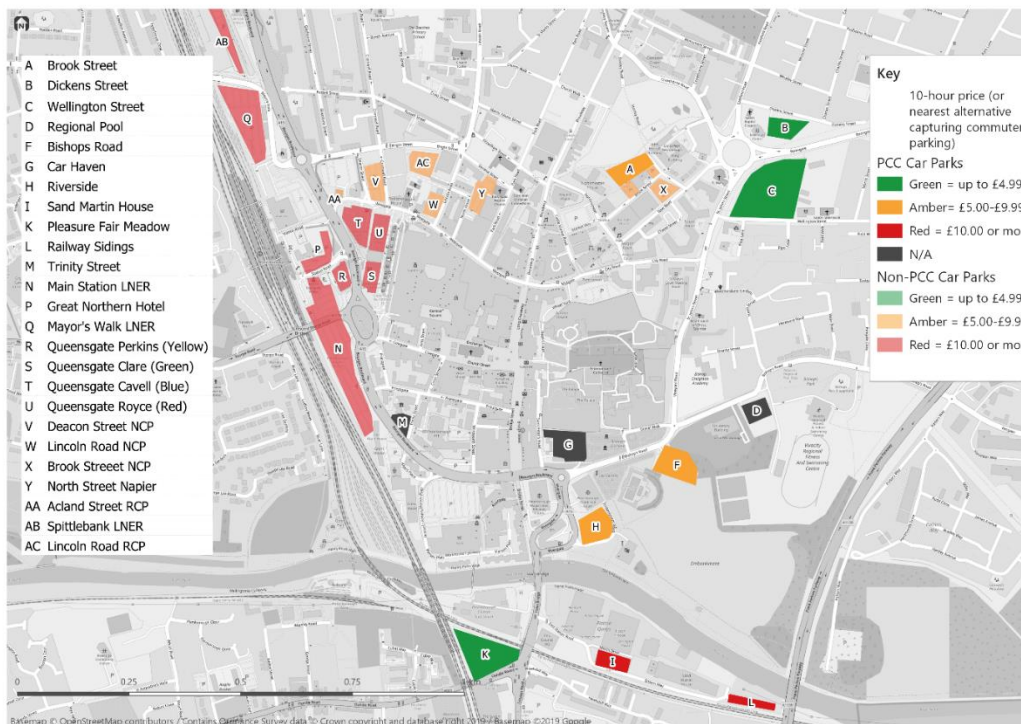
| Permit Length | Weekly | Monthly | Quarterly | Annual | Discounted Rate (10+) |
|---------------|--------|---------|-----------|----------|-----------------------|
| 5 day | £19.30 | £75.59 | £215.02 | £839.93 | £799.22 |
| 7 day | £26.29 | £105.82 | £302.38 | £1176.21 | £1118.90 |

The parking charge data is shown geographically as **Inserts 5.1 and 5.2** for weekday short stay and long stay respectively.

Insert 5.1 – Short Stay Parking Charges



Insert 5.2 – Long Stay Parking Charges



From a review of **Table 5.1** it is apparent that there are a wide variety of charges for parking across the city centre. It is clear that of the council's car parks premium rates apply for Car Haven, Sand Martin House and Railway Sidings. There are differentials in place between car parks in the same area, e.g.

Dickens Street is less expensive than Wellington Street, and Pleasure Fair Meadow is cheaper than Sand Martin House and Railway Sidings. However Riverside and Brook Street have a similar pricing structure, and this is close to that of Car Haven.

A comparison of council operated and private car parks suggests some parity between sites, for example the NCP Brook Street car park operates at similar rates to the facility adjacent. Many of the private sites appear geared more toward all day parking, with short term rates higher than equivalent council operated facilities. It is likely that many of the private car parks are seeking to attract Peterborough Station users, for instance NCP Lincoln Road charges 60% of the Station all day rate.

The Queensgate shopping centre charges lower rates for short stay parking than many of the city council short stay car parks. Despite this disparity in parking, it does not appear that the Queensgate car parks are oversubscribed. It is thus expected that parking behaviour is primarily based on convenience of the location, especially for short stay trips. It is notable that long stay parking at Queensgate is limited; this suggests increased price sensitivity for such parking, which is marginally more expensive than at Peterborough Station.

Peterborough Station operates three car parks, with Mayor's Walk providing short term parking as well as long stay. It is notable that all day parking at the station is priced at a considerable premium to other car parks (except the adjacent Queensgate). Whilst all day parking at many of the council's car parks is 56% less (e.g. Riverside and Bishops Road), these car parks are around 1km from the station, which is likely sufficient distance to discourage use by station users.

5.2 Future Charges

This section considers changes to the current parking charges at the council's car parks. It should be noted that Peterborough has a range of local centres providing comparison shopping (for example the Brotherhood Shopping Park), which offer considerable free parking. As such the ability to generate additional revenue from the city centre space given over to parking must be tempered by ensuring that the charges do not discourage trade away from the centre into other locations nearby. **Table 5.3** sets out the proposed parking charges, with increases highlighted in green.

Table 5.3 : Revised Off Street Parking Charges

| Name | Weekday Rates | | | |
|----------------------|-----------------------------|----------------|----------------|----------------------------|
| | Up to 1hr | Up to 2hrs | Up to 3hrs | Additional |
| Brook Street | £1.50 | £2.50 | £3.50 | 10 hours - £7.00 (+£2.00) |
| Bishops Road | £2.00 (+£0.20) | £3.50 (+£0.40) | £4.50 (+£0.40) | 4 hours - £5.50 |
| | | | | 10 hours - £7.00(+£0.50) |
| Car Haven | £2.00 (30 mins) (+£0.50) | £4.00(+£0.50) | £7.00(+£2.50) | N/A |
| | £3.00 (1 hr) (+£1.00) | | | |
| Riverside | £2.00 (+£0.20) | £3.50 (+£0.40) | £4.50 (+£0.40) | 4 hours - £5.50 |
| | | | | 10 hours - £10.50 (+£4.00) |
| Pleasure Fair Meadow | £2.00 | N/A | N/A | 24 hours - £5.00 (+£1.00) |
| Trinity Street | £2.00 (+£0.10) | £3.50 (+£0.40) | £4.50 (+£0.40) | N/A |

The changes proposed in Table 5.3 reflect that many city centre car parks have unused capacity, and so increasing prices significantly could discourage usage. The parking tariffs at Queensgate shopping centre have remained unchanged for some nine years. Given inflationary pressures, it is likely that the existing tariffs will be reviewed in the short term. The modest increases proposed in **Table 5.3** should not offset the benefits of convenience and proximity to the city centre destinations.

It is proposed to maximise revenue from the most popular Car Haven car park by increasing charges. The car park is the most conveniently located for the city core, and thus must focus on short stay trips. The charge for up to three hours is proposed to be considerably increased, to encourage a higher turnover of spaces.

Charges are also proposed to be slightly increased at Riverside, Trinity Street and Bishops Road, reflecting their relative convenience for access to the city core. It is proposed to considerably increase long stay prices at Riverside, to encourage a transfer of these users to other locations, and increase the turnover of spaces.

It is expected that users of the recently closed Northminster car park are likely to transfer to Brook Street as the closest alternative. To encourage an increased turnover of spaces, long stay prices at Brook Street are proposed to be slightly increased.

It is notable that Pleasure Fair Meadow car park has considerably lower all day parking charges than Sand Martin House and Railway Sidings. It is proposed to slightly increase the all-day parking rate to maximise revenue from Pleasure Fair Meadow.

In combination, these measures would be expected to increase existing revenue generation by approximately 17%.

Recommendation

Adopt the proposed pricing changes for the city council car parks. These price adjustments have been development cognizant of the inflationary forces in play at the time of writing and therefore modest changes are proposed. Based on current levels of demand, these adjustments have the potential to increase revenues by some 17% which exceed the level of revenue identified as required.

The forecast is based in no overall change in demand compared with today's levels but takes account of the following changes:

- Dickens Street is assumed to be closed, with the limited demand transferring to Wellington Street;
- Users of the temporary Northminster car park have transferred to Brook Street;
- The increase in three hour parking charges at Car Haven displaces half of three hour tickets to Bishops Road; and
- The increase in 10 hour parking charges at Riverside displaces half of these users to Bishops Road.

No account is taken of extra revenue being generated at Car Haven and Riverside by virtue of more short stay spaces becoming available at the most well used car parks, so there is distinct scope for total revenues to increase subject to the city centre's function as a destination.

It is also noted that car park usage was approximately one quarter lower in March 2022 than observed in October 2019. There is thus considerable potential for parking revenues to increase if demand were to return to pre-pandemic levels. Car park patronage should continue to be monitored to determine changes in demand.

A review of season ticket usage should be undertaken as a priority. It is understood that between 2019 and 2022 the number of season tickets sold has reduced by 4%, however full time tickets have reduced by 32.6%, and occasional use tickets increased by 52.7%. The overall usage of season tickets within car parks is likely reduced, however this information does not register on the daily ticket sales data.

The usage of Riverside car park by season ticket holders should also be reviewed. Based on 2019 data the majority of vehicles parked during a weekday were using a season ticket.

Recommendation

To encourage more short stay use of Riverside car park it may be appropriate to restrict season ticket use by applying a premium to use this facility.

6 On-Street Car Parking

On-street parking is managed by the council and hence charging rates have more consistency. Season tickets do not apply to on-street pay and display parking locations in Peterborough as shown in **Table 6.1**.

Table 6.1: Existing situation and charge rates of Peterborough on-street parking locations

| Location | Number of Spaces | Number of Machines | Maximum Stay | Tariff |
|--------------------|------------------|--------------------|--------------|---|
| Broadway 30 | 5 | 1 | 30 mins | Up to 30 mins - £1.50 |
| Broadway 60 | 15 | 2 | 1 hour | Up to 1 hr - £1.50 |
| Broadway 120 | 10 | 1 | 2 hours | Up to 2 hrs - £1.50 |
| Brook Street | 13 | 1 | 30 mins | Up to 30 mins - £1.50 |
| Cattle Market | 13 | 1 | 30 mins | Up to 30 mins - £1.50 |
| City 30 | 6 | 1 | 30 mins | Up to 30 mins - £1.50 |
| City 60 | 16 | 1 | 60 mins | Up to 1 hr - £1.50 |
| Church Walk | 17 | 1 | 2 hours | Up to 2 hrs - £1.50 |
| Cowgate | 8 | 1 | 60 mins | Up to 1 hr - £1.50 |
| Crawthorne Road | 29 | 2 | 2 hours | Up to 2 hrs - £1.50 |
| Fitzwilliam Street | 15 | 1 | 60 mins | Up to 1 hr - £1.50 |
| Geneva Street | 6 | 1 | 60 mins | Up to 1 hr - £1.50 |
| Lincoln Road | 70 | 1 | N/A | Up to 2 hrs - £1.50 over 2 hrs - £4.00 |
| Park 30 | 23 | 2 | 30 mins | Up to 30 mins - £1.50 |
| Park 60 | 16 | 2 | 60 mins | Up to 1 hr - £1.50 |
| Park 120 | 31 | 2 | 2 hours | Up to 2 hrs - £1.50 |
| Priestgate | 19 | 2 | 30 mins | Up to 30 mins - £1.50 |
| Stanley Road | 15 | 1 | 2 hours | Up to 2 hrs - £1.50 |
| St Marks Street | 4 | 1 | 2 hours | Up to 2 hrs - £1.50 |
| St Peters Road | 23 | 1 | 30 mins | Up to 30 mins - £1.50 |
| Thorpe Road | 30 | 0 | N/A | All day - £4.00 |

From a review of **Table 6.1** it is apparent there is little premium for using the on-street spaces in the city core rather than the off street spaces provided in the car parks located on the edges of the core. As spaces are provided at a range of locations, there is potential that short stay visitors will enter the city core and search for spaces, rather than heading for an off-street car park with ample available parking.

With proposals to increase the cost of off-street parking, it is necessary to also increase on-street car parking to ensure there is not an incentive to park on-street.

Recent ticket sale data shows considerable variance in the usage of spaces. In some cases spaces appear to be used less than once per day. There is considerable potential to reduce or reallocate on-street spaces to ensure best use of the public realm.

At present the vast majority of on-street charges are £1.50, except Lincoln Road and Thorpe Road, where longer stays incur a £4.00 charge. Where short stay on-street charges increased to £2.00, then this revenue would increase by approximately 33%, equating to approximately £30,000 additional revenue per year.

Recommendation

It is recommended that a premium is charged for on-street short term parking in the immediate short term, with typical prices increased from £1.50 to £2.00 per stay. It is important that demand continues to be reviewed, with the most under-utilised reallocated for alternative uses.

7 Provision for Electric Vehicles

7.1 Introduction

This section investigates the current electric vehicle (EV) charging network currently installed across the council's car parks and assesses the future demand of EV charging in the city. It should be noted that this review does not take into account where sites have existing electrical supply constraints to the site or where Distribution Network Operators (DNO) have supply constraints/limitations in certain areas.

Additionally, this review does not take into account the financial viability associated with providing EV chargers at the various sites and the return on investment possible. It is envisaged interaction with a service provider, such as Polar or Pod Point could investigate this.

7.2 Background

With the council declaring a Climate Emergency in 2019, the following key goals associated with electric vehicles were identified;

- Make the council's activities net-zero carbon by 2030;
- providing electric vehicle infrastructure and;
- replacing all council vehicles with electric or hybrids.

In Bloomberg's Report on the outlook of EVs in 2020, the report predicted that EVs' share of global sales is relatively flat in 2020 at around 3%, but then is forecast to rise to 7% in 2023 with sales of around 5.4 million. By 2025, EVs are predicted to hit 10% of global passenger vehicle sales, rising to 28% in 2030 and 58% in 2040⁷. The published vehicle registration records from the Society of Motor Manufacturers and Traders (SMMT), reflect a strongly increasing growth in EV registrations over the past three years as shown in **Table 7.1**.

Table 7.1 : UK 2020 Vehicle Registrations⁸

| | 2019 | 2020 | 2021 | % Change 2019 - 2021 | Market Share 2019 | Market Share 2020 | Market Share 2021 |
|--------------------------|------------------|------------------|------------------|----------------------|-------------------|-------------------|-------------------|
| Diesel | 548,480 | 261,772 | 135,773 | -75.25% | 25.4% | 16% | 8.2% |
| Mild Hybrid Diesel | 30,019 | 60,953 | 98,753 | +228.97% | 1.4% | 3.7% | 6.0% |
| Petrol | 1,389,507 | 903,961 | 762,103 | -45.15% | 64.3% | 55.4% | 46.3% |
| Mild Hybrid Petrol | 38,003 | 119,179 | 198,025 | +421.08% | 1.8% | 7.3% | 12.0% |
| Battery Electric Vehicle | 32,911 | 108,205 | 190,727 | +479.52% | 1.5% | 6.6% | 11.6% |
| Plug-In Hybrid | 30,503 | 67,134 | 114,554 | +275.55% | 1.4% | 4.1% | 7.0% |
| Hybrid Electric | 92,720 | 109,860 | 147,246 | +58.81% | 4.3% | 6.7% | 8.9% |
| Total | 2,162,143 | 1,631,064 | 1,647,181 | | | | |

⁷ *Electric Vehicle Outlook, BloombergNEF, 20206.7*

⁸ *December & Full Year 2021 New Car Registrations - SMMT Media Centre and <https://www.smmt.co.uk/2020/12/english-lockdown-stalls-november-new-car-market-as-registrations-decline-27-4/>*

The UK Government's policy is to end the sale of petrol and diesel cars and vans by 2030, with the overwhelming majority of the UK car and van fleet being EV by 2040.

Powered two-wheelers (PTW) are increasingly becoming electric powered rather than combustion engine driven. In 2021 some 6,028 electric PTW (E-PTW) were registered of a total of 104,612 registrations⁹. This was an increase of 146% against the 2,451 E-PTWs registered in 2020 however, at just 5.8% of all registrations E-PTW (compared with the more than 18% market share enjoyed by plug in cars) it can be concluded that the E-PTW market is considerably suppressed. However, it should be noted that PTWs are not included in the transport decarbonisation policies and therefore fossil fuelled PTWs will continue to be on sale up to and beyond 2030.

To accommodate the growing demand, an increasing number of EV owners and drivers require public charging points: approximately a third of households in the UK do not have a driveway or garage and cannot install a home charging point, and there are plenty of other drivers who want to 'top-up' their battery while away from home¹⁰. The strategy for EV charging in Peterborough will therefore need to take account of all types of EV charger user.

There are three main types of EV chargers. The slow AC charging points are typically used by domestic users at their homes, as they recharge at a slower rate but have less impact on peak electrical demand. They range between 3kW and 6kW in electrical ratings.

Fast AC charging points are typically found in commercial or retail premises, due to the faster recharge times required by users. They allow for recharging at a faster rate but have an increased impact on peak electrical demand of the premises and range between 7kW to 22kW in electrical ratings.

Rapid charging points are typically located at motorway services, or at the growing number of EV charging stations, where users require shorter recharge times due to the short duration they stay at the premises. They allow rapid charging of the EVs but have increased power demands associated with them, when designed for peak/fast charging, and range from 50kW and upwards.

Due to the nature of the sites investigated within the city council's car parks, only fast and rapid charging points have been considered. For short stay car parks, fast and/or rapid charger points would be proposed to allow users to recharge their vehicles in shorter durations. Whereas should commercial vehicles such as delivery vehicles be expected to make up a proportion of users, rapid charger points would be recommended, noting the increased electrical requirements associated with rapid chargers. For long stay parking, fast charging would be proposed, noting slow chargers could be fitted as well.

For the purposes of this study, while EV charger ratings denote the peak rating of the chargers, these can be constrained by the utility supply feeding the sites, dependent on the size of the electrical supply to the premises and current usage of the premises.

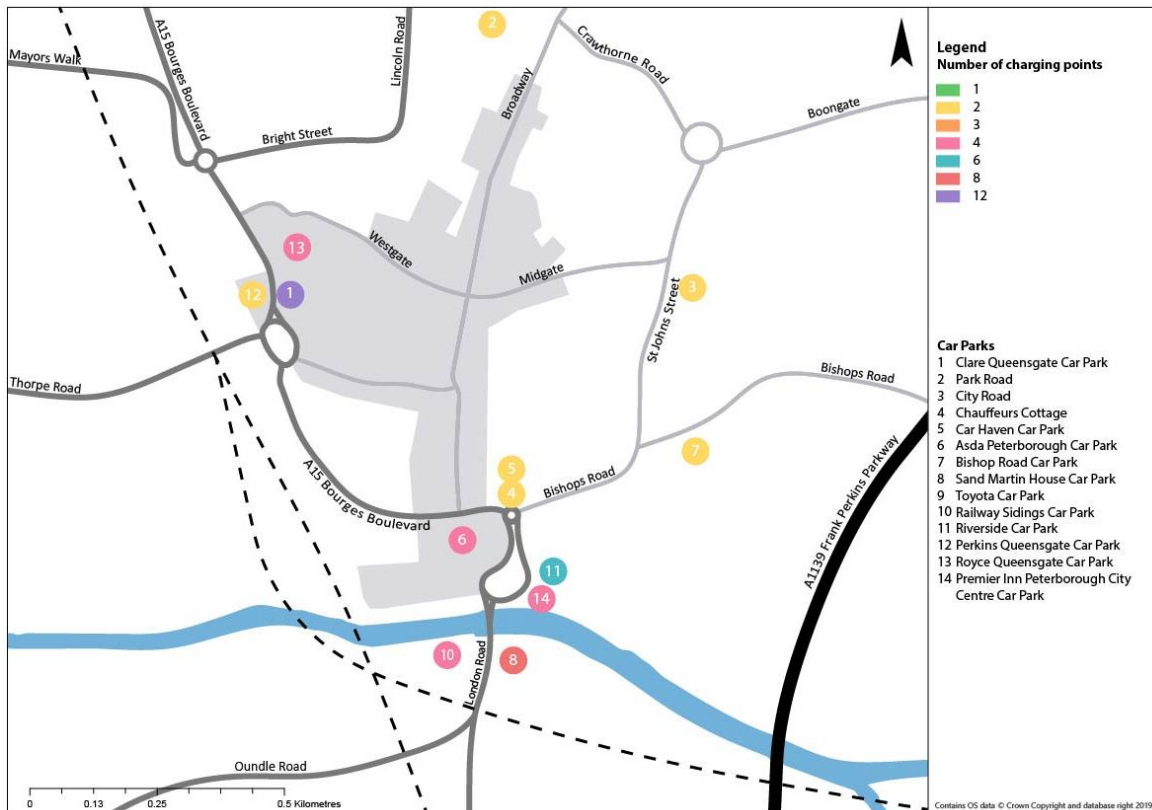
7.3 Existing Peterborough EV Charging Infrastructure

Currently there are several EV charging providers across Peterborough city centre, including Pod Point, Polar, Genie Point, VendElectric, NewMotion, Zap-Work, and the vehicle dealerships. These are located across the city centre as set out in **Insert 7.1**.

Insert 7.1 On-Street Electric Vehicle Charging Point Locations

⁹ <https://www.mcia.co.uk/downloads/download/672>

¹⁰ *Developing an electric vehicle charging infrastructure, Energy Saving Trust, 2020*

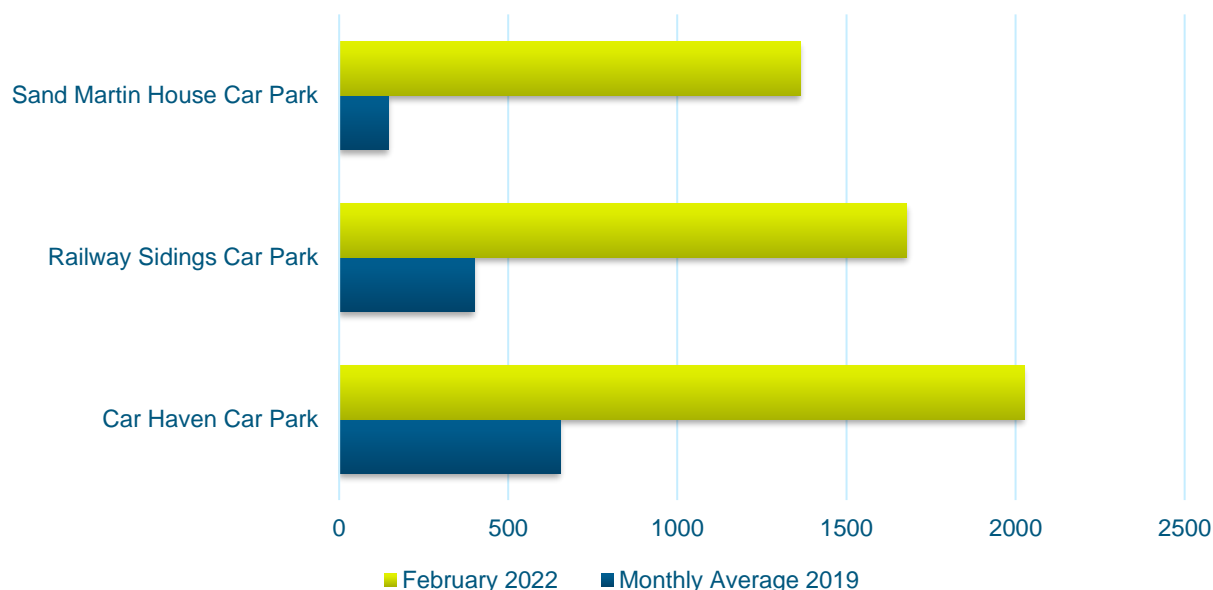


Of the EV charging points in the city, 16 have been in use since 2019 at:

- Bishops Road (Two charging points);
- Car Haven (Two charging points);
- Sand Martin House (Eight charging points) and;
- Railway Siding (Four charging points).

Data on current levels of use of EV charging points has been supplied, although it should be noted that the usage data for Bishops Road was only available for half of the year 2019. The average monthly usage of the council's charging points for 2019 is reflected in **Insert 7.2**.

Insert 7.2: PCC Car Park EV Charging Infrastructure Average Monthly Usage (kWh)









Analysis of the EV charging points suggests that while usage levels are increasing since 2019, the charging points are not fully utilised and they are all working under capacity.

A visual site survey was undertaken of the car parks. Where reference is made to the available charging points, this does not take into account any electrical utility constraints or limitations that might restrict or constrain maximum charging from these EV Chargers. The methodology undertaken on this survey was to:

- Verify the location of the existing EV Chargers and;
- Undertake a non-invasive survey of the electrical infrastructure on the site, in the form of a visual assessment. Certain sites based on the infrastructure currently located on them, such as Car Haven and Sand Martin House, are envisaged to have a more extensive electrical infrastructure (and assumed larger utility supply) associated with the site, while others had limited electrical infrastructure (such as Dickens Street).

The principal outcomes of the survey are identified in **Table 7.2**.

Project related

| Brook Street | Railway Sidings | Wellington Street | Regional Pool | Bishop's Road |
|---|---|--|---|---|
|  |  |  |  |  |
| <p>Brook Street Car Park currently has no EV charging points. It is considered that this site has limited electrical capacity due to the presence of only external lighting and a parking payment machine.</p> | <p>Railway Sidings car park is an outdoor car park with four 7kW EV charging points. This car park has electrical supplies to external lighting, parking payment machine and EV chargers.</p> | <p>Wellington Street car park has no EV charging points. The car park has limited electrical capacity due to the presence of external lighting and parking payment machines.</p> | <p>Regional Pool car park has no EV charging points. This car park has limited electrical capacity due to the presence of only external lighting and parking payment machine located on the site.</p> | <p>Bishops Road Car Park has two EV charging points (2 x 7kW) located near the entrance. This car park has limited electrical capacity due to the presence of only external lighting and a parking payment machine located on the site.</p> |
| Car Haven | Riverside | Sand Martin House | Trinity Street | Pleasure Fair Meadow |
|  |  |  |  |  |
| <p>Car Haven Car Park has two EV charging points (1 x 3kW and 1 x 7kW). This car park has electrical supplies to, a welfare building, parking payment machine and EV chargers, implying a more developed electrical network and higher electrical capacity to the site.</p> | <p>Riverside Car Park currently has no working EV charging points. This car park is likely to have limited electrical capacity due to the presence of only external lighting and a parking payment machine.</p> | <p>Sand Martin House car park is a multi-storey car park with eight 7kW EV charging points. This site's EV charger provision is unique in the city as it includes dedicated EV charging facilities for the council's EV fleet.</p> | <p>Trinity Street car park has no EV charging point provision. This car park is likely to have limited electrical capacity due to the presence of only external lighting and a parking payment machine.</p> | <p>Pleasure Fair Meadow car park currently has no EV charging points. This car park has limited electrical capacity due to the presence of only external lighting and a parking payment machine on the site.</p> |

7.4 Future Usage

Based on the Energy Saving Trust's research, there could be 8 -11 million hybrid or electric cars on the UK's roads by 2030. This would equate to approximately 25 - 35% of the vehicle fleet at that time. On the basis that around one third of households do not have access to a driveway or garage, approximately 10% of vehicles would be seeking charging. It is thus suggested that 10% of all public car parking spaces should have charging points by 2030. For the council's off-street sites, this would equate to some 328 spaces to be provided with EV charging points by 2030, an increase of 314 spaces.

At this early stage of infrastructure development, such a level of provision is clearly not needed in the immediate short term. However, as EV charging demand increases the case for charging to be paid for rather than a free service becomes more compelling, and this is compounded when combined with roll-out of more spaces. The over-supply of car parking land within the city centre, provides the means by which EV charging points can be incrementally provided, with the net reduction in spaces (due to space requirements for the charger unit) contributing towards the managed reduction of capacity. The first phase of charger roll-out could provide all car parks with a minimum level of provision, as set out in **Table 7.3**.

Table 7.3 Phase One EV Charger Programme

| Car Park | Existing Provision | Proposed First Phase Outcome | Net Change in Chargers |
|----------------------|--------------------|------------------------------|------------------------|
| Bishops Road | 2 | 2 | 0 |
| Brook Street | | 2 | 2 |
| Car Haven | 2 | 8 | 6 |
| Pleasure Fair Meadow | | 2 | 2 |
| Railway Sidings | 4 | 4 | 0 |
| Regional Pool | | 2 | 2 |
| Riverside | 6 | 6 | 0 |
| Sand Martin House | 4 | 4 | 0 |
| Trinity Street | | 2 | 2 |
| Wellington Street | | 4 | 4 |
| London Road | | 2 | 2 |
| TOTAL | 18 | 38 | 20 |

On the basis that Dicken's Street car park is not included in the immediate short term, this first phase of delivering more EV chargers would mean that EV chargers would comprise some 1.5% of a total 2557 car parking spaces.

As a consequence of the provision of EV chargers there would be a small net decrease in total car parking spaces. This is due to the size of the charger units themselves which typically require an area approximately equivalent to half a parking space. On this basis, the additional 20 parking charger spaces would result in a net decrease of 10 spaces which is well within the levels of reduction which could be achieved in the immediate short term.

While the provision of additional EV chargers is desirable, the potential for revenue to be secured via these chargers is a necessary consideration. A review has been carried out of fees payable for EV charging in off-street car parks in similarly sized, or local, towns and cities as detailed in **Table 7.4**.

Table 7.4: Comparison of Peterborough Car Parking Provision to the Parking Provision within other Towns and Cities

| City/Town | Council Operated EV Charging Point Fees | In Council Operated Car Parks, are EV Charging Fees AND Parking Tariffs Concurrently Payable? | Fees For EV Charging In Residential Areas |
|--------------|--|---|---|
| Norwich | None | Fee for parking. No additional charge for EV charging | N/A |
| Peterborough | None | No fee for parking while charging. No charge for EV charging | N/A |
| Bournemouth | Fast: 35p/kWh, Rapid 43p/kWh | Fee for parking, in addition to the fee for EV charging | N/A |
| Cambridge | Per membership type and charging speed ¹¹ | Fee for parking, in addition to the fee for EV charging | N/A |
| Northampton | None | N/A | £1.50 connection fee plus 30/pkWh |
| Warrington | Per membership type and charging speed* | Fee for parking, in addition to the fee for EV charging | N/A |
| Bedford | Per membership type and charging speed | Fee for parking, in addition to the fee for EV charging | Per membership type and charging speed* |

The review of similar towns and cities has identified that Peterborough is unusual in charging neither a fee for EV charging nor for parking while charging.

Usage of the existing EV chargers across the council's parking sites, is driven to a degree by the assigned usage of the site (whether approximately short or long stay) and its location relative to localised business/city centre. An example of this would be Railway Sidings Car Park, which has a high electrical usage (in terms of energy drawn in the form of kWh from these EV charge points) than the Sand Martin House site. Certain of the sites are more developed in terms of apparent electrical infrastructure, such as Car Haven and Fletton Quays sites. The council would need to make further enquiries with the local DNO regarding the feasibility and indicative cost of providing this additional level of LV power to these locations.

¹¹ Membership: Fast/slow: 28p/kWh, Rapid: 32p/kWh, Ultra-rapid (100+kW): 38p/kWh. Pay As You Go: Fast/slow: 33p/kWh, Rapid: 38p/kWh, Ultra-rapid (100+kW): 44p/kWh. Contactless / guest: Fast/slow: 35p/kWh, Rapid: 40p/kWh, Ultra-rapid (100+kW): 50p/kWh. (Membership refers to owning a membership to the charging point provider, i.e. BP Pulse).

Existing EV chargers across the council's car parks are 7kW, being fast chargers, noting that there are fast and rapid chargers available at certain on street locations and private developments/businesses.

Recommendation

In the immediate short term, a modest fee should be payable for the use of EV chargers throughout Peterborough city centre. This would provide a further revenue stream and is comparable to the situation in similar towns and cities.

Feasibility Study and strategic outline business case should be prepared, examining the provision of Phase one roll-out of EV chargers, coupled with a pricing structure for all EV chargers in the city. This pricing structure should provide differentiated pricing to enable all local residents to benefit from a reduced price, and a preferential rate for residents without the possibility of domestic charging i.e. tenants, and those living with no access to off-street car parking.

8 Car Parking Accessibility

The Equality Act 2010 created a public sector equality duty, that requires authorities to:

- eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under the Equality Act 2010;
- advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.

To assist authorities in discharging their duties with respect to transport, the Department for Transport's Inclusive Mobility was published in December 2021. With respect to car parking, the guidance notes that off-street car parking should provide car parking designated for Blue Badge holders and other disabled drivers and passengers.

In addressing the quantity of Blue Badge spaces to be provided, the guidance recommends providing six percent of a car park's spaces for Blue Badge holders in areas which are, *"associated with shopping areas, leisure or recreational facilities, and places open to the general public"*.

At present, very little Blue Badge parking is provided in the City Council's car parks. Given the duties established in the Equality Act, this should be remedied.

Recommendation

In the immediate short term, Blue Badge parking should be provided at all of the City Council's car parks. Where possible, these should be provided with a form of weather cover as recommended by the DfT's Inclusive Mobility guidance.

Blue Badge holders are able to access spaces which are wider and which provide more space for people with reduced mobility to move safely and comfortably in proximity to their own and other vehicles. The parking tariffs that are in place for off-street Blue Badge parking spaces, should be retained.

As Blue Badge spaces are larger than standard car parking spaces, their provision would result in a small reduction in car parking capacity. Translating the recommended Blue Badge provision to the City Council's car parks (excluding Dicken's Street) would result in a small net reduction in total provision across the city as set out in **Table 8.1**.

Table 8.1 Recommended Blue Badge Spaces to be Provided

| | Current Standard Spaces | Proposed Blue Badge Spaces | Net Reduction in Spaces |
|----------------------|-------------------------|----------------------------|-------------------------|
| Bishops Road | 244 | 15 | -7 |
| Brook Street | 136 | 8 | -4 |
| Car Haven | 214 | 13 | -6 |
| Pleasure Fair Meadow | 316 | 19 | -9 |
| Railway Sidings | 79 | 4 | -2 |
| Regional Pool | 195 | 12 | -6 |
| Riverside | 162 | 10 | -5 |
| Sand Martin House | 400 | 24 | -6 |
| Trinity Street | 50 | 4 | -2 |
| Wellington Street | 671 | 40 | -20 |
| London Road | 90 | 6 | -3 |
| Total | 2632 | 155 | -70 |

Appendix A – 2020 Data Review and Summary Findings

A1 Methodology Overview

This section of the report describes the methodology adopted to develop the evidence base for the Car Parking Strategy.

Typically, a parking study would be informed by bespoke traffic surveys, undertaken to count flows into and out of key car parks, establish initial occupancy and to determine the duration of stay. These surveys are usually undertaken outside school holiday periods to ensure that they represent typical demand. Given the substantial change in travel patterns due to the Covid-19 pandemic, current traffic flows and patterns cannot be considered representative and nor are they likely to return to a representative base any time soon. For this reason, baseline information has been collated from a number of sources, including surveys used to inform the third Peterborough Traffic Model (known as PTM3), reviews of Pleasure Fair Meadow car park and ticketing data supplied by the council. The work undertaken has used a number of means to ensure that the methodology is robust and representative. For transparency, the methodology notes the points at which routine procedure was not possible because of COVID-19 effects.

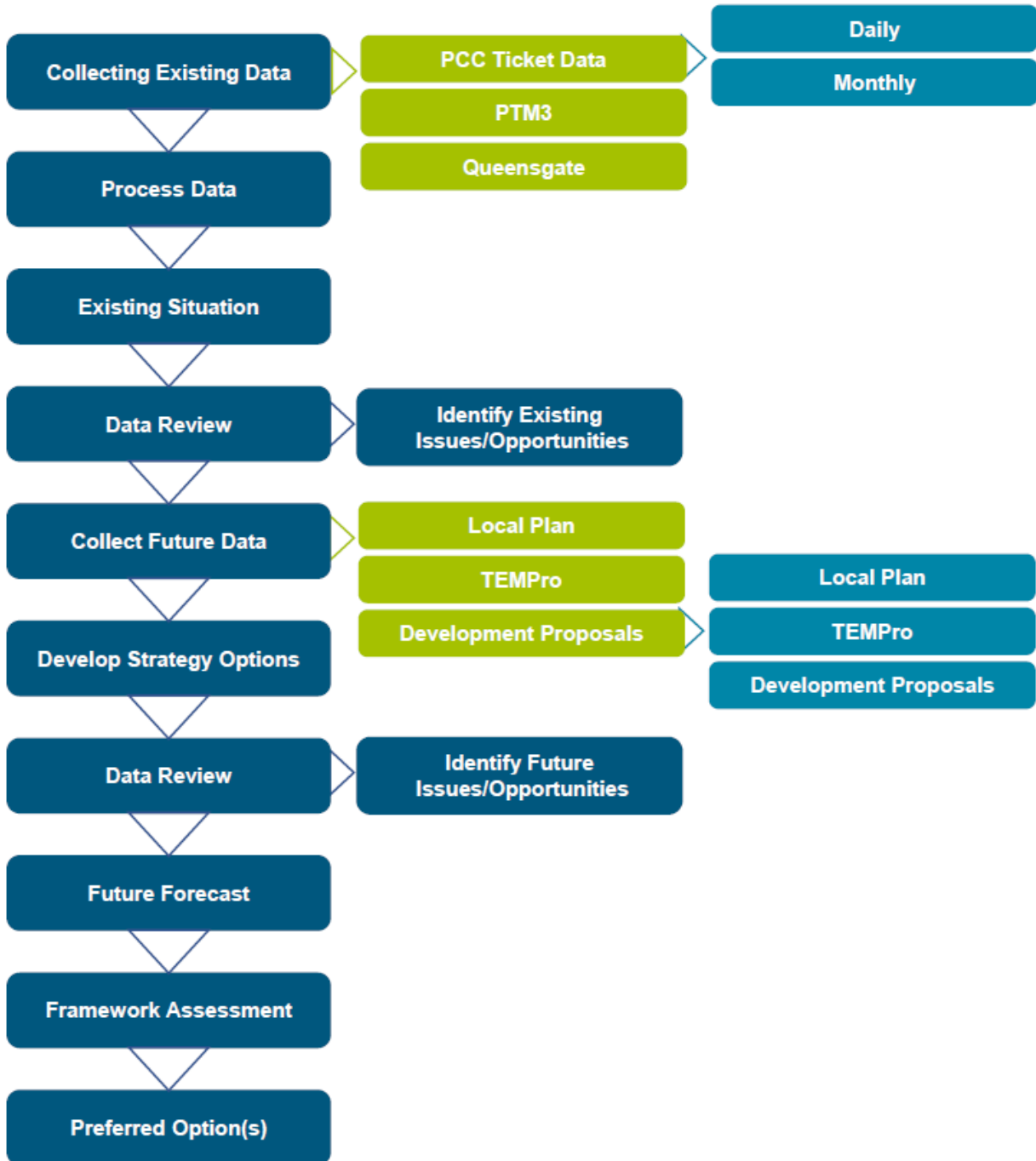
A1.1 Study Methodology

Due to Covid-19 impacts, it was agreed that the representative car parking and traffic surveys that would traditionally be used in a car parking study could not be undertaken. In their place, other data sources were agreed with the council and obtained from relevant parties. The absence of standard sources of data has led to a more iterative approach to data collection, resulting in a comprehensive dataset which enables trends to be examined in a way which is not typically the case in Strategy development thereby resulting in a robust analysis.

A gap analysis was carried out each time data was received and analysed. This iterative process ensured that evidence gathered was adequate and suitable to withstand necessary scrutiny. Once the data identified in the gap analysis was acquired, the data was processed to achieve consistency between different sources. For example, growth factors have been calculated from the data, to enable the strategy to take account of ticketing machine data and RINGO payment app data. This process of using growth factors enabled useful data to be identified, as well as constraints and opportunities present within the car parking areas, and subsequent data. Using the datasets, metrics for current occupancy and turnover were calculated which created the basis for the Existing Situation.

The Future Situation is based on future forecast data which has been calculated to ensure the resulting data is robust. Growth factors were used to reflect predicted changes in population, and car ownership in the data. A commentary of proposed developments, including the University of Peterborough, has also been included.

Methodology Process Map



A2 Data Review

As the option of conducting traditional traffic and parking surveys was not available, a comprehensive search was carried out for data relating to car parking in the city. This included historic capacity and occupancy data, ticketing information, revenue information, traffic flow information from the PTM3, traffic survey data on the roads within the city centre, and historic parking surveys. This section details the data received and its applicability for the study.

A2.1 Sources

Ticketing data has been obtained for the car parks under the council's control, and additional data has been secured for other major car parks in the city. The datasets that are available and used in producing the evidence base are summarised in **Table A.1**.

Table A.1 An Overview of Data Sources Informing the Evidence Base

| Data | Date(s) | Coverage | Notes |
|---|--|--|---|
| Car Park capacity | N/A | All council car parks | Data provided by the council and augmented by site visits |
| Flowbird parking ticket transactional data | 26 th September 2019 28 th September 2019 2 nd October 2019 16 th October 2019* 27 th November 2019** 29 th November 2019** | All council car parks*** | Data provided by the council |
| RINGO parking ticket transactional data | 26 th September 2019 28 th September 2019 2 nd October 2019 16 th October 2019* 27 th November 2019** 29 th November 2019** | All council car parks*** | Data provided by the council |
| Car Park Occupancy Survey (Pleasure Fair Surveys) | 27 th November 2019 29 th November 2019 | Pleasure Fair Car Park | Surveys commissioned by Royal HaskoningDHV (carried out by Tracsis) |
| Parkeon Data | 2 nd October 2019 | Sand Martin House Car Park | Data provided by the council |
| Ticket Sales | 2018 - 2019 | All council car parks | Monthly sales |
| Traffic surveys (PTM3 Surveys) | 2 nd October 2019 | Peterborough Station Car Park Car Haven Car Park Pleasure Fair Meadow Car Park Sand Martin MSCP / Sand Martin House Car Park Riverside Car Park Bishops Road Car Park Wirrina Car Park Regional Pool Car Park Wellington Street Car Park | Surveys commissioned by Skanska (carried out by Tracsis) |

| Data | Date(s) | Coverage | Notes |
|---|--------------|-------------------|--|
| Network Rail | 2018 to 2040 | Station Car Parks | Observed and forecast station throughput |
| <p>* Data available only for the Riverside Car Park</p> <p>** Data available only for the Pleasure Fair Meadow Car Park</p> <p>*** Excluding Sand Martin House Car Park</p> | | | |

A2.2 Car Park Capacities

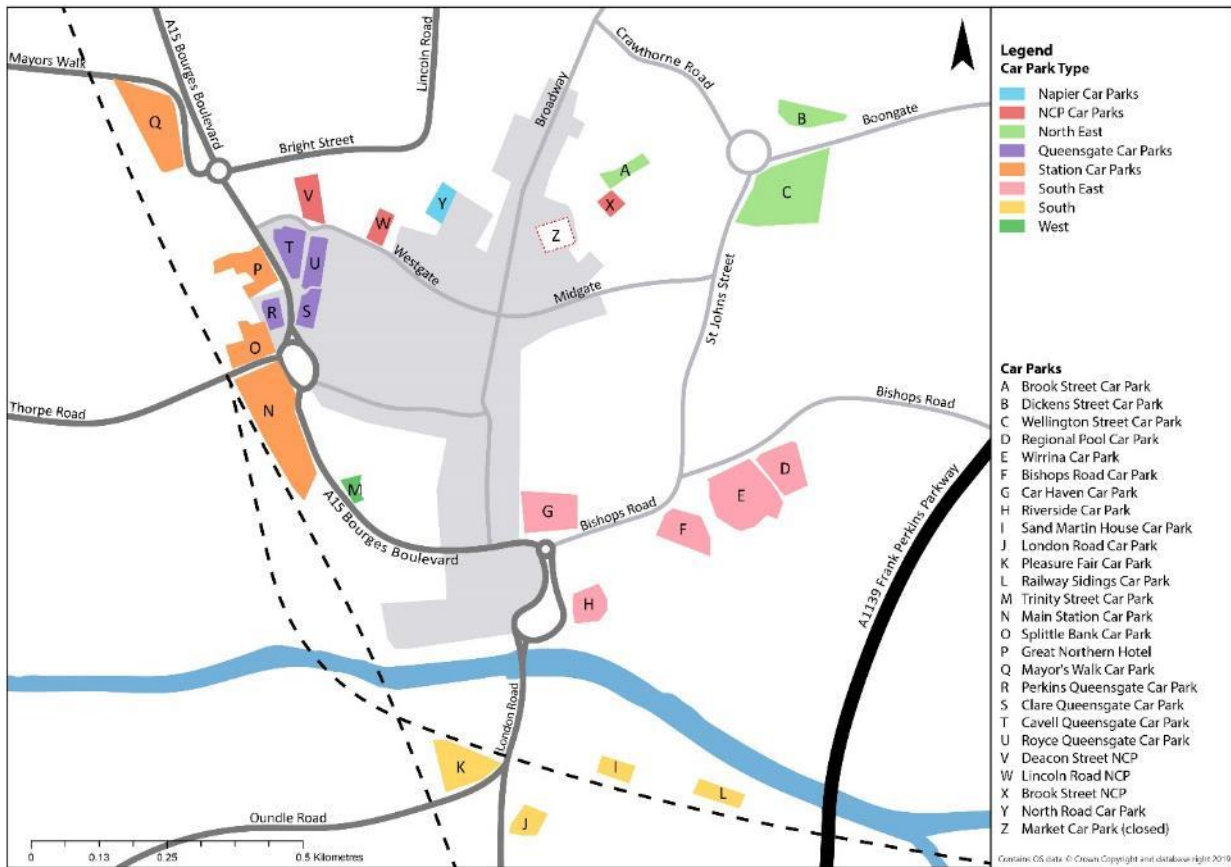
The capacity of each public car park was provided out the outset, and further site visits were undertaken to establish the number of Blue Badge spaces at each car park. **Table A.2** sets out the capacity of each public car park.

Table A.2 Public Car Park Groupings

| Grouping | Car Parks | Car Park Type | Number of Car Parking Spaces | Number of Blue Badge Spaces (inc. in total) |
|---------------|----------------------|---|------------------------------|---|
| North-Eastern | Brook Street | Long and Short Stay | 136 | 4 |
| | Dickens Street | Long Stay | 171 | 1 |
| | Wellington Street | Long Stay | 671 | 2 |
| South-Eastern | Bishops Road | Long and Short Stay | 244 | 7 |
| | Car Haven | Short Stay | 214 | 10 |
| | Regional Pool | Long Stay | 195 | 4 |
| | Riverside | Long and Short Stay | 162 | 7 |
| | Wirrina | Long and Short Stay | 361 | 0 |
| Southern | Sand Martin House | Long Stay | 400 | 0 |
| | Pleasure Fair Meadow | Long Stay | 316 | 0 |
| | Railway Sidings | Long Stay | 79 | 0 |
| | London Road | Long Stay | 90 | 0 |
| Western | Trinity Street | Season Ticket Holders Only (8am to 6pm) | 50 | 0 |

To establish geographic demand, the public car parks have been grouped by geographical locations. This approach allows the identification of those car parks drivers are likely to circulate between when finding spaces. The groupings also largely follow car park type i.e. long stay and short stay as identified below.

Car Park Location Plan by Group



It should be noted that Trinity car park is the only car park in the West group. This is due to its unique service level, as it provides parking for season ticket holders only between 08:00hrs and 18:00hrs.

A2.3 Flowbird and RINGO Parking Ticket Data

The council's car parks operate both Flowbird and RINGO transactional systems. Data from these systems have been made available for the following car parks:

- Brook Street Car Park;
- Dickens Street Car Park;
- Wellington Street Car Park;
- Regional Pool Car Park;
- Werrina Car Park;
- Bishop's Road Car Park;
- Car Haven Car Park;
- Riverside Car Park;
- Pleasure Fair Meadow Car Park;
- Railway Sidings Car Park and;
- Trinity Street Car Park;

Information regarding on-street ticket sales has also been made available for the majority of locations at:

- Broadway;
- Brook Street;
- Cattlemarket Road;
- Church Walk;
- City Road;
- Cowgate;
- Crawthorne Road;
- Fitzwilliam Street;
- Geneva Street;
- Lincoln Road;
- Park Road;
- Priestgate;
- St Marks Street;
- St Peters Road;
- Stanley Road; and
- Thorpe Road.

Both parking systems compile information regarding the time of purchase and duration of stay. However, the data does not provide information on the departure time of the vehicles. As a result, for the purposes of this study, the duration of parking tickets purchased was used as a proxy in determining the departure times of the vehicles (i.e. arrival time + duration of the ticket = departure time). Proxies have been calculated and used in this report to supplement where there are gaps in data. When calculating a proxy data with similar characteristics are used for robustness, i.e. the same type of car park.

The arrival and departure times derived for each car park were subsequently used to build an occupancy profile of the car park across the day.

Data can be extracted from the Flowbird and Ringo systems for any day within the last two years; the dates chosen for review, therefore, relate to the timings of other available data sources. The 2019 survey dates for which ticketing data has been obtained are subsequent to the closure of the Market MSCP. To facilitate additional analysis, further data was obtained for the same months in 2018.

It is noted that the long stay car parks also allow parking via season ticket. The daily use of car parks by season ticket and staff permit holders is not included within the ticket sales data. Season tickets and staff permits can be used in:

- Brook Street Car Park;
- Dickens Street Car Park;
- Wellington Street Car Park;
- Regional Pool Car Park;

- Wirrina Car Park;
- Bishops Road Car Park;
- Riverside Car Park and;
- Pleasure Fair Meadow Car Park;

In addition, Trinity Street is for use by permit holders only between 08:00hrs and 18:00hrs Monday to Friday.

A separate system of premium staff permits is used in Car Haven, Railway Sidings and Sand Martin multi-storey car parks.

Table A.3 sets out the season tickets in circulation on 2nd October 2019. In total 1,725 permits were in circulation.

Table A.3 Season Tickets in circulation, 2nd October 2019

| Permit Type | Number of Permits |
|------------------------------------|-------------------|
| Car Haven Annual | 15 |
| Chief Executive | 2 |
| Council Staff Car Park | 586 |
| Council Staff Car Park (Annual) | 8 |
| Elected Member | 50 |
| General Council Car Parks | 130 |
| General Council Car Parks (7 days) | 1 |
| Leader of the Council | 1 |
| Monthly Council Car Park | 4 |
| Occasional Staff | 579 |
| Season Ticket Daytime | 289 |
| Season Ticket Night | 15 |
| Trinity Street 5 Day | 40 |
| Trinity Street 7 Day | 9 |
| TOTAL | 1,725 |

Source: Council records

A2.4 Pleasure Fair Meadow Surveys

Parking surveys were commissioned by Peterborough Investment Partnership in November 2019, focused on the Pleasure Fair Meadow, Railway Sidings and London Road car parks. The surveys observed vehicle arrival and departures between 07:00hrs and 19:00hrs on a typical weekday and a weekend, avoiding peaks associated with home football matches and nearby major events. These car park surveys included initial occupancy counts each day to enable an occupancy profile of the car park to be constructed.

These surveys were undertaken by a third-party contractor, using specialist equipment. Hence data is only available for the times and dates specified. It is not possible to retrospectively obtain further information.

A2.5 Parkeon Data

The Sand Martin House car park utilises a separate operating system to other council car parks, with barriers controlling entry and exit. The Parkeon system is, therefore, able to be interrogated to provide vehicle arrival and departure times which can be used to build an occupancy profile of the car park.

Data can be extracted for any day within the last two years; the dates chosen for this review, therefore, relate to the timings of other data sources.

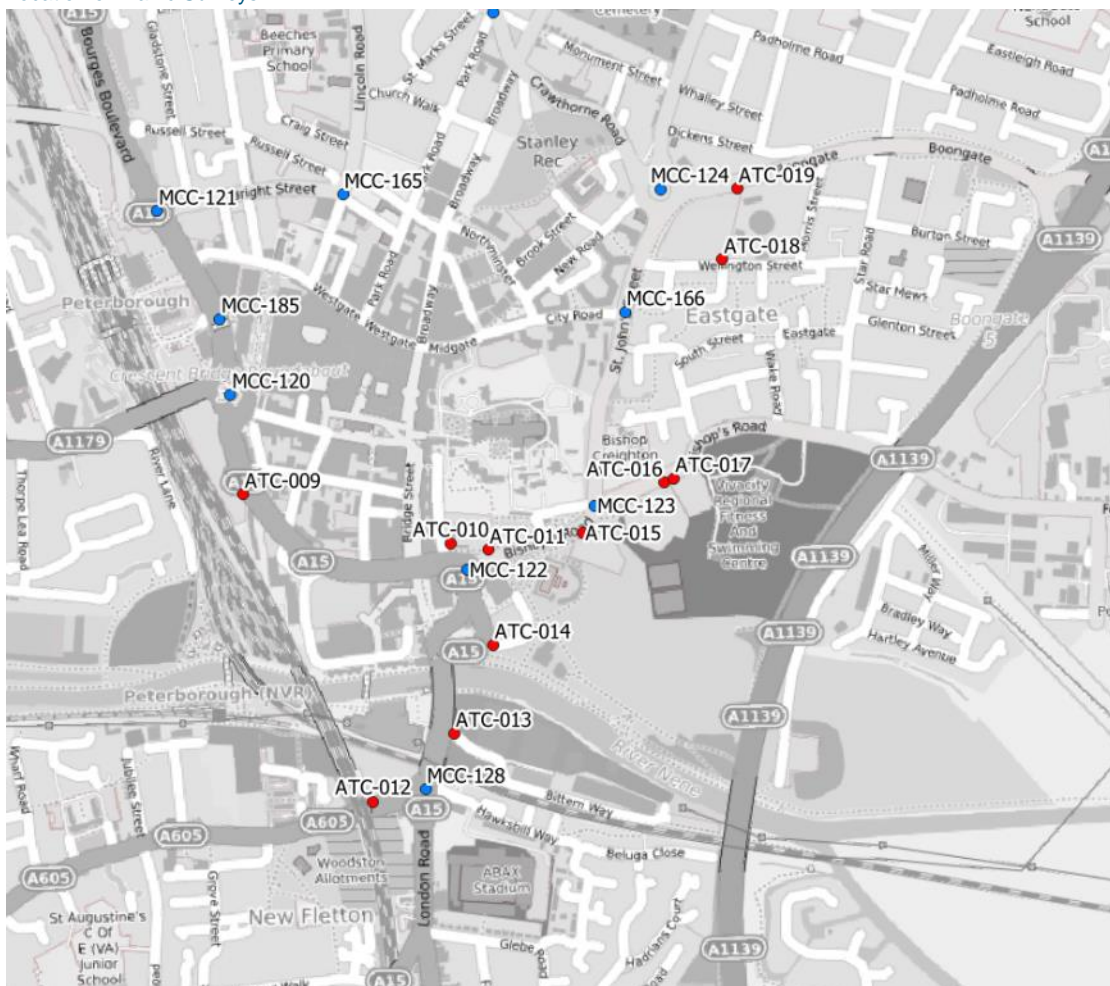
A2.6 Council Ticket Sales

In addition to data on ticket sales at individual car parks, the council also compiles information on monthly ticket sales. This information has been provided for May 2018 to April 2020 and provides a profile of sales over the course of two years.

A2.7 Peterborough Traffic Model 3 (PTM3) Traffic Surveys

The council has commissioned Skanska to produce an updated traffic model of Peterborough, referred to as "PTM3". To inform model development, Skanska commissioned a range of traffic surveys of the city in September and October 2019. The insert below shows the locations and extent of surveys.

Location of Traffic Surveys



Source: 3929-MID Peterborough Area Traffic Surveys Project, Skanska, 2019

The PTM3 traffic surveys collected vehicular arrivals and departures in fifteen-minute intervals between 07:00hrs and 19:00hrs. Turning movement counts were undertaken on Thursday 26th September 2019, with automatic radar link counts undertaken on Thursday 2nd October 2019.

As the surveys were specified to inform the development of a traffic model, no initial counts were undertaken of car park occupancy.

A2.8 Queensgate

The Queensgate operates four car parks in the west of the city centre:

- Green (Clare);
- Blue (Cavell);
- Red (Royce); and
- Yellow (Perkins).

Further annual footfall information has also been provided, summarising the annual change in pedestrian footfall at Queensgate in 2017, 2018 and 2019.

A2.9 Network Rail

Network Rail operates three car parks in the vicinity of Peterborough station, namely:

- Mayor's Walk;
- Spittle Bank; and
- Main Station.

Data has been provided regarding passenger throughput at the station in 2018/19 and 2019/20, together with an observed modal split for car users.

A2.10 Data Review

The variety of data sources available have been reviewed for applicability for the parking study. To consider comparable data, ticketing information was sought for the same dates as the PTM3 traffic surveys and Pleasure Fair Meadow Surveys, namely:

- 2nd October 2019; and/or
- 29th November 2019.

As the PTM3 traffic surveys were only conducted for a Wednesday, analysis has focused on a weekday. Use of previous traffic and parking survey data was crucial to validate other sources of information; this was crucial given the Covid-19 precluded the collection of bespoke surveys to inform the study.

It was clear from an initial review of the ticketing data that ticket sales alone suggested a considerable underoccupancy of 40% across all of the car parks. Consultation with the council suggested this underoccupancy would be due to the use of season tickets and staff permits. As such the validation of car park occupancy has been carried out, based on a comparison of ticketing information with other data sources.

Comparison of ticketing data with the PTM3 traffic surveys and Pleasure Fair Meadow surveys revealed broadly similar arrival profiles. Departures occurred earlier for the PTM3 and Pleasure Fair Meadow

surveys, suggesting drivers did not stay for the entire duration of the purchased ticket; this is likely to be especially the case where 24-hour tickets can be purchased.

A review of traffic count data revealed that this captured all movements into and out of many council car parks, but it did not capture complete data for all car parks. In the case of the railway station, the counts excluded Station Road to the north of the Great Northern Hotel, such that the survey was incomplete. Likewise counts in the vicinity of the station included all taxi and drop off trips to the station; this is reasonable to inform a traffic model but not acceptable when trying to establish occupancies at individual car parks. Limited qualitative information was provided by Network Rail regarding the likely occupancy of their car parks, which has been historically used by Network Rail to identify the need for additional car parking at the railway station. For this reason, a detailed analysis of the occupancy of the station car parks has been necessarily excluded from the study.

The available traffic count data does not allow occupancy of the Queensgate car parks to be determined. For this reason, a detailed analysis of the occupancy of the Queensgate car parks has also been excluded from the study.

While ticket sale information was available for on-street parking locations, this could not be validated by other sources. Given the greater potential for on-street spaces to be used by people who do not purchase a ticket, and the limited number of ticket sales compared with off-street car parks, further detailed analysis of on-street spaces has been excluded from the study.

Where parking surveys and traffic counts were available these have provided a more complete source of data than ticket sales. A series of factors were established to determine the difference in demand observed from traffic counts and ticket sales, such that these could be applied to car parks where only ticket sale data was available. The factors established are summarised in **Table** , together with the respective car park characteristics. Where traffic surveys were not available, the proxy factor to be used is also shown in **Table A.4**, reflecting the characteristics of the car park and location within the city.

Table A.4 Car Park Data Sources and Factors

| Car Park | Factor | Survey Source | Proxy | Characteristics |
|----------------------|----------------|----------------------|----------------------|-------------------|
| Brook Street | No survey data | N/A | Bishops Road | short & long stay |
| Dickens Street | No survey data | Traffic | Wellington Street | long-stay |
| Wellington Street | 2.19 | Traffic | | long-stay |
| Regional Pool | 2.35 | Traffic | | long-stay |
| Wirrina | 1.28 | Traffic | | long stay |
| Bishops Road | 2.13 | Traffic | | short & long stay |
| Car Haven | 1.59 | Traffic | | short stay |
| Riverside | 3.5 | Traffic | | short & long stay |
| Sand Martin House | N/A | Council | | long-stay |
| London Road | N/A | Pleasure Fair Meadow | | long-stay |
| Pleasure Fair Meadow | 3.83 | Pleasure Fair Meadow | | long-stay |
| Railway Sidings | N/A | N/A | Pleasure Fair Meadow | long-stay |
| Trinity Street | No survey data | N/A | Ticketing data | short stay |

As the Trinity Street car park is for season ticket holders only from 08:00hrs to 18:00hrs there is no applicable proxy to use to factor ticketing data. As such, the results for Trinity Street report ticket data only.

On-street ticketing data has been obtained for on-street parking under the council's control. **Table A.5** shows the summary of on-street parking locations.

Table A.5: On-Street Car Parking Locations

| Parking Location Name | Street Name | Spaces | Length of Stay Permitted (mins) |
|-----------------------|--------------|--------|---------------------------------|
| Broadway 30 | Broadway | 5 | 30 |
| Brook Street | Brook Street | 13 | 30 |
| Park 30 | Park Road | 23 | 30 |
| Priestgate | Priestgate | 19 | 30 |
| City 60 | City Road | 16 | 60 |
| Cowgate | Cowgate | 8 | 60 |

A2.11 Impact of Season Tickets

From the data review, it was apparent that season ticket usage contributed to a significant element of parking demand. To quantify the impact of season ticket usage, the occupancy attributed to recorded ticket sales at the 11:00 to 12:00 parking demand peak has been established as 1,211 vehicles. The overall calculated parking demand at 11:00 to 12:00 was 1,856 vehicles. As such there was a 645 vehicle difference, primarily attributed to season tickets; this compares with 1,676 permits issued, showing not all permits are used at any one time.

It is noted that Trinity Street car park has been excluded from this assessment, as it is solely for season ticket holders during weekday daytime.

A2.12 Weekend Parking Demand

A review of ticket sales was undertaken for the date of the main traffic surveys (Wednesday 2nd October 2019), the date of some supplementary surveys (Thursday 26th September) and the intervening Saturday (28th September). The findings are summarised in **Table A.6**.

Table A.6: Overall Ticket Sales / Entries to car parks, 07:00 to 19:00 hours

| Location | Thursday 26 th Sept | Saturday 28 th Sept | Wednesday 2 nd Oct | Wednesday 2 nd Oct |
|----------------------|--------------------------------|--------------------------------|-------------------------------|-------------------------------|
| | Ticket Sales | Ticket Sales | Ticket Sales | Car Park Entries |
| Brook Street | 106 | 244 | 118 | 251 |
| Dickens Street | 17 | 8 | 21 | 46 |
| Wellington Street | 393 | 144 | 367 | 805 |
| Regional Pool | 173 | 374 | 196 | 461 |
| Wirrina | 145 | 203 | 174 | 223 |
| Bishops Road | 83 | 361 | 146 | 311 |
| Car Haven | 822 | 1137 | 885 | 1409 |
| Riverside | 274 | 420 | 169 | 591 |
| Sand Martin House | 246 | 12 | 265 | 265 |
| Pleasure Fair Meadow | 66 | 300 | 82 | 416 |
| Railway Sidings | 11 | 1 | 14 | 31 |
| Trinity Street | 12 | 126 | 25 | 25 |
| TOTAL | 2348 | 3330 | 2462 | 4834 |

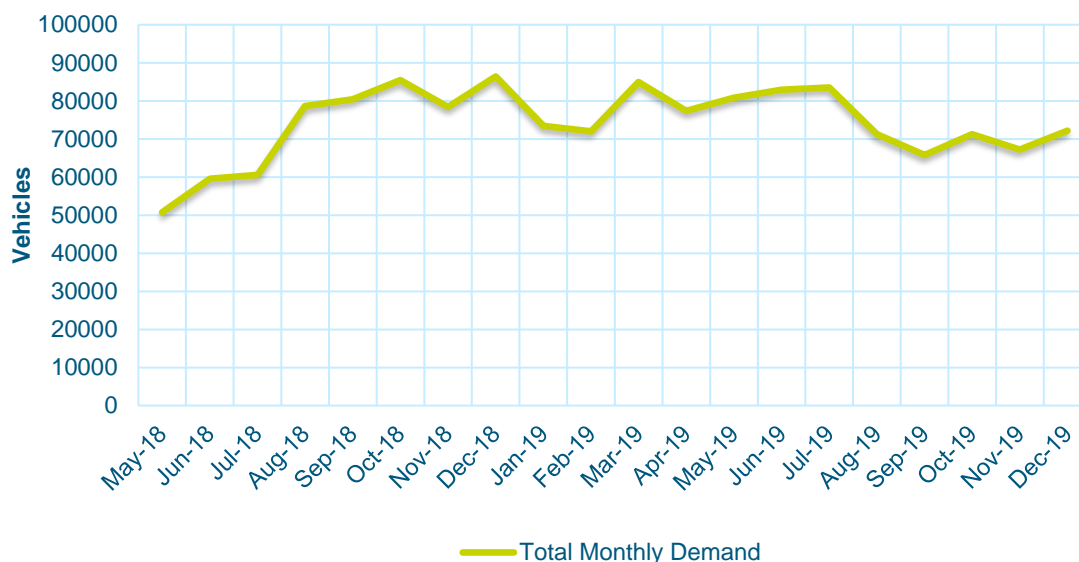
From **Table A.6** it is shown that ticket sales were almost five percent higher on Wednesday 2nd October than Thursday 26th September. It is also apparent that there were considerably more ticket sales overall (c. 35%) on Saturday 28th September than either of the weekdays. However from the data validation exercise undertaken it was clear that a considerable element of weekday demand is attributed to season tickets holders, and these users have a disproportionate effect on occupancy as most vehicles are parked for the whole working day. It is noted that there is not a comparable set of survey evidence for a weekend, however only 10 season tickets were in circulation that were valid for weekend parking, and hence season tickets would not contribute to increased demand on a weekend.

On the basis that the weekday surveyed entries to car parks are 45% greater than the ticket sales on a Saturday, data analysis has primarily focussed on weekday information as this constitutes the peak in demand.

A2.13 Monthly Profile

Using the daily total arrival counts, a total monthly demand profile for all council car parks has been created, as summarised below.

Council Car Parks' Monthly Profile Arrivals



Monthly demand peaks for public car parks occur during the summer and Christmas periods, falling in January and autumn. This is no doubt due to an increase in shopping activity in the run up to Christmas, compounded by a modal shift towards cars to cater for multiple purchases and the potential for poor weather.

A2.14 Closure of the Market Multi-Story Car Park

Car parking demand in 2018 and 2019 has been reviewed to establish the impact of the closure of Market MSCP on car parking demand elsewhere in the city.

Table A.7 summaries the changes in ticket sales in 2019 compared with the corresponding month in 2018. The comparison runs from August 2019, when the Market MSCP was closed.

Table A.7: Impact of the Closure of Market MSCP

| | Aug-19 | Sep-19 | Oct-19 | Nov-19 | Dec-19 | Total |
|-------------------|--------|--------|--------|--------|--------|-------|
| Brook St | +2335 | +1420 | +1572 | +1023 | +1395 | +2335 |
| Dickens St | -87 | -93 | -12 | +36 | +180 | -87 |
| Wellington St | +1939 | +1332 | +1173 | +1452 | +1527 | +1939 |
| Regional Pool | +1281 | +307 | +448 | +685 | +5 | +1281 |
| Wirrina | +749 | +293 | +230 | -257 | -296 | +749 |
| Bishops Rd | +462 | -410 | -479 | +359 | +596 | +462 |
| Car Haven | +1239 | +1113 | -966 | +845 | +267 | +1239 |
| Riverside | +115 | -897 | +178 | +262 | +797 | +115 |
| Sand Martin House | +852 | +1042 | +1165 | +1069 | +708 | +852 |
| Pleasure Fair | +101 | -1112 | +294 | +117 | +611 | +101 |
| Railway Sidings | +136 | -212 | -19 | +49 | +29 | +136 |

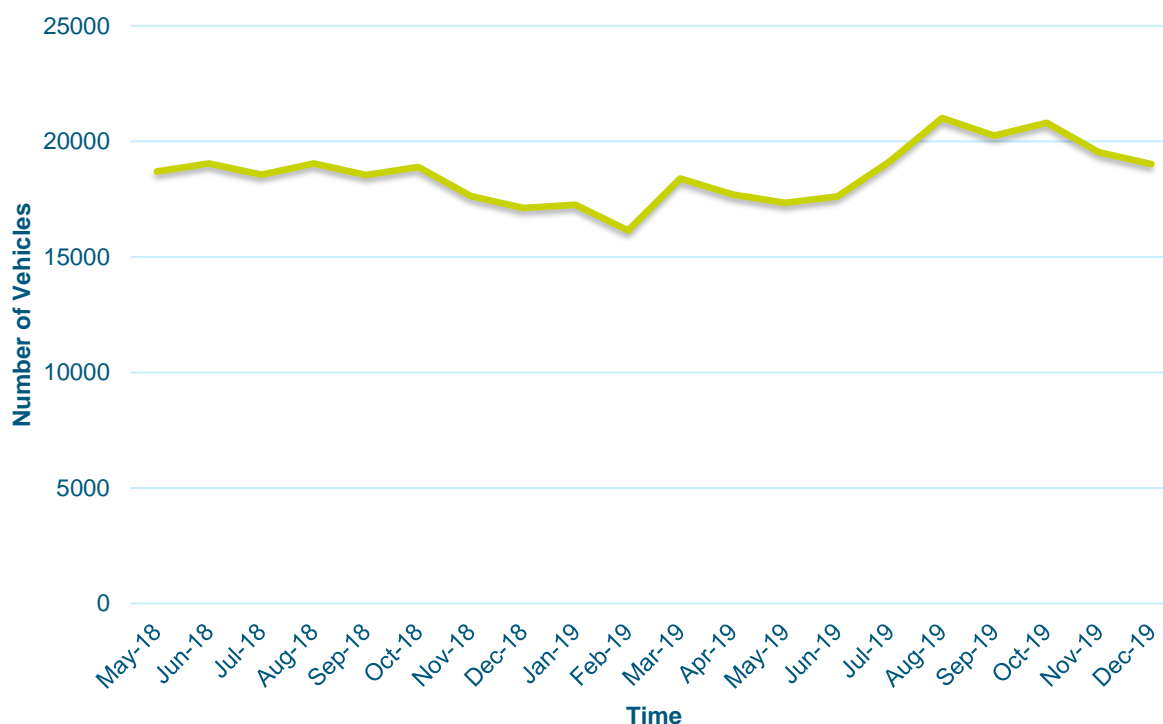
| | Aug-19 | Sep-19 | Oct-19 | Nov-19 | Dec-19 | Total |
|------------|--------|--------|--------|--------|--------|--------|
| Trinity St | +175 | +135 | +182 | +361 | -143 | +175 |
| Market | -16756 | -17570 | -17949 | -17204 | -19885 | -16756 |
| Total | -7459 | -14652 | -14183 | -11203 | -14209 | -7459 |

The table shows that the main increases were experienced at Brook Street and Wellington Street. Lesser increases were experienced at Car Haven and Regional Pool. The increases shown for Sand Martin House are skewed as that car park only opened in October 2018, and demand was low until the beginning of 2019.

Overall the data suggests there was an overall 17.7% reduction in parking demand in the council's car parks between August – December 2018 and August – December 2019. It would appear the reduction in ticket sales at the Market MSCP is not offset by increases in demand at other off-street car parks.

Had the car park not closed it is estimated that approximately 97,000 people would have used the car park between August 2019 and December 2019. Whilst demand did not shift to other car parks, a review of on-street parking between May 2018 and December 2019 reveals an increase in demand from August 2019.

On-Street Parking Demand



There was a 10% increase in demand between August 2018 and August 2019, which correlates to the closure of the Market MSCP although it is noted that this increase only accounts for a small amount of the previous demand at the Market MSCP.

That the closure of an MSCP results in an increase in demand for on-street car parking, and no increase in demand at other off-street car parks raises questions regarding pricing structures and whether there is

sufficient pricing differential between on- and off-street car parking. In addition, it is clear that there is no specific demand for car parking at the location of the Market MSCP. If the demand were specific to the location, then an equivalent increase in car parking demand would have been seen at the closest car parks on closure of the Market MSCP such as Brook Street, Wellington Street and Dicken's Street.

A3 Existing Situation

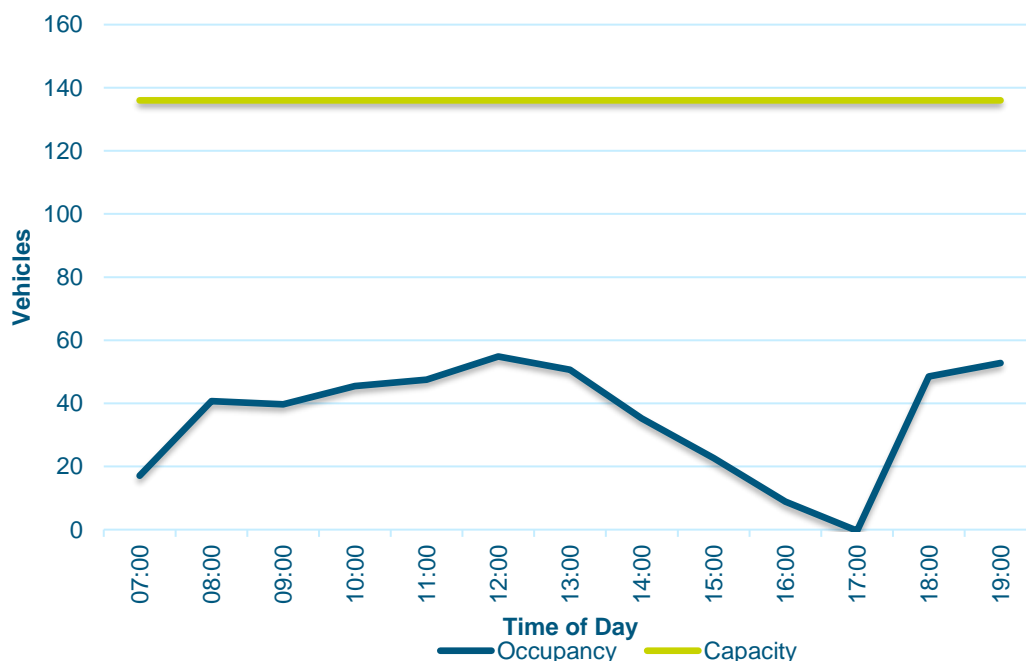
The graphs below all present weekday data between 07:00hrs and 19:00 hrs, in line with the timeframe used for the car parking surveys. Without surveys it is not possible to establish an accurate departure profile, hence the forecast occupancy profile after 19:00hrs cannot be relied upon. However, as this time is well outside of the core period for activity in the city centre, the profiles set out in this section represent the peak periods.

A3.1 Brook Street

Brook Street car park offers a capacity of 136 spaces, including four Blue Badge parking bay. The car park is located on Brook Street adjacent to Stanley Recreation Ground to the north and City College Peterborough to the east.

No direct survey information was available for Brook Street car park. A demand profile has been created by factoring ticket sales information by the observed difference between ticket sales and traffic flows at Bishops Road car park.

Brook Street Car Park Profile



The demand, over the recorded study period, averaged 24% occupation over the study period. At the daytime peak level of occupation, a total of 55 cars were parked, at 12:00hrs to 13:00hrs. A review of the arrival surveys shows that most users parked their car for one hour, and spaces were turned over on average 1.9 times a day.

It is noted that the surveys showed demand increasing at the car park after 17:00hrs, however, the profile is based on the assumption that vehicles remained for the full duration of their purchased ticket. This assumption is reasonable during the day, however after 17:00hrs all parking at Brook Street is subject to a

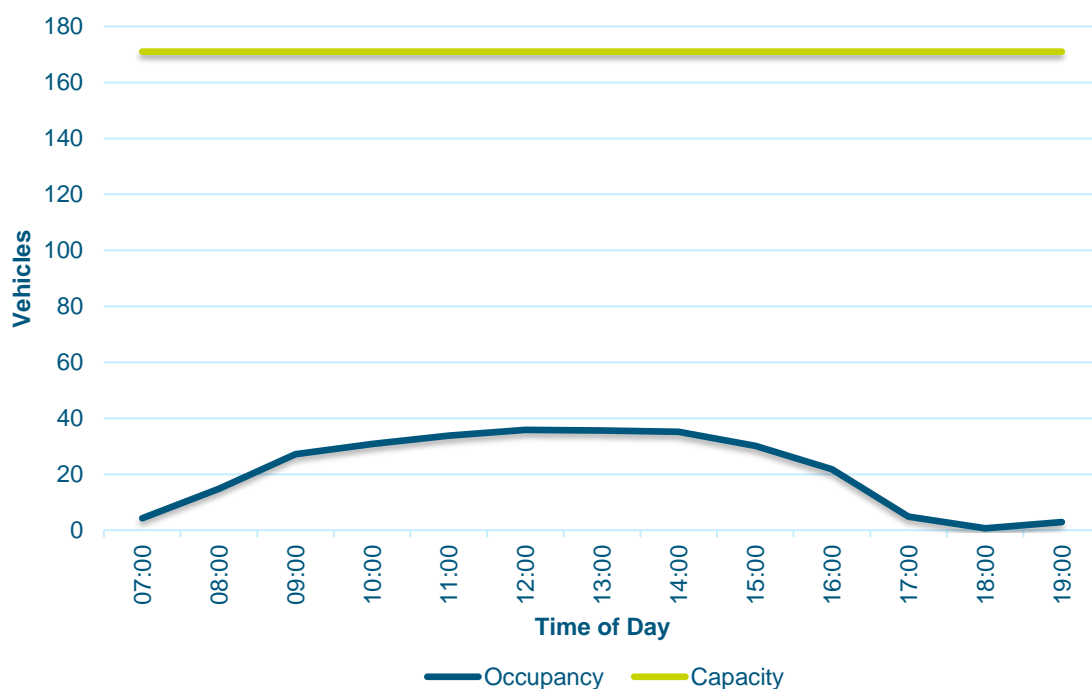
flat fee until 07:00hrs. It is apparent that evening car park users are unlikely to remain for the full duration, however without surveys it is not possible to establish an accurate departure profile. Hence the forecast occupancy profile after 17:00hrs cannot be relied upon and is likely to be lower than shown. As the period from 17:00hrs onwards lies outside of the city centre’s peak parking demand this limitation is acceptable.

A3.2 Dickens Street

The Dickens Street car park has capacity for 171 cars, including one Blue Badge bay. The car park access is located on Dickens Street, with Eastfield Road approximately 70m to the west.

It should be noted that no direct survey information was available for Dickens Street car park. A demand profile has therefore been created by factoring ticket sales information by the observed difference between ticket sales and traffic flows at the nearby Wellington Street car park.

Dickens Street Car Park Profile



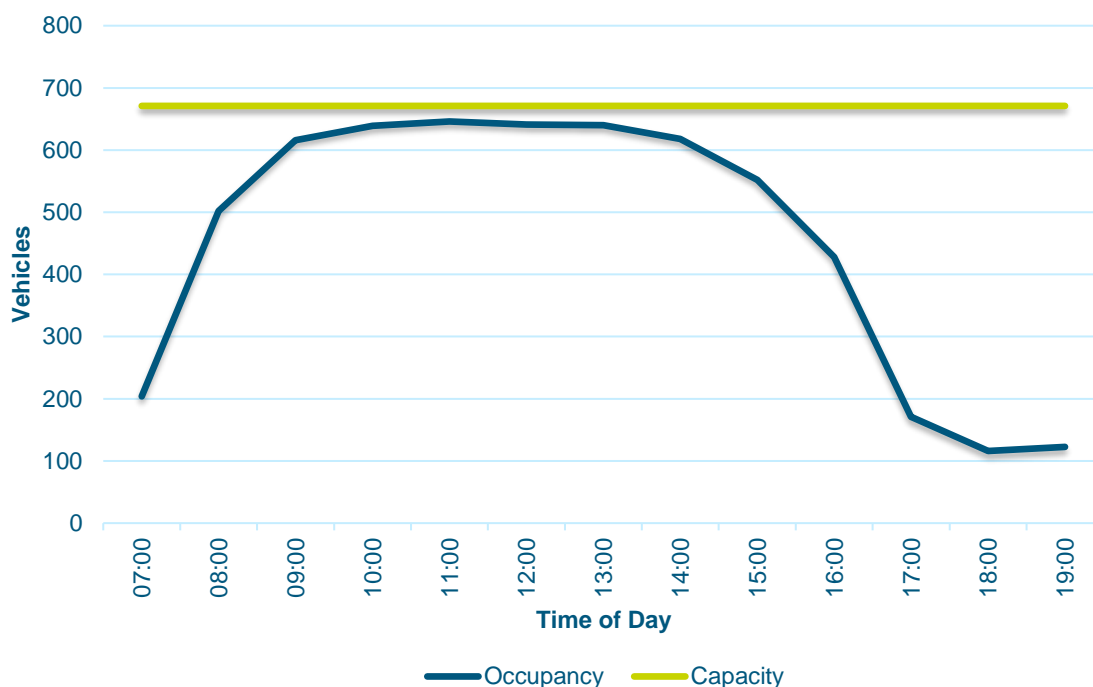
The forecast demand was, on average, 13% of full capacity. At the peak level of occupation, 36 cars were forecast to be parked between 12:00hrs -14:00hrs, which equates to 21% occupancy. A review of the arrival surveys shows that most users parked their car for between three and 24 hrs, and spaces were turned over 0.3 times a day.

A3.3 Wellington Street

Wellington Street car park offers a capacity of 671 car parking spaces. Two Blue Badge bays are allocated at this location. The car park access is located on Wellington Street, approximately 250m to the south of the Boongate/ Eastfield Road roundabout. Egress is available onto Wellington Street and also Boongate westbound.

The traffic surveys monitored arrivals at Wellington Street and departures at both exit points to provide a robust assessment of demand at the car park.

Wellington Street Car Park Profile

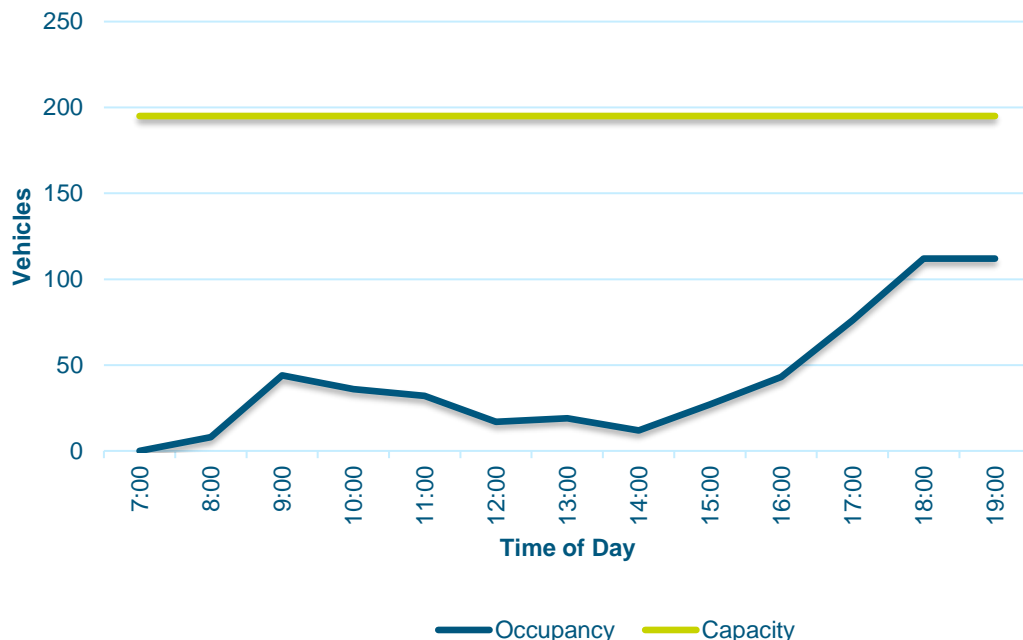


The demand over the recorded study period was, on average, 64% of full capacity according to survey data. At the peak level of occupation, the data registered 646 cars parked from 11:00hrs -12:00hrs, which equates to 96% occupancy at peak periods. A review of the arrival surveys shows that most users parked their car for between four and 24 hrs, and spaces were turned over 1.3 times a day.

A3.4 Regional Pool

The Regional Pool car park provides 195 car parking spaces, including four Blue Badge bays. The car park access is located along Bishops Road, directly adjacent to Embankment Athletics Track. Regional Pool car park borders the Wirrina car park on the neighbouring plot of land to the west.

Regional Pool Car Park Profile



The parking demand over the surveyed period was, on average 21%. During the working day, the car park experienced limited demand, with the main peak occurring from 18:00 hrs to 19:00 hrs. At the peak level of occupation, the data registered 112 cars parked, which equates to 57% occupancy. It is noted that no data is available after 19:00hrs to establish occupancy into the evening. It would be expected that demand would reduce in the late evening, with very low levels of overnight parking.

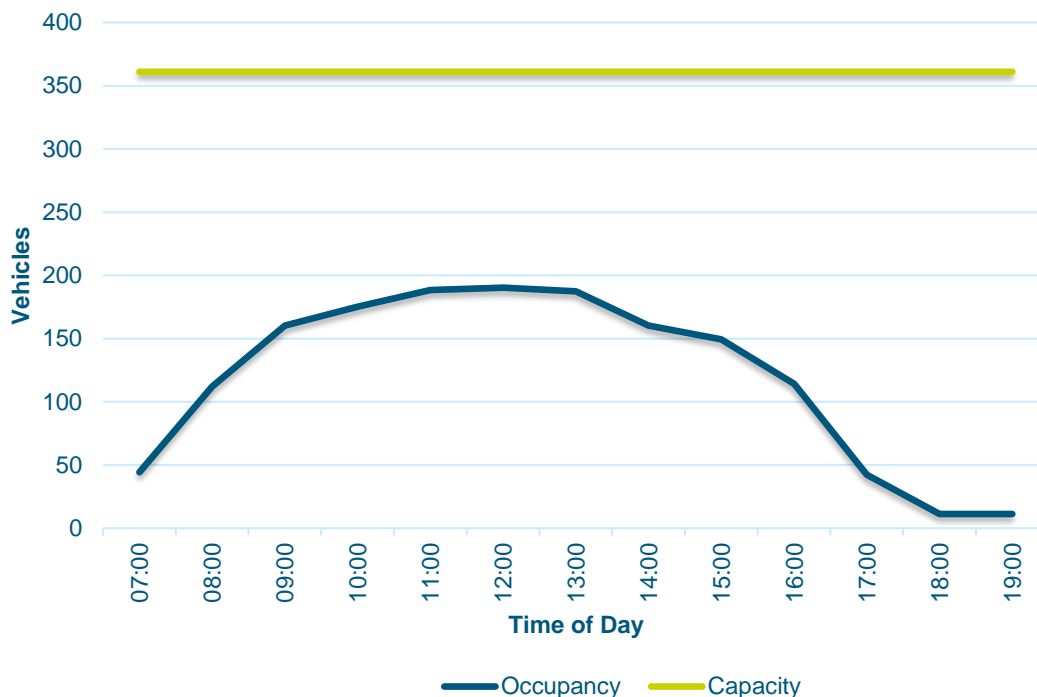
A review of the arrival surveys shows that most users parked their car for three hrs, and spaces were turned over 2.4 times a day.

A3.5 Wirrina

The Wirrina car park offers a capacity of 361 car parking spaces. The car parking spaces are not demarcated, and there are no formal Blue Badge parking bays allocated at this location. The car park access is located along Bishops Road, with the Regional Pool and Bishops Road car parks to 10m to the east and 180m to the west respectively. Embankment Athletics Track is located to the south of the car park.

The insert below indicates the surveyed parking demand for Wirrina car park during Wednesday 2nd October 2019.

Wirrina Car Park Profile



The demand over the recorded study period was, on average, 33% of full capacity. At the peak level of occupation, 190 cars parked from 12:00-13:00, which equates to 53% occupancy at peak periods.

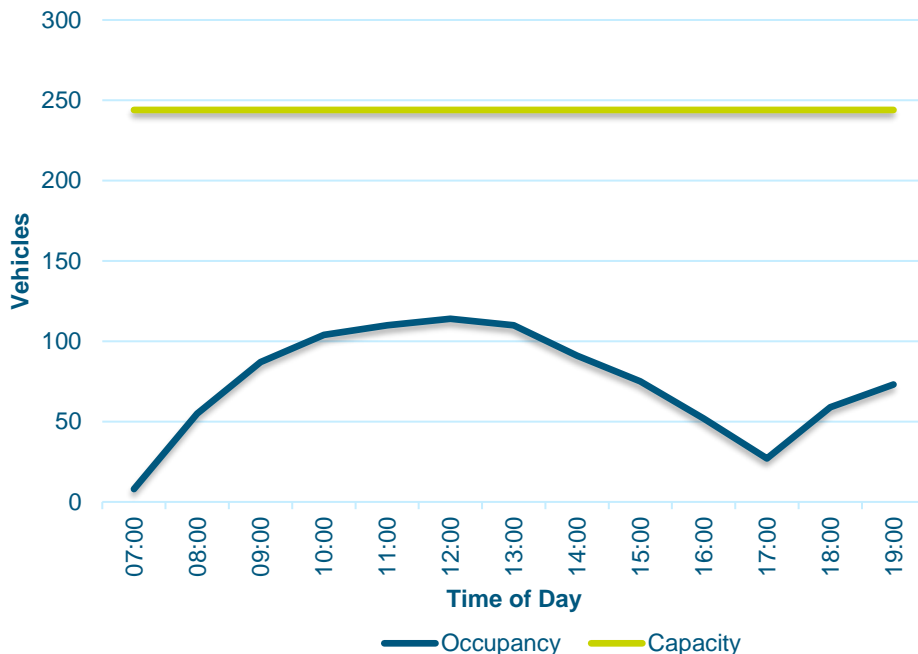
A review of the arrival surveys shows that most users parked their car for 24 hrs, and spaces were turned over 0.7 times a day.

A3.6 Bishops Road

Bishops Road car park offers capacity for 244 spaces. It is noted that seven of the available parking spaces are designated Blue Badge parking bays. The car park access is located on Bishops Road, 40m to the west of the roundabout joining with Vineyard Road. The car park is also adjacent to Peterborough Lido Outdoor Swimming Pool.

The insert below indicates the parking demand for the Bishops Road car park, determined by surveys undertaken on 2nd October 2019. It should be noted that no initial occupancy count was conducted, and thus it must be assumed that the car park was empty at the beginning of the surveys.

Bishops Road Car Park Parking Profile

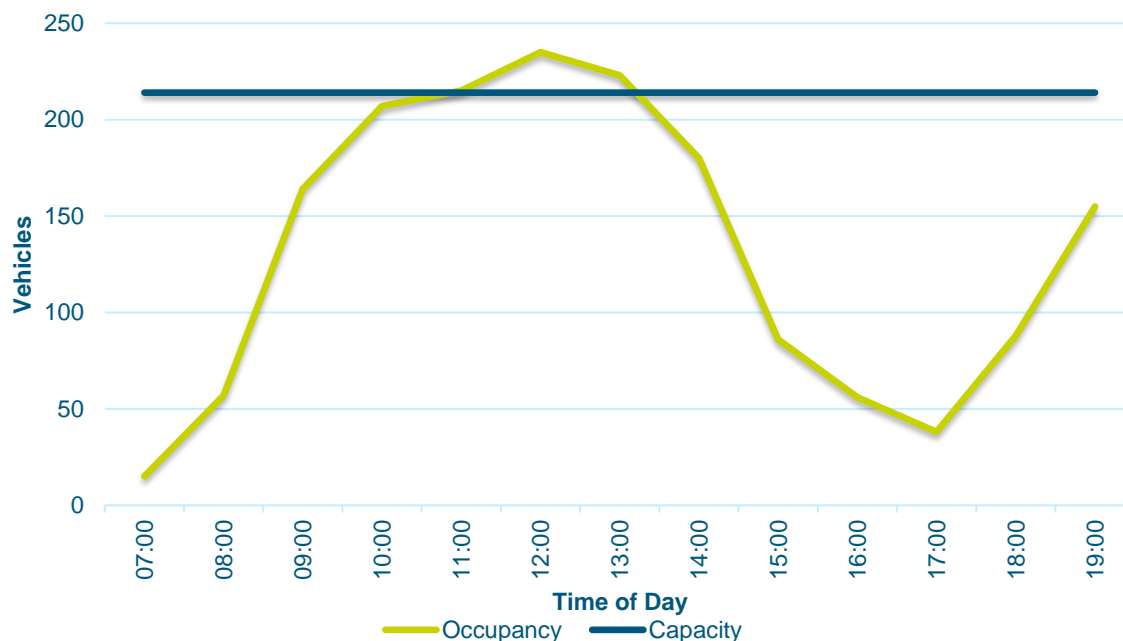


The demand, over the recorded study period, averaged 31% occupation over the study period. At the daytime peak level of occupation, a total of 114 cars were parked, at 12:00 hrs to 13:00 hrs. A review of the arrival surveys shows that most users parked their car for between one hour, and spaces were turned over 1.4 times a day.

A3.7 Car Haven

The Car Haven car park offers a capacity of 214 car parking spaces. There are 10 Blue Badge parking bays located within this location. The car park access is located on the north flank of Bishops Road, adjacent to the Bishops Road/A15 junction.

Car Haven Car Park Profile



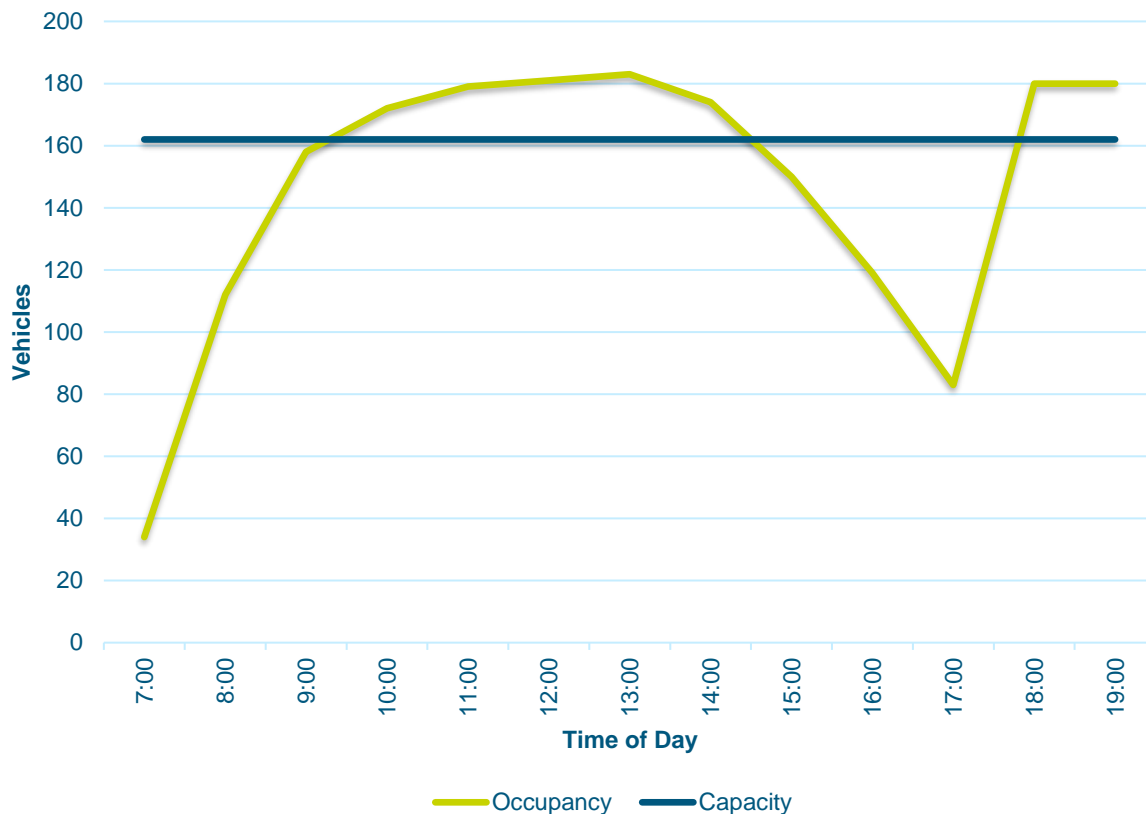
The demand over the surveyed period was, on average, 61% of full capacity. At the peak level of occupation, 235 cars were forecast to be parked between 12:00hrs -13:00hrs, which equates to 110% occupancy at peak periods. Given that short stay tickets are issued at the car park, it is reasonable to assume that spaces were occupied by more than one vehicle within an hour time period, and hence the car park operated within, or close to, capacity.

Car Haven is a very well used, with approximately 1400 vehicles using the car park over the course of a day. This demand means each space is used 7 times per day on average, an extremely high turnover, reflecting the short stay nature of the car park, with 36% of vehicles stay for less than one hour.

A3.8 Riverside

The Riverside car park has capacity for 162 cars, including seven Blue Badge bays. The car park access is located on Embankment Road, adjacent to the Crown Court, to the north. The insert below indicates the parking demand for Riverside car park during Wednesday 2nd October 2019.

Riverside Car Park Profile



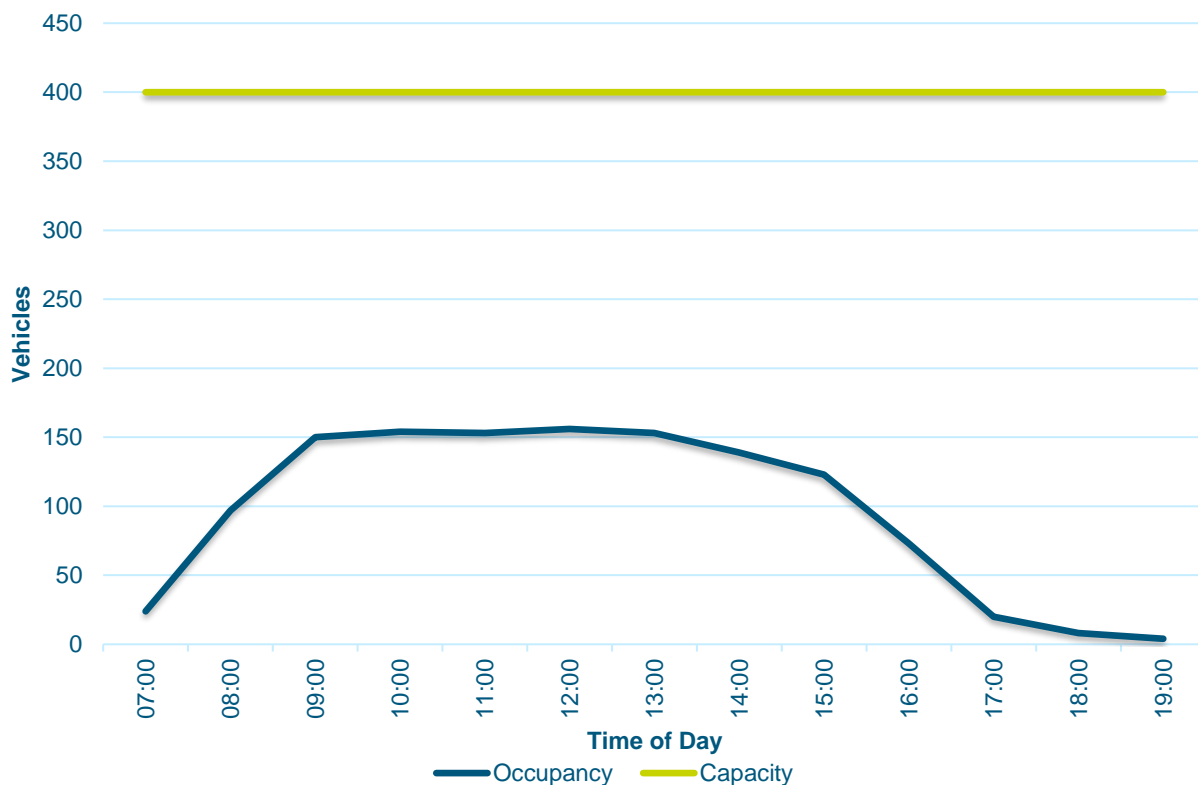
The demand over the recorded study period was, on average, 112% of full capacity. A maximum occupancy of 183 cars was calculated between 13:00hrs and 14:00hrs, equating to 142% occupancy. Given that short stay tickets are issued at the car park, it is reasonable to assume that spaces were occupied by more than one vehicle within an hour time period, and hence the car park operated within, or close to, capacity. A review of the ticket sale data shows that most users purchased 10 hrs tickets, however spaces were turned over 3.7 times a day.

It is noted that the surveys showed demand increasing at the car park after 17:00hrs, however, no traffic flows were recorded after 19:00hrs. It is therefore not possible to establish an accurate occupancy profile after 19:00hrs and the evening profile shown cannot be relied upon.

A3.9 Sand Martin House

The Sand Martin House car park at Fletton Quays offers a capacity of 400 car parking spaces. No Blue Badge parking bays are allocated at this location. The parking demand for Sand Martin House car park on Wednesday 2nd October 2019 is indicated in the insert below.

Sand Martin House Car Park Profile

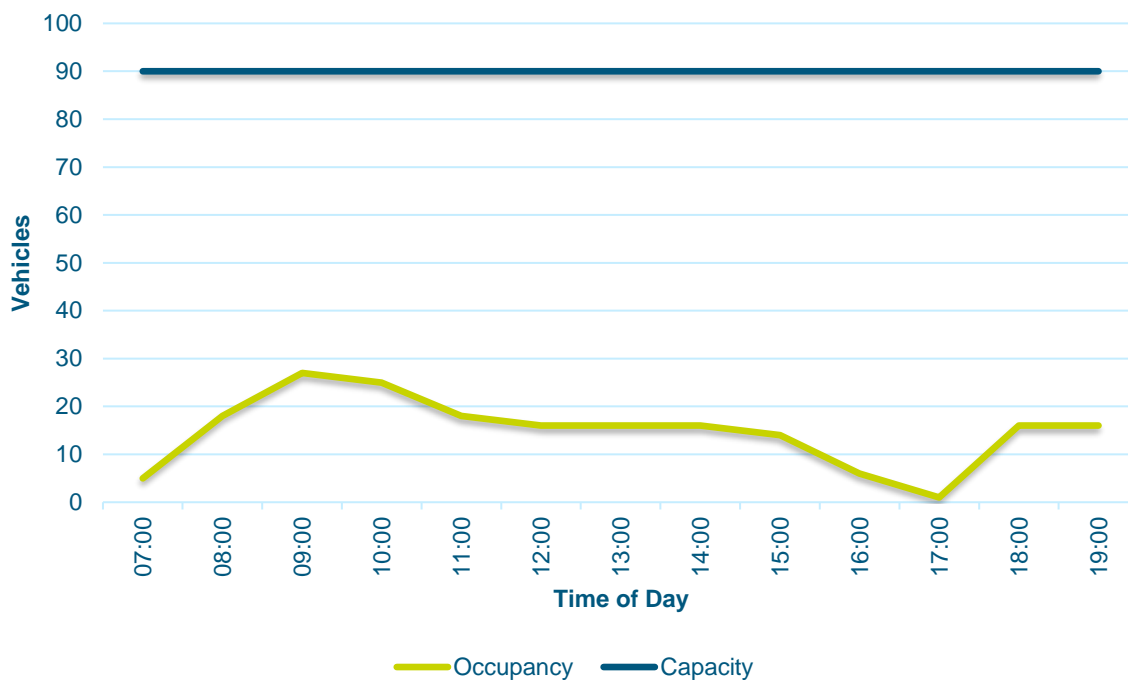


The demand over the recorded study period was, on average, 26% of full capacity according to survey data. At the peak level of occupancy, the survey data showed 156 cars parked between 13:00hrs - 14:00hrs, which equates to 39% occupancy.

A3.10 London Road

London Road car park offers a capacity of approximately 90 car parking spaces. There are no specifically allocated Blue Badge parking bays at this location. The car park is located directly to the north-west of Peterborough United F.C, and adjacent to the A15 London Road. The access is located on Hawksbill Way. The insert below indicates the parking demand for London Road car park on 29th November 2019.

London Road Car Park Profile

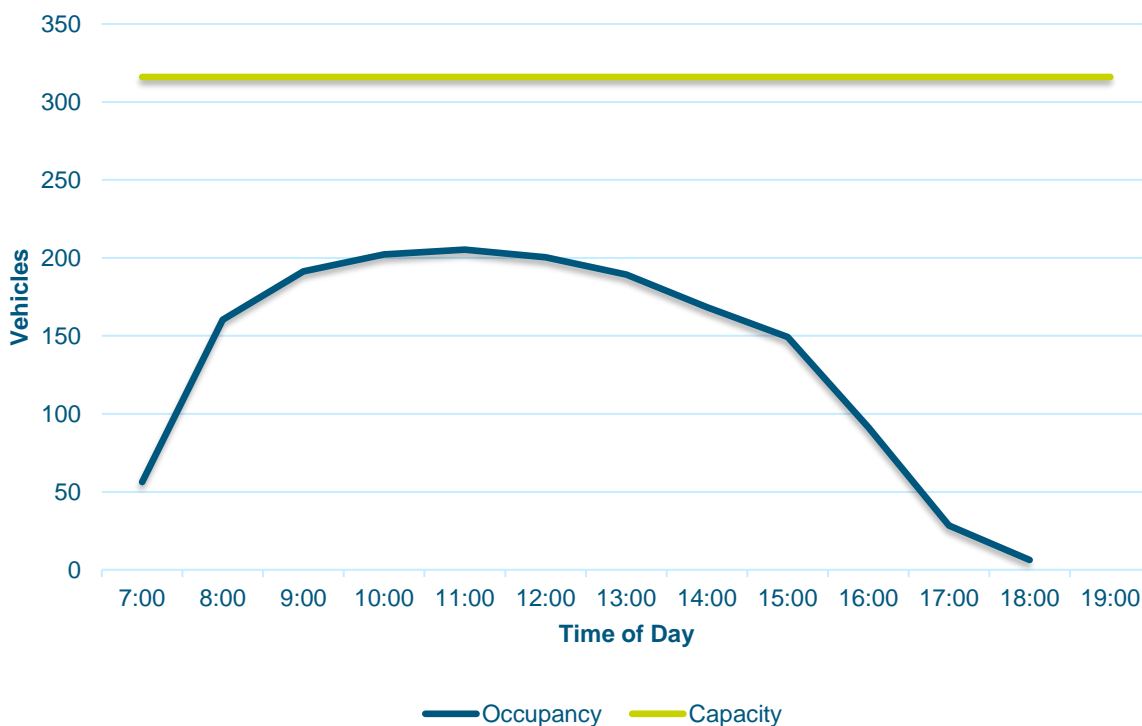


The demand over the recorded study period was, on average, 17% of full capacity. At the peak level of occupancy, the survey data showed 27 cars parked between 09:00hrs -10:00hrs, which equates to 30% occupancy at peak periods.

A3.11 Pleasure Fair Meadow

The Pleasure Fair Meadow car park offers a capacity of 316 car parking spaces. Ten Blue Badge parking bays are allocated at this location. The car park access is located on Oundle Road, 80m to the west of the junction with A15 London Road. Full parking surveys were undertaken of the Pleasure Fair Meadow car park, including initial occupancy, and the insert below indicates the parking demand for Pleasure Fair Meadow car park during Friday 29th November 2019.

Pleasure Fair Meadow Car Park Profile



The demand over the recorded study period was, on average, 44% of full capacity. At the peak level of occupation, the surveys registered 205 cars parked between 11:00-12:00 hrs, which equates to 65% occupancy.

A review of the arrival surveys shows that most users parked their car for between one and 24 hrs, and spaces were turned over 1.1 times a day.

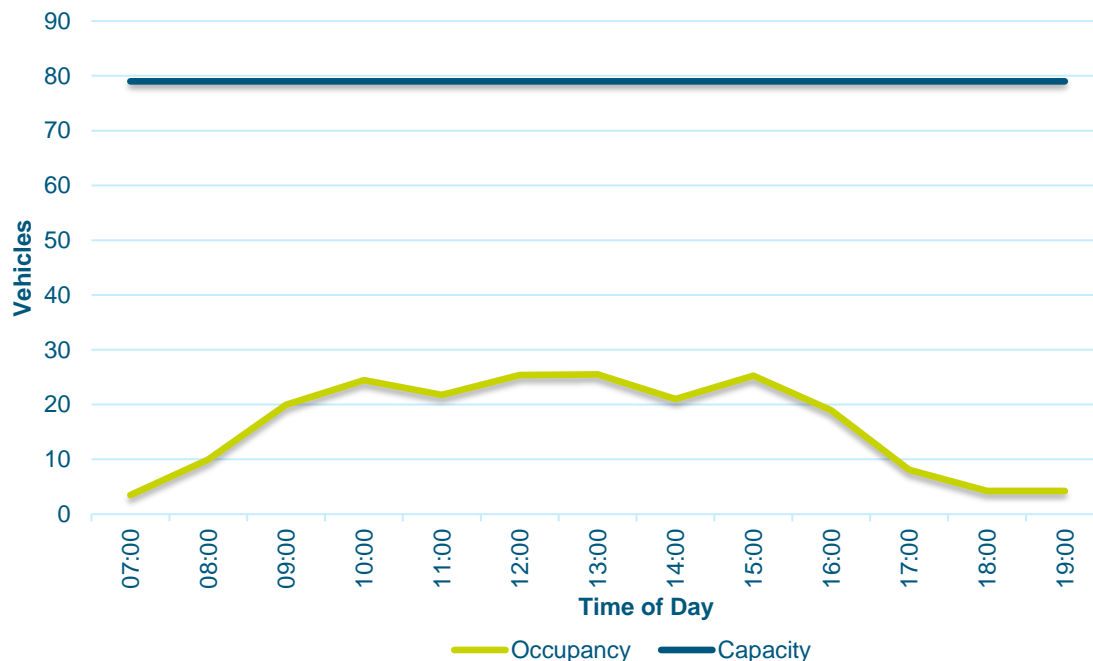
A3.12 Railway Sidings

The Railway Sidings offers a capacity of 79 car parking spaces, all at ground level. No Blue Badge parking bays are allocated at this location. The car park access is located off Mayflower Close, at the eastern end of the Sand Martin House development. The car park is accessed via East Station Road, and is approximately 450m from the junction with A15 London Road.

It should be noted that no direct survey information was available for the Railway Sidings car park. A demand profile has been created by factoring ticket sales information by the observed difference between ticket sales and traffic flows at the nearby Pleasure Fair Meadow car park.

The insert below indicates the parking demand for Railway Sidings car park during Wednesday 2nd October 2019.

Railway Sidings Car Park Profile



The demand over the forecast period was, on average, 22% of full capacity. At the peak level of occupation, a total of 26 cars were forecast to be parked from 13:00 hrs to 14:00 hrs, which equates to 33% occupancy.

It is noted that the forecast is based on factored ticket information, which assumes that vehicles remain for the full duration of their purchased ticket, resulting in a conservative estimation of accumulated occupancy. As a long stay car park, it appears users are purchasing long-duration tickets and therefore this assumption is appropriate.

A3.13 Trinity Street

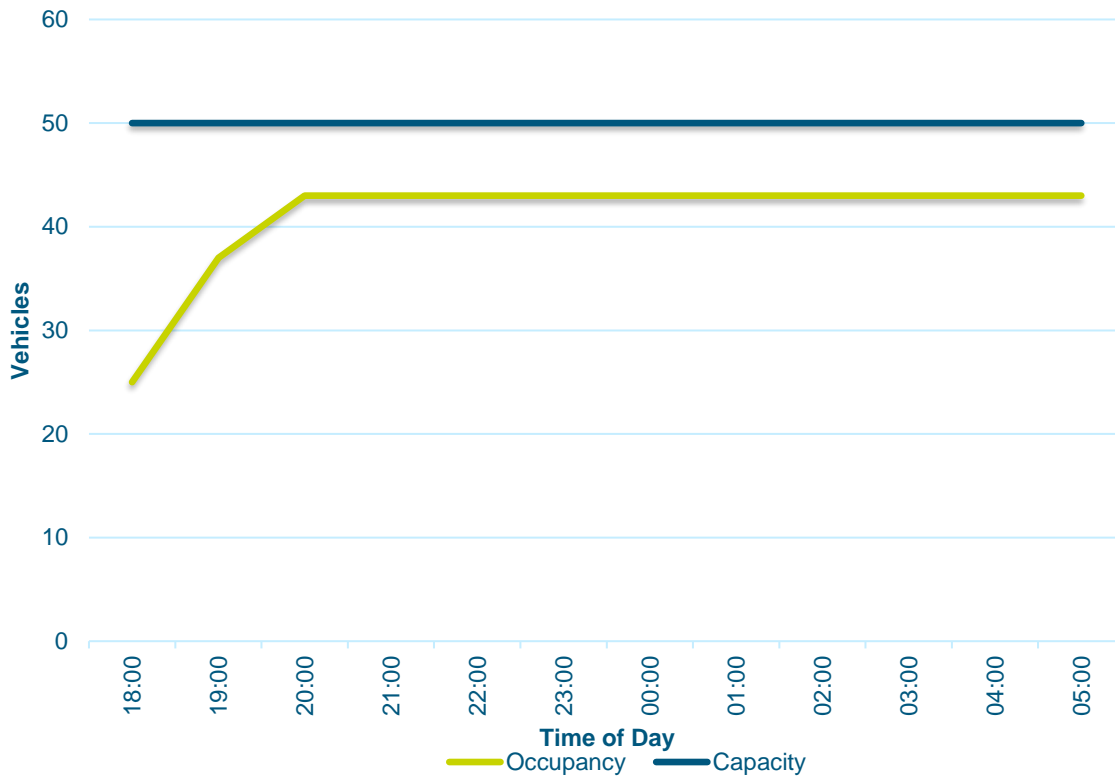
Trinity Street car park offers a capacity of 50 car parking spaces. No Blue Badge parking bays are allocated at this location. Parking at Trinity Street is restricted to permit holders only between 08:00hrs and 18:00hrs, Monday to Friday. The car park access is located on Trinity Street, which is located directly adjacent to Peterborough Museum on Priestgate to the north and the A15, some 160m to the west.

Parking at Trinity Street is restricted to permit holders only between 08:00 and 18:00, Monday to Friday. At the time of the other surveys 49 permits were issued for Trinity Street, comprising 40 five day permits and nine all week permits. This is a different situation to other city-centre car parks, which allow public access at all times.

No surveys were available for Trinity Street car park to provide an accurate profile of demand over a typical day. Given the predominantly permit holder use during the day, it is not possible to factor ticket sale information to create an accurate demand profile. As such unfactored ticketing has been used, representing demand outside the controlled times only.

The ticketed parking demand for Trinity Street car park during Wednesday 2nd October 2019 is shown below.

Trinity Street Car Park Profile



The ticket sales showed a maximum demand of 43 vehicles at 20:00hrs. It is noted that evening tickets are issued, valid until 07:00 the following morning. It is apparent that evening car park users are unlikely to remain for the full duration, however without surveys it is not possible to establish an accurate departure profile.

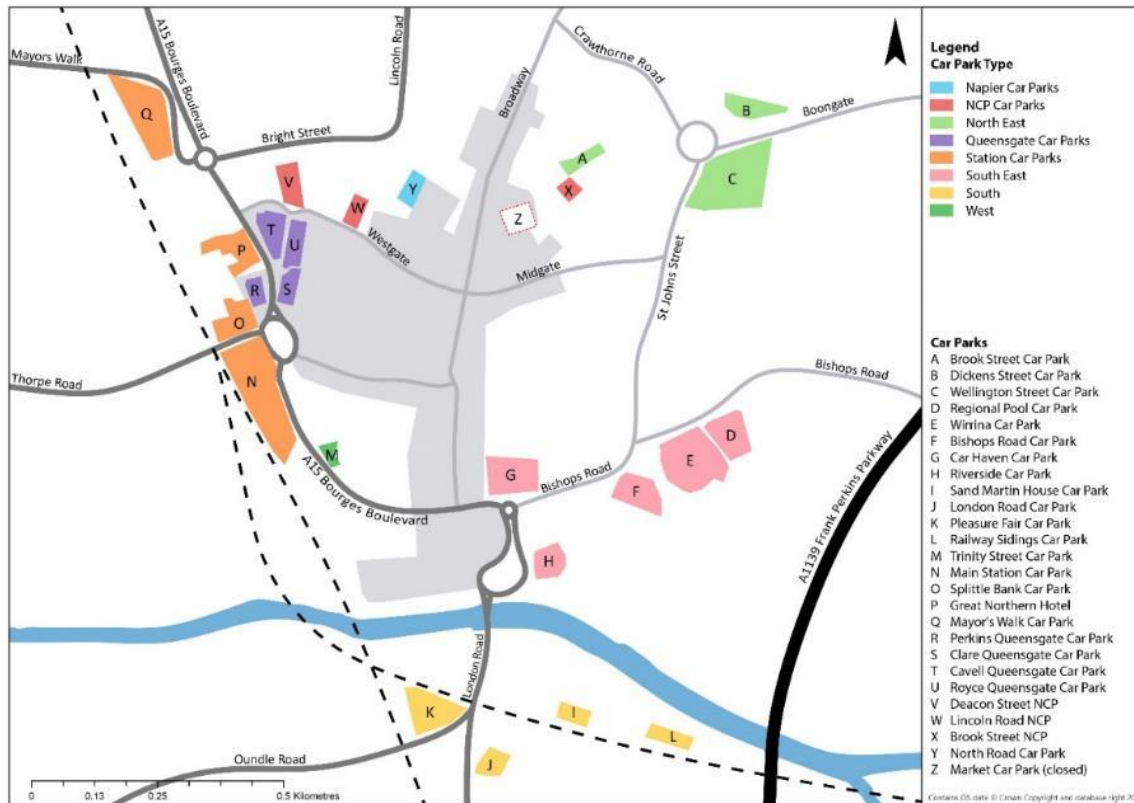
A3.14 Groupings

Table A.8 presents the maximum occupancy of each grouping (as shown in Error! Reference source not found.).

Table A.8: Current Occupancy per Grouping

| Grouping | Capacity | Average Occupancy (%) | Maximum Occupancy (%) | Maximum Occupancy (Number of Spaces) | Corresponding Time Period |
|---------------|----------|-----------------------|-----------------------|--------------------------------------|---------------------------|
| North-Eastern | 978 | 55 | 75 | 732 | 12:00-13:00 |
| South-Eastern | 1176 | 44 | 62 | 734 | 11:00-12:00 |
| Southern | 885 | 31 | 46 | 406 | 10:00-11:00 |
| Western | 50 | 75 | 86 | 43 | 20:00-05:00 |

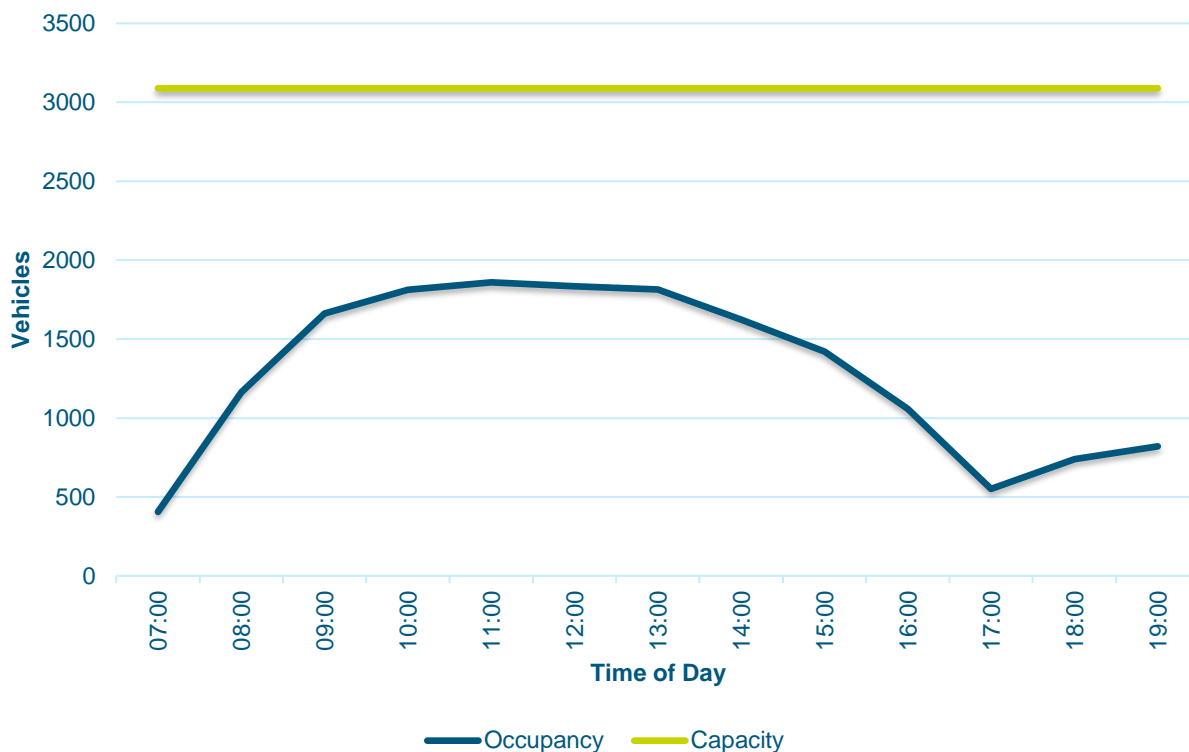
Car Park Groupings



A3.15 Overall Occupancy Summary

Overall, typical weekday capacity across the surveyed off-street car parks is identified to be in the order of 2,949 spaces between 08:00 and 18:00, increasing to 3,089 spaces once Trinity Street becomes available. A summary of overall parking capacity and occupancy across all the off-street car parks is presented below.

Overall Capacity and Occupancy Summary

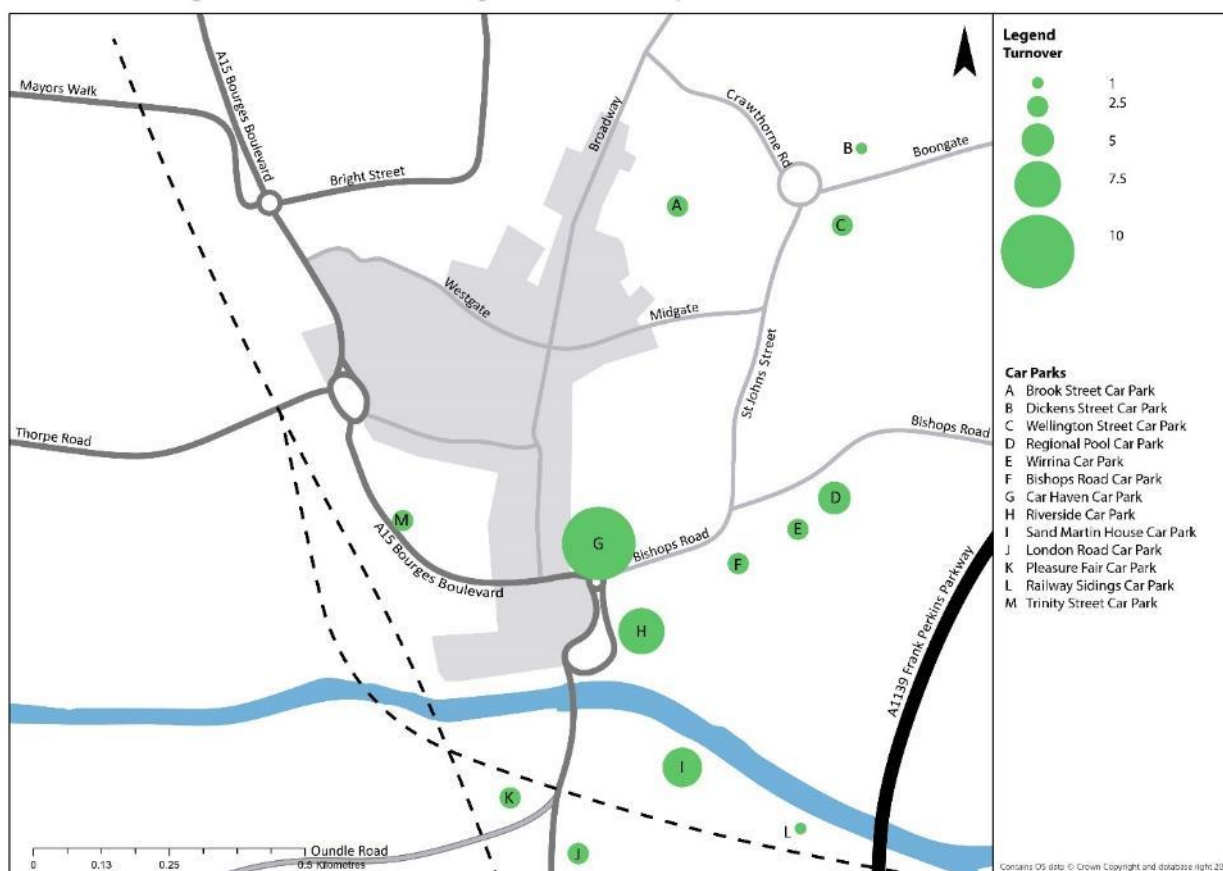


Peak weekday occupancy of the surveyed car parks occurs around midday, when 1,856 spaces were occupied, resulting in a 57% occupancy level. Notably, the rate of demand increases relatively consistently from 09:00hrs to 14:00hrs, before reducing steadily over the afternoon. As discussed for individual car parks, the post 17:00hrs occupancy forecasts are less reliable due to the more limited survey data.

A3.16 Turnover

To assess total demand versus capacity over all the council’s car parks, the average hourly demand over capacity was calculated.

Turnover Across Car Parks

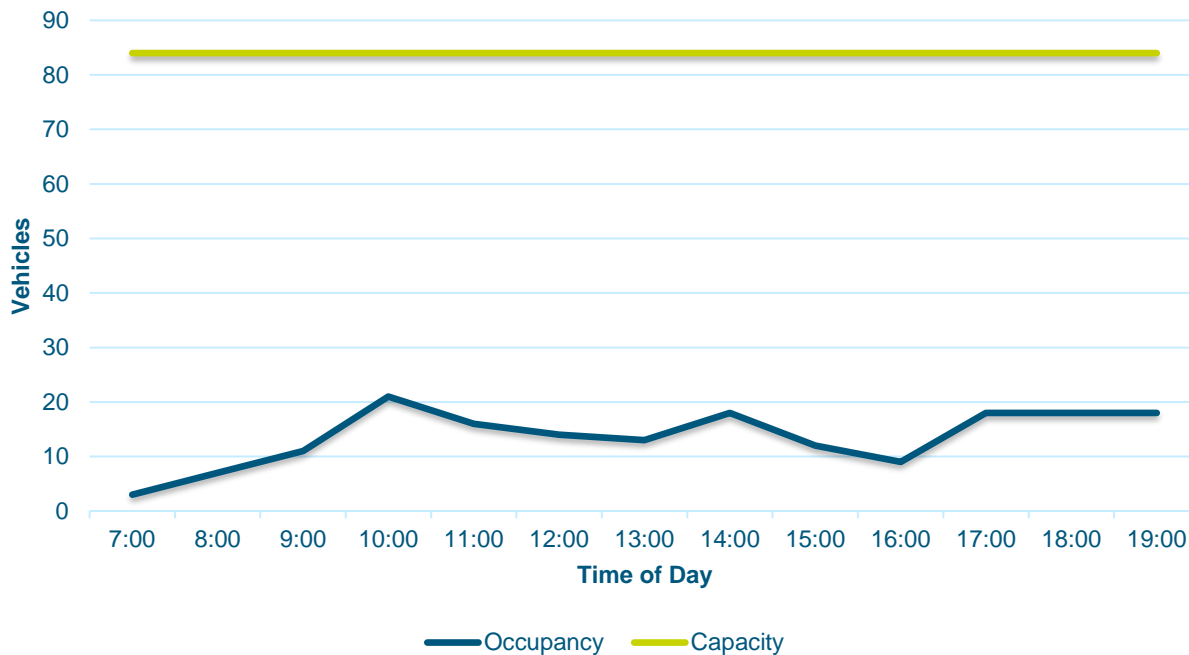


It is the car parks to the south which have the greatest turnover. Car Haven car park has a turnover of 6.8 visits per day, and Riverside car park (3), and Sand Martin House car park (3). These car parks are of different types, short stay, long stay and mixed stay parking. Therefore the likely reason these car parks have a high turnover is their geographical location. The three car parks are located along the A15, a key road bringing in traffic from the A1 and A605 to the south of the city.

A3.17 On-Street Car Parking

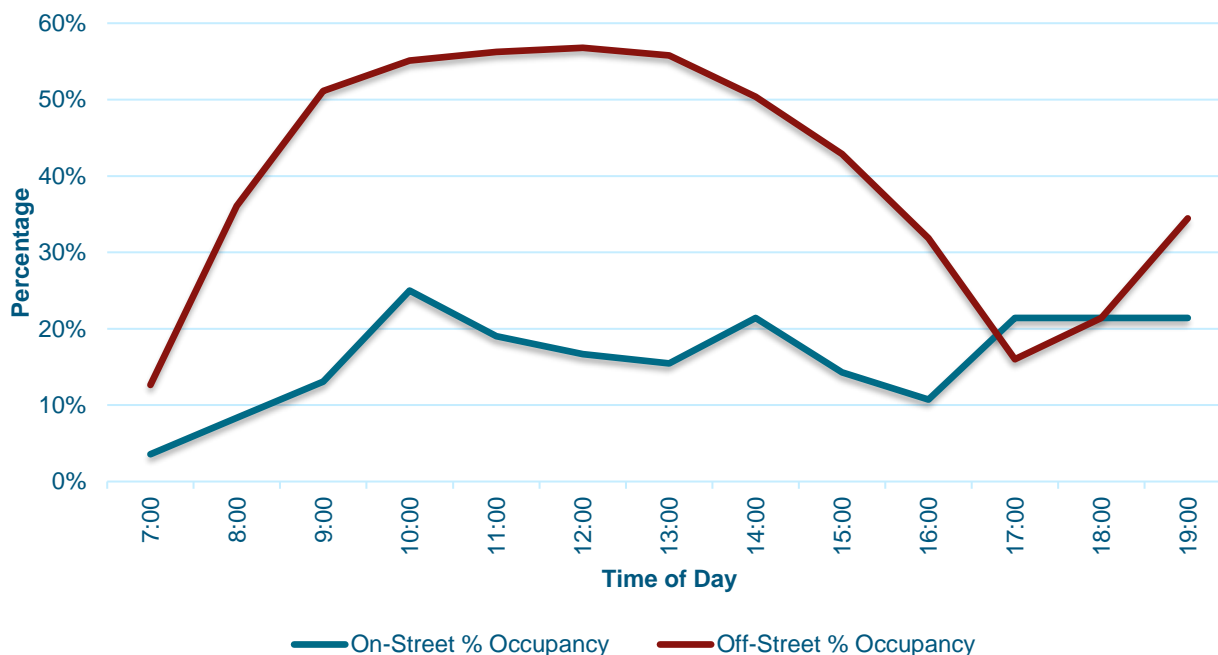
An analysis of ticket sale data at on street locations compared with capacity is presented as Error! Reference source not found.. This assessment shows low utilisation of on-street car parking spaces compared with available capacity. However it is noted that ticket sales are an incomplete dataset which excludes other uses of the spaces. There are multiple reasons for this presentation of under occupancy – spaces may not be being utilised, or spaces could be filled by those exempt from purchasing tickets i.e. residents and Blue Badge holders. For a detailed analysis of on-street parking occupancy, occupancy parking surveys would need to be completed.

On Street Car Parking Occupancy Summary



However, the dispersed nature and low numbers of on-street parking in Peterborough means that any further investigation of or changes made to on-street parking would have little influence over the Car Parking Strategy. This is further supported by a comparison of percentage occupancy of on-street parking and off-street parking.

Comparison of On and Off Street Car Parking Occupancy



On-street car parking data may also be limited by the out-of-hours free parking provided in on-street parking spaces. Users are unlikely to purchase a ticket once parking becomes free (usually after 18:00hrs). This makes data between 18:00hrs and 07:00hrs unreliable.

A3.18 Comparing Cities and Car Parking

To understand whether Peterborough has a high or low provision of off-street car parking spaces for its population, a review of provision at local or comparably sized cities has been carried out. Using a TEMPro growth factor on top of 2011 census data, the 2020 population has been calculated. The total number of off-street car parking spaces includes privately owned car parks. **Table A.9** presents the data, including a ratio of spaces per population ratio.

Table A.9: Comparison of Peterborough Car Parking Provision with other Towns and Cities

| City/Town | Population (2020) | Number of Off-Street Parking Spaces | Parking Spaces per 100 Population |
|--------------|-------------------|-------------------------------------|-----------------------------------|
| Norwich | 148,750 | 5,846 | 3.93 |
| Peterborough | 205,477 | 6,872 | 3.34 |
| Bournemouth | 208,316 | 5,858 | 2.81 |
| Cambridge | 140,927 | 3,174 | 2.25 |
| Northampton | 234,201 | 4,117 | 1.76 |
| Warrington | 214,072 | 3,076 | 1.44 |
| Bedford | 176,805 | 2,482 | 1.40 |
| Average | | | 2.43 |

From **Table A.9** it is clear that Peterborough has a very high level of car parking provision per 100 population compared with its comparable cities, and has 38% more car parking than the average. Indeed the only provision greater than Peterborough is Norwich, which is somewhat different to Peterborough in terms of tourism and economic offer. Were the now-demolished Market MSCP numbers to be included, Peterborough's provision per 100 people would exceed that of Norwich.

By contrast, Bournemouth and Warrington are comparable cities in terms of economic and tourism offer as well as total population. It is notable that these cities have substantially less car parking per 100 people than Peterborough.

A3.19 Summary of 2020 Baseline

In summary, the data gathered identifies that of the council's car parks, only Wellington Street, Car Haven and Riverside are currently operating at or near capacity. Across the city, there is a substantial reserve capacity in car parking, even with the Market MSCP closure, with all car park groups operating well within their capacity. At the peak, the council's car parks are operating at 57% capacity.

In terms of turnover, Car Haven, Sand Martin House and Riverside are identified as having the greatest levels of turnover. It is notable that these present short- and long-stay car parks with Riverside having provision for both service levels.

On review of the provision for Blue Badge holders, it is apparent that the council's car parks currently have a very low level of provision equating to less than one percent of the total car parking capacity.

Although the review of existing parking data strongly suggests that there is a high level of over-provision of car parking in the city, it is useful to understand what level of provision is made in other cities. The cities identified in **Table A.9** are largely thriving and benefit from a high level of economic activities despite having significantly lower levels of parking. It is therefore clear, that Peterborough can afford to adjust its parking provision, without fear of causing direct economic harm.

A4 Future Situation

A4.1 Introduction

With a base case established, assessments can be made of future demand for parking within central Peterborough. A range of sources have been reviewed to consider potential future demand. It is noted that these sources have not been updated since the start of the Covid-19 pandemic, and hence may not represent the demand on reopening following lockdown. As it is anticipated that any effects of the Covid-19 pandemic will be short term, it is considered that the historic parking patterns can be used to create the most realistic long-term forecasts in demand or travel patterns.

As internet shopping and working from home has become more popular over recent years, there has been a declining trend in city centre footfall. At Queensgate, footfall has reduced from 14.3 million people in 2017 to 13.1 million in 2019, an 8.3 percent reduction over that period. As previously shown, there has also been a declining trend in demand for car parking in the city, with a 17.7 percent fall in car parking demand between 2018 and 2019.

Although there is a clear decline in demand for car parking in the city, it is not reasonable to use this trend as the basis for forecasting demand in future. This is because there is a clear ambition in the city for economic and population growth and it is important to ensure that demand that can be reasonably anticipated is accommodated in the future infrastructure. For this reason, although the patterns of car parking have been taken into account in the methodology in terms of people's choice in parking location, it does not assume a fall in demand to 2036. Instead, the methodology draws on existing forecasts for growth in the area to identify appropriate growth factors to apply to 2019 levels of demand. This approach therefore provides a robust, worst-case scenario for forecasting.

A4.2 Local Plan

The Peterborough Local Plan was adopted on 24th July 2019. The Plan covers the period to 2036 and anticipates a further 17,470 new homes from 2020 to 2036, and 17,600 new jobs from 2015 to 2036. This growth equates to increases of 20% and 15% for housing and employment respectively. Whilst strategic employment sites are identified, the anticipated locations for increased city centre employment is not quantified within the Plan.

A4.3 National Trip End Model

The National Trip End Model (NTEM) has been developed by the Department for Transport to forecast the growth in trip productions/ attractions up to the year 2051 for use in transport modelling. The NTEM forecasts take into account national projections of:

- Population;
- Employment;
- Housing;
- Car Ownership; and
- Trip Rates.

The Trip End Model Presentation Program (TEMPro) is used to derive growth factors from NTEM. **Table A.10** shows the factors derived for Peterborough from TEMPro for the period from 2020 to 2036.

Table A.10: TEMPro Growth Factors

| Criteria | 2020 value | 2036 value | Factor |
|------------|------------|------------|--------|
| Population | 205,486 | 245,080 | 1.1927 |
| Households | 86,247 | 108,560 | 1.2587 |
| Jobs | 116,054 | 121,825 | 1.0497 |

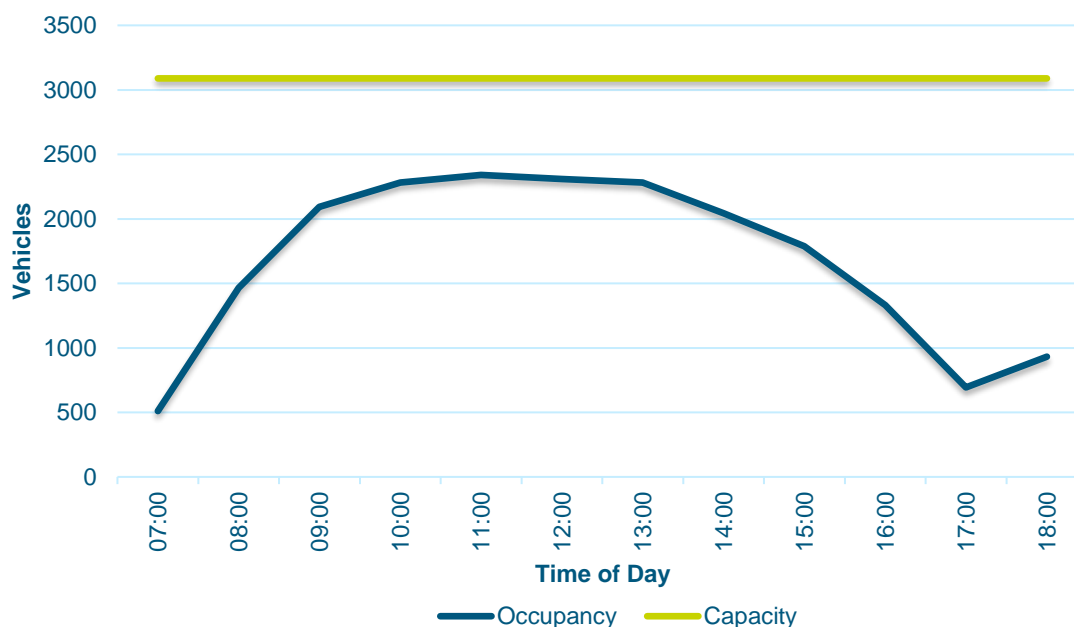
From **Table A.10** it is apparent that the anticipated increase in jobs included for in TEMPro is limited, at circa 5%. Increases in population and number of households are more significant, however, at 19% and 26% respectively which is higher than the levels of growth established in the Local Plan.

For initial forecasting, the greatest level of growth in the TEMPro factors, i.e. 1.2587 for household growth) has been applied to produce a 2036 future scenario. The use of pre-COVID-19 data and high growth factor makes the following future demand predictions very robust.

A4.4 Overall Capacity Forecast

Overall, capacity across the public off-street car parks is 3,089 spaces; as a reference case this is not anticipated to change. 2036 demand forecasts have been created through use of the households factor set out in **Table A.10**. The insert below presents a comparison of overall future year parking capacity and occupancy across all the off-street car parks discussed above based on the TEMPro growth factor of 1.2587.

Forecast 2036 Occupancy Profile for all Council Car Parks



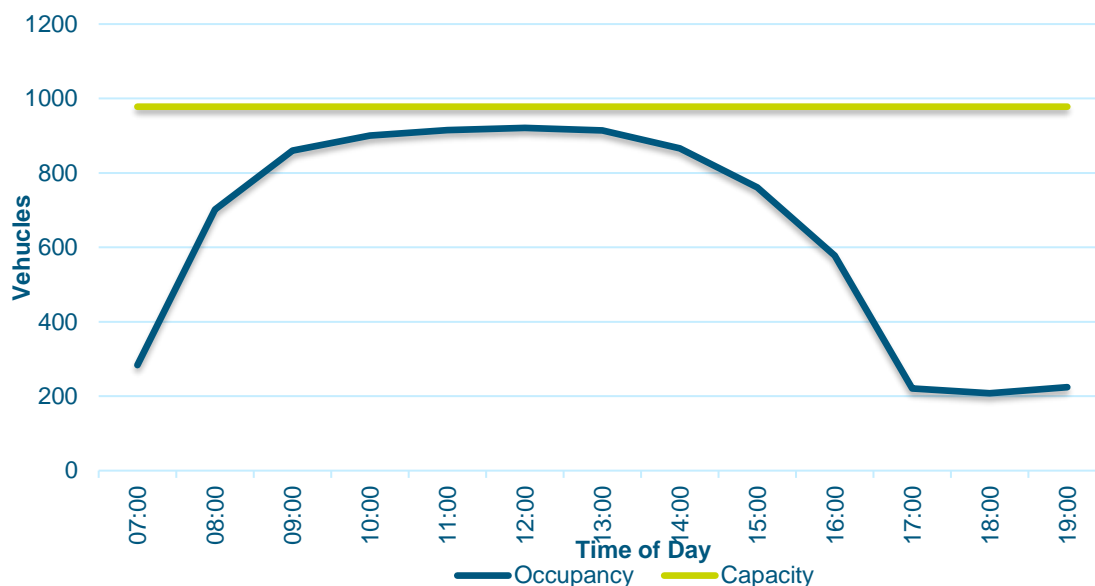
The weekday demand over the recorded study period was, on average, 51% of full capacity. At the peak level of occupancy, 2,341 car parking spaces are forecast to be required, which equates to 76% of capacity. A review of future occupancy has been carried out in the car park groupings.

A4.5 North-Eastern Grouping

The north-eastern grouping contains 978 car parking spaces. The graph below shows the predicted 2036 parking demand for the grouping over the course of a weekday.

The 2036 forecast predicts a peak level of occupation, between 12:00 hrs and 13:00 hrs of 921 vehicles, equating to an occupancy factor of 94%. Whilst this occupancy rate suggests the grouping is nearing capacity, it should be noted that 57 spaces would remain available at peak times, and is based on a robust, likely worst-case growth factor. Of the groups comprising multiple car parks which, this group is forecast to operate closest to capacity in the forecast year.

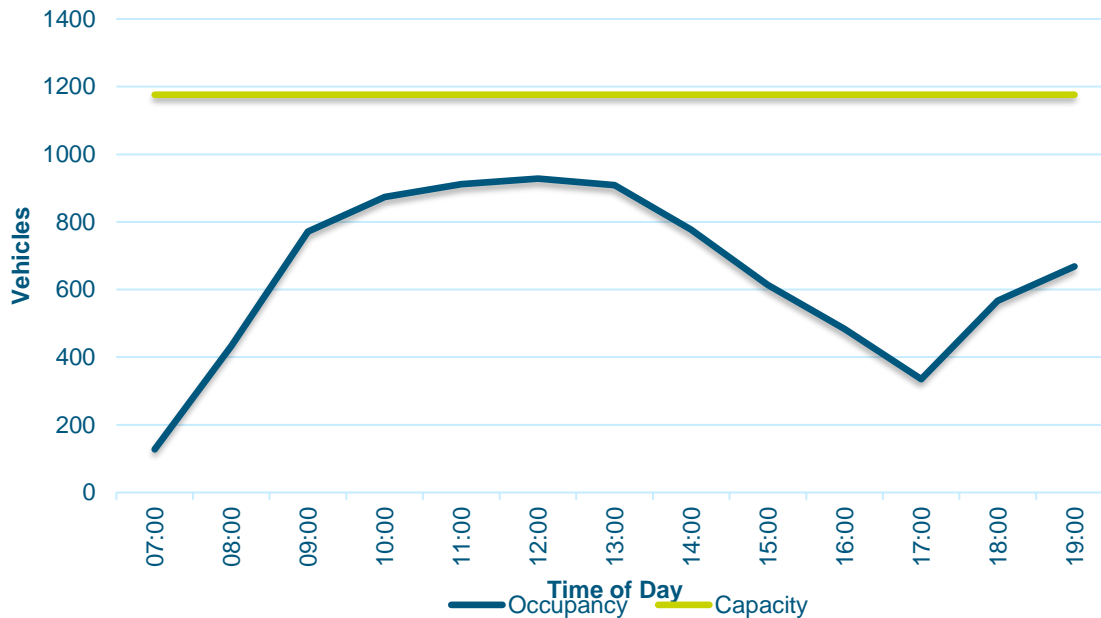
Forecast 2036 Occupancy Profile – North-Eastern Grouping



A4.6 South-Eastern Grouping

The south-eastern grouping contains 1,176 car parking spaces. There is a predicted 2036 parking demand for the grouping over the course of a weekday. The predicted peak level of occupation, between 10:00 hrs and 11:00 hrs will be 928 vehicles, equating to an occupancy factor of 79%. This demonstrates significant residual capacity would be available.

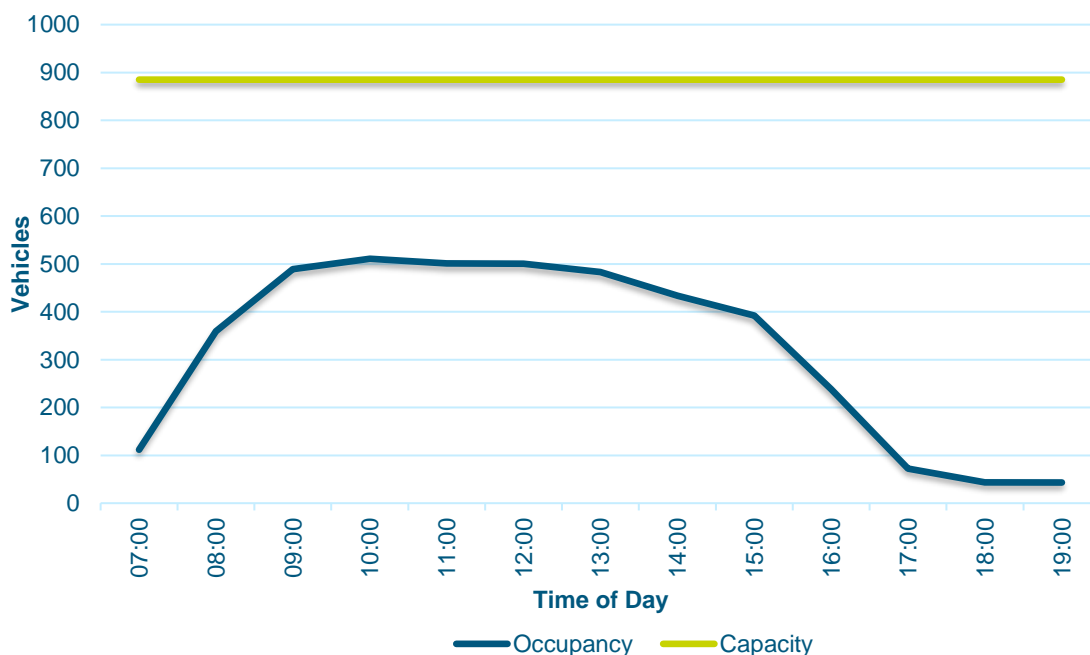
Forecast 2036 Occupancy Profile – South-Eastern Grouping



A4.7 Southern Grouping

The southern grouping contains 885 car parking spaces. There is a predicted 2036 parking demand for the grouping over the course of a weekday. It is apparent that the grouping would have significant spare parking capacity. The predicted peak level of occupation, between 10:00 hrs and 11:00 hrs is 511 vehicles, equating to an occupancy factor of 58%.

Forecast 2036 Occupancy Profile – Southern Grouping

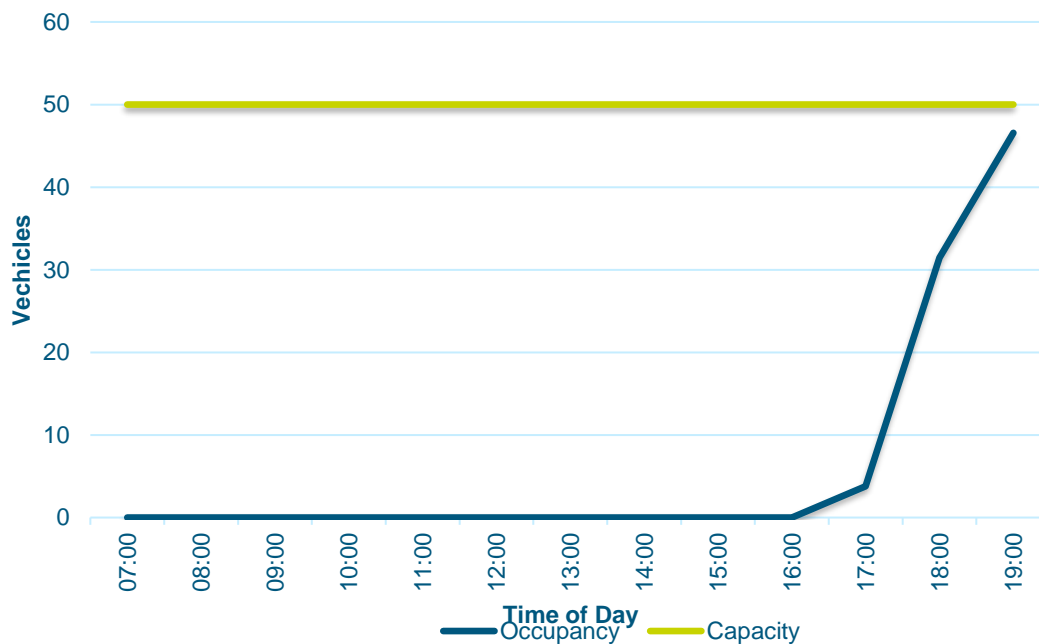


A4.8 Western Grouping

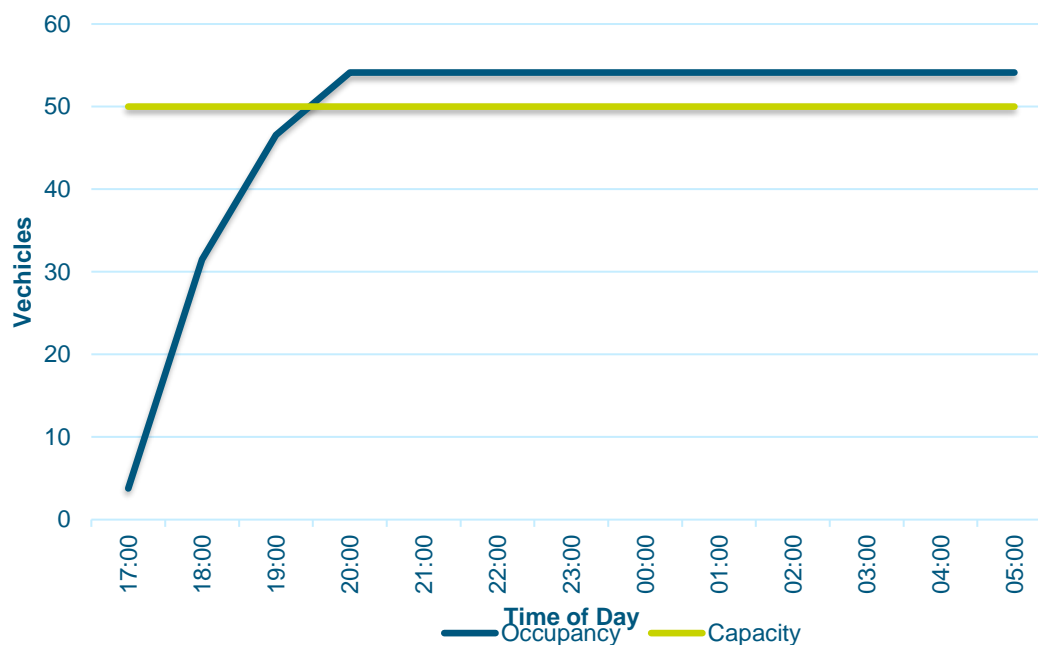
The Western grouping comprises Trinity Car Park, which contains 50 car parking spaces. The insert below indicates the predicted parking demand for the grouping over the course of one day during the future year 2036, after applying the growth factor. It is noted that the Trinity Car Park is solely used by season ticket holders during the day, and thus the forecast is not conclusive; demand can be controlled by limiting the number of season tickets issued.

During the predicted peak level of occupation, between 20:00 hrs and 05:00 hrs forecast demand is for 54 vehicles, equating to an occupancy factor of 108%, exceeding the capacity of the car park.

Forecast 2036 Occupancy Profile – Western Grouping



Forecast 2036 Occupancy Profile – Western Grouping (Overnight)



A4.9 Car Park Occupancy

Table A.11 presents unmitigated forecast occupancy at each public car park. No account has been taken of capacity constraints at car parks and the potential for demand to displace to other sites due to congestion or the implementation of strategy measures.

Table A.11: 2036 Forecast Car Park Occupancy

| Car Park | Capacity | Average Occupancy | Average Occupancy | Maximum Occupancy | Maximum Occupancy | Corresponding Time Period |
|-------------------|----------|-------------------|-------------------|-------------------|-------------------|---------------------------|
| | | Percentage | Number (vehicles) | Percentage | Number (vehicles) | |
| Brook Street | 136 | 32% | 43 | 51% | 69 | 12:00-13:00 |
| Dickens Street | 171 | 17% | 29 | 26% | 45 | 12:00-14:00 |
| Wellington Street | 671 | 90% | 606 | 121% | 813 | 11:00-12:00 |
| Regional Pool | 195 | 23% | 45 | 72% | 141 | 18:00-19:00 |
| Wirrina | 361 | 45% | 161 | 66% | 239 | 12:00-13:00 |
| Bishops Road | 244 | 38% | 94 | 59% | 143 | 12:00-13:00 |
| Car Haven | 214 | 78% | 167 | 17% | 29 | 11:00-12:00 |
| Riverside | 162 | 112% | 181 | 142% | 230 | 14:00-15:00 |
| Sand Martin House | 400 | 33% | 131 | 49% | 196 | 12:00-13:00 |
| London Road | 90 | 21% | 19 | 38% | 34 | 09:00-10:00 |

| | | | | | | |
|----------------------|-----|-----|-----|-----|-----|-------------|
| Pleasure Fair Meadow | 316 | 55% | 173 | 82% | 258 | 11:00-12:00 |
| Railway Sidings | 79 | 28% | 22 | 41% | 32 | 13:00-14:00 |
| Trinity Street* | 50 | 6% | 3 | 63% | 32 | 20:00-05:00 |

*Data collected outside of peak hours

A4.10 Future Demand at Queensgate Car Parks

As Queensgate is a commercial provider, their car parks are under their control. If demand was to become greater than capacity, it is expected that Queensgate would decide whether to provide more parking, increase ticket prices, encourage alternative uses (e.g. by providing Car Club spaces) or encourage the use of council car parks. It is noted that recent footfall surveys provided for the city core suggest a slight reduction in activity before COVID-19, and as such it is likely that current car parking provision at Queensgate is adequate for the medium term.

The ongoing redevelopment at the shopping centre is unlikely to significantly affect this level of demand as it is anticipated that the leisure uses to be provided will largely be associated with our of peak period (i.e. evening) trips or will be linked to existing city centre travel.

A4.11 Future Demand at Railway Station Car Parks

Previous National Rail forecasts predicted 2.45% year on year growth of demand, equating to 47% growth from 2020 to 2036. As a result a parking strategy had been produced to address the predicted increase in demand. The strategy anticipates the construction of multi-storey car parks to the East and West of the station to consolidate and increase car parking capacity. It was anticipated that the Eastern multi-storey car park would be constructed first.

However COVID-19 has greatly impacted the usage of the UK's railways and associated infrastructure and the impact is expected to be felt into the future. It is uncertain whether National Rail will continue with implementing their parking strategy, and if they do it is unlikely to progress at the pace originally planned.

A4.12 University Sensitivity Tests

The proposed University of Peterborough could have a significant on car parking within the city. A planning application for the first phase of the University was submitted in August 2020, which proposes to build on the Wirrina car park. To understand the likely impacts a series of sensitivity tests have been undertaken on the 2036 forecasts, namely:

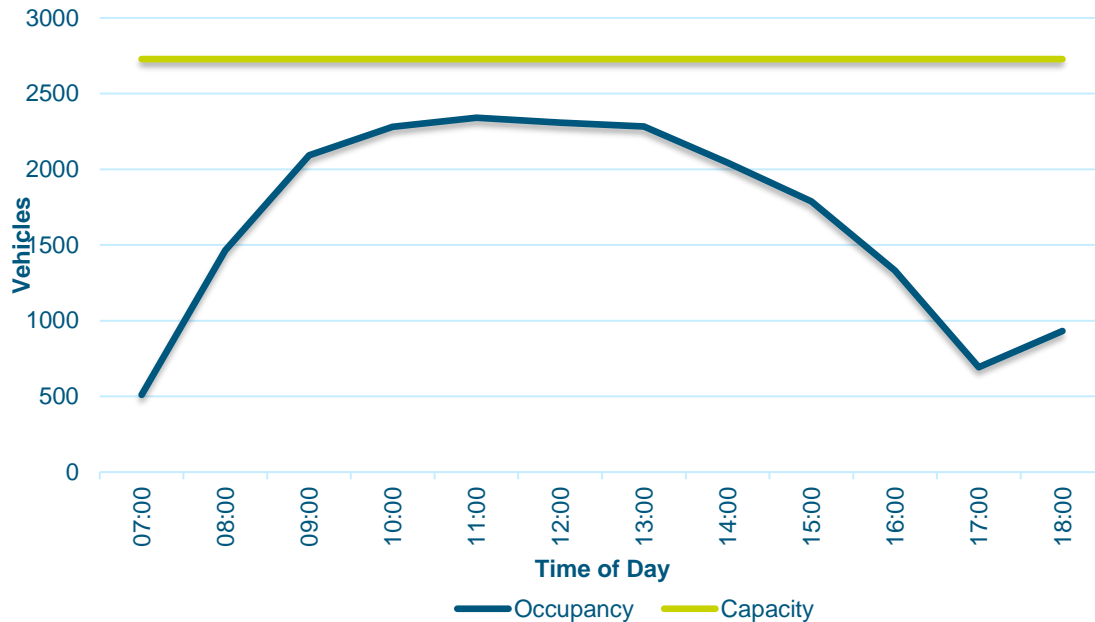
- Impact of closure of Wirrina car park;
- Impact of closure of Wirrina car park plus projected University demand; and
- Impact of closure of Wirrina and Regional Pool car parks, plus projected University demand.

A4.12.1 Impact of closure of Wirrina car park

An initial test of the impact of the University is to consider the closure of the Wirrina car park in isolation. The graph below shows the impact of removing Wirrina on the overall parking provision.



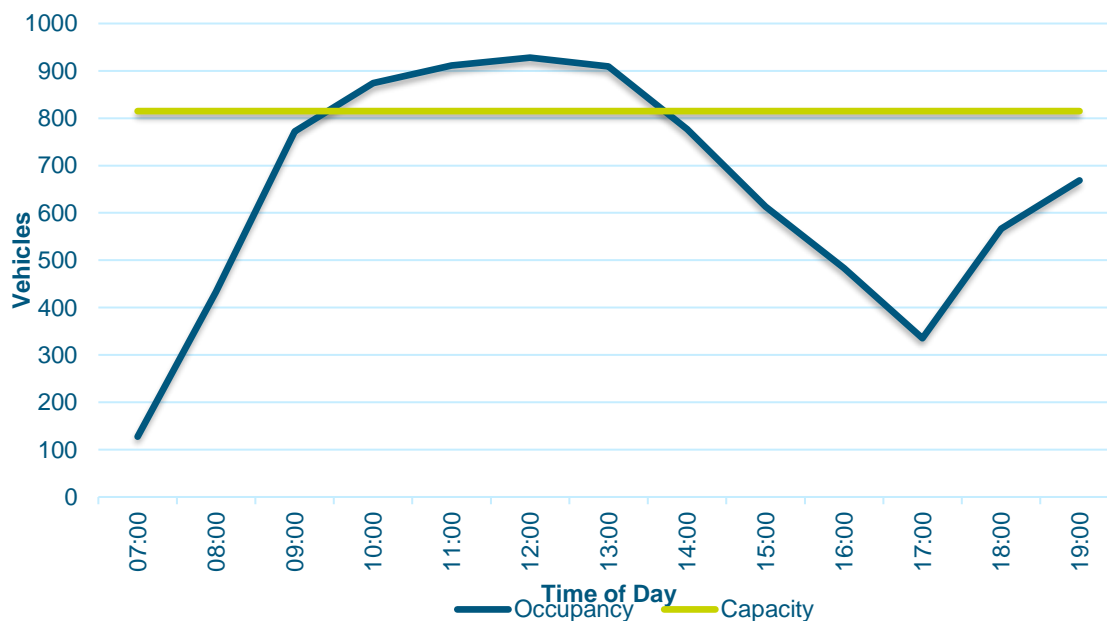
Forecast 2036 Occupancy Profile – Without WIRRINA (Overall)



It is apparent that the overall demand for public parking could be accommodated within the remaining car parks were WIRRINA to be closed. This would result in a peak demand of 2,341 vehicles, against a reduced capacity of 2,678 spaces, equating to 87% occupancy.

Review of the more local impacts of the closure can be undertaken by examining the South-Eastern grouping, expecting that demand remains within the local area.

Forecast 2036 Occupancy Profile – Without WIRRINA (South-Eastern Grouping)





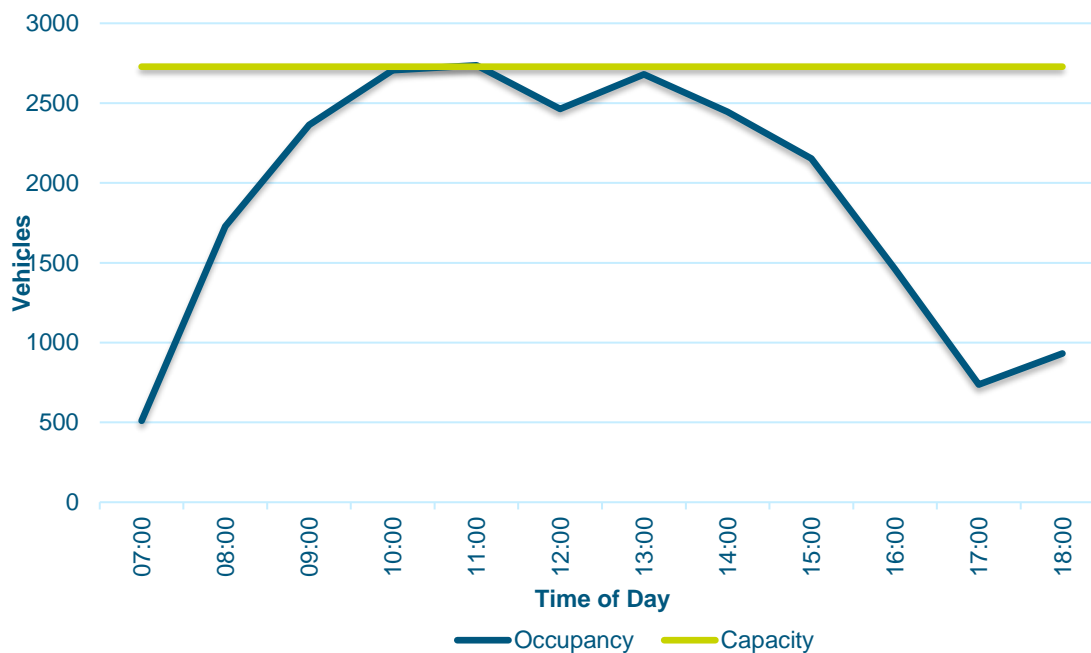
It is clear that the South-Eastern Grouping would operate over capacity between 10:00 and 14:00 with the closure of Wirrina. A maximum of demand of 928 vehicles would be expected, compared with a capacity of 815 spaces. This would result in the grouping operating at 114% capacity. Options to mitigate this impact include:

- Displace demand to other zones;
- Reduce background demand for parking down through Transport Strategy; or
- Provide more local car parking capacity.

A4.12.2 Impact of closure of Wirrina car park plus projected University demand

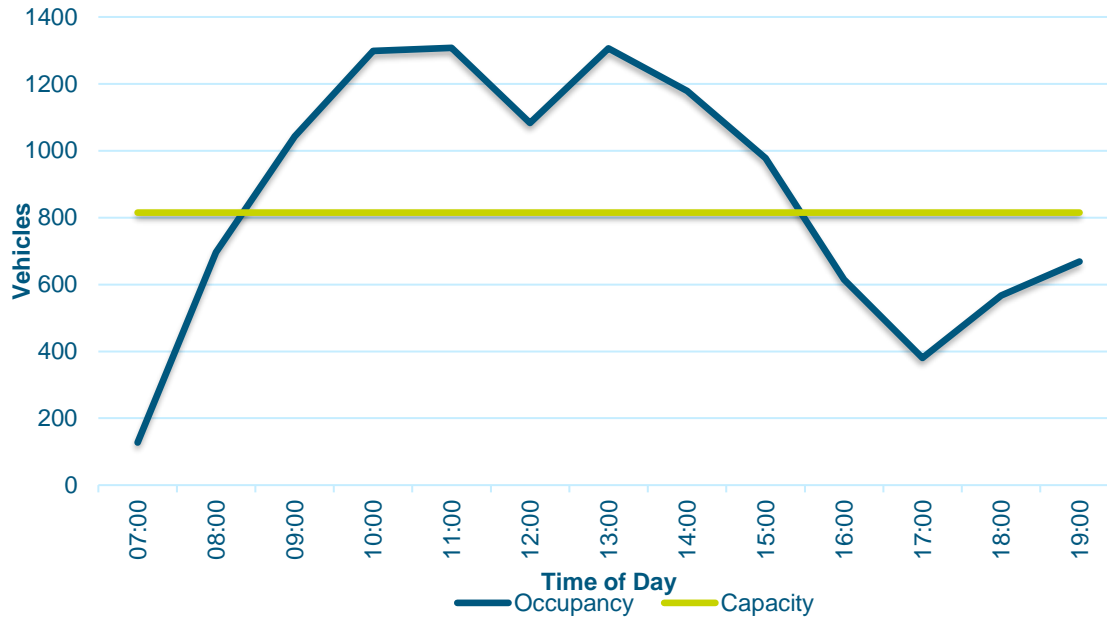
The Transport Assessment for the current University planning application includes an anticipated parking demand profile. The slightly lower Scenario 2 forecast has been added to the anticipated demand in 2036 to provide a very worst case assessment of the potential impacts. The insert below shows the forecast impact of the University across the whole of the public parking provision.

Forecast 2036 Occupancy Profile – Without Wirrina, plus University Demand (Overall)



Overall, public car park provision is forecast at capacity with the inclusion of forecast University demand and closure of Wirrina. At the 11:00hrs to 12:00hrs peak, there would be a demand for 2,737 spaces compared with a provision of 2,678 spaces, equating to 102% total occupancy. To consider the potential for displacement of current parking activity, the insert below shows the forecast occupancy of the South-Eastern grouping.

Forecast 2036 Occupancy Profile – Without WIRRINA, plus University Demand (South-Eastern Grouping)



It is clear that the South-Eastern Grouping would operate significantly over capacity from 09:00hrs to 16:00hrs with the closure of WIRRINA and inclusion of University demand. At the 11:00hrs peak, demand is forecast to be 1,308 vehicles compared with capacity of 815 spaces, equating to 60% excess demand. Options to mitigate this impact include:

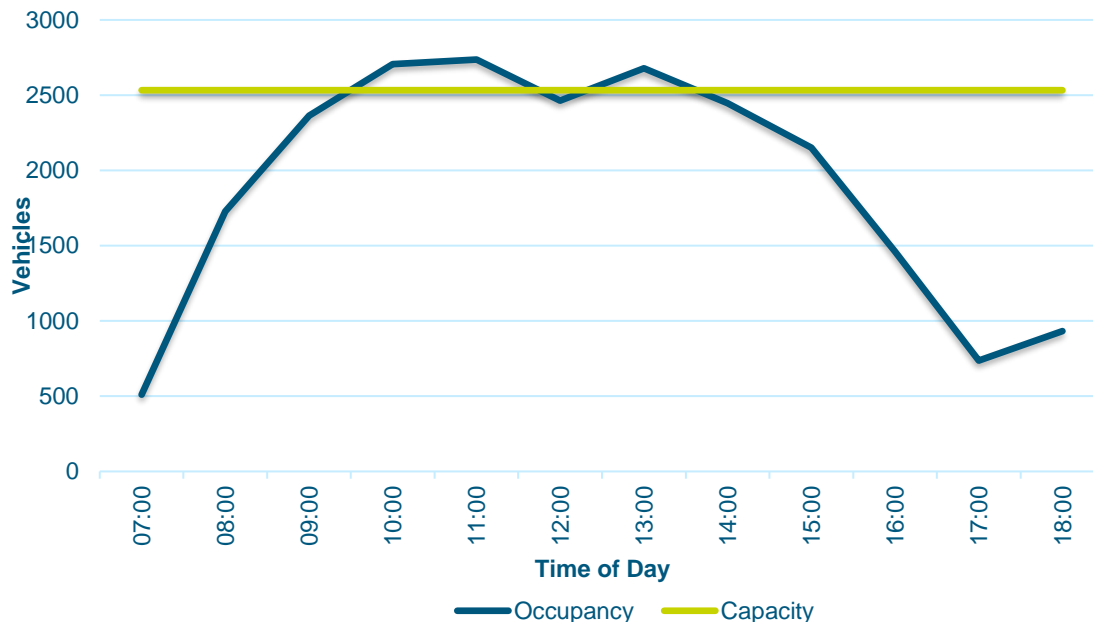
- Reduce University travel demand by designing in alternative travel options to the University proposals and more stringent Travel Plan measures consistent with Planning Policy;
- Displace demand to other zones;
- Reduce background demand for parking down by mode shift through the emerging Transport Strategy or;
- Provide more local car parking capacity through decking existing car parks as part of the wider master plan.

A4.12.3 Impact of closure of WIRRINA and Regional Pool car parks

Future phases of the University are anticipated to include expansion onto the Regional Pool site. The facilities at the Regional Pool would thus have to be provided elsewhere; currently this is expected to be at Pleasure Fair Meadow car park.

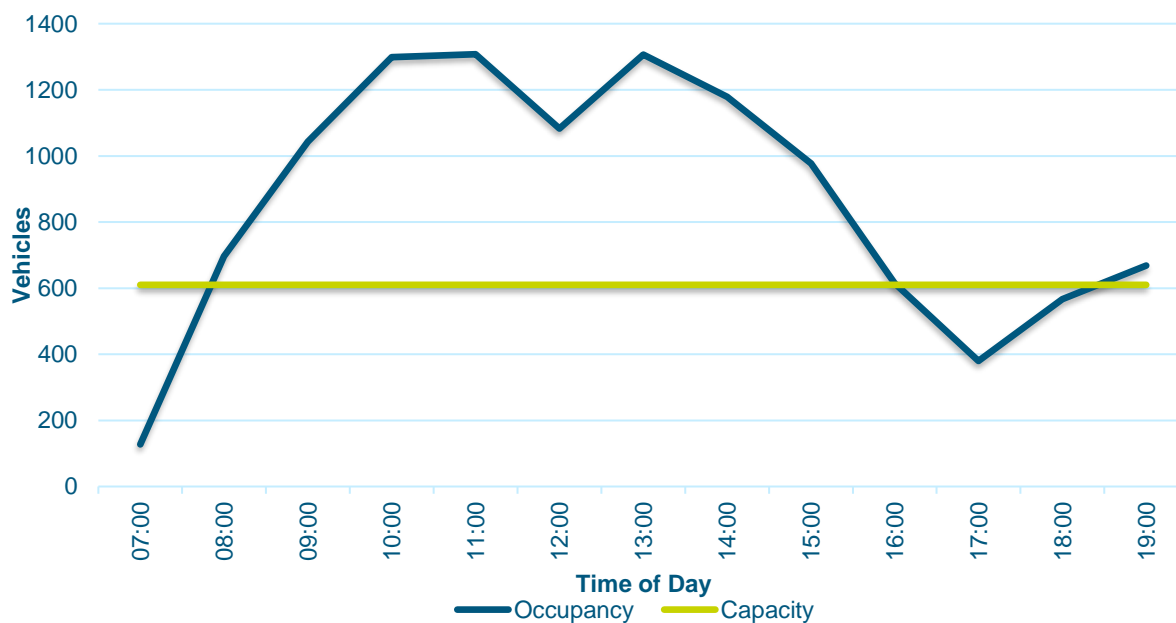
Given the uncertainty regarding the scale of future proposals, no account has been taken of the additional parking demand which may be associated in developing the scenario. The overall occupancy profile of all the public car parks in future with the University in place is indicated below.

Forecast 2036 Occupancy Profile – Without Wirrina or Regional Pool, plus University Demand (Overall)



Overall, public car parks are forecast to operate over capacity with the inclusion of forecast University demand and closure of Wirrina and Regional Pool car parks. At the 11:00 to 12:00 peak, there would be a demand for 2,737 spaces compared with a provision of 2,533 spaces, equating to 108% total occupancy. To consider the potential for displacement of current parking activity, the forecast occupancy of the South-Eastern grouping is indicated below.

Forecast 2036 Occupancy Profile – Without Wirrina or Regional Pool, plus University Demand (South-Eastern Grouping)



It is clear that the South-Eastern Grouping would operate over capacity from 08:00hrs to 16:00hrs with the inclusion of University demand and closure of Wirrina and Regional Pool car parks. At the 11:00 peak, demand is forecast to be 1,308 vehicles compared with a capacity of 620 spaces, equating to 111% excess demand.

Overall, it is concluded that the University proposals must be required to design in appropriate measures to ensure that the mode share associated with the University is highly focused on public transport, walking and cycling. This will ensure that the University proposals are in accordance with National policy and that the provision of a new University will not be to the detriment of the city's wider growth and economic-wellbeing ambitions.

A4.13 Summary of Future Forecasts

Overall, the data shows that the council's car parks are forecast to operate well within overall capacity in the future year when TEMPPro growth factors are taken into account. Although some individual car parks are forecast to be operating close to capacity, there is sufficient capacity within the car parks to accommodate the general public parking which would be displaced as a result of the closure of Wirrina car park. There is therefore potential to significantly reduce the level of parking provision in the city, thereby releasing potential for development and other opportunities to enhance the city centre. However, when the car parking demand associated with the University is taken into account, measures to directly accommodate the University's foreseeable parking demand will be needed to protect and provide flexibility for general public parking in the wider city.

| | |
|---------------------|--------------------------|
| CABINET | AGENDA ITEM No. 8 |
| 11 JULY 2022 | PUBLIC REPORT |

| | | |
|--------------------------------|--|-------------------|
| Report of: | Adrian Chapman, Executive Director Place and Economy | |
| Cabinet Member(s) responsible: | Cllr Marco Cereste, Cabinet Member for Climate Change, Planning, Housing and Transport | |
| Contact Officer(s): | Nick Greaves – Highway Development Control and Drainage Manager | Tel: 01733 863827 |

PETERBOROUGH FLOOD RISK MANAGEMENT STRATEGY

| RECOMMENDATIONS | |
|---|---------------------------|
| FROM: Nick Greaves – Highway Development Control and Drainage Manager | Deadline date: N/A |
| <p>Cabinet are asked to:</p> <ul style="list-style-type: none"> a) Review Peterborough's updated Draft Local Flood Risk Management Strategy; b) Accept the recommendation from the Climate Change and Environment Scrutiny Committee and instruct officers to enter into a period of public consultation on the Draft Local Flood Risk Management Strategy ahead of consideration by Council later this year. | |

1. ORIGIN OF REPORT

- 1.1 This report has been prepared in order to meet a statutory requirement for the Council to review and update the Peterborough Local Flood Risk Management Strategy.

2. PURPOSE AND REASON FOR REPORT

- 2.1 This report is to enable Cabinet to review the draft Peterborough Local Flood Risk Management Strategy (FMS) and seek support to undertake a public consultation.

Following the results of the consultation the final FMS will be considered by Scrutiny, Cabinet and Council.

- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.14, *'To ... determine any changes of policy proposed by the Scrutiny Committees ... making recommendations to Council about proposed changes to the Council's major policy and budget framework.'*

- 2.3 This report links to the following Corporate Priorities:

Pride in our communities, our places and our environment;

The FMS is about how flood risk to people and properties is managed, setting out actions to help communities understand the risks and be able to take action to become more resilient. Working in partnership those actions also offer opportunity to improve the natural environment and continue to ensure that Peterborough is sustainable in the long term.

Better jobs, good homes and improved opportunities for all;

As well as identifying opportunities to improve the sustainability and protection of existing housing the FMS also contributes to ensuring the future growth and delivery of infrastructure is delivered

in a sustainable way by setting out the activities that will be carried out including assessing new development and building the evidence base for future local plans.

3. TIMESCALES

| | | | |
|---|--|---|---------------------|
| Is this a Major Policy Item/Statutory Plan? | YES | If yes, date for Cabinet meeting | 11 JULY 2022 |
| Date for relevant Council meeting if applicable | N/A *to return to Cabinet and Council following consultation | Date for submission to Government Dept. | N/A |

4. BACKGROUND AND KEY ISSUES

4.1 The Flood and Water Management Act 2010 (FWMA 2010) makes Peterborough City Council a Lead Local Flood Authority with responsibility for co-ordinating the management of local flood risk (flooding from surface runoff, groundwater and ordinary watercourses). Lead Local Flood Authorities have a duty to develop, maintain, apply and monitor a 'local flood risk management strategy'.

The FMS was originally developed in 2015 to address this need, in partnership with other flood risk management authorities, it is monitored by those partners who sit on the Cambridgeshire and Peterborough Flood and Water Partnership. The update to the FMS has been delayed by impacts of Covid, staff resources and delays in the national and regional plans that the FMS is required to be consistent with, in future the FMS will cover a period of 6 years to better align with updates to the National Flood and Coastal Erosion Risk Management Strategy.

There has been a focussed review of the existing FMS to embed local learning, changes in the flood risk industry and wider water environment sector.

Key issues

The objectives of the FMS remain the same;

- Improve awareness and understanding of flood risk and its management to ensure that the city council, partner organisations, stakeholders, residents, communities and businesses can make informed decisions and can take their own action to become more resilient to risk.
- Establish efficient co-ordinated partnership approaches to flood and water management and response and recovery, including sharing and seeking new resources together.
- Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of resilience elsewhere are maintained.
- Improving the wider sustainability of Peterborough; ensuring an integrated catchment approach and proper consideration of the water environment and its benefits in new and existing urban and rural landscapes.

Climate change and wider environmental concerns have been integrated consistently throughout the document rather than being identified in isolation.

Policy and legislative drivers have notably moved on since the previous FMS was developed in 2015, although that has meant many changes for wider industry the original FMS already incorporated many of those principles such as achieving multi benefits, climate change adaptation and working with partners.

With reference to funding options for flood risk management works, the updated FMS expands the range of references for funding sources. Also a special note has been made of delivery challenges and the need to proactively gather evidence and build project scopes so the council can be flexible and respond to funding opportunities.

An Equality Impact Assessment has been prepared with EDI topics being built into the updated

FMS and associated action plan, this helps to highlight some of the deprivation and isolation issues and considerations that need to be made.

The FMS must give consideration to the National Flood Risk and Coastal Erosion Risk Management Strategy and Anglian Flood Risk Management Plan. The National Strategy is adopted whilst the Flood Risk Management Plan is currently being finalised. Officers are in communication with the Environment Agency team producing the Flood Risk Management Plan to assure that direction and content remains consistent.

Following receipt of all consultation responses, any required amendments will be made before bringing the FMS back to Scrutiny Committee.

5. CONSULTATION

- 5.1 Prior to the review of the FMS there has been continued engagement with communities, members and partners which have helped to inform any learning which was used to update the FMS. As a part of the review process there has been further consultations with both internal and external partners, notably the partner organisations and members who form the Cambridgeshire and Peterborough Flood and Water Management Partnership.

The principal flood and water management authorities involved in that partnership (the Environment Agency, the Internal Drainage Boards, Anglian Water, Emergency Services and Catchment Partnerships) have supplied information and have had the opportunity to review the FMS iteratively as it has been updated.

Feedback has been sought from internal colleagues representing the Natural and Historic Environment, Resilience, Climate Change, Strategic Growth and Highways Drainage.

- 5.2 The purpose of bringing the draft FMS to Cabinet is to seek support to enter into a period of public consultation ahead of the drafting of the final FMS.

6. ANTICIPATED OUTCOMES OR IMPACT

- 6.1 It is anticipated that Cabinet will agree to enter into a period of public consultation.

Following a period of six weeks consultation the FMS will be amended to reflect any feedback, return to Scrutiny and in turn Cabinet and Council for approval and adoption.

7. REASON FOR THE RECOMMENDATION

- 7.1 The production and monitoring of the FMS are a statutory requirement and the existing FMS and associated action plan that were produced in 2015 require updating.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 a. Wholesale review and rewrite of existing FMS – Rejected due to additional costs of external resource and significant amount of extra time required to deliver with potentially limited benefits from that process.

b. No review or update of existing FMS – Rejected due to the FMS and the need for it's monitoring being a statutory requirement. The legislative environment in the flood risk and water sector is constantly changing and opportunities will be missed if this monitoring and update does not reflect that.

9. IMPLICATIONS

Financial Implications

- 9.1 There are not anticipated to be any new implications for resources or with procurement through

delivery of this FMS. Section 6 of the FMS sets out partnership funding sources for delivery of actions where existing resources are not sufficient, Section 7 builds on this to highlight the securing of this funding as a constraint to delivery.

Legal Implications

- 9.2 We have a statutory duty under the Part 1, Section 2 (9) of the Flood and Water Management Act 2010 to produce a Local Flood Risk Management Strategy.

The implication of failing to comply with this duty is that the Council will be in breach of a legal requirement and could face legal challenge. This could severely damage the reputation of the Council and jeopardize our position as a leading authority in flood and water management.

Equalities Implications

- 9.3 A full Equality Impact Assessment has been undertaken for the production of the FMS and disproportionate impact of flooding on different communities and the need to consider this in the delivery of actions is reflected within the FMS.

Rural Implications

- 9.4 Delivery of actions in the FMS are anticipated to improve the flood resilience and water environment of rural areas of Peterborough, the FMS sets out how environmental and amenity impacts will be assessed as the actions are developed with a view to identifying wider improvement opportunities where possible.

Carbon Impact Assessment

- 9.5 The Strategy itself is not anticipated to have any new demands on energy, transport or waste or create any new streams of carbon that are not already being considered by ours and our partners normal day to day operational activities.

There are projects within the action plan which have the potential to provide carbon capture and efficiencies to existing activities which will not only reduce or capture carbon but also ready the council and city for the impacts of climate change.

The overall impact is expected to be a positive one both in terms of providing wider environmental benefits and reducing emissions or capturing carbon, however those values are difficult to assign at present as the details of the actions are yet to be developed. As such the Strategy sets out the need to consider the carbon impact as well as adaptation to a changing climate as a part of the development of any solutions to the proposed actions, officers will need to carefully assess the impacts and look for more suitable alternatives if impacts are found to be negative.

10. BACKGROUND DOCUMENTS

- 10.1 Local Documents used in the production of the FMS and this report:

- FMS Carbon Impact Assessment – 220607 PCC LFRMS Approved CIA
- FMS Equality Impact Assessment – PCC FMS EqIA 2021
- FMS Strategic Environmental Assessment (SEA)

11. APPENDICES

- 11.1 Appendix A: Local Flood Risk Management Strategy
Appendix B: Local Flood Risk Management Strategy Proposed Actions – Summary Table

Peterborough Flood Risk Management Strategy 2021-2027



middle level
commissioners



Growing the right way for
a bigger, better Peterborough

Peterborough Flood Risk Management Strategy

Flood Risk Management Strategy Production

The update of this strategy has been prepared by Peterborough City Council (the Lead Local Flood Authority) with input from members of the Cambridgeshire and Peterborough Flood and Water Management Partnership.

This document is a revision of the existing Local Flood Risk Management Strategy created in 2015. As part of the development of the strategy the council are required to consider a range of assessments for environmental, social and socio-economic impacts as options are developed for improving and managing flood risk in Peterborough. As such as a part of the review process an Equality Impact Assessment has been carried out and the existing Strategic Environmental Assessment outcomes have been considered. All of which can be found in the supporting documents.

Associated documents

1. *FMS Action Plan*
2. *FMS Public Summary*
3. *Equality Impact Assessment*
4. *Carbon Impact Assessment*
5. *Strategic Environmental Assessment of the Peterborough Flood Risk Management Strategy*

Further information

For all general queries about flood risk and water management visit the website at <https://www.peterborough.gov.uk/council/planning-and-development/flood-and-water-management>

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1. Introduction

In England, 5.2 million properties are at risk of flooding. Of these, 1.4 million are at risk from rivers or the sea, 2.8 million are at risk from surface water and 1 million are at risk from both. This risk was realised in many parts of the country during the summer floods of 2007, this led to the development of the Flood and Water Management Act in 2010 (FWMA 2010) and as a result caused significant changes to the way in which flood risk was management.

More locally Peterborough has seen significant flooding from heavy rainfall in July 2021 and widespread from a number of sources in 1998. Following the implementation of the Flood and Water Management Act Peterborough City Council became a Lead Local Flood Authority, that created a number of new statutory responsibilities for the council, including developing and maintaining this strategy. The strategy seeks to provide some background for the Peterborough area, national and local drivers for managing flood risk, details of the roles of different partners, funding for flood risk, an overview of the local risks and also how those risks are managed through day-to-day work or as a result of projects.

1.1. Aims

1.1.1. The aims of the Peterborough Flood Risk Management Strategy are:

- a) To confirm and raise awareness of the risk and management of flooding in Peterborough
- b) To set out a clear plan of actions to tackle local issues and opportunities that is updated each year.
- c) To take a holistic and cross-partner approach to flood risk management, considering other elements of water and environmental management that are affected or can be improved.
- d) To co-ordinate partner actions to ensure projects and schemes are as efficient as possible and that joint funding opportunities are sought.

1.1. Requirement, review procedures and Peterborough's approach

1.1.1. Under the FWMA 2010, Peterborough City Council is a Lead Local Flood Authority (LLFA) with a responsibility for co-ordinating 'local flood risk' management. With this comes several other duties and powers. Each of these is explained further in chapter 4.

1.1.2. Section 9 of the Act sets out the requirement for LLFAs to develop, maintain, apply and monitor a 'local flood risk management strategy'. The strategy must specify:

- a) The flood risk in its area
- b) The risk management authorities
- c) The management functions carried out
- d) Objectives for managing the risk
- e) The actions to achieve the objectives
- f) The costs of those actions and how they are to be paid for
- g) The benefits of the actions
- h) How and when the strategy will be reviewed
- i) How the strategy contributes to the achievement of wider environmental objectives

1.1.3. The local flood risk management strategy for Peterborough is entitled the Peterborough Flood Risk Management Strategy and given the acronym FMS.

- 1.1.4. The Act requires the FMS to be consistent with the National Flood and Coastal Erosion Risk Management Strategy. Further details can be found in sections 7.3.

'Local' flood risk

- 1.1.5. In setting out the city council's statutory requirement for a local flood risk management strategy, the term 'local' is specifically defined in paragraph 9, section (2) of the FWMA 2010 with those local sources explained in paragraph 1, section 6 of the Act as:

- a) 'Ordinary watercourses' means a watercourse that does not form part of a main river,
- b) 'Groundwater' means all water which is below the surface of the ground and in direct contact with the ground or subsoil,
- c) 'Surface runoff' means rainwater (including snow and other precipitation) which is on the surface of the ground (whether moving or not), and has not entered a watercourse, drainage system or public sewer

- 1.1.6. To clarify, responsibility for Main Rivers is not included in the city council's powers. A Main River is a watercourse shown on the statutory Main River map held by the Environment Agency and the Department of Environment, Food and Rural Affairs. This can include any structure or appliance for controlling or regulating the flow of water into, in or out of the channel. The Environment Agency has permissive powers to carry out works of maintenance and improvement on these rivers.

Peterborough's approach

- 1.1.7. To meet the regulations and Peterborough City Council's legal responsibilities, it would be acceptable if the FMS only dealt with this 'local' risk. However it is more appropriate for the FMS to be inclusive of all types of flood risk management. Seventeen of the watercourses in urban and rural areas of Peterborough are classified as Main River and present a notable risk to both homes and businesses. These would otherwise be excluded from the FMS. The events of 1998 highlighted how local flood risk from surface runoff, groundwater and ordinary watercourses interacts with other sources of flooding including sewers and Main Rivers to worsen the impacts, this is felt more readily in shallower gradients. It is important to consider the interaction of flooding from all sources to correctly assess the actual flood risk to a location. For example, since many ordinary watercourses and surface water sewers (taking rainwater) in the city ultimately flow into a Main River, when river water levels are very high, water will not be able to discharge and will instead overflow from the ordinary watercourses and sewers.
- 1.1.8. Responsibility for different sources of flood risk is complex and sits with different organisations as discussed in chapter 4. However by working together with all of the water management organisations operating in Peterborough, the city council has produced a strategy that co-ordinates flood risk management, and which residents and businesses can use to find answers to the questions they wish to ask.
- 1.1.9. The Government's National Flood and Coastal Erosion Risk Management Strategy sets out certain visions and aims for the FMS (section 3.2) which have been followed in the preparation of the FMS, as required by the FWMA 2010. Taking these as a starting point, the FMS aims to be more holistic than requirements set out. We have instead discussed all sources of flood risk relevant to Peterborough and set out how other water and environmental management issues and pieces of legislation affect flood risk management and taken these into consideration in the plan of action that the city council and its partners wishes to take forward.
- 1.1.10. It is inevitable that there will be competing demands across the Peterborough area as the differing landscapes and characteristics mean that the needs of each area will differ. The aim of the FMS is to bring all these flood risk management needs together and try to ascertain the

overall priorities on which the city council and its partners will invest resources over the coming years.

- 1.1.11. The four objectives within this strategy were developed in partnership with Peterborough's Risk Management Authorities as a part of the creation of the original Local Flood Risk Management Strategy published in 2015.

There are 4 key objectives within the strategy:

| | |
|---|---|
| 1 | Improve awareness and understanding of flood risk and its management to ensure that the city council, partner organisations, stakeholders, residents, communities and businesses can make informed decisions and can take their own action to become more resilient to risk. |
| 2 | Establish efficient co-ordinated partnership approaches to flood and water management and response and recovery, including sharing and seeking new resources together. |
| 3 | Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of resilience elsewhere are maintained. |
| 4 | Improving the wider sustainability of Peterborough; ensuring an integrated catchment approach and proper consideration of the water environment and its benefits in new and existing urban and rural landscapes. |

Completing and reviewing the FMS

- 1.1.12. There is no statutory deadline for producing a local flood risk management strategy, nor is there a prescribed format or scope beyond the legislative requirements contained in the Act. The production of the original FMS took place considering guidance developed by the Local Government Association, this update considered that guidance and more recent resources available from the same source.
- 1.1.13. It is intended that the FMS will be formally reviewed again in 2027 to align with updates to both the National Strategy and Regional Plans which must be considered. The deadline on this update will not be fixed, this will allow the timing of that update to be flexible enough to allow for changing timescales.

Status in the planning system

- 1.1.14. As with any document, the FMS can be used as a material consideration in planning. In order to ensure that flood risk development policies have the required weight in the planning system a separate Supplementary Planning Document (SPD) has been prepared that is part of the Peterborough planning policy framework. The Flood and Water Management SPD specifically covers elements of flood risk and drainage which are relevant to new development and is discussed briefly in section 3.4.8.

2. Peterborough Background

- 2.1.1. Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises a large urban area and 25 villages set in countryside extending over an area of approximately 344 square kilometres (see figure 2-1). The area borders the other Lead Local Flood Authorities of Rutland, Lincolnshire, Cambridgeshire and Northamptonshire County Councils. The total population of Peterborough is estimated as 203,600 (Office for National Statistics, 2018).
- 2.1.2. Today Peterborough is an important modern regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area. The city, however, has a long history of settlement with evidence of Bronze Age remains at Flag Fen, the nearby Roman town of Durobrivae and the Saxon settlement of Medehamstede. A Norman Cathedral still stands at the heart of Peterborough; a city which expanded in Victorian and Edwardian times as Peterborough developed as a significant railway town, and then experienced further rapid growth from 1967 under the New Towns programme. The legacy is a rich historic environment including designated and non-designated heritage assets. It is of particular relevance that many of Peterborough's scheduled monuments include, or are adjacent to, drainage assets. Sections of Car Dyke, a Romano-British canal, are scheduled monuments in their own right.
- 2.1.3. Peterborough is surrounded by contrasting countryside. This is illustrated in appendix A by the national landscape area classifications that feature in Peterborough. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau, with a denser pattern of attractive stone villages. To the east of the city, the fen landscape is flat and open, with the villages of Eye and Thorney on islands of higher ground and a settlement pattern of dispersed hamlets and farms. This eastern area was originally marshy fen subject to periodic flooding. In the 17th century the Fens were drained to create a new landscape with rich soils well suited to agriculture and horticulture. Water levels in this landscape are now continually managed to reduce flood risk and to support strong economic communities of agriculture and horticulture, as well as to allow navigation and encourage important nature and tourism opportunities. Appendix B provides more detail about the wider Fens landscape and about the objectives for managing it. Much of the Fens is at or below sea level.
- 2.1.4. Two different river catchments cover the majority of Peterborough; the Welland and the Nene. The Welland flows through Peterborough from its source in Hothorpe Hills, Northamptonshire to its mouth in the Wash. The River Welland itself forms the northern boundary of Peterborough but its catchment extends further south and includes the villages of Barnack, Ufford, Etton, Marholm, Glinton and Peakirk as well as the northern part of Peterborough's urban area. The rivers making up the Peterborough Brooks form notable tributaries to the Welland. The southern part of Peterborough is within the River Nene catchment which includes tributaries such as Thorpe Meadows, Fletton Springs, Orton Dyke and Stanground Lode. The River Nene which is formed from three sources (the principal one being Arbury Hill in western Northamptonshire) and ultimately flows out to the Wash, passing through the centre of Peterborough. The Nene historically provided a principal transport route for trade and for building materials such as those used to construct the Cathedral and more recently the railways. The Nene and Welland Rivers have had their courses and floodplains altered significantly over time to aid such uses. Both are now managed for flood risk and navigation purposes by the Environment Agency. A small area in the southwest of Peterborough drains via the Whittlesey and District Internal Drainage Board District to the Old Bedford including Middle Level catchment. This area includes part of Stanground and the agricultural land to the east of the urban boundary. All three catchments are shown in figure 2-2.

- 2.1.5. Both the landscape and water environments of Peterborough contain rich biological diversity. Peterborough has three internationally designated sites; Barnack Hills and Holes Special Area of Conservation (SAC), Orton Pit SAC and the Nene Washes SAC (which covers sections of the River Nene and Morton's Leam). The whole of the Nene Washes is also a Special Protection Area (SPA), a Ramsar site and a Site of Special Scientific Interest (SSSI). In total there are 17 SSSIs, of which three are designated National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); 106 County Wildlife Sites of value and six Local Geological sites. Twenty-nine areas of Peterborough have also been recorded as Conservation Areas, some in the city centre and some in outlying villages. The majority of these villages are located in the west and north-west of Peterborough. There are two country parks, a number of parklands and a 'Green Grid' of walking and cycling routes across the authority. For the purposes of clarification the Nene Washes are also known as Whittlesey Washes for the purposes of Flood Risk Management, this is due to the presence of more than one washes being present on the Nene.
- 2.1.6. Peterborough has experienced and will continue to experience rapid growth requiring new housing, infrastructure and commercial/industrial development. Local planning policy makes provision for 19,440 new homes between 2016 and 2036. The spatial strategy provides for housing growth at a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area.
- 2.1.7. The city centre is a key area of focus for the city council to ensure that Peterborough remains a regional service centre. The city centre presents a wide range of constraints and opportunities linked to flood risk, but also linked to other elements such as the presence of a rich historic environment and the ecological diversity of many brownfield sites. Significant redevelopment continues along the Nene which helps to improve the connection between the existing centre around Cathedral Square, the River itself and the communities south of the Nene. The River is an asset which is benefitting from revitalisation, additional presence and environmental improvements. Housing growth, a clear route for ensuring investment in this area, comes with its own water related constraints to overcome, not least land contamination, flood risk from the river and the existence in many areas of combined sewers which can limit capacity for wastewater discharge. Many of those environmental projects and redevelopment opportunities along the River Nene are already progressing.
- 2.1.8. It is against this background that the risks, challenges and opportunities related to local flooding have been considered and presented in the FMS.

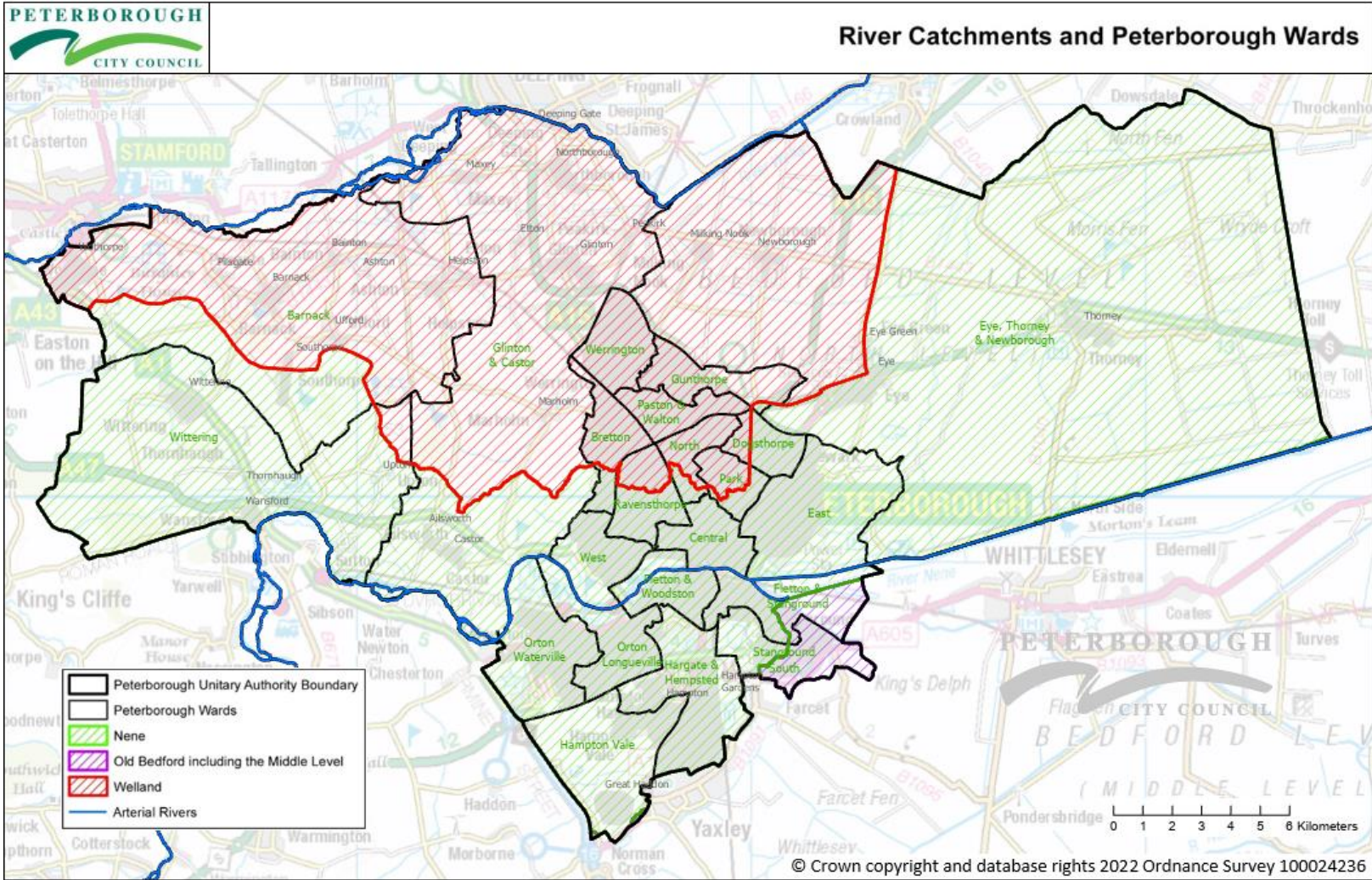


Figure 2.2: The river catchments and electoral wards in Peterborough

3. Policy, Legislation and Guidance

3.1. Links between legislation and guidance documents

- 3.1.1. Flood and water management in Peterborough is influenced by national, regional and local policy and legislation as well as technical studies and local knowledge. Figure 3-1 below attempts to summarise the main different types of contributing document.
- 3.1.2. The key drivers for the production of the FMS are the FWMA 2010, the National Strategy, the Flood Risk Regulations 2009 and the Water Framework Directive. These are explained below alongside related policies and documents.



Figure 3-1: Legislation, strategies, policies and plans affecting flood risk management

3.2. National context

National Flood and Coastal Erosion Risk Management Strategy

- 3.2.1. Local flood risk management strategies must be consistent with the National Flood and Coastal Erosion Risk Management Strategy for England (the National Strategy) which was published in July 2020. The National Strategy sets out three ambitions to manage long term risk:

Climate resilient places

Working with partners to bolster resilience to flooding and coastal change across the nation, both now and in the face of climate change

Today's growth and infrastructure resilient in tomorrow's climate

Making the right investment and planning decisions to secure sustainable growth and environmental improvements, as well as infrastructure resilient to flooding and coastal change

A nation ready to respond and adapt to flooding and coastal change

Ensuring local people understand their risk to flooding and coastal change, and know their responsibilities and how to act

- 3.2.2. A series of strategic objectives sit under those ambitions alongside a series of measures designed to help achieve each of those objectives. Section 7.3 demonstrates how our FMS is consistent with the National Strategy.
- 3.2.3. The 2020 National Strategy has incorporated a step change in language in relation for responding to flood risk. The emphasis has moved from protection to one of resilience and adaptation (Figure 3-2). This recognises that that protection measures are just one part of the solution to making our communities more resilient in future and that constraints may prevent us from delivering protection in certain locations, such as the need for more space to accommodate flood waters in a dense urban environment or difficulties in securing funding for projects. The way in which resilience to communities is measured is being developed through national groups at the time of writing this report.

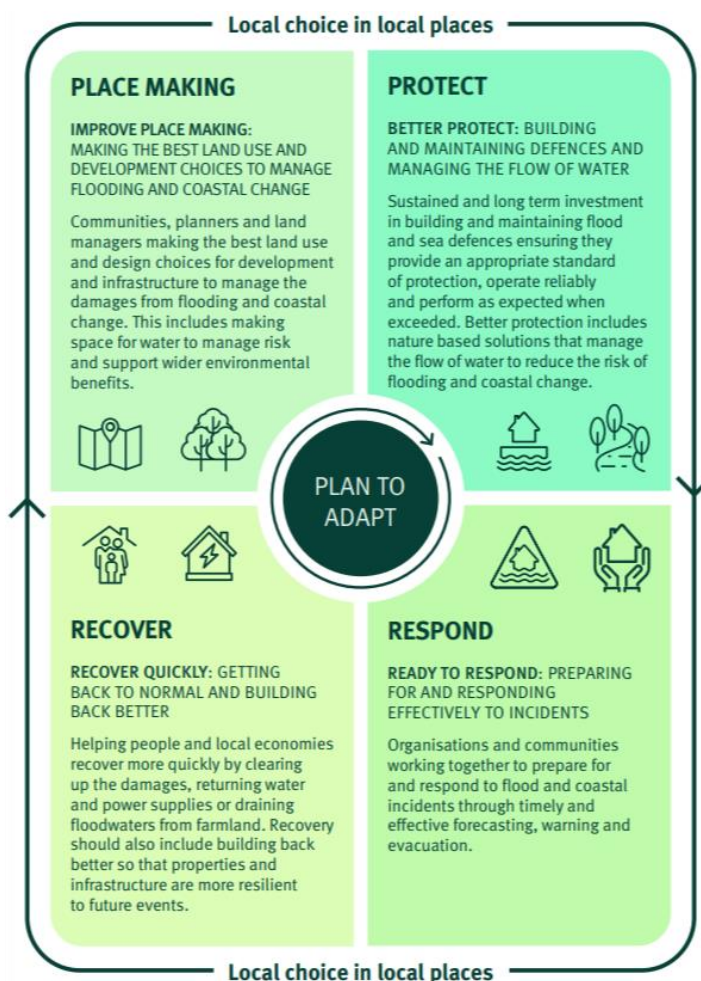


Figure 3-2: Components of Resilience Described in the national Strategy

National Legislation and Plans

3.2.4. Table 3-1 below lists some of the other key legislation that drives water and flood risk management actions and the roles and responsibilities of different organisations:

Table 3-1: Other water related legislation and drivers

| | |
|--|---|
| <p>Flood Risk Regulations 2009</p> | <p>Came into force in response to the EU Floods Directive 2007/60/EC, this sets out the requirement for Preliminary Flood Risk Assessments (PFRA) and Flood Risk Management Plans (FRMP) to be produced.</p> |
| <p>The Water Environment (Water Framework Directive) Regulations 2017</p> | <p>Came into force as a response to the Water Frame Directive – 2000/60/EC (WFD). The regulations aim to prevent deterioration of surface water and ground water bodies whilst supporting the achievement of the environmental objectives for those water bodies.</p> |

| | |
|--|--|
| <p>Flood and Water Management Act 2010</p> | <p>Came into force to make changes to the way that flood risk is managed in the United Kingdom. This created Lead Local Flood Authorities.</p> |
| <p>National Surface Water Management Action Plan</p> | <p>Published in 2018 to set out steps being taken by risk management authorities on the management of surface water flooding.</p> |
| <p>25 Year Environment Plan</p> | <p>Released by government in 2018 and set out ambitions to improve the environment for future generations and provide a commitment from government to explore the potential for Environmental Net Gain.</p> |
| <p>National Planning Policy Framework</p> | <p>Section 14 of the National Planning Policy Framework (NPPF) sets out the government’s intention that planning should proactively help mitigation of, and adaption to, climate change including management of water and flood risk.</p> |
| <p>Planning Practice Guidance – Flood Risk and Coastal Change</p> | <p>National Planning Guidance - Paragraphs 051 and 079-086 specifically explain the requirement for use of sustainable drainage systems (SuDS) in new and re-developments.</p> |
| <p>UK Climate Change Risk Assessment 2017</p> | <p>The UK government is required to carry out five yearly assessments of the impacts of climate change. The highlighted risks were then assigned urgency scores to prioritise research and actions. The Adaptation Programme highlights, among others, the important role of Drainage and Wastewater Management Plans as a means of creating a more joined up approach to the management of surface water and helping to deliver against the 25 Year Environment Plan</p> |
| <p>Climate Change Committee</p> | <p>An independent, statutory committee formed from the Climate Change Act 2008, they advise on emissions targets and on progress against reducing emissions and preparing for and adapting to climate change. Committee’s progress report of June 2021 highlights areas of concern for the water environment and the management of local flood risk including highlighting ‘fundamental gaps in policy’ for the management of surface water on new developments and ‘a significant lack of data’ to assess progress in surface water flood alleviation</p> |
| <p>Flood and Coastal Risk Management: long term investment scenarios (LTIS)</p> | <p>An economic assessment which acts as evidence for government in future policy and investment decisions. The last assessment highlighted the weakness in the consideration of surface water flood risk, primarily due to a lack of evidence for consideration.</p> |

| | |
|---|---|
| National Flood Risk Assessment (NaFRA) | National surface water flood risk mapping used in flood risk planning cycle to provide high level mapping of surface water flood risk, informing the designation of Flood Risk Areas of National Significance, as described in the PFRA and FRMP. NaFRA 2 – an update of this assessment, is currently underway and due for completion in 2024. |
| National Infrastructure Commission (NIC) | Provides impartial advice to government on infrastructure needs and solutions and highlights anticipated future challenges. Previously the NIC have been advocates for a catchment-based approach to managing water and a national standard of resilience against all forms of flood risk. |
| Environment Act 1995 | Establishment of the Environment Agency and transfer of powers from the National Rivers Authority (predecessor to the Agency) |
| Land Drainage Act 1991 | The powers and responsibilities of local authorities, Internal Drainage Boards (IDBs) and riverside landowners. |
| Public Health Act 1936 | Adoption of public sewers |
| Water Industry Act 1991 | Supply of water and sewerage services |
| Water Resources Act 1991 | The powers and responsibilities of the National River Authority |
| Water Act 1989 | Establishment of water companies and of the National Rivers Authority (predecessor to the Environment Agency) |
| Highways Act 1980 | Management and operation of the road network (including surface water drainage) |
| Reservoirs Act 1975 | Regulates safety of large raised reservoirs |
| Civil Contingencies Act 2004 | Sets out roles and responsibilities of organisations in preparing for and responding to emergencies |
| Environment Act 2021 | Part of legal framework to improve environmental standards, underpinning the government's approach to establish a Nature Recovery Network |
| Agriculture Act 2020 | Enabling rewards for landowners providing public goods |
| Natural Environment and Rural Communities Act 2006 | Having regard for biodiversity in carrying out functions |

3.3. River basin and catchment focused flood risk and water management

- 3.3.1. Water doesn't flow according to political boundaries. Each river and its tributaries form a catchment area in which water is expected to ultimately flow into the named river. Understanding the management of flood risk across catchments is essential to ensure that flood risk is managed effectively without the creation of unintended downstream impacts. When larger catchments are grouped together this is known as a river basin. Peterborough is part of the Anglian River Basin District.

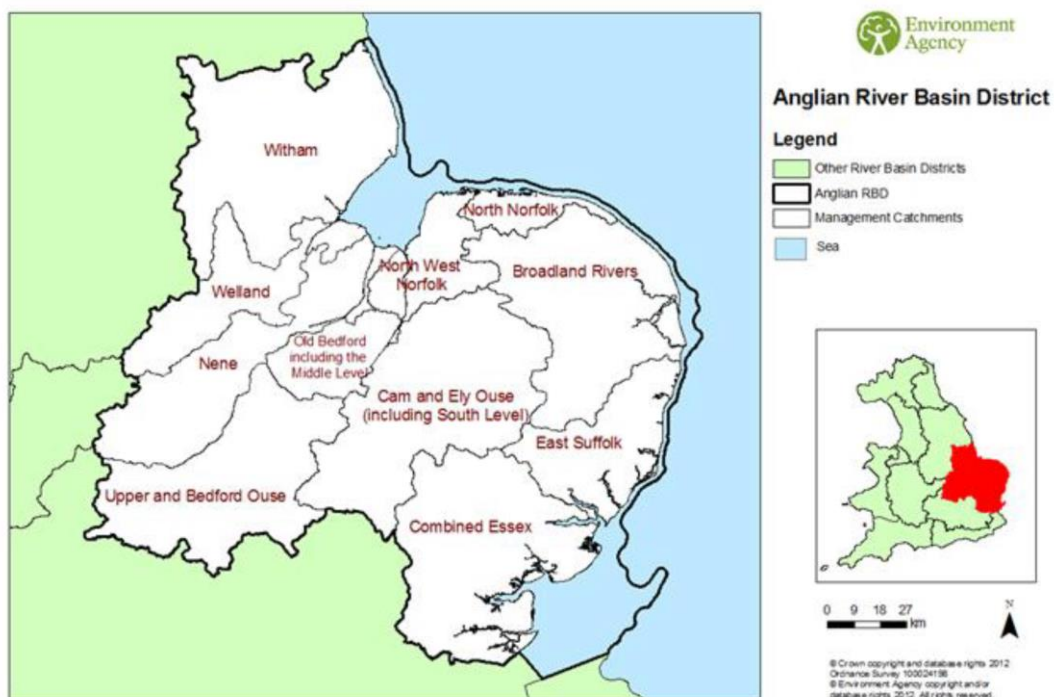


Figure 3-3: The Anglian River Basin District and its river catchments

Nene, Welland and Great Ouse Catchment Flood Risk Management Plans

- 3.3.2. In 2009 the Environment Agency completed Catchment Flood Management Plans (CFMPs) for each of Peterborough's river catchments. Within each river catchment areas were broken down for management's sake into policy units, where each unit represents similar types of flood risk in terms of the mechanisms of flooding, the level of risk and the type of receptor (people, environment etc). Each unit was assigned a policy to guide management in the area.
- 3.3.3. The CFMPs remain available despite not having been updated since 2009. They are largely superseded by the Flood Risk Management Plans described below.

Anglian Flood Risk Management Plan

- 3.3.4. Flood Risk Management Plans (FRMP) are a requirement of the Flood Risk Regulations 2009, which set out a statutory process for flood risk planning over a 6-year cycle. The Environment Agency (EA) and Lead Local Flood Authorities (LLFA) are required to:

- Assess the risk of flooding to people, the economy, and the environment.
- Identify areas where the risk of flooding is considered to be significant. These are designated flood risk areas (FRAs), which were identified through Preliminary Flood Risk Assessments (PFRAs) in 2017, Section 3.4.1.
- Prepare flood hazard maps which highlight the risk of flooding to receptors within FRAs
- Prepare FRMPs that set objectives and identify measures to manage flood risk within the FRAs and the wider River Basin District (RBD).

3.3.5. The first cycle Anglian FRMP was published in 2015 and covers the period from 2015-2021. The second cycle plan is currently being developed and will cover the period from 2021-2027. The Final FRMP will have two main parts:

- A series of reports providing an overview of the Anglian RBD, a review of progress made during the first cycle, and an Environmental Report.
- A live online mapping tool which will display the measures across the RBD. The tool will be updated during the lifecycle of the plan to ensure that information is up to date.

3.3.6. The Flood Risk Management Plan also highlights Strategic Areas. Strategic Areas are areas with a similar geography or strategic ambition where it is important to consider flood risk management across administrative boundaries and river catchments.

3.3.7. There are 2 Strategic Areas within the Anglian RBD which relate to the Peterborough:

- Fens and Lowlands
- Oxford to Cambridge Growth Arc, figure 3-5

Anglian River Basin Management Plan

3.3.8. The Environment Agency also produces plans for each river basin district to cover other elements of water management, such as water resources and protection of the water environment. The Anglian River Basin Management Plan (Anglian RBMP) was released in 2015 and is reviewed every 6 years with the next revision expected to be released in 2022.

3.3.9. The Anglian RBMP sets out the current situation and pressures affecting the water environment with a range hierarchy of objectives, measures and actions to protect and improve those environments.

Nene and Welland integrated catchment management plans

3.3.10. Integrated catchment management plans have been developed for the non-tidal stretches of the Welland and the Nene to provide more detail on how the actions from the Anglian RBMP and Water Framework Directive can be delivered. These actions are joined by equally important actions to improve the watercourse and our enjoyment of it in a wider sense. For example this could be by improving amenity value for visitors, facilities for boaters and fisherman and bringing communities together to encourage them to help protect and maintain their local water environment.

3.3.11. The Welland Rivers Trust coordinates and administers the Welland Valley Partnership which is guided by a 5 Year Plan that runs from 2021 to 2026. This plan sets the agenda for delivery of strategic projects that address failures of local watercourses under the Water Framework Directive. The River Welland forms part of the northern boundary of the Peterborough City Council area and receives flow from a number of small rural and urban watercourses within the council area. Delivery of projects is underway and those linked to Peterborough are referenced in Chapter 7 and the Action Plan.

- 3.3.12. The River Nene Regional Partnership (see section 4.12) co-ordinated the development of an integrated catchment management plan for the Nene which contains a significant number of Peterborough-based projects. Not all of these will be discussed in the FMS due to some being more about green infrastructure and less about flood risk. Projects identified in the River Nene plan aim to bring about as many different benefits as possible across the full scope of water management work. The Nene Catchment Partnership, hosted by the RNRP, will now look to co-ordinate delivery of the opportunities identified in the Nene Integrated Catchment Management Plan

Future Fens: Integrated Adaptation

- 3.3.13. The Fens, as one of the lowest-lying areas of the UK, which suffers acutely from economic deprivation, is one of the most vulnerable parts of the country to the ever-mounting effects of climate change and associated sea-level rise. Current projections show the Fens could be underwater by 2100 if defence of the area is not sustained, leading to major displacement of communities and also significant damage to the economy and food security. Anglian Water are leading this partnership work with Water Resources East, the Environment Agency, City Council and others to contribute to planning for the future.
- 3.3.14. Future Fens: Integrated Adaption is a cross-sector, holistic and ambitious approach that aims to not only plan for adaptation, but also seize the opportunity to improve the economic, environmental and social prosperity of the region, all at a lower cost than by working independently of one another. The work of this project could influence the wider catchment as multi-functional solutions will need to take links to upstream land management into consideration.

Future Fens: Flood Risk Management

- 3.3.15. The Fens is in a unique position of having the only location specific measure within the National Flood and Coastal Erosion Risk Management Strategy. Much of the infrastructure in the Fens is nearing the end of its design life and will require significant investment soon. This work aims to develop a long-term approach to delivering drainage and flood risk infrastructure for future generations, these options will need to consider many external pressures such as funding constraints, housing needs, climate change, water resources, environmental, navigation and amenity services.
- 3.3.16. A baseline report for the Great Ouse Fens setting out the current situation and future challenges has been developed as a part of Phase one of the programme and was published in May 2021. Phase two is anticipated to take 5 years and will a long-term adaptive plan for the infrastructure in the fens. Phase three then looks at planning the delivery of the management options. Investment in infrastructure during the development of this Programme will need to carefully consider the long-term plans to avoid abortive costs.
- 3.3.17. The Fens are highlighted as a key piece of work within the National Strategy and have a measure assigned to them with the aim of developing a long-term plan for managing flood risk.

Drainage and Wastewater Management Plan

- 3.3.18. The Drainage and Wastewater Management Plan (DWMP), covering 2025-2050, is led by Anglian Water and aims to work with other strategic plans to ensure we collectively plan for the impact of growth and climate change. This collaborative long-term view will highlight the known and expected future risks of flooding, environmental quality and wellbeing from wastewater, drainage and treatment, and work with stakeholders to identify the solution strategies to mitigate.

- 3.3.19. Being a new strategic plan, the DWMP follows “A framework for the production of the Drainage and Wastewater Management Plan” which was created through discussions with a number of regulatory bodies and published in 2018. Led by water companies the DWMP will be produced by working together with other risk management authorities and all interested parties, to produce a first draft for consultation in June 2022. The final DWMP will be published in spring 2023 and the outputs will be fed into Anglian Waters business plan submission to Ofwat later that year.
- 3.3.20. The DWMP will help to ensure alignment with other strategies. Working together in identifying risks and solutions we can create a best value plan to collectively gain a range of benefits whilst producing a robust resilient plan to address the future challenges we all face.

3.4. Local context

Peterborough Preliminary Flood Risk Assessment (2017)

- 3.4.1. The Peterborough Preliminary Flood Risk Assessment (PFRA) is a statutory document completed as a duty of the Flood Risk Regulations. The PFRA process uses National Flood Risk Assessment mapping to provide a high level overview of flood risk from local flood sources, including surface water and ordinary watercourses. It is not concerned with flooding from Main Rivers or the sea. The Peterborough PFRA report of 2011 was updated in 2017 and confirms (based on collected evidence) that there is no ‘Flood Risk Area’ of national significance within Peterborough’s administrative area. However, the PFRA recognises that there are areas of flood risk with local significance that require continued management.

Peterborough Green Grid Strategy

- 3.4.2. The Green Grid Strategy draws up a framework and action plan for green space provision throughout the Peterborough area. The work was undertaken by The Natural Networks Partnership, formed from a number of environmental organisations alongside Peterborough City Council and Cambridgeshire County Council. The aim of the strategy is to ensure that Peterborough’s growth goes hand in hand with the protection and provision of quality green infrastructure. The strategy’s objectives relate to improving the quality of life within the region; contributing to sustainable water management, enhancing opportunities for visitors and tourism and delivering high quality sustainable development. A large number of the schemes put forward in the action plan relate to river corridor improvements which would benefit the water environment as well as the surrounding landscapes

Peterborough Biodiversity Strategy

- 3.4.3. The Peterborough Biodiversity Strategy sets out the Council’s objectives with specific actions for how these objectives can be delivered. The Council is seeking to achieve net gain in biodiversity by protecting existing assets and looking to enhance or create new habitats of value. A number of Peterborough’s Flood Risk Management assets are already, or have the potential to become, important wildlife sites. Public bodies are required to have regard to conserving biodiversity whilst executing their roles as set in the Natural Environment and Rural Communities Act 2006.

Peterborough Carbon Management Action Plan

- 3.4.4. The city council declared a climate emergency in 2019 and introduced a Carbon Management Action Plan in 2021 with the ambitions of the council activities and the wider city being carbon neutral by 2030. To help deliver this carbon impact assessments are being carried out to inform

all decisions. Aside from the management of carbon, the city council recognises that there are already climatic changes underway that local communities and infrastructure need to prepare for, the actions of this strategy form a part of the adaptation to the changing environment, the Lead Local Flood Authority in Peterborough will work closely with other City Council colleagues to contribute to the wider adaptation plan for the council.

Peterborough Strategic Flood Risk Assessment and Water Cycle Study (2018)

- 3.4.5. The Strategic Flood Risk Assessment and Water Cycle Study act as an evidence base for Peterborough's Local Plan. The combined Assessment and Study builds on previous evidence from 2008 and 2010.
- 3.4.6. The document sets out a range of recommendations for growing Peterborough in a way that ensures the right water infrastructure can be in place to support development. It also provides the essential information on flood risk, allowing local planning authorities to understand the risk across the authority area. This is available online on the city council's web library of water management documents. The previous SFRA Level 2 (2010) provides breach and hazard mapping information for Peterborough that may be useful to developers in undertaking site specific flood risk assessments (FRAs).

Local planning policy

- 3.4.7. The city council's local planning policy includes those documents listed in table 3-2. Relevant flood and water management policies are listed alongside.

Table 3-2: Peterborough planning policy documents

| Policy document | Adoption date | Role | Policies related to Flood and water management policies |
|-------------------------|----------------------|---|--|
| Peterborough Local Plan | 2019 | <p>Sets the type and amount of development that will be accommodated in Peterborough up until 2036.</p> <p>Identifies sites for development to meet the vision and provides detailed policy to assist in determination of planning applications</p> | <p>LP22: Green Infrastructure Network</p> <p>LP24: Nene Valley</p> <p>LP28: Biodiversity and Geological Conservation</p> <p>LP29: Trees and Woodland</p> <p>LP32: Flood and Water Management</p> <p>LP45: Red Brick Farm</p> |

Peterborough Flood and Water Supplementary Planning Document (SPD)

- 3.4.8. Peterborough City Council Local Planning Authority and Lead Local Flood Authority worked together to create guidance for how developers should manage flood risk and the water environment as a part of new development proposals. This guidance includes details of the site selection, requirements for sustainable drainage systems (SuDS) as well as highlighting wider considerations of the water environment and potential consents that may be required prior to development.

In preparation for the anticipated development associated with the Oxford to Cambridge Growth Arc there are a number of initiatives led at a national or regional level working to ensure environmental standards and enhancements are delivered. The need for sustainable development and the opportunities for the OxCam Arc are recognised in the National Flood and Coastal Erosion Risk Management Strategy;

Oxford to Cambridge Arc

3.3 million people live in the Oxford to Cambridge (OxCam) Arc. It hosts some of the most productive and fastest-growing cities in the UK. Too much and too little water, alongside ageing infrastructure, are key considerations in the proposals for up to one million new homes by 2050. This will be double the previously proposed growth and is estimated to increase gross value added from £90 billion to £250 billion a year (HM Treasury, 2018).

Government and local partners recognise the value of the natural environment and have committed to deliver the government's 25 Year Environment Plan goals and environmental outcomes, including embedding a local natural capital planning approach, with the aim to meet their economic and housing ambitions while improving overall, rather than degrading, the environment in the Arc.

In the government's 2018 Budget, it confirmed funding for a pan Arc Local Natural Capital Plan to coordinate investment in housing, infrastructure and the environment to support transformational growth across the Arc. The aim is to make sure new development maximises its economic potential, increases resilience to flooding and integrates environmental infrastructure with other development to provide high quality and productive places for people to live and work.

The principle of environmental net gain could provide a lever, not only for improvements in biodiversity, but also for improvements in sustainable flood and water infrastructure to support OxCam ambitions to be a model for climate-resilient growth.

The government's 2020 Budget committed to developing a new spatial framework and up to 4 new development corporations for the Arc, to give certainty about the location and timing of green growth, housing and infrastructure.



Figure 3-4: Wildlife areas, rain gardens and tree pits were incorporated into Fletton Quays redevelopment (photo provided by GreenBlue Urban)

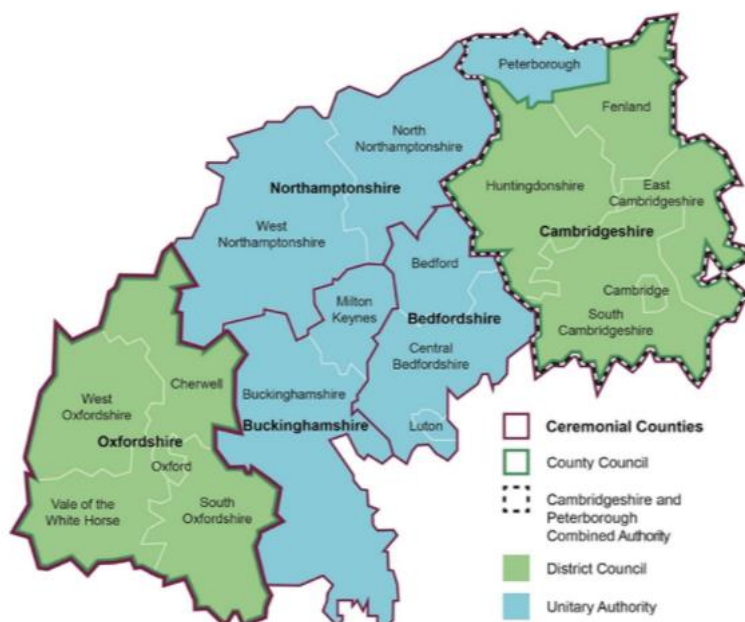


Figure 3-5: Area of Oxford to Cambridge Arc as defined by National Policy paper

The Forestry Commission and Natural England have both carried out studies to calculate the quantitative benefits of green space. An example from Natural England's 2014 report is provided below:

A single large tree can transpire 450 litres of water per day, making urban trees an effective way of reducing temperatures. Street trees and green roofs can reduce runoff by 50% in the immediate area.

Strategic Environmental Assessment

- 3.4.9. A Strategic Environmental Assessment (SEA) was completed as a part of the development of the original FMS and its objectives. There have not been any changes to aims or objectives of this strategy which would prompt a review of the existing SEA, which remains in date. The findings and recommendations of the existing SEA has been considered as a part of the review of this strategy. As a part of the review process this strategy has retained and enhanced existing links to the wider water environment and looks to promote solutions which provide multiple benefits.
- 3.4.10. The Environment Agency have carried out SEAs for the Anglian Flood Risk Management Plan (FRMP) and National Flood and Coastal Erosion Risk Management Strategy which inform the direction of the FMS.
- 3.4.11. The assessment of environmental impacts and the potential to deliver environmental improvements is described in Section 7 and will be carried out as a part of the development process for all actions.

4. Roles and Responsibilities

4.1. Organisations involved in flood risk management

- 4.1.1. There are a number of different organisations, authorities and individuals involved in flood risk management in Peterborough. At the end of the chapter figure 4-4 provides a quick reference guide for some of the main flood related issues that may be experienced. The principal management organisations are also discussed in this chapter, setting out what their roles and responsibilities are. A brief paragraph is also included on where the organisation's funding comes from. Funding for flood risk management schemes in Peterborough is dealt with in more detail in Chapter 6.
- 4.1.2. The organisations defined by the FWMA 2010 as 'risk management authorities' (RMAs) with responsibilities relating to the FMS are described in Table 4-1 below and in more detail later in this chapter. All RMAs must also act in a manner which is consistent with the National Strategy and guidance. The other organisations discussed in this chapter have no formal duty in these respects.

Table 4-1: Risk management authorities as defined by the FWMA 2010 and the legislation under which they carry out their flood risk management functions

| Organisation | Defined as an RMA (FWMA 2010 section 6) | Legislation under which flood risk management functions may be exercised (FWMA 2010, section 4) | Duty relating to the FMS (FMW Act 2010 sections 9,11) |
|--|---|---|--|
| Peterborough City Council (as LLFA, Planning Authority and a Highways Authority) | Yes | <ul style="list-style-type: none"> FWMA 2010 Flood Risk Regulations 2009 Land Drainage Act 1991 Highways Act 1980 Town and Country Planning Act 1990 | <ul style="list-style-type: none"> Develop, maintain, apply and monitor Consult the other RMAs Act in a manner consistent with the FMS and related guidance |
| The Environment Agency | Yes | <ul style="list-style-type: none"> FWMA 2010 Flood Risk Regulations 2009 Water Resources Act 1991 Land Drainage Act 1991 | <ul style="list-style-type: none"> Act in a manner consistent with the FMS and related guidance |
| Internal Drainage Boards | Yes | <ul style="list-style-type: none"> FWMA 2010 Land Drainage Act 1991 | |
| National Highways (as a highway authority) | Yes | <ul style="list-style-type: none"> FWMA 2010 Highways Act 1980 | |
| Anglian Water (as water company) | Yes | <ul style="list-style-type: none"> FWMA 2010 Water Resources Act 1991 Water Industry Act 1991 | <ul style="list-style-type: none"> Have regard to the FMS and guidance |

4.2. Peterborough City Council

As a Drainage Authority

4.2.1. Peterborough City Council has been a drainage authority for many years under the Land Drainage Act 1991. This gives the city council various powers relating to flood prevention, maintaining flows in watercourses and the making of byelaws. In many cases the powers and duties given to the city council have now been superseded by the FWMA 2010.

As a Lead Local Flood Authority

4.2.2. Under the FWMA 2010 Peterborough City Council, along with other unitary and county councils, became a LLFA with responsibility for co-ordinating the management of flood risk from surface runoff, ordinary watercourses and groundwater. Under this Act the city council also has the following new responsibilities, as set out in table 6-2.

Table 4-2: The powers and duties given to LLFAs by the FWMA 2010

| Change | Notes | Power or duty? | Paragraph of Act |
|---|--|-----------------------|-------------------------|
| Local Flood Risk Management Strategy | LLFAs are required to develop, maintain, apply and monitor a strategy for local flood risk management in its area. | Duty | 9 |
| Duty to co-operate | All relevant authorities must co-operate with other relevant authorities in the exercise of their flood and coastal risk erosion management functions. | Duty | 13 and 14 (4) |
| Power to delegate | A RMA may arrange for another flood risk management function, except for delivery of the local flood risk management strategy, to be exercised on its behalf by another RMA or a navigation authority. | Power | 13 (4) |
| Power to request information | An LLFA and the EA may request information in connection with their flood risk management functions | Power | 14 |
| Investigating flood incidents | LLFAs have a duty to investigate flooding incidents within their area, to the extent that the LLFA considers it necessary or appropriate | Duty | 19 |
| Asset Register | LLFAs have a duty to maintain a register of structures or features which are considered to have a significant effect on flood risk and records of details about those structures, including ownership and condition as a minimum. The register must be available for inspection. | Duty | 21 |
| Contribution towards sustainable development | In exercising a flood risk management function LLFAs, IDBs and National Highways must aim to contribute towards the achievement of sustainable development. | Duty | 27 |
| Designation powers | LLFAs, as well as the Environment Agency and Internal Drainage Boards, have powers to designate structures and | Power | 30 and Schedule 1 |

| | | | |
|--|---|-------|--|
| | features that affect flooding or coastal erosion in order to safeguard assets that are relied upon for flood or coastal erosion risk management. | | |
| Works powers | LLFAs have powers to undertake works to manage flood risk from surface runoff, groundwater or ordinary watercourse. | Power | 31 and Schedule 2, section 29. Amends Land Drainage Act 1991 section 14. |
| Consents for works to ordinary watercourses | Consent is required from the LLFA before works can be carried out on a watercourse that is not a Main River. | Duty | 31 and Schedule 2, section 32 Amends Land Drainage Act 1991 section 23. |
| Overview and Scrutiny | Include arrangements to review and scrutinise the exercise by risk management authorities of flood risk management functions which affect the LLFAs area. | Duty | 31 and Schedule 2, section 54. Amends section 21 of the Local Government Act 2000 |
| Incidental flooding | LLFAs and IDBs can carry out works that cause incidental flooding or increases in the amount of water below the ground if the works satisfy four conditions. Condition 1 – work in interest of nature conservation, cultural heritage or people’s enjoyment of the environment. 2 – Benefits outweigh harmful consequences. 3 – The EA have been consulted and if applicable agreed. 4 - Other local authorities affected and owners and occupiers of land have been consulted. | Power | 39 |
| SuDS Approving Body (SAB) | This section of the Act, specifying that LLFAs would approve, adopt and maintain any new drainage systems, was not brought into force. Table 4-3 details the Government’s preferred alternative approach. | N/A | 32 and Schedule 3 |

4.2.3. In April 2015 an amendment was made to the Town and Country Planning Act 1990 to bring in a planning related duty for LLFAs. This was done through issuing the Town and Country Planning (Development Management Procedure) (England) Order 2015. Subsequent

ministerial statement and reforms to national planning took place, most recently in July 2021. These may be subject to further change as a further review of the implementation of Flood and Water Management Act Schedule 3 is planned for 2022.

Table 4-3: The duty given to LLFAs under changes to the Town and Country Planning Act

| Change | Notes | Power or duty? | Paragraph of Act (as amended) |
|---|---|----------------|-------------------------------|
| Statutory consultee for major development applications | LLFAs are to be consulted, by planning authorities, on the management of surface water on major development sites (those of 10 dwellings or more; or equivalent non-residential or mixed development) | Duty | 18 and Schedule 4 |

As a Planning Authority

- 4.2.4. Under the Town and Country Planning Act 1990 the city council, as a local planning authority (LPA) has a responsibility to ensure new developments are designed in a way that protects them from flooding and to ensure that the developments do not increase flooding downstream.
- 4.2.5. For the management of surface water the city council is specifically expected to ensure that sustainable drainage systems are put in place in major developments, be satisfied that proposed minimum standards are met and ensure that there are clear arrangements in place for ongoing maintenance over the lifetime of the development. This should be carried out through the use of local planning policies and decisions on planning applications.
- 4.2.6. Since the city council is also a Lead Local Flood Authority, and has been a Drainage Authority for some years, it has a drainage and flood risk team that can fulfil the new planning related requirements for LPAs and LLFAs.

As an Emergency Responder

- 4.2.7. Under the Civil Contingencies Act 2004 Peterborough City Council is a Category One Emergency Responder. The city council’s role is principally about recovery after an event but the following actions are undertaken:
 - i. Informing and warning activities
 - ii. Co-operating with other emergency responders
 - iii. Providing rest centres
 - iv. Helping to rehabilitate people after an incident

As a Highways Authority

- 4.2.8. Under the Highways Act 1980 Peterborough City Council is classed as a Highway Authority and is responsible for the management of highways including drainage. The city council adopts and manages the majority of Peterborough’s highways and footpaths although it is not technically the landowner for them. Some highways are privately owned and managed, and others (the A1, A1M and A47) are managed by National Highways as part of the national network.
- 4.2.9. Highway drainage systems are for the primary purpose of accepting surface water runoff from roads and carriageways and the authority’s duties include the need to minimise flooding to roads that could in turn lead to a breakdown of the network. Ensuring that the network can function as a whole is the priority; small scale flooding in specific locations may be less of an

issue if there are alternative routes that traffic can take. Methods used to manage the closure of flooded roads is under constant review. The Local Highways Authority have a responsibility to contribute towards sustainable development.

- 4.2.10. Roadside ditches tend not to be the responsibility of the Highways Authority unless specifically put in place to manage the flows from the road. The Highways Authorities have the powers to ensure there is adequate drainage to maintain the safety of the road, however, there is a common law responsibility of the adjoining landowners to maintain those ditches.

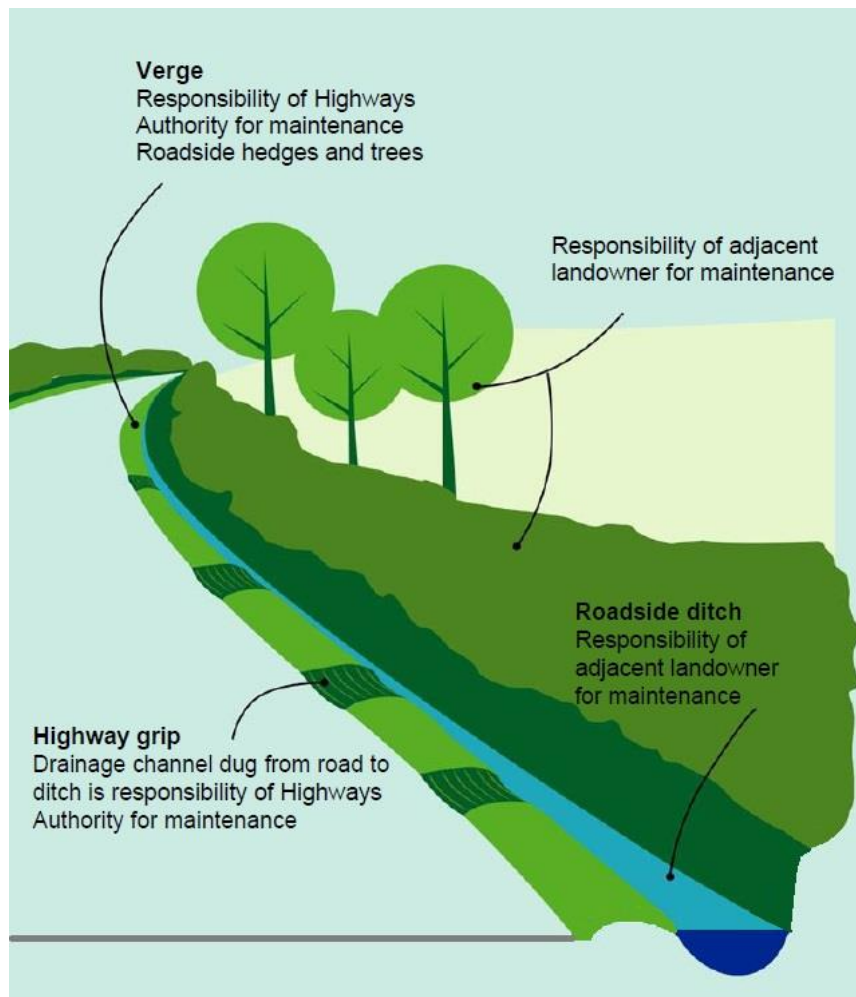


Figure 4-1 – Roadside Ditches (Essex County Council)

- 4.2.11. Peterborough City Council as the local Highways Authority also undertakes work on a risk-based approach to regularly inspect and maintain highways structures such as ditches and gullies, to help ensure that they are fit for purpose.

Funding

- 4.2.12. Peterborough City Council's funding comes from a variety of places. Government provides the most significant input in terms of grants. Unlike in the past these funds are often now not ring-fenced for any specific purpose and have to be allocated according to need. The city council also collects a percentage of its income from Council Tax. Aside from these the city council can borrow funds, generate income from selling assets or submit project specific bids to Government agencies or other funding bodies.

4.3. National Highways

- 4.3.1. Formerly an executive agency of the Department of Transport, known as the Highways Agency, then in turn Highways England, and more recently National Highways became a government-owned company on 1st April 2015. National Highways is responsible for operating, maintaining and improving the Strategic Road Network in England on behalf of the Secretary of State. The network itself is owned by central government, is some 4,300 miles long and is made up of motorways and trunk roads (the most significant 'A' roads). In Peterborough National Highways manages the A1, A1M and A47, including some but not all slip roads.
- 4.3.2. Part of National Highways role in managing the roads is a responsibility for managing the quality and quantity of road runoff that is collected within their network. Flood risk must not be increased by new road projects and discharges of water from the highway must not cause pollution to receiving water bodies. In line with this aim a Memorandum of Understanding with the Environment Agency has been developed to support the two organisations working together. More information about National Highways approach is available on their website.

Funding

- 4.3.3. National Highways funding continues to come from the Department for Transport based on a 5 year business plan known as a Road Investment Strategy. In response to the Government's Road Investment Strategy for 2020-2025 National Highways have a Strategic Business Plan and Delivery Plan which look to balance the needs of the Strategic Road Network and detail specific activities and projects over this period.

4.4. Environment Agency

- 4.4.1. The Environment Agency is a non-departmental public body and has responsibilities for protecting and enhancing the environment as a whole (air, land and water), and contributing to the government's aim of achieving sustainable development in England and Wales.
- 4.4.2. Following the FMWA, the Environment Agency was given the strategic overview role for all types of flooding. This involves advising Government, supporting LLFAs with data and guidance and managing the allocation process for capital funding. In addition to this the Agency retains its existing responsibility for the management of flood risk from Main Rivers, the sea and reservoirs. This includes providing advice to planning authorities on development in areas of high flood risk. The Agency does not provide advice on other sources of flood risk as this is the responsibility of the Local Planning Authority. The Environment Agency currently provide nationally consistent flood maps for local flood risks.
- 4.4.3. For designated Main Rivers and any associated designated assets, the Environment Agency has permissive powers to carry out maintenance, improvement and flood defence works. User of the powers is determined on a risk based approach. This includes being responsible, through the flood risk activity permitting, for controlling works by others which could affect Main Rivers or flood defences. The Environment Agency do not, however, generally own Main Rivers and the overall responsibility for maintenance of Main Rivers (as with any other watercourse) does lie with the landowner (see section 4.15 on riparian owners).
- 4.4.4. The Environment Agency is the lead organisation responsible for coastal flood risk management and erosion, including tidal flooding and also the enforcement authority for reservoirs in England and Wales that are designated high risk and hold more than 25,000 cubic metres of water. While the safety of reservoirs is the responsibility of the owner, the Environment Agency has

responsibility for enforcing safety, maintaining a register of reservoirs and ensuring that flood plans are put in place.

- 4.4.5. Alongside Local Authorities and the Emergency Services the Environment Agency is a Category One Emergency Responder under the Civil Contingencies Act 2004. Their role includes providing coastal and river flood warnings and supporting other emergency responders in the event of flooding.

Funding

- 4.4.6. The Environment Agency is a national organisation with an annual operational budget of over a £1 billion. Its funding is split across many different areas of environmental work, but approximately half is spent on flood risk management. This includes the construction of new flood defences, the maintenance of the river system and existing flood defences together with the operation of a flood warnings system and the management of the risk of coastal erosion. The vast majority of the funding for flood defence comes directly from the Department for the Environment, Food and Rural Affairs (Defra).

4.5. Internal Drainage Boards

- 4.5.1. Over forty percent of Peterborough's land area is classified as being part of the national Fens character area. This is an artificially drained landscape and is part of the wider area of the Fens which overlaps with the local authority boundaries of Lincolnshire County Council, Norfolk County Council, Cambridgeshire County Council and Suffolk County Council. See Appendix B for further information. Land drainage authorities called IDBs were established within the Fens because of the special water level and drainage management needs existing within the area. These land drainage authorities are autonomous public bodies.
- 4.5.2. Peterborough has four land drainage authorities of this type operating within its fenland area, three classified as independent IDBs and one classified as a Commissioners. Throughout the FMS the term Internal Drainage Board (IDB) is used to refer to all four of these organisations. Appendix C provides a map of the management area of each IDB within Peterborough's boundaries.

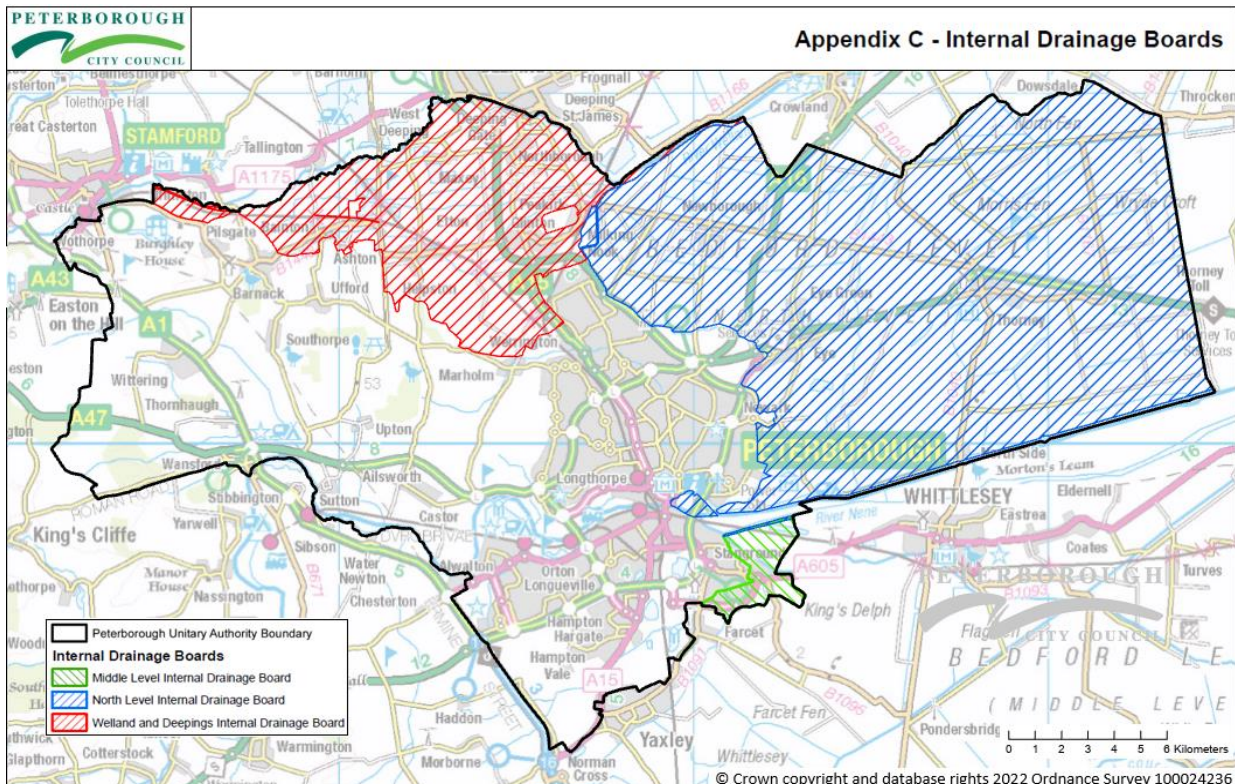


Figure 4-2 – Map of IDB areas

North Level District Internal Drainage Board (NLD IDB)

4.5.3. NLD IDB is a land drainage authority responsible for the drainage and evacuation of surplus water from 33,000 hectares of land. The NLD IDB Board is responsible for the improvement and maintenance of some 613 kilometres of drains within the area and for the operation of 12 pumping stations.

Welland and Deepings Internal Drainage Board (W&D IDB)

4.5.4. Welland and Deepings IDB is responsible for supervision over all aspects of land drainage within their district (other than Main River). They have regulatory powers in and adjacent to drainage systems and undertake improvements, maintenance and operation of their flood management assets. Their area extends to some 32,400 hectares and stretches from just north of Peterborough to south of Kirton near Boston.

Whittlesey and District Internal Drainage Board

4.5.5. This IDB is responsible for the drainage and evacuation of surplus water from over 8,300 hectares of land. The Board is managed by the Whittlesey Consortium of IDBs. Strategic functions such as responses to planning applications and liaison with local flood risk management strategies is carried out on behalf of Whittlesey and District IDB by the Middle Level Commissioners.

Middle Level Commissioners (MLC)

4.5.6. The Middle Level Commissioners are a statutory body with powers and duties under general and local legislation relating to flood risk management and navigation. The Commissioners maintain an arterial system of 120 miles of watercourses and associated apparatus. The Commissioners also administer 27 IDBs.

Funding

- 4.5.7. Each of the aforementioned drainage authorities is funded by rates paid by the landowners in their area. This can be broken down into Drainage Rates and Special Levies. Drainage rates are paid by agricultural landowners direct to the IDB based on the area of their property. Where land in the IDB's district is not in agricultural use, the owner instead pays their levy to Peterborough City Council as part of their Council Tax. The relevant amount is then separated out from the Council Tax and paid to each IDB. This is known as a Special Levy.

4.6. Anglian Water Services Ltd

- 4.6.1. Anglian Water (AW) is the water and sewerage undertaker for the Peterborough area and has a statutory obligation to supply water and wastewater services to its customers. AW currently has the responsibility to effectually drain their area and maintain their foul, surface and combined public sewers. Anglian Water also own significant reservoirs in the area which are assessed for flood risk they may pose.

Funding

- 4.6.2. Funding for water companies comes principally from water bills that residents and businesses pay. Larger investment can also come from shareholders and investors. Ofwat (the Water Services Regulation Authority) agrees the cost of water bills for each water company as part of a regular five year review process called the Periodic Review process. This process sets the management plan for water companies for the next Asset Management Period, Asset Management Period 7 is underway between 2020-2025. The next Periodic Review will be in 2024.

4.7. Local Resilience Forum

- 4.7.1. The Cambridgeshire and Peterborough Local Resilience Forum (CPLRF) is responsible for developing multi-agency emergency management arrangements in accordance with the Civil Contingency Act, 2004 within the County of Cambridgeshire. The CPLRF covers an area of over 2000 square miles and serves a combined population of approximately 866,000 people. This is a multi-agency partnership made up of representatives from local public services, including the Emergency Services, Local Authorities, NHS England and the Environment Agency, which are all Category 1 responders under the Civil Contingencies Act 2004. The LRF is also supported by Category 2 responders, such as National Highways and utility companies.
- 4.7.2. The CPLRF have identified a number of risks with Cambridgeshire, including Peterborough, which they publish within the CPLRF Risk Register. The top risks for the county include severe weather, flooding events and pandemic influenza.

4.8. Cambridgeshire and Peterborough Flood and Water Management Partnership

- 4.8.1. The primary partnership arrangement covering the Peterborough area is the Cambridgeshire and Peterborough Flood and Water Management Partnership (the CPFloW Partnership). This partnership is a union of previously separate partnerships serving both Cambridgeshire and Peterborough which were merged to provide efficiencies to partners and reflect the closer working relationship between Peterborough City Council and Cambridgeshire County Council.
- 4.8.2. The partnership is made up of representatives from Peterborough City Council and Cambridgeshire County Council, Environment Agency, Anglian Water Services Ltd, Internal Drainage Boards, Cambridgeshire Fire and Rescue Service and Cambridgeshire Constabulary

- 4.8.3. The partnership is responsible for ensuring that the objectives and actions agreed in this strategy are delivered where possible; thus, enabling Peterborough City Council to fulfil its leadership role in flood risk management.
- 4.8.4. The purpose of the partnership is to provide a forum that allows partners to maximise resources, coordinate integrated management of all sources of flood risk, water resources and the wider water environment.

4.9. Anglian Northern Regional Flood and Coastal Committee

- 4.9.1. The Regional Flood and Coastal Committees play an important local role in guiding the Environment Agency's flood and coastal activities, approving programmes of work for their areas and continuing to raise local levies under existing arrangements to fund local priorities.
- 4.9.2. Regional Flood and Coastal Committees help to provide governance for the Environment Agency flood and coastal erosion risk management functions and cover all flood risks that are not the responsibility of the water companies. Membership consists of elected members from the relevant Lead Local Flood Authorities and independent members with relevant experience appointed by the Environment Agency. They have three key purposes:
 - 1. To ensure there are coherent plans for identifying, communicating and managing flood and coastal erosion risks across catchments and shorelines.
 - 2. To promote efficient, targeted and risk-based investment in flood and coastal erosion risk management that optimises value for money and benefits for local communities. This includes managing the spending of both Government Flood Defence Grant in Aid and Local Levy paid by Lead Local Flood Authorities; and
 - 3. To provide a link between the Environment Agency, Lead Local Flood Authorities, other flood risk management authorities and other relevant bodies to engender mutual understanding of flood and coastal erosion risks in its area.
- 4.9.3. Regional Flood and Coastal Committees are the key decision making bodies for allocating funding from both Flood Defence Grant in Aid, local levies which are raised from Lead Local Flood Authorities, precepts which are collected from Internal Drainage Boards and general drainage charges which are raised from landowners. These are the key streams of funding for flood alleviation schemes from fluvial, coastal and local flooding. They also contribute towards flood resilience schemes and the river maintenance programme. These committees, therefore, have a hugely important role in deciding which areas receive support for flood risk management activities. More detail on funding is discussed section 6 of this document.

4.10. Parish Councils and Volunteer Flood Wardens

- 4.10.1. Some parish councils and residents associations engage actively in flood risk management, appointing a local flood warden to be a main point of contact between the residents of their area, the city council and the Environment Agency. The extent of their role is decided by the groups/individuals but often includes staying up to date with local flood risk management news; helping to gather a picture of flood risk in their area; raising awareness among their neighbours of risk and of what to do during an emergency and being the principal emergency contact during flood events.

Flood Warden case study

“As a Flood Warden I take on the responsibility of providing flood risk information to the local residents in my community. To keep up to date I attend meetings, events or training sessions with Peterborough City Council and the Environment Agency several times a year. I also monitor the river levels using both local measuring equipment that I helped to implement and the Agency’s River Levels Online Service. I have used this knowledge to prepare a flood plan for the whole community so that we can be prepared before, during and after a flooding event. As the primary contact for our community, the city council send me regular updates during potential flood events and the Environment Agency has provided me with an emergency kit including supplies like a torch, fleece and blanket.

In 2013 I enjoyed organising a community ‘Flood Awareness Fair’ with a number of Peterborough’s flood risk management organisations. This included arranging for property level protection companies to show their products and giving a presentation about local flood risk issues.

The greatest achievement during my time as a Flood Warden has been to get most of the properties in my community surveyed to determine their height in relation to the river level. This allowed us to calculate what level of risk the homes (rather than the gardens) were subject to. Doing this has made a real difference to the residents as we now have a Surveyor’s Certificate which can be sent to insurance companies to try and get cheaper and more realistic household insurance quotations.

All of this has been made possible by the strong working relationship that I have with our local residents group, the city council and Environment Agency.”

Tony Lambert, August 2014

4.11. Welland Valley Partnership

- 4.11.1. The Welland Valley Partnership was formed in 2011 in response to the Government’s desire to set up 10 ‘pilot catchments’ to work in partnership to improve rivers and bring about wider environmental and social benefits. The pilots were intended to *“provide a clear understanding of the issues in the catchment, involve local communities in decision making by sharing evidence, listening to their ideas, working out the priorities for action and seeking to deliver integrated actions that address local issues in a cost effective way and protect local resources”* (Richard Benyon MP, the then Minister for Natural Environment and Fisheries). Since the pilot completed, the partnership has been coordinated by the Welland Rivers Trust and includes local authorities, businesses, charities and interest groups based around the River Welland catchment. It has continued to attract new members and implement a variety of improvement schemes. The WVP is currently guided by a 5 Year Plan running from 2021 to 2026 and includes aspirations to deliver projects within the urban and rural watercourses of Peterborough.

4.12. River Nene Regional Partnership

- 4.12.1. The River Nene Regional Partnership (RNRP) was originally established in 2004 to co-ordinate green infrastructure activities (planning, economic development, regeneration and leisure) in Northamptonshire and along the Nene. It is now an independent Community Interest Company which develops, enables and implement green infrastructure projects at a sub-regional level. The RNRP has produced the Nene Catchment Plan, an integrated management plan for the

River Nene from its source to its tidal limit. This was also one of the Government’s original ten catchment pilots.

4.13. Parish Councils, Community Groups and Volunteers

4.13.1. Flood events can affect whole communities with households which do not suffer from internal flooding still potentially being trapped as roads are blocked or services are lost. The work these communities carry out to assist each other during emergencies is often not recognised but is critical in helping to support and provide shelter to neighbours who have suffered from flooding. Communities know better than anyone the level of flood risk that they face, community groups and parish councils can make important contributions to helping manage the levels of flood risk in their communities.

Yellow Fish Campaign case study

To support the improvements to local rivers and drainage networks the city council worked closely with primary schools, Anglian Water and local artists Street Arts Hire. Anglian Water delivered classroom sessions to make students aware of the environment on their doorstep and think about how our activity might impact on that.

Following the classroom events the students had a competition to design street art which was later installed on the pavements near the schools. At the same time the Peterborough Highways team added markers and painted fish on the kerbs close to the drains, this was accompanied with a social media campaign and posters in the local area to make the community aware of their connection to the local environment and the impacts all our actions could have.



Figure 4-3 Yellow Fish Campaign and street art

- 4.13.2. Some parish councils and residents' associations engage actively in flood risk management, appointing a local flood warden to be a main point of contact between the residents of their area, the Local Authorities and the Environment Agency. The extent of their role is decided by the groups/individuals but often includes staying up to date with local flood risk management news; helping to gather a picture of flood risk in their area; raising awareness among their neighbours of risk and of what to do during an emergency. These local volunteers provide a wealth of knowledge and a vital link to communities.

4.14. Property owners and residents

- 4.14.1. It is the responsibility of householders and businesses to look after their property, including protecting it from flooding. While in some circumstances other organisations or property owners may be liable due to neglect, there will be many occasions when flooding occurs despite all parties meeting their responsibilities. Consequently, it is important that house holders, whose homes are at risk of flooding, to take steps to ensure that their home is protected, and this may include reporting the flooding to the emergency services. Promotion of measures householders can take to protect themselves and their properties will be an ongoing action for local partners.
- 4.14.2. From 1 October 2008 the permitted development rights that allow householders to pave their front garden with hard standing without planning permission have changed in order to reduce the impact of this type of development on flooding and on pollution of watercourses. Householders will not, however, need planning permission if a new or replacement driveway of any size uses permeable (or porous) surfacing, such as gravel, permeable concrete block paving or porous asphalt, or if the rainwater is directed to a lawn or border to drain naturally. If the surface to be covered is more than five square metres planning permission will be needed for laying traditional, impermeable driveways that do not provide for the water to run to a permeable area. Communities and Local Government has produced a leaflet called 'Guidance on the permeable surfacing of front gardens' and more information can be found online.
- 4.14.3. There are rights and responsibilities relating to watercourses for those owning or occupying land, as described in section 4.15. These responsibilities are transferred to new owners when land is sold but are not always clear on property deeds, especially if assets are underground or outside of property boundaries. For new developments the Flood and Water Supplementary Planning Document sets out requirements for identifying maintenance responsibilities as a part of the planning process, including the impacts both upstream and downstream.
- 4.14.4. For more information on 'Who manages what?' please see Figure 4-4.

4.15. Riverside landowners

- 4.15.1. A landowner with a water body (e.g. a lake or river) running through or alongside their property is known as a 'riparian owner' as they will own all or part of the water body in the absence of anything in their conveyancing documents to state otherwise. If a watercourse is the boundary to the land then a riparian owner will normally own, and therefore have maintenance responsibilities, up to the centre line of the watercourse, however landowners can also be responsible for watercourses running adjacent to their land through common law, this may lie beyond their boundary.
- 4.15.2. Riparian owners' rights are modified by other duties to the community and to the environment, but in general riparian owners have rights to:
- a) protect their property from flooding
 - b) protect their banks from erosion

- 4.15.3. In many cases consent is required from a relevant drainage authority for any works other than routine maintenance and cleansing (section 23 of the Land Drainage Act 1991) and from the Environment Agency for abstraction. Details relating to consenting can be found on the City Council website and in chapter 8 of the Flood and Water Supplementary Planning Document.
- 4.15.4. Riparian owner responsibilities include:
- a) a duty to their upstream and downstream neighbours;
 - b) accepting water from an upstream neighbour and allowing it to transfer to a downstream neighbour;
 - c) not causing or perpetuating a nuisance, such as causing obstruction to the flow of water. It is important that access is preserved to the banks for maintenance and safety purposes through controlling vegetation and considering appropriate locations for fencing and access tracks;
 - d) ultimate responsibility in perpetuity for the water body.
- 4.15.5. The Environment Agency, Internal Drainage Boards and the Lead Local Flood Authority share certain powers under the Land Drainage Act 1991, for enforcing riparian responsibilities.
- 4.15.6. Guidance on owning a watercourse can be found on Gov.UK, setting out responsibilities and rules.

Who to Contact Quick Reference Guide

If you notice flooding please report it as per this guide



* Responsibility can vary between several partners so if you are unclear start by contacting Peterborough City Council.

| # | Structure or feature where problem is arising | Responsible organisation |
|-------|--|---|
| 1 | Utilities | Your gas, electricity or sewerage supplier |
| 2 | Surface water runoff and groundwater flooding | Peterborough City Council * or on major roads National Highways |
| 3 | Rural or farmland runoff, or overtopping from smaller watercourses | Peterborough City Council *, Internal Drainage Boards |
| 4 & 5 | Main River flooding and/or obstructions | Environment Agency |
| 6 | Sandbags (not recommended) | Builders merchant |
| 7 | Household protection, also known as Property Flood Resilience | Property owner's responsibility but the Environment Agency and/or Peterborough City Council can provide advice. |
| 8 | Flood damage cover and claims | Your insurance company |
| 9 | Internal wastewater flooding | Anglian Water |
| 10a | Ordinary watercourses in fenland areas | Internal Drainage Boards |
| 10b | Ordinary watercourses not in fenland areas | Peterborough City Council |

Figure 4-4 and Table 4-4: A quick reference guide, not necessarily to who might be responsible for managing the flooding, but to which organisation is most likely to be able to help with flood related queries on specific subjects

5. The Risk to Peterborough

5.1. Introduction

- 5.1.1. This chapter looks at each type of flood risk that Peterborough is susceptible to and explains how the types of flooding differ, the broad distribution and level of risk in Peterborough and how to find out more. This chapter is predominantly concerned with flooding caused when the received rainfall or river flows exceeds the design capacity of the drainage and flood risk management systems.
- 5.1.2. As well as natural flood risk from weather systems flooding can happen anywhere due to operational issues such as blockages, bursting of pipes or failures of defences. It is harder to predict the likelihood, location and impacts of flooding caused by operational issues and these can only be prevented by appropriate maintenance of assets. It is important to note that flooding resulting from breaches or bursting of pipes can have a more significant impact than the gradual overtopping of watercourses or surcharging of sewers because the impacts can occur very suddenly, creating a flow of water at speed.
- 5.1.3. The level of resilience to flooding in Peterborough is not static and will vary over time, there are many factors explored in this strategy that can affect this change such as the climate, levels of maintenance or changes to the characteristics of the catchments. Whilst this section looks to highlight the differing sources of flood risk, it also highlights historic events where flooding occurred or was exacerbated by a combination of different factors.

5.2. What is risk?

- 5.2.1. In order to understand flood risk the meaning of 'risk' needs to be clear. Risk is the likelihood of a hazard occurring multiplied by the impact of the hazard when it occurs.

$$\text{Risk} = \text{Likelihood} \times \text{Impact}$$

- 5.2.2. With flooding it is normally the likelihood of it occurring which is discussed. This likelihood is stated in terms of annual exceedance probability (AEP). The most commonly discussed probabilities are shown in table 5-1 below:

Table 5-1: Common flood related probabilities

| Annual probability | Annual probability as a fraction | Example |
|--------------------|----------------------------------|---|
| 3.3% | 1 / 30 | The largest rainfall event for which surface water sewers are designed not to flood |
| 1.3% | 1 / 75 | A common risk threshold used by the insurance industry |
| 1% | 1 / 100 | A common design standard for Main Rivers defences |
| 0.5% | 1 / 200 | The largest flood event for which defences on the tidal Nene are designed to defend against |
| 0.1% 0.01% | 1 / 1,000 1 / 10,000 | The Flood Storage Reservoirs are designed to provide differing levels of protection according to the receptors at risk, this includes the washlands around Peterborough at Whittlesey and Crowland. |

- 5.2.3. In the past the likelihood of flooding has been described using the term 'return period'. This is, however, no longer standard practise as it caused confusion by implying that a '1 in 100' flood event would only happen once every 100 years. The probability is really a 1% chance of the event happening every year. The smaller the % the lower the risk of the event occurring but once an event has been experienced it does not make it less likely to reoccur again in future.

Standards of protection for defences

- 5.2.4. In this chapter you will also find mention of standards of protection of various flood defences. The standard of protection (SoP) of a drainage system or flood defence is the level up to which it is expected to provide protection against a particular type of flood event. For example, a flood defence could be designed and built to have an SoP of 1% (1 in 100) from river flooding. This means that it would provide protection against flood events that have an annual occurrence of up to 1% (1 in 100). If larger and less probable flood events occur, these could overtop these defences. It cannot be assumed that a SoP against one type of flooding will protect against all risks.

5.3. Resilience against flooding

- 5.3.1. The National Strategy calls for the nation to adopt a resilience and adaptation approach in the face of a changing climate. This includes providing protection but also encompasses improving the capacity for communities to plan for, respond to and recover from events such as flooding. Measures have been identified within the National Strategy to establish how these improvements will be quantified, resourced, and delivered. Increased resilience and adaptation will vary between communities depending on several factors such as the types of risk those communities face. It is widely accepted that the level of resilience will decrease over time as ageing infrastructure faces increased intensity of rainfall from climate change.

5.4. Differing probabilities for river flood events and heavy rainfall events

- 5.4.1. A rainfall event of annual probability 1% (1 in 100) will not necessarily cause a river flood event of annual probability 1% (1 in 100). The complexity of different river catchments and landscapes means that the probabilities of rainfall events and river flooding are not comparable. For example, there will be spatial variations in rainfall across a catchment and rainfall landing on ground which is either already saturated or dry, this would impact on the volume of runoff. Due to the influence characteristics of the landscape and weather events leading up to a flood can have on the responses of the catchment, the probability attached to a rainfall event rarely manifests itself in the same way.

5.5. Building in climate change

- 5.5.1. Climate change is expected to lead to greater extremes in weather, in many locations this changing level of risk is already being felt. Simplistically, at a local level this change is expected to manifest as hotter drier summers combining droughts and intense rainfall events and warmer wetter winters with prolonged rainfall events and saturated ground.
- 5.5.2. To represent this long term risk and ensure decisions such as those around infrastructure and new developments are robust for the future, assessments of risk and design standards for new drainage and flood risk assets incorporate additional allowances to reflect the anticipated impacts of climate change. National and Local Planning policy set out how this is to be considered, with the Peterborough Flood and Water Supplementary Planning document and associated guidance providing assistance on how this is considered in the Peterborough area

5.5.3. There are a range of sources available detailing the potential impacts of climate change, above and beyond those already being felt. These are regularly updated and monitored by Risk Management Authorities and applied to their roles. The impacts described in those sources have been incorporated into this strategy and the activities and actions proposed. For completeness these include;

- UK Climate Change Projections (UKCP)
- Cambridgeshire and Peterborough Independent Commission on Climate Change report
- UK Climate Change Risk Assessment
- National Adaptation Programme
- Climate Change Committee reports
- Technical guidance supporting National Planning Policy Framework

5.6. Risks to physical and mental health

5.6.1. Flooding is devastating, many people experiencing such traumatic events will experience immediate shock and distress and often increased levels of anxiety in future. This can be exacerbated by extended periods out of the home during the recovery process. The risks that communities and emergency responders are faced with are wide ranging, with more visual risks associated with deep, fast moving or contaminated water to the longer term hidden mental health implications. Public Health England have studied many of these risks and provide advice for both the public and responding professionals.

5.6.2. Future flood risk schemes can look to minimise the risk of flooding to reduce this impact and also identify opportunities for partners and communities to be able to plan, respond and recover more effectively. There will also be opportunities for partners to promote wider benefits for communities as a part of flood risk schemes such as improved access to public open space or using sustainable drainage systems to mitigate against urban heat islands.

5.7. Rating the different types of flood risk for Peterborough

5.7.1. The types of flooding described in this chapter are laid out in order of the organisations responsible for co-ordinating the management.

5.7.2. The risk from different types of flooding varies significantly across Peterborough depending on the landscape, the proximity to watercourses, the style of local drainage system and what would be impacted by the flooding. In order to give flood and water management organisations an overall perspective of flood risk in Peterborough, each type of flooding has been rated according to the likelihood of an event occurring in Peterborough and the expected impacts. This exercise was carried out with Peterborough's water management partners using a risk matrix calculation and professional judgement to identify the economic, environmental and social impacts. The results are set out in table 5-2.

5.7.3. Appendix C show the categories for likelihood, impact and risk that were used for this calculation. The likelihood categories have been developed based on the Environment Agency's classification bands for flood risk. The likelihood does take flood defences into consideration. Where the annual probability of flooding from a source spans more than one band, the highest likelihood band has been represented. With the impact score this was derived based on the highest scoring impact from the impact categories.

5.7.4. The following risk table and this chapter do not include flooding caused by operational issues such as maintenance, breaching, bursting pipes or damaged defences.

5.7.5. The risk from foul-only sewers is also not included in the table below. This is because the likelihood of properties in Peterborough having foul capacity issues is very low and water companies treat the resolution of these issues as high priority.

Table 5-2 Historic flood events from Peterborough SFRA and LLFA record

| Date | Location (Number of homes with reported internal flooding) | Short Description |
|---------------|---|---|
| July 2021 | City wide Peterborough | Intense summer storm |
| December 2020 | City wide | Prolonged rainfall on saturated catchment |
| August 2011 | City wide | Intense summer storm |
| July 2004 | Wittering and A1 | Intense summer storm |
| Easter 1998 | Nene catchments | Slow moving heavy rainfall followed by more localised heavy rainfall two days later |
| 1997 | Marholm Brook | Heavy rainfall |
| July 1986 | Werrington Brook, Brook Drain and Tributaries | Intense summer storm |
| March 1947 | River Nene | Heavy rain and snow melt |

Table 5-3: Risk matrix for Peterborough

| FLOOD SOURCE & DETAILS | SOURCE OF FLOODING | Sea (coastal) | Reservoir | Main river - tidal waters (Nene only) | Main river – non tidal | Combined Nene Event (during Nene tide lock with Washes full) | IDB drainage catchments | Ordinary watercourses (not in IDB areas) | Ground water | Surface runoff (including overflow from gullies and surface water sewers) | Combined sewers (foul and surface water) | Two or more sources e.g. Main River and surface water runoff |
|---|-----------------------------|---------------|-----------|---------------------------------------|------------------------|--|-------------------------|--|--------------|---|--|--|
| | RESPONSIBLE AUTHORITY | EA | EA | EA | EA | EA, IDB | IDB | PCC | PCC | PCC and AW | AW, PCC | EA, PCC, AW, IDB |
| WARDS WHERE NOTABLE AREA OF RISK EXISTS FOR THE FLOODING SOURCE | Barnack | | ✓ | | ✓ | | ✓ | ✓ | ✓ | ✓ | | ✓ |
| | Bretton | | | | ✓ | | | ✓ | ✓ | ✓ | | ✓ |
| | Central | | ✓ | | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ |
| | Dogsthorpe | | | | | | | ✓ | | ✓ | | ✓ |
| | East | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ |
| | Eye, Thorney and Newborough | | ✓ | ✓ | ✓ | ✓ | ✓ | | | ✓ | ✓ | ✓ |
| | Fletton and Stanground | | ✓ | | ✓ | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ |
| | Fletton and Woodston | | ✓ | | ✓ | | | ✓ | ✓ | ✓ | ✓ | ✓ |
| | Glinton & Castor | | ✓ | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| | Gunthorpe | | | | ✓ | | | ✓ | | ✓ | | ✓ |
| | Hampton Vale | | | | ✓ | | | ✓ | | ✓ | | ✓ |
| | Hargate and Hempsted | | | | ✓ | | | ✓ | | ✓ | | ✓ |
| | North | | | | ✓ | | | | ✓ | ✓ | ✓ | ✓ |
| | Orton Longueville | | ✓ | | ✓ | ✓ | | ✓ | ✓ | ✓ | | ✓ |
| | Orton Waterville | | ✓ | | ✓ | ✓ | | ✓ | ✓ | ✓ | | ✓ |
| | Park | | | | | | | ✓ | | ✓ | ✓ | ✓ |
| | Paston and Walton | | | | ✓ | | | | ✓ | | ✓ | ✓ |
| | Ravensthorpe | | | | | | | | ✓ | ✓ | ✓ | ✓ |
| | Stanground South | | | | ✓ | ✓ | ✓ | ✓ | ✓ | ✓ | | ✓ |
| Werrington | | | | ✓ | | | | ✓ | | ✓ | ✓ | |
| West | | ✓ | | ✓ | ✓ | ✓ | | ✓ | ✓ | ✓ | ✓ | |
| Wittering | | ✓ | | ✓ | | | | ✓ | ✓ | ✓ | ✓ | |

| FLOOD SOURCE & DETAILS | SOURCE OF FLOODING | Sea (coastal) | Reservoir | Main River - tidal waters (Nene only) | Main River – non tidal | Combined Nene event (during Nene tide lock with Washes full) | IDB drainage catchments | Ordinary watercourse | Ground water | Surface runoff (including overflow from gullies and surface water sewers) | Combined sewers (foul and surface water) | Two or more sources e.g. Main River and surface water runoff |
|-------------------------------|-------------------------------|---------------|-----------|---------------------------------------|------------------------|--|-------------------------|----------------------|--------------|---|--|--|
| | RESPONSIBLE AUTHORITY | EA | EA | EA | EA | EA, IDB | IDB | PCC | PCC | PCC and AW | AW, PCC | EA, PCC, AW, IDB |
| PETERBOROUGH-WIDE RISK MATRIX | LIKELIHOOD OF EVENT OCCURRING | 0 | 1 | 1 | 4 | 2 | 4 | 4 | 3 | 4 | 5 | 4 |
| | IMPACT OF EVENT | N/A | 5 | 2 | 3 | 5 | 1 | 1 | 2 | 2 | 2 | 3 |
| | RISK | No risk (0) | Low (5) | Low (2) | High (12) | High (10) | Low (4) | Low (4) | Medium (6) | Medium (8) | High (10) | High (12) |

5.8. Coastal flooding

5.8.1. In the Anglian Region coastal flooding occurs particularly when storms in the North Sea coincide with spring tides, causing the overtopping of coastal sea defences. This occurred in 1953 in East Anglia as well as in 2013. While all of Peterborough’s risk management authorities would give assistance during these events, Peterborough itself is not at risk from the coastal flooding.

5.9. Reservoir flooding

5.9.1. The likelihood of Peterborough flooding from large raised reservoirs (ones that hold over 25,000 cubic metres of water – equivalent to approximately ten Olympic sized swimming pools) is very low. Flooding would need to happen either from the reservoirs either being overtopped (gradual) or failing (catastrophic). The former is unlikely because the water level of large reservoirs is carefully managed, and water can be transferred in and out through pipe and Main Rivers systems. The latter is unlikely because the Reservoirs Act requires that, regardless of the level at which a large reservoir might overtop, there must be no risk of catastrophic breach from in an event with an annual probability of occurrence of less than 0.01% (1 in 10,000). All large reservoirs must be inspected and supervised by reservoir panel engineers. There has been no loss of life in the UK from reservoir flooding since 1925 at Dolgarrog in North Wales.

5.9.2. While flooding is very unlikely, if a reservoir dam did fail, a large volume of water would escape at once with little or no warning. Therefore, to ensure that this can be planned for by emergency responders and those living near reservoirs, the Environment Agency produces a map show the extent of flooding that could occur if a reservoir failed. This map can be found on their website. The large reservoirs in and around Peterborough are listed in table 5-3:

5.9.3. There are other smaller reservoirs in Peterborough that are privately owned e.g. by farmers and landowners to provide water supply for irrigation. These are not subject to as stringent legislation.

Table 5-4: Large reservoirs in and around Peterborough

| Reservoir | Type of reservoir | Standard of Protection (SoP) against overtopping | Standard of protection against catastrophic breach |
|---------------------------------|--|---|--|
| Whittlesey Washes / Nene Washes | Flood storage | Mainly 0.1 % (1 in 1000) 0.01 % (1 in 10,000) near Eldernell | 0.01 % (1 in 10,000) |
| Rutland Water | Water supply | 0.01 % (1 in 10,000) | 0.01 % (1 in 10,000) |
| Burghley House Lake | Amenity | 0.1 % (1 in 1000) | 0.01 % (1 in 10,000) |
| Eyebrook | Built to supply Corby steel works though demand is now much reduced. Now trout fishery and nature reserve. | 0.1 % (1 in 1000) | 0.01 % (1 in 10,000) |
| Crowlands Cowbit Washes | Flood storage | 0.1 % (1 in 1000) | 0.01 % (1 in 10,000) |
| Deene Lake | Private lake | 0.1 % (1 in 1000) | 0.01 % (1 in 10,000) |
| Pitsford | Water supply | 0.01 % (1 in 10,000) | 0.01 % (1 in 10,000) |



Figure 5-1: Man fishing at Rutland Water reservoir. Source: Anglian Water.

5.10. Tidal Main River flooding

- 5.10.1. Peterborough is at risk from tidal flooding on the Nene. There are however measures in place to manage and minimise this risk. The Dog-in-a-Doublet sluice, shown in figures 5-2 and 5-3, provides a tidal limit, with the gates being closed at high tides to prevent water from entering Peterborough city centre from the downstream end of the Nene. East of the sluice either side of the tidal stretch of the River Nene the flood defences also have a standard of protection of 0.5% (1 in 200 in any one year).
- 5.10.2. The tidal limit on the River Welland is at Fulney Lock and the Marsh Road Sluice, downstream of Spalding. In Peterborough there is currently no risk of tidal flooding from the Welland.



*Figure 5-2: Dog in the Doublet sluice during a very high tide.
Source: Peterborough City Council*



*Figure 5-3: Dog in the Doublet sluice when the tide is not so high.
Source: Environment Agency.*

1947 Case Study

Source: Eye Peterborough, 2014 and Dr Mark Saunders, 1998.

The winter of 1947 was extremely cold with strong gales and heavy snowstorms. When temperatures rose in March the snow thawed quickly. The ground was still frozen so the snow melt could not infiltrate and instead ran towards streams and rivers. This coincided with the peak of a spring tide and the high-water levels combined with very strong winds pounded flood defences. On 19th March 1947 the water level in the River Nene is reported as having been 2.4 metres above average at Town Bridge in Peterborough. At Wansford data from the Environment Agency and the Institute of Hydrology indicates that the flood flow peak was approximately 255 cubic metres per second.

A breach in the flood defences of Cowbit Washes north of Crowland occurred on 21st March. Water inundated the northern areas of Peterborough, reaching land north of Thorney and Eye Green.



Figures 5-4 (left): It looks like the photographer was standing on a causeway in the middle of a large lake, but the view is actually looking south along Crowland Road. The road was previously under water. Credit: John Kemmery.

Figure 5-5 (right): The right-hand image is the same view in 2013. Credit: www.eyepeterborough.co.uk

Flooding occurred in many areas across Peterborough. Flood Zone 2, illustrated in the Environment Agency's Flood Map for Planning, is generally understood to closely follow the outline of flooding in Peterborough in 1947.

Since 1947 significant work has been carried out to upgrade defences in the Fens including the installation of more powerful pumps.

5.11. Main River flooding (non-tidal)

- 5.11.1. Certain watercourses in England have been historically designated by the Secretary of State for Environment, Food and Rural Affairs as 'Main Rivers'. This enmainment process is now carried out by the Environment Agency. A Main River is defined as a watercourse marked on a statutory Main River map held by the Department of Environment, Food and Rural Affairs and the Environment Agency. This can include any structure or appliance for controlling or regulating the flow of water into, in or out of the channel. Enmainment is carried out based on the flood risk importance of a river. The larger arterial watercourses are therefore normally designated, but some smaller watercourses have also been included.

5.11.2. The Environment Agency does not own Main Rivers but has permissive powers to maintain and improve these rivers to manage flood risk. It is important to note that the ultimate responsibility for maintenance of any river sits with the landowner (see section 4.15).

5.11.3. Peterborough has 17 Main Rivers, listed below by river catchment and illustrated in figure 5-6.

Welland Catchment

- i. Brook Drain
- ii. Car Dyke
- iii. Folly River
- iv. Marholm Brook (downstream of Belham Wood only)
- v. Maxey Cut
- vi. Paston Brook
- vii. River Welland
- viii. Werrington Brook

Nene Catchment

- ix. Billing Brook
- x. Castor Splash
- xi. Fletton Spring
- xii. Mortons Leam
- xiii. Orton Dyke
- xiv. Padholme Drain
- xv. River Nene (Non-tidal from Northamptonshire into Peterborough up to the Dog-in-a-Doublet sluice. Tidal downstream from the sluice gate.)
- xvi. Stanground Lode
- xvii. Thorpe Meadows

5.11.4. Figures 7-7 and 7-8 provide Nene and Welland catchment-wide summaries of the risk to property from a Main River flood event with an annual probability of 1% (1 in 100).

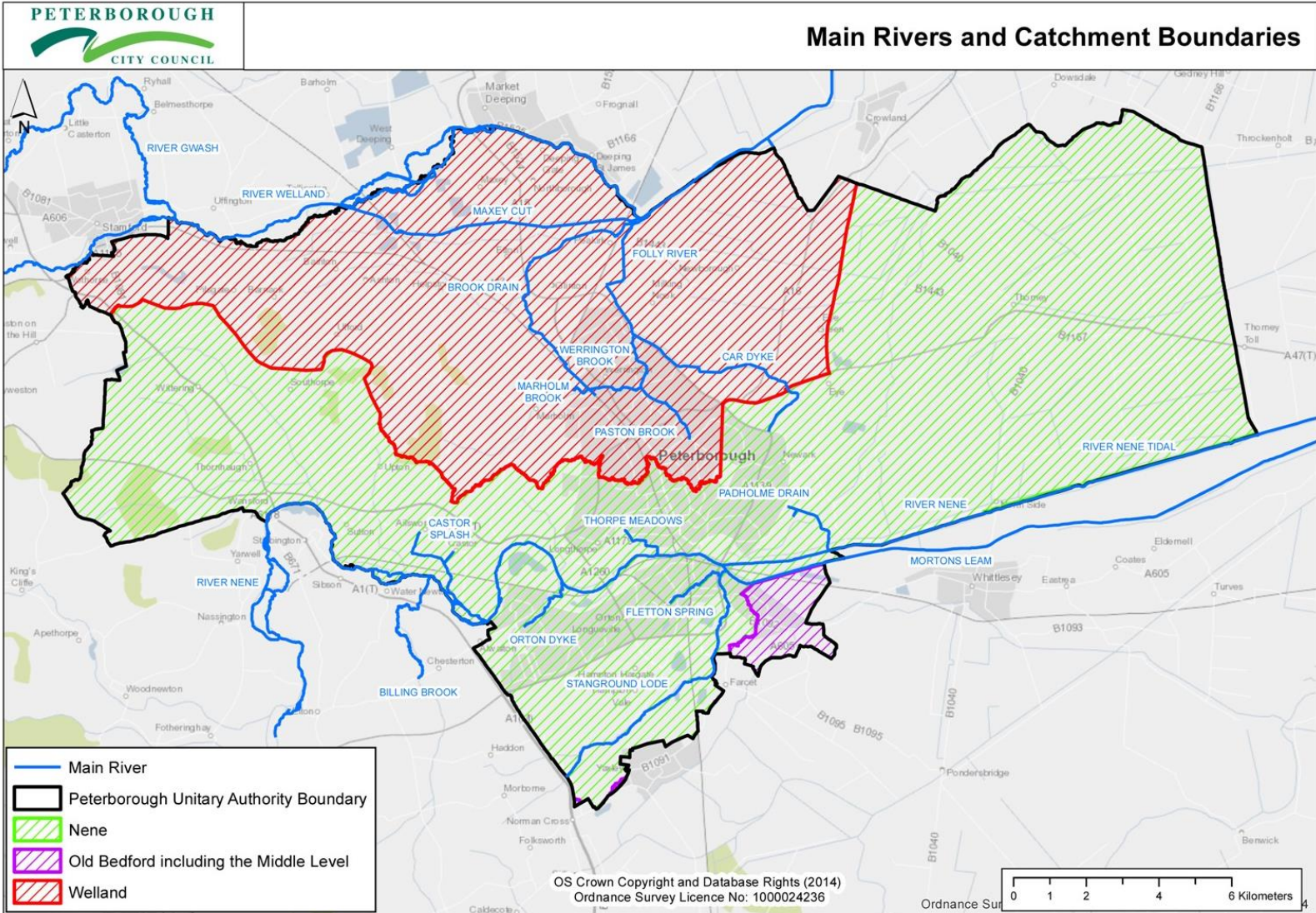


Figure 5-6: Main Rivers and catchment boundaries

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Figure 5-7: Map showing the Nene catchment with flood risk from rivers and sea (from Anglian Flood Risk Management Plan)

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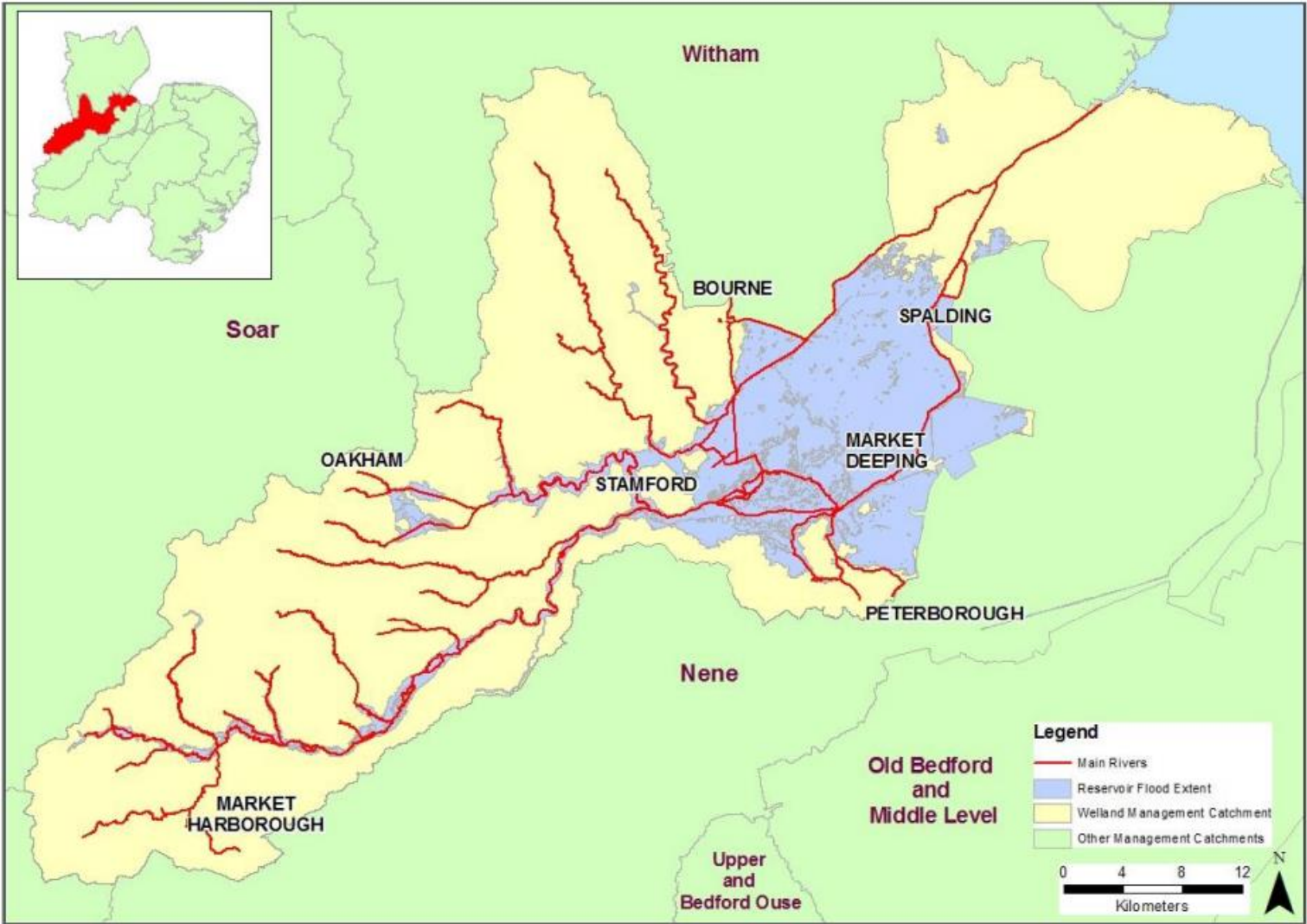


Figure 5-8: Map showing the Welland catchment with flood risk from rivers and sea (from Anglian Flood Risk Management Plan)

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- 5.11.5. Areas at risk of flooding from Main Rivers are usually those low-lying areas adjacent to the river. The area immediately next to a river where the river is expected to flood, or where it would flood if there were not defences, is called floodplain. The size of the floodplain depends on the size and flow of the river and the surrounding landscape.
- 5.11.6. For many of the watercourses in Peterborough the standard of protection they provide is given by the size and shape of the river, its banks and the level of maintenance undertaken. However some Main Rivers also benefit from formal flood defence structures. For example, alongside the Whittlesey Washes the River Nene has a design standard of protection (SoP) of 1 in 200 (0.5%) created by the formal flood defence embankments on either side of the river channel. Tables 5-4 and 5-5 below give the standard of protection for formal flood defences in Peterborough within the Nene and Welland catchments. This is based on information held within the National Flood and Coastal Defence Database.

Table 5-5: SoP for formal Main River defences within the Nene Catchment

| Defence type | Watercourse | Standard of Protection (SoP) |
|--|--|------------------------------|
| Raised (man-made) river embankments | River Nene north bank: Fitzwilliam Bridge to Dog in a Doublet | 1% (1 in 100) |
| Raised (man-made) river embankments | River Nene Cradge Bank (southern bank): Fitzwilliam Bridge to Dog in a Doublet | 1% (1 in 100) |
| Sea defence (man-made) tidal embankments | River Nene both banks: Dog in a Doublet to Halls Farm | 0.67% (1 in 150) |
| Raised (man-made) embankment - designated reservoir embankment serving the Whittlesey Washes reservoir | South Barrier Bank | 0.1 % (1 in 1000) |

Table 5-6: SoP for formal Main River defences within the Welland Catchment

| Defence type | Watercourse (alphabetical order) | Standard of Protection (SoP) |
|-------------------------------------|---|------------------------------|
| Raised (man-made) river embankments | Car Dyke western bank: Werrington Bridge Road to opposite Hawkshead Way | 2% (1 in 50) |
| Raised (man-made) river embankments | Car Dyke eastern bank: Werrington Bridge Road to Whitepost Road | 2% (1 in 50) |
| Raised (man-made) river embankments | Folly River both banks: Peakirk Bridge to Peakirk pumping station | 1% (1 in 100) |
| Raised (man-made) river embankments | Maxey Cut north bank: Loham Sluice to confluence with River Welland | 1% (1 in 100) |
| Raised (man-made) river embankments | Maxey Cut south bank: Loham Sluice to Peakirk Viaduct | 1% (1 in 100) |

- 5.11.7. In Peterborough when river levels in the Nene are high and exceed the discharge capacity of the Dog in a Doublet sluice, the Whittlesey Washes will begin to fill up. This is possible even in low tide conditions (i.e. when the sluice gate is open). The Washes therefore provide

Peterborough with flood protection from Main River flooding. Further information about the role of the Washes during high tides is available in section 5.18.

Find out about the risk of flooding in your area from Main Rivers

- 5.11.8. The Environment Agency produces two different maps that can be used when looking at flood risk from rivers and the sea. These maps include the risk of flooding from tidal events (section 7.8), Main Rivers and other watercourses with a catchment greater than 3km².

Flood Maps

To view the maps described below and the risk for your area please visit:

<https://www.gov.uk/check-flood-risk>

Flood Warning Service

To sign up for flood warnings please visit:

<https://www.gov.uk/sign-up-for-flood-warnings>

- 5.11.9. **Risk of Flooding from Rivers and the Sea map**- This map shows the actual risk of flooding on a scale of very low, low, medium and high as well as the flood extents. The map takes flood defences and management actions into account. However please note that flood defences can be overtopped or fail (e.g. conditions greater than the risk that the defence was designed for or if the defences are in poor condition). Therefore some areas behind defences are still shown as having a level of risk. The map uses the following risk bands:

- i. High – each year there is a chance of flooding of greater than 3.3% (1 in 30)
- ii. Medium – each year there is a chance of flooding of between 3.3% (1 in 30) and 1% (1 in 100)
- iii. Low – each year there is a chance of flooding of between 1% (1 in 100) and 0.1% (1 in 1000)
- iv. Very low – each year there is a chance of flooding less than 0.1% (1 in 1000)

- 5.11.10. **Flood Map for Planning (Rivers and the Sea)** - This map is designed for use in the planning system when allocating development to appropriate sites and when assessing submitted applications. The map does not show the presence of defences because of the risk that these can fail or be overtopped and the need for development to consider lower risk areas where minimal flood risk management works are needed before considering higher risk development sites. The Flood Map for Planning shows the flood extents possible from a flood event of annual probability:

- i. of up to a 1% (1 in 100). This is often referred to as Flood Zone 3.
- ii. of up to 0.1% (1 in 1000). This is often referred to as Flood Zone 2.
- iii. less than 0.1% (1 in 1000). This is often referred to as Flood Zone 1 and is considered to be the area of lowest risk.

- 5.12.2. In drier months the role of an IDB can be more about managing water levels in the channels for irrigation or navigation, than about draining the land.



Figures 5-10 and 5-11: Cross Guns Pumping Station inside (left) and outside (right).
Source: North Level District IDB

- 5.12.3. More detailed information about the wider area of the Fens covering Lincolnshire, Cambridgeshire, Peterborough, Norfolk and Suffolk is included in Appendix B.
- 5.12.4. Protection for the Fens is effectively provided on three different levels; primary coastal defences (remembering that IDB districts extend much further towards the Wash than the boundary of Peterborough City Council); Main River defences and flood risk management assets e.g. on the Welland and Nene; and the network of IDB watercourses, pumping stations and other associated water level management structures. Therefore Peterborough's Fens effectively have three different levels of risk. In order of likelihood of occurrence these are:
- the risk of individual ordinary watercourses overtopping.
 - the risk of Main River defences being locally overtopped.
 - the risk of complete system failure due to an 'combined high tide and river flow event', where a spring tide in the North Sea coincides with intense rainfall in Peterborough and high river levels from upstream. This third type of flood risk event is discussed in section 7.16.
- 5.12.5. The standard of protection of the IDB systems, including the ordinary watercourses and related infrastructure is known to be at least 2% (1 in 50) i.e. the watercourses are not expected to overtop in an event of lower probability than this. However, given investment in the network in previous years it is believed that these systems actually have a higher standard of protection of approximately 1.33% (1 in 75). In places modelling has been developed to support this.
- 5.12.6. The intensity of rainfall is more of a problem for IDB watercourses than the length of the rainfall period. For example in January 2014 Peterborough experienced four times the average expected monthly rainfall, this total was distributed over the whole month and the IDB pumps could continue to pump the water away. This increases the cost of the water level management (more pumps need to be used for longer) but is well within the capacity of the system. During a very heavy rainfall event all of the IDB pumps would need to be operating and if the intensity was greater than that of a 1% (1 in 100) probability rain event the watercourses could be overtopped in some locations. This would cause localised flooding in some parts of the district but is unlikely to cause a complete failure of the system as intense rainfall tends to be localised.
- 5.12.7. It should be noted that risk to power supplies is an important factor in protecting our fen areas as IDB systems depend on this. To increase their resilience, they have both electric and diesel pumps and these are serviced regularly.

Future Fens: Flood Risk Management

Section 3.3 describes the Future Fens – Flood Risk Management work already underway in the Fens of the Great Ouse catchment. This is expected to expand to cover the wider Fens in future.

As a part of this work all partners have signed up to a Tactical Plan that covers capital and revenue spending over the next 15 years across the area. Further information on this and ongoing progress can be found online: www.ada.org.uk/future-fens

This partnership work is being delivered in three phases over a period of 15+ years

1. Base lining for a shared understanding of existing infrastructure and risk
2. Develop an adaptive plan for the next generation of flood infrastructure
3. Delivery of options

5.13. Ordinary watercourse flooding

- 5.13.1. Ordinary watercourses include every river, stream, ditch, drain, cut, dike/dyke, sluice, sewer (other than a public sewer) and passage through which water flows and which does not form part of a Main River. Ordinary watercourse flooding can be caused when intense or long duration rainfall drains to the channel and results in water levels overtopping of the banks of the channel on to surrounding land.
- 5.13.2. Flooding from ordinary watercourses can also take place when blockages occur, from a lack of maintenance or fly tipping. If left unmaintained the ability for the watercourse to store and convey water is inhibited and can increase the risk of flooding. In addition to this flooding may be experienced when these watercourses are unable to discharge into downstream systems, this could be because of pump failures or main rivers which may already be running at a high level. This will be felt more significantly in flatter landscapes as water will have nowhere to go.
- 5.13.3. In Peterborough there are three types of ordinary watercourse:
 - i. Those owned by principally agricultural landowners in the Fens and managed as part of the IDB network.
 - ii. Those owned and managed by private landowners. The exact number of these drains present is not recorded. This is in part due to the broad definition of what a watercourse can be.
 - iii. Those where maintenance is undertaken by Peterborough City Council. This could be either because the city council is the landowner, these watercourses are known as Community Related Asset (CRA) Dykes or where there is a private landowner but due to the associated flood risk, the city council historically agreed to take on management, these watercourses are known as Parish Dykes. In total the city council has 55 ordinary watercourses under its management.
- 5.13.4. Flood risk from IDB ordinary watercourses in the Fens is covered in the previous section (section 7.10).
- 5.13.5. No extensive detailed modelling of the risk level from ordinary watercourse types ii- iii has been undertaken.
- 5.13.6. The city council has no records of flooding of properties caused by ordinary watercourses on its own land. Flooding from Parish Dykes has occurred, for example from Racecourse Drain in Fengate. In the past flooding has occurred from watercourses that were classed at the time as

ordinary watercourse. These watercourses were then referred to as critical ordinary watercourses and in 2004/5 were enmained due to the level of risk. This applies to Paston Brook, Brook Drain, Marholm Brook and Thorpe Meadows.

5.14. Surface runoff / surface water

5.14.1. Peterborough is susceptible to flooding from surface water runoff. This generally results from very intense rainfall exceeding the capacity of local drainage networks (whether sewers, ordinary watercourses or other drainage features such as lakes) and therefore flowing across the ground. Peterborough has also experienced flooding in these two opposing situations:

- i. Sudden or high volumes of melting snow cause surface runoff which exceeds the capacity of the local drainage system. If the ground is frozen then minimal water can infiltrate naturally in these conditions which can make surface water flooding worse.
- ii. The ground is very hard and dry from lack of rainfall (e.g. in drought periods). This also makes the ground solid and reduces the ability of rainwater to infiltrate, creating more runoff.

The term **surface water** is normally used in relation to surface runoff, particularly with regards to the naming of **surface water sewers** that take rainwater from roofs and highways.

These sewers (also sometimes called storm water sewers) do not take water to be treated, but to local watercourses. It is therefore important that contaminants that need treating are not put down drains in the highway or drains at the bottom of household or commercial downpipes.

5.14.2. Flooding from surface runoff tends to be localised due to the fact that the most intense rainfall within a storm is often itself localised. The existence on the ground of structures or land heights that may channel water into certain locations also adds to this. Whatever the source, surface runoff will tend to flow towards low spots where it collects. Flooding can occur both to land or property which lies in the flow path of the water or to property situated in the low spot where the water finally collects. While flooding tends to be localised the actual risk is fairly well spread across Peterborough indicating that surface water flooding can happen almost anywhere.

5.14.3. In practise if heavy rainfall is particularly intense or occurs for long periods of time it can be difficult to differentiate it from other sources of flooding. Heavy rainfall can quite quickly cause flooding from surface water sewers, from ordinary watercourse flooding or from groundwater if the groundwater in the catchment is quick to respond. Ultimately full surface water sewers and ordinary watercourses can lead to increased levels in the Main Rivers and flooding from this source. The levels of those receiving rivers and watercourses can also cause the tributaries and sewers discharging into them to back up.

5.14.4. It is quite common for parts of Peterborough to experience small scale flooding of highways, footpaths and private gardens from surface runoff, as surface water sewers (sometimes called storm water sewers) are only designed with a standard of protection of 3.3% (1 in 30), although many may provide a lower level of protection in older developments. The number of homes that have flooded from surface runoff in the past is relatively low, but we know from recent events that the risk exists and both new development and existing maintenance practises need to take this risk into consideration.

Historically the level of protection provided against the risk of surface water flooding has always been lower than that of other sources and the flow paths of any flood water that is unable to enter drainage systems has not been widely considered as a part of urban expansions. This coupled with a diffuse range of responsibilities, asset ownership, comparatively high costs of potential solutions and no one partner with statutory responsibility to deliver catchment wide improvements can make the delivery of schemes complex and fall short of funding rules. These considerations for new developments became more widespread in the 1990s as National Planning Policy for this risk developed.

Different impacts for different homes

During a flood event many homeowners will be able to move their belongings upstairs to keep it safe and dry, they may have other places they can stay and be able to make it too safety without assistance. Not all residents have the same capability or wider family support and may struggle to get themselves or their belongings to safety.

It is important that any vulnerable members of the community are made known to the necessary authorities so that they can be identified as of special need during an emergency.

Anglian Water maintain a Priority Services Register which records customers who need additional support. Available either online or by phone: 03457 919155

5.14.5. There are a range of factors which can influence the level of risk for surface water flooding, these include but are not limited to;

- The amount of permeable surface in a catchment and the type of vegetation or tree canopy cover
- Frozen, saturated, or even hard dry ground can speed up the runoff of surface water and reduce infiltration into soils
- Rainfall depths exceeding the capacity of the local drainage network leading to overland flows
- Absence of a local drainage network, either not built or has been removed
- Receiving drainage network, such as watercourses and rivers are already full
- Raising of ground or building of bunds which displaces flood waters
- Faults, failures, or blockages in the drainage network which constrain flow downstream, this could include fly tipping, a lack of maintenance or inappropriate culvert sizing
- Snow melting due to rainfall
- High ground water levels reducing the effectiveness of soakaways and seeping into drainage networks resulting in a reduced capacity
- Local geology aiding the conveyance of water which can emerge in unexpected locations

The frequency of prolonged wet winters and intense summer storms is expected to increase in future with recent events highlighting the potential risk we may face more frequently in future

July 2021 case study

On 9th July 2021 many parts of the UK experience intense summer storms with significant localised flooding. Whilst some parts of Peterborough remained relatively dry a band of heavy rain passed over the city leading to multiple properties being flooded from West Town across to Eye.

As much as 92mm fell over a four-hour period overwhelming local drainage networks, causing surface water to build up in urban areas while local watercourses and rivers over topped their banks.

The City Council are publishing reports to detail the investigations that took place and the findings from these investigations are used to inform the actions within this strategy.

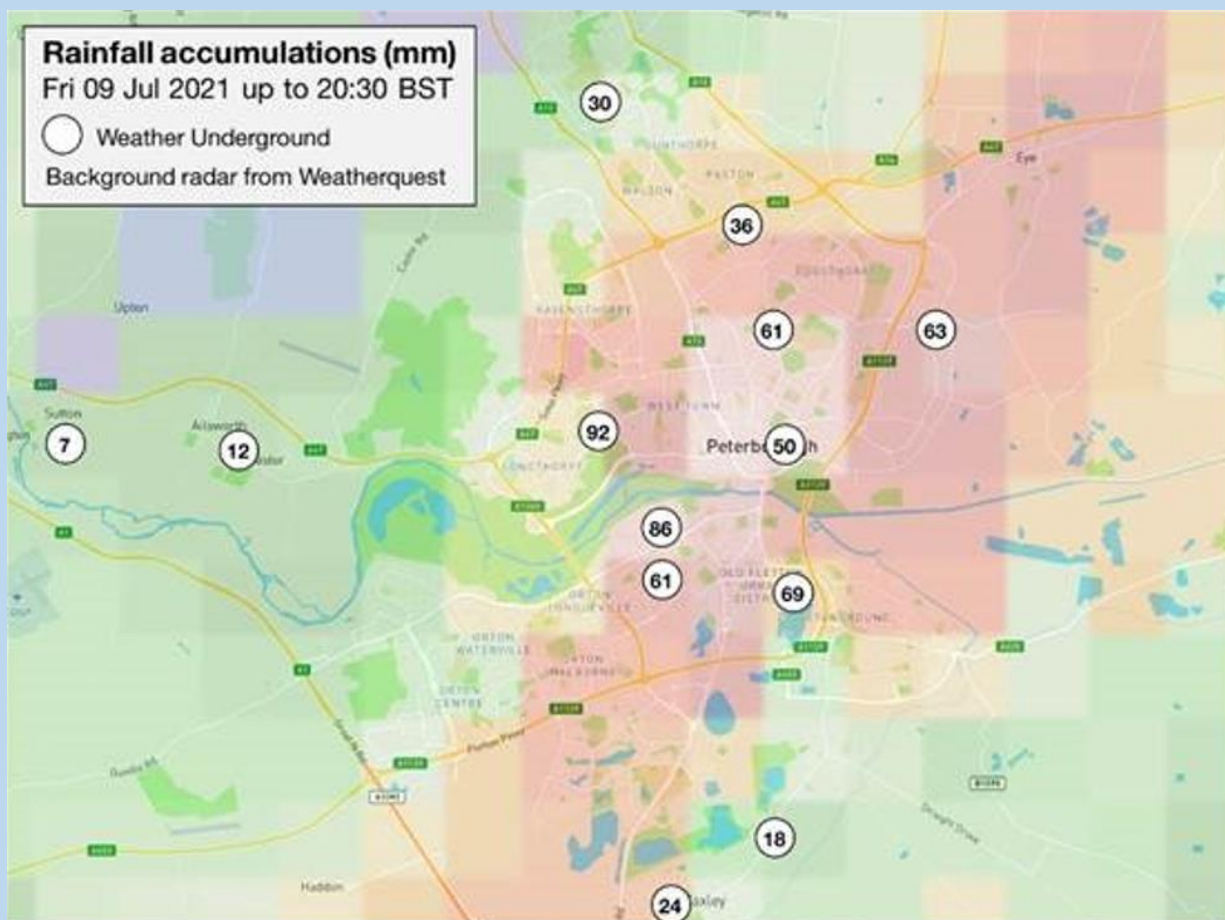


Figure 5-12 Rainfall accumulations on 9th July 2021 courtesy of Weatherquest

- 5.14.6. Highway gullies owned by Peterborough City Council Highways Authority can drain to a variety of sources; highways sewers, surface water sewers owned by Anglian Water, watercourses or even soakaways. As the increased future impacts of heavier rainfall and severe weather are better understood, the use of sustainable drainage systems needs to become more common to make Peterborough more resilient. As with all drainage systems the importance of maintenance in all parts of the network by all partners is critical to ensure they function effectively.
- 5.14.7. Approaches to manage surface water that take account of water quantity (flooding), water quality (pollution) and amenity issues are collectively referred to as sustainable drainage systems (SuDS). SuDS mimic nature and typically manage rainfall close to where it falls. They

are technically regarded as a sequence of management practises, control structures and designs to efficiently and sustainably drain surface water.

- 5.14.8. Peterborough City Council's SuDS website is available at www.peterborough-suds.org.uk. This site aims to provide comprehensive information for developers and others needing to consider site drainage in Peterborough. Supplementary information is also available from the website of Susdrain, the community for sustainable drainage.
- 5.14.9. The localised nature of thunderstorms with intense downpours makes it very difficult to accurately forecast and provide warnings for surface water flooding. Rain totals experienced even in neighbouring wards can vary significantly. Since water follows flow routes based on land heights and runs towards low spots, properties in one part of a street may well be affected while those further along the street may be fine. The city council recommends that communities and businesses check their risk level online and keep abreast of weather forecasts and weather warnings issued by the Met Office to give them as much notice as possible.
- 5.14.10. **Risk of Flooding from Surface Water map-** This map shows the risk of surface water flooding and includes information on depth and velocity of water, a link to this mapping is provided in section 5.11.8. Put simply this uses topographical data, rainfall depths and an allowance for rainfall to infiltrate to ground or into drainage systems. The map does not take thresholds heights of individual properties into account and therefore cannot be used to identify properties that will flood from surface water. It can only give an indication of the broad areas at risk. This modelling is used to inform a high level national assessment of Flood Risk Areas which should be considered for the Preliminary Flood Risk Assessment. The data and assessment process are not managed locally.
- 5.14.11. The map uses the following risk bands:
- i. High – each year there is a chance of flooding of greater than 1 in 30 (3.3%).
 - ii. Medium – each year there is a chance of flooding of between 1 in 30 (3.3% and 1 in 100 (1%)
 - iii. Low – each year there is a chance of flooding of between 1 in 100 (1%) and 1 in 1000 (0.1%)
 - iv. Very low – each year there is a chance of flooding less than 1 in 1000 (0.1%)

Risks associated with new development

Section 2 sets out the national and local policy relating to flood risk. The strength of this policy and the related evidence base for that has improved in recent decades, but a number of gaps remain. These are most notable in the understanding of the connectivity of different assets at a local level and with the ongoing maintenance of the assets created.

The way in which risks associated with new development are currently managed by partner organisations is briefly described in Section 7 and covered in more detail in the documents described in Section 2. Examples of some of those risks include;

Urban Creep

Incremental increases of hard paving or building extensions being laid over more permeable areas such as grass increase the volumes of water entering our drainage networks.

Increased runoff volumes

Significant development in a catchment can reduce the ability for ground water recharge to occur, meaning that whilst the rate of the water runoff can be controlled, the overall volume of water leaving a developed area over time can potentially be greater than before.

Increased pressures on existing systems

New developments have an automatic right to connect to sewers and can add pressure onto the receiving system.

Unadopted drainage assets

Assets which are not adopted by a responsible organisation often fall on the new landowners to maintain, this can include creating multiple owners on a single asset and increasing risks associated with maintenance

Managing groundwater

New development has significant potential to impact on the way in which groundwater recharges and the direction of flow hidden underground.

Last year Government advised that they will be looking to review current rules relating to planning, the right to connect and asset adoption in 2022.

5.15. Groundwater flooding

- 5.15.1. Groundwater flooding tends to occur after long periods of sustained rainfall where infiltration into the ground raises the level of the water table and/or cause springs to have greater flow. Low-lying areas, where the water table is more likely to be at shallow depth, can be most at risk. Groundwater flooding is particularly associated with limestone, gravels and sands because groundwater is able to move more freely, but it can occur from any water bearing ground. To the west of Peterborough, the Nassaburgh limestone contains a number of aquifers and related springs.
- 5.15.2. Flooding from groundwater can also result from rivers being in flood over land that is very permeable as groundwater levels have a natural tendency to balance out other water levels across the area. The floodplains of the Nene and Welland contain permeable alluvial deposits of sand and gravels and hence this can be applicable here.
- 5.15.3. Groundwater flooding relates to the movement of water through the soils and bedrock and is different to land being waterlogged. Clay, for example, can become easily waterlogged after long periods of rain. The water is held in the soil which becomes boggy and new rainfall is unable to drain away and instead becomes surface water runoff as discussed in section 5.14. A

large area of Peterborough has clay-based soil. However, in limestone, sands and gravels water can actually move through the soils due to the gaps between soil particles. This means that water can flow under the surface of the ground and hence springs and/or flooding can occur in areas not directly next to a river, or some distance from where the heaviest rainfall has fallen.

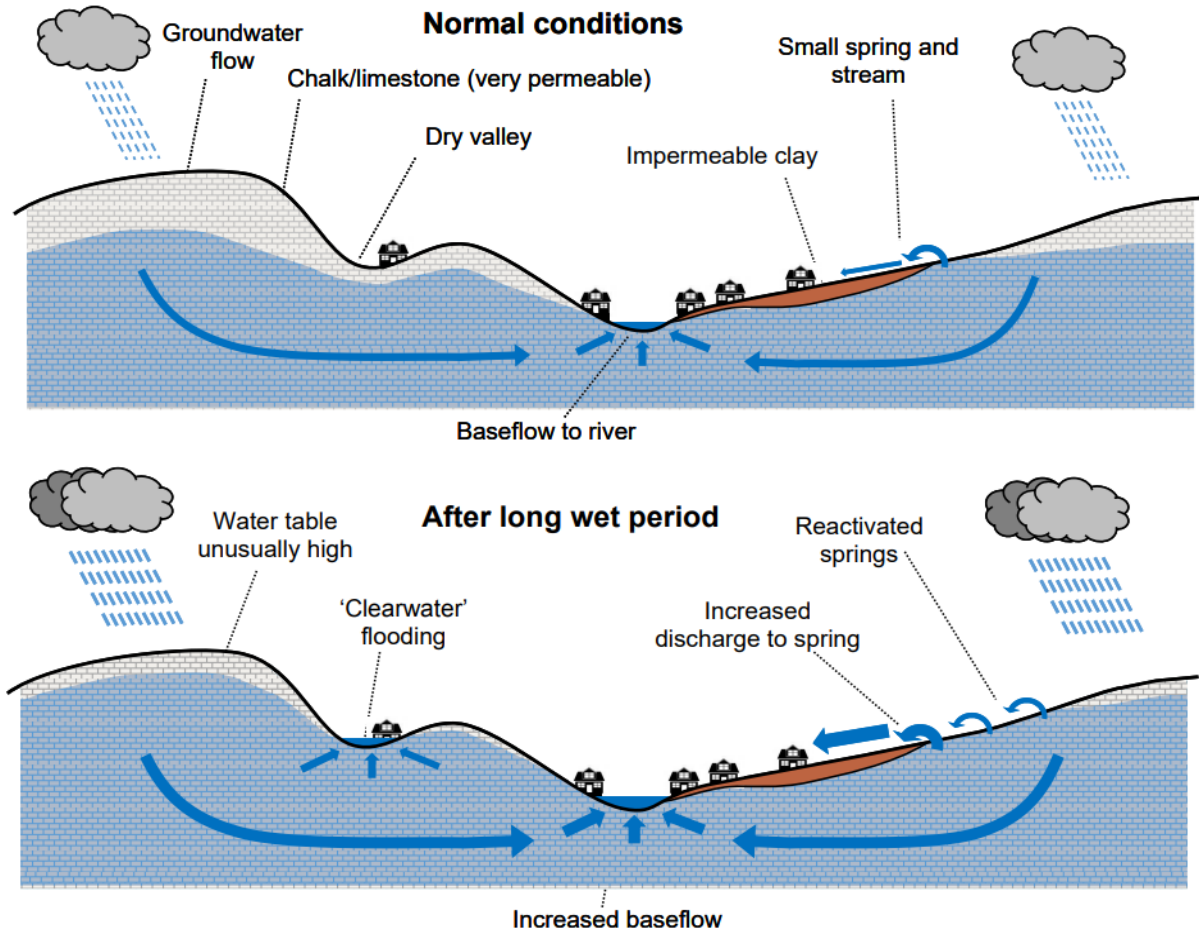


Figure 5-13 – Implications of high water on ground water flood risk

- 5.15.4. The city council has allocated a proposed action in the action plan to understanding more about groundwater risk in Peterborough. With there being no publicly available flood maps, local historical groundwater flood information being limited, and the city council only gaining a responsibility for managing this type of risk in 2010, it is an area where the city council would benefit from greater knowledge
- 5.15.5. On occasion previous changes to the landscapes or the installation of underground infrastructure can act to block or convey ground water flow. These flood mechanisms are hidden from view, difficult to predict and often exacerbate existing risks in sewers.
- 5.15.6. In future, wetter winters, may become more common, resulting in increased groundwater flow to feed rivers, and also ensure that groundwater levels are kept high, this has the potential to impact on the performance of sewers and infiltration features such as soakaways in winter months.

5.16. Sewer Flooding

- 5.16.1. Peterborough has three different types of sewers: surface water sewers, foul sewers and combined sewers. Surface water runoff caused by surface water sewers reaching their capacity is dealt with in section 7.12. This section discusses the risk from foul sewers which carry wastewater from homes and businesses (e.g. from washing machines and toilets) and the risk from combined sewers which carry both foul water and rainwater.

Combined sewer flooding

- 5.16.2. Combined sewers are generally associated with having the greatest risk of flooding within the wastewater network; during intense rainfall events large quantities of rainwater can take up the capacity in the sewers. This can cause foul water to back up from manholes or inside homes e.g. from toilets. Much of Peterborough's existing city centre, the old hospital and station quarter and Central Ward contain combined sewers and this risk should be borne in mind when opportunities arise to make these areas more resilient for the future.

Right to Connect

Under Section 106 of the Water Industry Act there is an absolute right for landowners or developers to connect to a public sewer and contribute additional flows to those assets. The water companies are unable to refuse this connection which can add additional pressure on the existing infrastructure and potentially increase the risk of flooding, especially in periods of intense rainfall.

The right to connect was intended to be removed by Schedule 3 of the Flood and Water Management Act 2010 but this is yet to be enacted. More recently the EFRA Select Committee highlighted the need for this in their Flooding Report of February 2021.

Foul sewer flooding

- 5.16.3. There are not many locations in Peterborough which are classified as being at risk from foul flooding due to a lack of capacity in the network. This is because resolving foul flooding is a key priority for water and sewerage companies. Anglian Water is obliged to report to Ofwat where there are properties at risk of internal flooding due to hydraulic incapacity in the system. This is known as the DG5 register. The location of properties in Peterborough on the DG5 register is not discussed within the FMS due to very localised nature of this flooding; the implications for the property itself and because the register changes regularly as issues are resolved or in some cases as new problem areas are discovered. Foul flooding is therefore not covered by the risk matrix in table 7-2.
- 5.16.4. Peterborough has also experienced foul flooding due to operational issues. Since these events can happen anywhere no specific levels of risk are formally associated with different parts of Peterborough. There are two main operational issues that the area suffers from:
- a) Blockages in the network which prevent pumping stations from working and hence can create significant risk to properties on the same network as the blockage. Blockages are often caused by fats, oils and greases which are put down the drains at home and at work. The sewer system is not designed to be able to cope with these materials which act to clog up the pipes and removal is generally expensive.
 - b) Surface water infiltrating into the foul system (for which it is not designed) and caused capacity issues and surcharging. Most foul systems are not vacuum sealed and hence

rainwater can get into them through structures like manholes. However it is when very large volumes appear in the network that this causes flood risk and investigation is needed into how the water is getting there.

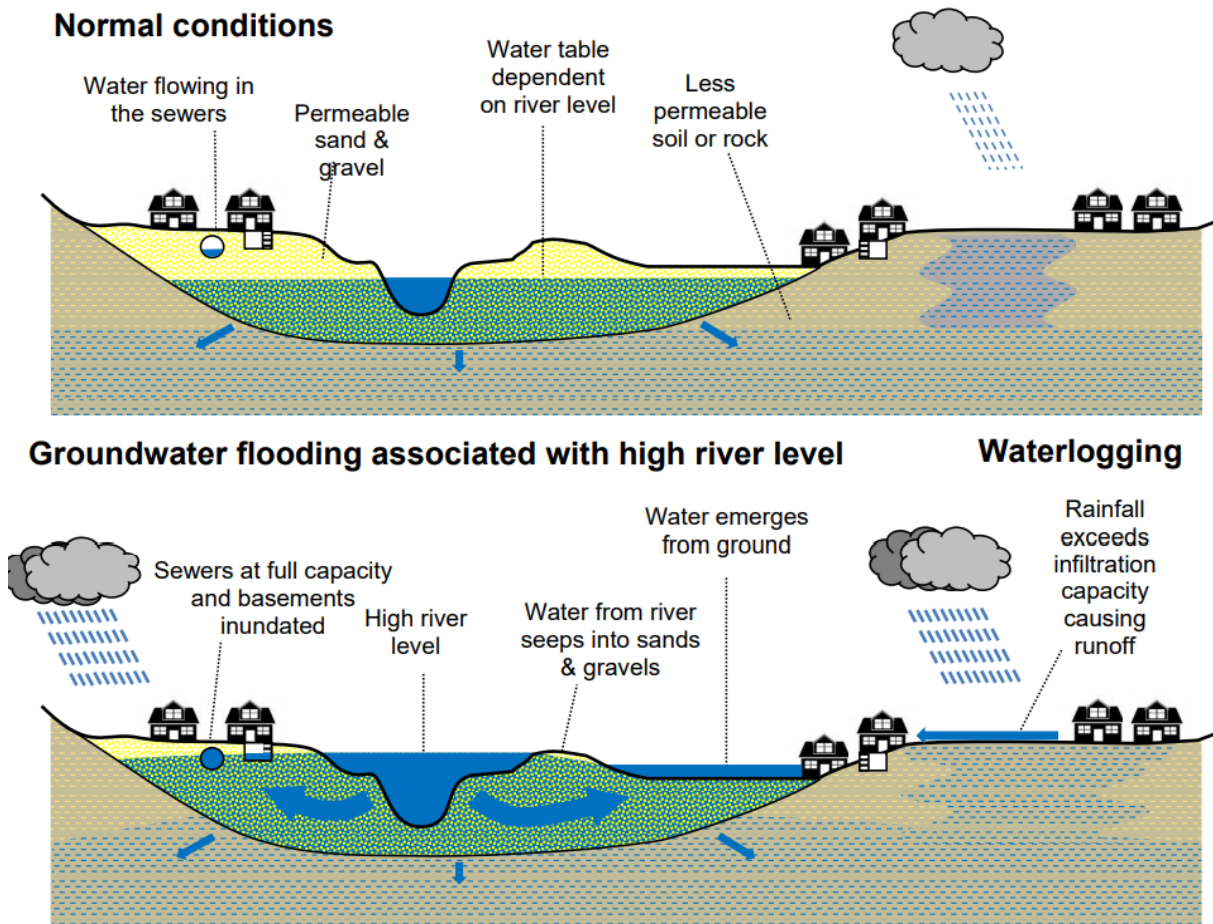


Figure 5-14 – Impacts of high groundwater levels on asset such as soakaways and sewers

Foul network Facts

Foul water sewers carry used water from sinks, baths, showers, toilets, dishwashers and washing machines.

These sewers take water to be treated at sewage treatment works. Discharge containing chemicals should go into the foul network and not into surface water sewers as described in section 7.12. Detergents from car washes or oil leaks from cars are two examples of contaminants that often end up going into surface water sewers (and therefore untreated into rivers) when they would ideally go into the foul network.

The 'waste' from sewage treatment works is very often recycled into products for use in industrial and agricultural processes. For this reason you may hear Anglian Water refer to sewage treatment works as *water recycling plants*.

5.17. Impacts of Main Rivers water levels on other sources of flooding

- 5.17.1. Water levels in receiving systems such as Main Rivers can easily impact upon flooding from other sources. Most ordinary watercourses, smaller Main Rivers and sewers flow or outfall into another river. If the downstream system has high water levels, excessive siltation, or blockages from debris such as trees and fly tipping, then the smaller watercourse or sewer will not be able to discharge freely and may back up. This is often called flood locking and can cause flooding higher up the network potentially quite far from a Main River. This risk can sometimes be unclear as there is often no visual link between the different assets forming the network.

5.18. Combined high tides and river flows

- 5.18.1. As described in section, when high tides occur in Peterborough the Dog-in-a-Doublet sluice is closed to prevent tidal waters flooding homes, businesses and land. When a high tide occurs at the same time as a high river flow on the River Nene the closure of the sluice gates means that water from the Nene cannot flow out to sea. For this reason excess water from the Nene is channelled into the Whittlesey Washes flood storage reservoir via Stanground Sluice. When the tide begins to go out and river levels have reduced the stored water is released back into the Nene downstream at Rings End. This is demonstrated in figure 5-14 below.
- 5.18.2. The original design capacity of the Washes is 0.5% (1 in 200) as shown in figure 5-15. The existence of the North Bank embankment and the South Barrier Bank means that flood water would not be expected to overtop onto surrounding land north or south of the Washes until around a 0.1% (1 in 1000) probability flood water level was reached. Overtopping would only occur if the wind creates waves on the Washes, rather than because the water level in the Washes is higher than the bank. It is important to note, however that by the time this happened large areas of Peterborough, both along the Nene, around Stanground sluice and else, would already be flooded.
- 5.18.3. In theory there could also be a risk of breach from the South Barrier Bank from flood events of annual probability between 0.5% and 0.1%. Breaches can take place

when defences are weakened e.g. by continued severe weather or by the actions of humans (insufficient maintenance) or animals (burrowing). Significant works are currently being led by the Environment Agency along this bank to ensure that the probability and impact of such a breach is minimised.

- 5.18.4. The worst case situation for Peterborough is one where very intense local rainfall, coincides with maximum flow in the Nene for several days and a North Sea spring tidal surge occurs meaning that the Dog in a Doublet has to be closed often. This is because the chances of the Washes reaching its design capacity (0.5%) is increased and once this happens there is an increased risk that water will start to overtop the Nene in various places through Peterborough. This is close to the events of 1998.
- 5.18.5. Significant local rainfall amounts would also mean that ordinary watercourses and sewers are likely to be unable to discharge into Main Rivers and hence surface water flooding will occur around low points, manholes, and where ordinary watercourses overtop.

Whittlesey (Nene) Washes

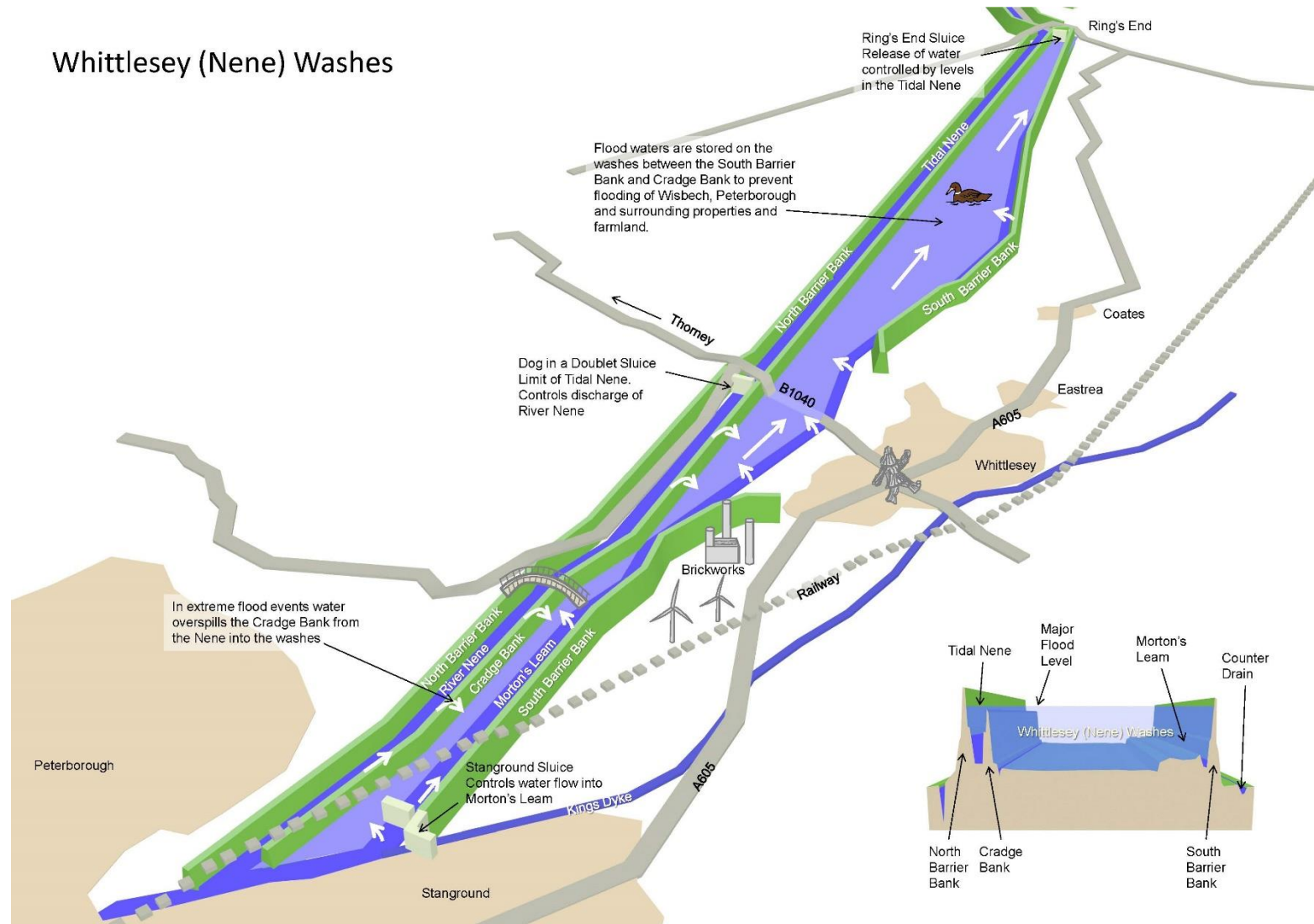
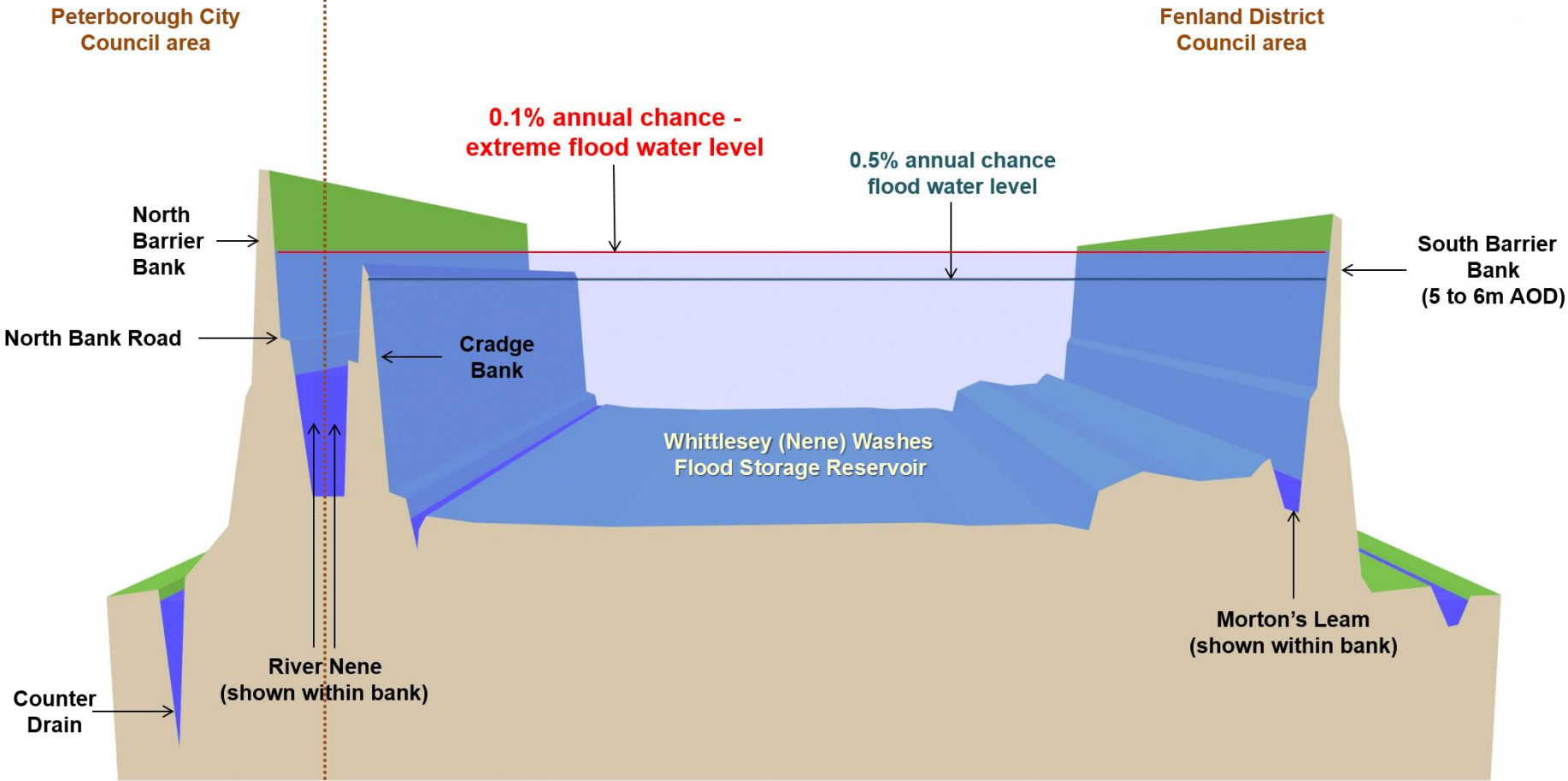


Figure 5-15: Diagram of the operation of the Washes. Formally water enters the Washes at Stanground Sluice via Morton's Leam and leaves at Rings End Sluice. When water levels in the Nene are very high water can also overtop the Cradge Bank into the Washes.



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Figure 5-16: Diagram explaining the Whittlesey (Nene) Washes

5.19. Worst case impact on IDB systems

- 5.19.1. IDB systems are a secondary defence. While section below discusses the local risks of flooding from IDB systems, the large scale failure of an IDB system depends on the overtopping or failure of its primary defences; the Main Rivers defences of the Nene or Welland. The situation on the Nene discussed in section 5.18 is that which could lead to the overwhelming of IDB systems. Intense local rainfall puts pressure on IDB systems and combined with overtopping from Main Rivers this could weaken an otherwise robust system. IDBs have several pumps they can use depending on demand and in such an event all pumps would be in use trying to remove water from the land as quickly as possible. In effect a circular motion could be created where water spills onto their land as quickly as they can pump it off.
- 5.19.2. It is this kind of event, potentially combined with the power outages that can occur during flooding, that would cause the large scale failure of the IDB systems and result in the widespread flood extents that are shown on the Environment Agency's Flood Map for Planning. This map shows the extent of flooding without considering defences and hence returns the Fens to an area of periodic flooding as would have been the case prior to the formal drainage of them in the 17th Century. The catastrophic events of 1947 demonstrate the type of mechanisms that may lead to this failure.

5.20. Flooding related to operational issues

- 5.20.1. Although flooding is usually caused by heavy or long duration rainfall, it can be easily made much worse by the presence of operational issues. The following are counted as operational issues:
- a) Flytipping – large waste items e.g. tyres, sofas etc.
 - b) Littering – smaller items.
 - c) Plant and tree roots growing into piped systems and reducing the capacity.
 - d) Damaged pipes from wear and tear, vandalism, or movement of the ground.
 - e) Collapse of banks of a watercourse e.g. gradually over time (lack of maintenance) or suddenly due to ground instability or movement
 - f) Loss of storage or conveyance capacity caused by a lack of maintenance activity which leads to long term blockages from silt, debris and plant growth
- 5.20.2. Whilst some precautions can be taken, these issues may occur in any location, with flooding being experienced after less rainfall than would be expected. The FMS cannot provide details of the risk of operational issues occurring, but it does give details of the approach which is taken to minimise this type of event in Peterborough e.g. regular maintenance.
- 5.20.3. Effective operations and maintenance of drainage and flood risk assets by all is a key function of providing communities with resilience to flood risk.

5.21. Future risk

- 5.21.1. There is growing confidence with national and regional studies that climate change is already impacting on the levels of flood risk in Peterborough, summers are expected to be hotter but with more intense rainfall and winters are expecting to experience prolonged wet periods
- 5.21.2. Projections from the Environment Agency were most recently updated in 2021 and recommend allowances for up to 40% increase in rainfall intensities in designing drainage systems to be resilient for the future. Sea level rises are also predicted to reach up to 16m in the Anglian region by 2125. These estimations are regularly updated with predictions being used to

determine the extent of allowance for additional rainfall when designing new drainage systems. Further details for this can be found on Gov.uk or in the Peterborough Flood and Water Supplementary Planning Document.

- 5.21.3. Climate changes can affect local flood risk in several ways. Impacts will depend on local conditions and vulnerability. Most recent UK Climate Projections (UKCP) anticipate;
- a) *River and groundwater flooding* - Wetter winters may increase river levels and also ensure that groundwater levels are kept high through winter months.
 - b) *Surface water flooding* – Increased intensity of rainfall will cause more surface runoff as rain is expected to be landing on hard dry catchments. In turn the excess of water would put pressure on small watercourses, highway drains and on surface water, combined and even foul sewers.
 - c) *Combined sources* - Rising river levels may also increase local flood risk inland and away from major rivers because of the interactions with upstream drainage systems including sewers, ordinary watercourses (including IDB drains) and groundwater.
 - d) *Tidal flooding* - Even small rises in sea level could add to very high tides so as to affect places a long way inland. Significant future increases in both river levels and high tides could start to cause an impact on Peterborough's IDB systems, it will also reduce the amount of time the rivers are able to discharge to the sea which could cause for river levels to be maintained at a higher level upstream for prolonged periods, especially with spring tides in winter months.

5.22. Local sensitivity to climate change

- 5.22.1. In 2012, Peterborough City Council therefore completed a Local Climate Impacts Profile to look at how changing weather patterns affect council services. The city council is also keen to have a wider understanding of Peterborough's sensitivity to climate change, but undertaking new modelling of the extent and scale of flood risk with climate change is beyond the scope of the FMS. A simple analysis was therefore undertaken using existing data and tools to support existing plans and assessments.
- 5.22.2. Using maps showing different annual probabilities of flooding, the extent of flooding on a wide range of receptors around the city was recorded. Receptors include homes, hospitals, schools, nature reserves, listed buildings, roads and wastewater treatment works. The change in impact on the receptors across the different annual probability flood events can be used as a proxy to climate change. The risk of flooding from rivers shown in flood zone 3 was compared with that in flood zone 2 and the risk of flooding from surface water for a 1 in 30 annual probability event was compared with that of a 1 in 1000 annual probability event. The wards showing the greatest difference are those most likely to be sensitive to heavier storms and increased river flows as a result of climate change. A method statement is available in appendix D.
- 5.22.3. Using this method, the scale of changing risk in Peterborough, based purely on flood risk impacts, does not appear to be as significant as might be expected from other climate change predictions. This could be because there are many other factors that can contribute to how susceptible an area is to climate change. For example other weather and temperature patterns, the types of construction processes used and the cost of adaptation are other relevant factors. The way that the results are presented gives a relative susceptibility to help the city council prioritise areas to monitor and investigate further.
- 5.22.4. This assessment took part prior to ward boundary changes in 2016. The wards expected to have medium to high sensitivity to climate change are listed in table 8-3 below. Note that the wards scoring highly are those expecting the biggest *change* in future years. A ward with a

consistently high risk of flooding regardless of the probability/strength of the flood or rainfall events will not score as having a high sensitivity to climate change.

Table 5-7: Wards that are expected to be most susceptible to the flood risk implications of climate change

| Source of flood risk | Ward | Rating | Flood risk expected to have greater impacts on |
|------------------------|------------------|---------------|---|
| River flooding | Werrington South | Medium - high | -Health facilities -Infrastructure such as schools, roads, emergency services, power |
| | West | | -Homes within the national 40% most deprived bracket -Infrastructure |
| Surface water flooding | Ravensthorpe | Higher | -Health facilities -Infrastructure -Homes |
| | Werrington North | | -Health facilities infrastructure -Homes |
| | East | | -Health facilities |
| | Eye and Thorney | | -Infrastructure -Homes with the national 40% most deprived bracket |
| | Werrington South | | -Environmental and archaeological designations -Infrastructure |

5.22.5. This means, for example that Ravensthorpe and Werrington North have, relative to other areas in Peterborough, a higher sensitivity to future changes in surface water flood risk. The data behind this conclusions shows that both wards have health facilities and other infrastructure that are very important to the lives of residents both in these wards and in other parts of Peterborough. Infrastructure includes roads, rail, schools, power and emergency services for example). The predicted future increase in flood risk to some of these sensitive facilities or pieces of infrastructure is of note.

5.23. Adapting to change

5.23.1. With climate change already influencing Peterborough, it is essential we respond by planning ahead. Regular review of flood risk management strategies and plans is key to achieving long-term, sustainable benefits.

5.23.2. For the city council specifically, it is important that business continuity plans consider how city council services can adapt to changing weather and become more resilient. Suggested adaptation measures for severe weather and flood risk include:

- a) Detailed recording of the impact on city council resources and services of severe weather events to improve our understanding;
- b) Developing a specific adaptation plan for city council services;
- c) Appropriate management and maintenance of existing flood risk assets;
- d) Ensuring development is sustainable with appropriate drainage systems and flood resilience measures;
- e) Improving the resilience of city infrastructure (pumping stations, sewage treatment works, powers stations, railway lines etc) against flooding;

- f) Improving the resilience of our highway network against droughts (can cause road subsidence and cracking in Fen areas), flooding and ice (blockage of drainage systems and potholes);
- g) Increasing summer and winter water storage to be used for periods of flooding and drought;
- h) Increasing tree cover across Peterborough to reduce urban heat island effect and slow down the movement of water;
- i) Having strong working relationships and flexible contracts with health care delivery, emergency response and community recovery organisations to account for times of greater demand.

5.23.3. As a part of the City Council's response to the climate emergency declaration the Council will be working to develop an adaptation plan to ensure the city is able to respond to the impacts of climate change. An action will be included within this strategy to support the development of that plan and delivery of its associated actions.

5.24. Summary

5.24.1. Peterborough is at risk from many different types of flooding. Main river, the larger combined tidal and river events and flooding from combined sewers are the types that present the greatest risk on average across the City. However, surface water, groundwater and sewer flooding can still have devastating effects within localised areas.

Flood events are often complex with a wide range of assets in diffuse ownership, interacting together to cause flooding due to low spots, pinch points, or weaknesses in the catchment, often requiring a range of interventions to increase resilience rather than a single solution. It should be noted that flooding does not always occur at the point of failure but is often felt elsewhere in the catchment, hence the need for a catchment approach in managing risk.

Flooding from operational issues in Peterborough are almost impossible to predict but remain a significant risk, maintaining existing infrastructure is critical to managing this risk. Storage for flood water was historically considered in the expansion and changing landscape of Peterborough in the last century, however, future deterioration of assets created to manage this flood water, increased flows experienced through a changing climate and new development contributions will mean investment is still required across all of Peterborough to be able to maintain our current level of resilience. In many instances the projects identified to address these needs struggle to score highly against current funding mechanisms so partners will look to work together to deliver joint projects, similar to those achieved in recent years.

Peterborough's fenland areas are carefully managed. Very localised waterlogging and surface water flooding is possible over short time frames but with minimal impacts. Large scale failure of the drainage board systems is of considerably lower probability and would have to coincide with significant flooding elsewhere in Peterborough and the region, however, there is a growing recognition of the increasing pressure from rising sea levels and the impacts that can have, including, the increased risk from storm surges or resultant impact on the ability for main rivers to discharge to the sea, this pressure partnered with others is driving the future fens projects.

New development of any size can contribute to changing levels of resilience, from the cumulative impact of property extensions and driveways being hard paved to large scale development. New development can have a positive as well as a negative influence if properly considered, although many of the factors controlling the impact of development, such as the right to connect to sewers, are outside the control of local Risk Management Authorities.

Flood risk from groundwater and ordinary watercourses are the least well understood types and information on these continues to be gathered as a part of delivering everyday services.

The likelihood of flooding from reservoirs is so low that even with widespread consequences the overall risk remains small.

6. Partnership Funding

6.1. Introduction

- 6.1.1. It is important that the local strategy sets out how the proposed actions and measures identified in this strategy will be funded and resourced in Peterborough. Peterborough City Council, along with other key stakeholders in the city has a limited budget to deliver flood risk measures. So it is important to identify how and from where resources will be available to fund flood risk management activities.
- 6.1.2. This chapter provides background on the different types of funding which may contribute towards a flood management action or a water environment action proposed in Peterborough. National funding is explained in the most detail as this system often attracts questions.
- 6.1.3. Expenditure for all flood risk and water management schemes is split down into capital works (that create, purchase, significantly improve or replace assets) and revenue works (operational maintenance). Maintenance is often funded by the owner of, or the organisation responsible for, a certain type of watercourse or asset. Capital funding tends to require more levels of approval and often comes from external sources.
- 6.1.4. Whilst this section focuses on financial contributions, there are other contributions partners can provide for in a project of multiple partners such as expertise, tools, land or asset adoption, these are valued as a part of the projects. It should also be noted that many of these funding mechanisms do not provide the staff time to manage projects and which is a considerable constraint in delivery of those schemes.

6.2. National funding

- 6.2.1. There are two primary national funding mechanisms for the water environment, Flood Defence Grant in Aid and the Water Environment Investment Fund, these are described below along with a short summary of other national funding mechanisms.

Flood Defence Grant in Aid

- 6.2.2. The way that flood risk management projects are managed and funded changed in 2012 with further amendments to the calculation process coming periodically, most recently in 2020. Since April 2012 the new government policy on Flood and Coastal Resilience Partnership Funding has controlled how money is allocated to capital projects. The amount of national funding, known as Grant in Aid (GiA) available to any capital project will directly relate to the outcomes the project delivers. GiA for flood risk management projects is called Flood Defence Grant in Aid (FDGiA). The outcomes measures (OM) for capital flood risk management schemes have been set by Defra and are as below:

- OM1a – Economic benefits
- OM1b – People related FCERM benefits
- OM2a – Households at risk today being better protected against flood risk
- OM2b – Households at risk by 2040 being better protected against flood risk
- OM3 – Households at risk from coastal erosion
- OM4 – Environmental Improvements

- 6.2.3. Each outcomes measure has a payment rate associated with it. These payment rates change depending on factors such as the deprivation categories which are set out in the English Indices of Deprivation (2019). However even in this instance there will likely be need for additional non-Government funding to enable any scheme to be delivered.
- 6.2.4. Defra have produced a spreadsheet calculator which allows flood risk management authorities to calculate what percentage of costs might be covered by central government through GiA funding and what other contributions they will need to raise locally. It is intended that beneficiaries to the scheme will contribute in some way, whether they be LLFAs, IDBs, parish councils, communities, or private companies. As well as direct financial contributions, agreements to carry out maintenance or other in-kind contributions that a cost could be put against may also be considered. Any contribution put towards the scheme improves the overall Partnership Funding score of the scheme. Every scheme must score a minimum of 100% to be eligible for GiA.
- 6.2.5. Schemes requesting GiA need to be submitted to the Environment Agency's / RFCC's six year programme. The six year programme of works sets out what the RFCC would like to deliver subject to funding, further development of business cases and final scheme approvals. This is similar to the idea of the Peterborough FMS Action Plan, but for the Anglian region. Projects to be delivered in Peterborough that require GiA need to be in both the FMS and the six year programme.
- 6.2.6. There is a limited pot of central government funding so FDGiA payments to approved projects will be subject to availability of funds. Each year competing projects will be prioritised by RFCCs to ensure projects provide good value for money and to achieve national and regional targets.
- 6.2.7. It is expected that through the need to work in partnership all schemes proposed will consider management of flood risk in an area from all sources, proposing joint solutions that reduce the overall flood risk to a community or area. Those schemes which are not designed to address all risks will attract less GiA and require greater local contributions.
- 6.2.8. The inclusion of amenity benefits for local communities is one way of attracting wider support for schemes from local communities and helps to draw in local contributions.
- 6.2.9. All schemes are also encouraged financially to include the delivery of multiple benefits related to other themes of water management other than flood risk.
- 6.2.10. All schemes seeking GiA funding within the Great Ouse Fens will need to adhere to the Tactical Plan which looks to provide efficiencies in the distribution of funding in preparation of the long-term options for the Future Fens Flood Risk Management..

Water Environment Investment Fund

- 6.2.11. For schemes where the main driver is environmental improvement, the source of Government funding is instead Water Environment Investment Fund (WEIF). These schemes may include work to improve habitats, increase biodiversity, remove obstacles to fish and eel migration, and improve water quality. Ultimately the schemes should bring about an improvement to, or help to prevent, a deterioration in the status of a watercourse under the Water Framework Directive.
- 6.2.12. The investment plan in which all such schemes needs to be entered is called the Water Environment Investment Fund Programme. This is the equivalent of the flood risk management six year programme. The process for submitting projects is largely similar to that for flood risk management and schemes will need to demonstrate how they meet the programmes outcome measures in order to attract funding.

- 6.2.13. If schemes deliver significant benefits to flood risk and to the water environment, they can be entered into the six-year programme and the WEIF and apply to use both funding streams.

Werrington Brook Improvements

The award-winning Werrington Brook Improvements scheme was a partnership project between the Environment Agency, PECT, the City Council and a number of others to address the physical and chemical characteristics of this Brook that were contributing to its poor status. This included improvements to 2.5km of main river by increasing oxygen levels, filtering pollution and creating variations in the channel to improve habitat potential. Alongside the work in the river there were also improvements to drainage assets, installation of an eel pass and tackling of ongoing pollution.

Benefits from the work are already being felt; long term maintenance requirements from flood risk partners are reduced as silt is captured in key locations rather than over a wider area, the number of fish has increased, the variety of insects and plant life has become more diverse and initial findings suggest footfall has increased. Whilst not directly carried out for flood risk purposes the scheme has led to a more resilient surface water drainage system and greater capacity to store storm water within the river corridor as two stage channels have been introduced.



Figure 6-1 – New meanders adjacent to Larkspur Walk

This project was only possible because of the resources provided by all partners to contribute to the delivery of the project, this ranged from staff time, funding, use of land, sharing of data and facilities. Opportunities for delivering or supporting similar projects across the city will be explored as a part of this strategy.

Other national funding opportunities

- 6.2.14. Funding opportunities arise periodically through government, these tend to be focused on specific elements of the water environment or flood risk in response to policy or strategy such as the Surface Water Management Action Plan. To make the most of these opportunities the city council and its partners need to be prepared to respond, this can be best achieved by increasing awareness of risk and sharing ambitions to improve our readiness and the prospect of securing new funding. The development of Blue Carbon, the Nature Recovery Network or

Environmental Net Gain could provide future opportunities. Examples of previous opportunities include;

- Partnership Approach to Catchment Management (PACM) – A pilot with the objective to create a catchment approach in the management of systems, aligning objectives of each partner to develop a sustainable long-term vision for the catchment with supporting maintenance. One such pilot took place on Morton’s Leam which runs along the southern boundary of Whittlesey Washes.
- Boosting Action on Surface Water – A fund to help deliver against actions on the government’s surface water management action plan.
- Property Flood Resilience Initiatives – In 2019 funding was available to three programmes of work to improve research and try to improve uptake in property level flood resilience. Peterborough City Council are a member of the Oxford-Cambridge Pathfinder led by Northamptonshire County Council.
- Natural Flood Management Pilots – In 2017 the government announced £15m towards schemes using natural techniques to manage flood waters
- Resilience Innovation Programme – The government set aside £150m for 25 projects across the country to demonstrate innovation in building resilience against flooding. bids
- Property level resilience grants - these are grants available to households to make their homes more resilient to future flood events, unfortunately at the time of writing the funds are constrained to certain storm events and communities who can identify against certain criteria meaning it is not available to all.

6.3. Public contributions

Environment Agency funding

- 6.3.1. As discussed in section 6.4, the majority of the Environment Agency’s funding for flood and coastal risk management comes directly from the Department for the Environment, Food and Rural Affairs (Defra). This is the same for water environment works to meet the Water Framework Directive. For new capital schemes, the Environment Agency need to put their projects on the six year programme and WEIF and submit project bids to Defra for GiA in the same way that LLFAs and IDBs can. Therefore there is no additional source of Environment Agency funding that could be added to a bid, e.g. as a local contribution, in order to raise the partnership funding score.

Regional Flood and Coastal Committee

- 6.3.2. Section 4.9 explains the role of the Anglian Northern Regional Flood and Coastal Committee. Part of this role is to oversee the six year programme of flood risk management schemes in the region. Within the region of the Anglian Northern Regional Flood and Coastal Committee the gross expenditure of the Environment Agency includes money collected from Local Levy, General Drainage Charges and IDB Precepts.
- 6.3.3. The RFCC collects and allocates IDB Precepts, General Drainage Charge and Local Levy funding which can be used as match funding for capital schemes requiring FDGiA or to support delivery of the revenue maintenance programme. For very small schemes that are deemed locally significant, it is sometimes possible for these to be funded directly from these sources. Therefore any schemes hoping for regional contributions need to be submitted to the six year programme.
- 6.3.4. Under the FWMA 2010 and the Environment Agency (Levies) (England and Wales) Regulations 2011, local levy is collected annually from all Lead Local Floods Authorities in the area of the

RFCC. The levy is agreed annually in January and are often based on an average increase of between 0% and 5%. The total levy payment is shared between all contributing bodies in the committee area on the basis of the number of Council Tax Band D equivalents that each has.

General drainage charges

- 6.3.5. General Drainage Charges are charged directly to agricultural landowners who are not in an IDB area. The charge is deemed to be a contribution towards the management of water and flood risk for those landowners. It is calculated on a rate per hectare basis using the Council Tax Base of Band D equivalent properties.

IDB precepts

- 6.3.6. Precepts are paid by IDBs to the Environment Agency for works done by the Environment Agency on channels or defences that affect or are in an IDBs area. The works are normally maintenance based. The formula for calculating the precept is complex but is approximately based on the number of hectares of land protected.

Lead Local Flood Authority funding

- 6.3.7. Money spent by the city council on flood and water related actions comes from un-ringfenced Government flood risk grants, from allocating a share of the corporate budget to this area or from ringfenced commuted sums relating to specific development schemes. The city council has a limited budget to cover all drainage, flood risk management and water management activities. This expenditure goes on:

- a) highway drainage maintenance, schemes and reactive works (gullies and watercourses);
- b) maintenance of adopted drainage systems on specific development sites;
- c) relevant staff salaries and on-costs;
- d) asset surveys;
- e) flood awareness community events
- f) delivery of required flood risk reports or policies
- g) training and software; and
- h) flood and water management projects.

- 6.3.8. The budget described in section 6.3.7 excludes the drainage and flood risk sums collected through Council Tax each year which are then:
- i. paid as a Local Levy contribution to the Environment Agency for management by the RFCC; or
 - ii. transferred to the IDBs as a Special Levy.

- 6.3.9. The Lead Local Flood Authority do not hold the statutory responsibilities or budgets for delivering capital schemes to improve resilience to flooding or maintenance work. Despite this the city council will work towards their ambitions to improve flood resilience for local communities.

- 6.3.10. To obtain corporate capital funding to deliver significant capital schemes, officers would need to submit a separate bid for funding as part of the annual budget setting process.

Community Infrastructure Levy (CIL)

- 6.3.11. There is now an increased emphasis on CIL as a funding mechanism for flood risk management schemes. It is absolutely necessary that the flood risk impacts of all new developments are assessed and planned for within the communities. There needs to be an integrated approach between various organisations within the local communities to ensure that new developments take existing risks into consideration. Local planning authorities will have to undertake infrastructure assessments, which should include a review of the flood risk assessments. The setting and approval of pricing schedules for Community Infrastructure Levy should also be decided by the appropriate local planning authorities.
- 6.3.12. The ultimate use of Community Infrastructure Levy will be determined by the appropriate approval body within each local authority. Due to a lack of development viability CIL had not been introduced in Fenland at the time of writing the FMS

Section 106 funding – developer contributions

- 6.3.13. Under Section 106 of the Town and Country Planning Act 1990 local planning authorities can enter into an agreement with a developer or landowner as part of the planning application process to gain funds to support the provision of services or infrastructure. This would include funding to reduce flood risk which is caused by or increased by a new development. With the introduction of the Community Infrastructure Levy Regulations on the 6 April 2010, Section 106 Planning Obligations are predominantly directed towards on-site mitigation, including site-specific flood mitigation measures

Parish Councils

- 6.3.14. Under a new Government order town and parish councils have been given the General Power of Competence (under the Localism Act) and can now spend money on flood alleviation schemes in excess of limits that were set at £7.36/head in 2015/16 under the Section 137. This means that if parish councils meet the necessary eligibility requirements then they could have a part to play in partnership funding contributions for flood alleviation schemes in the future. Parish Councils are also able to apply for Public Works loans, at preferential rates, to enable them to contribute to more comprehensive flood risk management schemes.

National Highways – Environmental Designated Funds

- 6.3.15. National Highways have allocated £936m across four funding streams running alongside their investment period between 2020-2025. This funding is open to both public and private bodies. One of the four funding streams is Environmental and Wellbeing and this includes nine themes against which applications can be made, those applications need to highlight a clear link with the Strategic Road Network operated by National Highways.

Public Works Loan

- 6.3.16. Government offers low-cost loans for housing infrastructure and public services through the Public Works Loan Board. A new framework is being developed and is expected to accompany a reduction in the interest rates associated with these loans.

6.4. Use of public sector co-operation agreements

- 6.4.1. The use of public sector co-operation agreements can enable organisations such as councils, the IDBs and the Environment Agency to work in partnership to deliver services in a very

efficient and more cost effective way. The agreements can be used for example, to cover maintenance and emergency response work, where the following criteria is met by the agreement:

- a) it must be a genuine co-operation between the participating contracting authorities, aimed at jointly carrying out their public service tasks (different in character to a contract for services);
- b) involves co-operation only between public entities;
- c) is non-commercial in character (no profit is generated and only reimbursement of actual costs), and
- d) is governed solely by considerations and requirements in the public interest and is of little interest to a private sector supplier.

6.4.2. The city council have such an agreement in place with North Level District IDB. The Environment Agency also have agreements in place with IDBs in Peterborough, it is hoped that in future the use of these types of agreement can be extended with some of its other flood risk partners.

6.5. Internal Drainage Board funding

6.5.1. As discussed in section 6.5 drainage boards are funded by rates paid by the landowners in their area. This can be broken down into Drainage Rates and Special Levies. Drainage rates are paid by agricultural landowners direct to the IDB based on the area of their property. Where land in the IDB's district is not in agricultural use, the owner instead pays their levy to Peterborough City Council as part of their Council Tax. The relevant amount is then separated out from the Council Tax and paid to each IDB. This is known as a Special Levy.

6.6. Private contributions (community and commercial)

6.6.1. Partnership funding guidance intends that those benefitting from the proposed flood management scheme contribute towards its costs. This could be local residents, a parish council or a local business, for example. Securing contributions from private sources is not easy, especially as it is a relatively new system, and therefore Peterborough City Council will endeavour to engage with all beneficiaries as early as possible in the process of developing new schemes. If there is an expectation that others will contribute then it is important that they are involved in designing the scheme.

Anglian Water

6.6.2. Contributions from water companies count as private contributions. In order to secure funding from Anglian Water, projects need to be part of the company's five yearly Asset Management Plan (AMP) which is agreed by Ofwat, the water company regulator. The current AMP period is called AMP 7 and covers 2020 to 2025. Prices are set by Ofwat at the beginning of each AMP period as a part of the Price Review, following submissions from the water company about what it will cost to deliver their business plan.

7. Management and Action Plan

7.1. Introduction

- 7.1.1. This chapter provides the context to and the benefits of the different management procedures, policies and actions of Peterborough's flood and water management organisations. The chapter is intended to be read alongside the proposed Action Plan.
- 7.1.2. Since the introduction of the FWMA 2010 the organisations managing flood risk in Peterborough have come a long way in terms of working together to understand and manage risk. The Flood and Water Management Partnership, as described in section 4.8, has been established and many actions have been delivered in partnership. There has been a significant increase in communication and awareness raising activities and in the consideration of surface runoff and groundwater flooding.



Figure 7-1: Completed action to create a new ditch near Eye Green to reduce flooding

- 7.1.3. A major role of the LFRMS is to set out measures or actions for the future that are proposed to meet the objectives set out below. These measures can be found in the action plan. The tasks and projects are split in two;

Management Activities

These are statutory functions or those highlighted as National Level Measures, they are described to help the reader understand work that is delivered to achieve each of those activities on a day-to-day basis. These are included in this section divided up according to the objective they work towards.

Actions

These have been identified based on input from a wide range of stakeholders and an understanding of the need and are typically not classified as National Level Measures. These are listed in the Action Plan, which is held as a separate working document, Appendix 6.

- 7.1.4. For the proposed measures to become deliverable actions, each item on the action plan will need to be worked up in more detail and tested for deliverability and viability through a business case process. The key dependencies and risks affecting the actions are discussed in the 7.5.
- 7.1.5. The objectives of Peterborough's FMS are set out in table 5-1. In 2015 the objectives were developed from a workshop with the Peterborough Flood and Water Management Partnership where each organisation was asked what themes and outcomes they wanted to see delivered by the FMS. These objectives shape the content and intentions of the FMS.

7.2. National Level measures

- 7.2.1. The Environment Agency have created a set of measures (called National Level Measures) which look to capture core risk management functions and avoid repetition of measures within the Flood Risk Management Plans and Local Flood Risk Management Strategies of actions which may be considered business as usual. It should be noted that some of the National Level Measures that have been identified are not statutory or business as usual functions for a Lead Local Flood Authority, for the purposes of this strategy those measures are noted against the actions but if the city council deem these to be actions beyond business as usual then those items are listed as Actions and not as Management Activities. A copy of these measures is included in Appendix F, these measures are subject to change and those changes will be reflected in the Anglian Flood Risk Management Plan.

7.3. Consistency of Peterborough's objectives

- 7.3.1. The objectives of Peterborough's LFRMS are set out in Table 5-1. The objectives were developed at a local level in partnership with Peterborough's Risk Management Authorities as a part of the original LFRMS. These objectives are still appropriate and shape the content and intentions of the LFRMS.
- 7.3.2. The LFRMS is required to be consistent with the National Strategy. The alignment between the LFRMS objectives and the National Strategy objectives is therefore shown in the table. A list of the national objectives is listed in Appendix G.

Table 7-1: Objectives and their consistency with the National Strategy.

| FMS Objectives | | Consistent with National Strategy Objectives |
|----------------|---|--|
| 1 | Improve awareness and understanding of flood risk and its management to ensure that the city council, partner organisations, stakeholders, residents, communities and businesses can make informed decisions and can take their own action to become more resilient to risk. | A, 1.1, 1.2, 3.1, 3.2, 3.3, |
| 2 | Establish efficient co-ordinated partnership approaches to flood and water management and response and recovery, including sharing and seeking new resources together. | 1.1, 1.5, 2.2, 2.3, 2.8 |
| 3 | Reduce flood risk to prioritised areas and strategic infrastructure, ensuring that standards of resilience elsewhere are maintained. | 1.1, 2.1, 2.4, 2.5, |
| 4 | Improving the wider sustainability of Peterborough; ensuring an integrated catchment | 1.4, 1.5, 2.2 |

approach and proper consideration of the water environment and its benefits in new and existing urban and rural landscapes.

7.3.3. The Actions and Management Activities are related back to the LFRMS objectives to show how these will be met. It should be noted that in addition to the guiding National Objectives there are also measures from the Anglian Flood Risk Management Plan and local priorities that inform the selection of Actions in the Strategy.

7.3.4. The Action Plan for this strategy will not look to duplicate the contents of the Regional Flood and Coastal Committee 6-year programme, details of which can be sought directly from the committee.

7.4. Assigning benefits

7.4.1. Some schemes have direct benefits to the numbers of homes and businesses, some to infrastructure or the natural environment and some actions are more about improving the efficiency of management processes and expanding flood risk knowledge. The latter category will still have benefits to homes and businesses, but they may be indirect. Once schemes are worked up in more detail in terms of development of the detailed business cases, it will be possible to provide further information about the exact benefits achieved. A list is provided below of the benefit categories used for the actions:

| Benefit category code | The action has benefits for: |
|-----------------------|--|
| Agr | Agriculture |
| Bus | Businesses |
| Com | Community amenities and public services |
| Dev | New development (all types) |
| Eff | Efficiency of management |
| Env | Natural environment |
| Hom | Homes |
| Inf | Infrastructure |
| Kno | Better local knowledge and understanding |

7.5. Considerations in the delivery of Flood Risk Management Activities and Actions

7.5.1. All the schemes proposed in the strategy will require individual business cases to be developed by the lead partner. They will not be able to progress beyond the proposal stage unless approval is obtained. The benefits and impacts of the actions will be assessed and include climate change, environmental and equality impacts. The following list of dependencies is not exhaustive, and risk affect the actions listed in the action plan.

- **Funding** - appropriate funding needs to be secured from a range of different sources to meet the requirements of that funding. This may result in some schemes being delayed until these requirements are met.
- **Resources** – the ability to deliver activities and actions can be limited if resources such as staff time or access to specific skills or expertise is constrained. Where possible funding opportunities that include financing of resources will be explored. Where resources are constrained by responding to flood events or the impacts of external factors such as those experienced through the Covid pandemic, it may result in non-statutory functions such as project delivery being delayed.
- **Carbon Impact Assessment** – the City Council and its partners have all set targets for activities to become Net Zero and projects will require differing ranges of assessments, depending on the funding source, to assess both carbon impacts and consideration of

future adaptation as a part of project development. Flood management assets such as wetlands can provide a significant benefit in capturing carbon and industry research on 'Blue Carbon' is expected to help inform future opportunities. The development of any project by the City Council will undergo a Carbon Impact Assessment to help identify opportunities for reducing that impact.

- **Environmental impacts** - Schemes must look to incorporate habitat and biodiversity improvements where possible. Aligning of such ambitions is likely to be essential to the success of future funding bids as singular outcomes are finding it increasingly harder to achieve the necessary funding requirements. Guidance on the delivery of partnership projects and resources to help assess wider benefits can be found on the Catchment Based Approach website. The range of disciplines and expertise across the City Council and its partners increases the potential for multiple benefits of a scheme, aligning ambitions such as flood resilience improvements and doubling nature. Newly developed Habitat Opportunity Mapping can help to inform this process.
- **Historic environment** – The water environment has had a significant impact on Cambridgeshire throughout history and many of the important pieces of infrastructure that still serves to protect communities from flooding today are in fact designated sites or Scheduled Ancient Monuments. In addition to this the actions carried out by partners has the potential to impact on historic environment including assets which may be at risk from flooding and those hidden artifacts that rely on being waterlogged to be preserved. The potential to protect or preserve such assets will need to be considered as any project developments.
- **Equality Impact Assessments** – where activities may impact on the community it is important to consider who that impact will be felt by and if those impacts disadvantage or unfairly impact on a particular sector in the community those delivering the project will need to consider mitigation for that impact, removing it where possible. Projects may also offer opportunities to provide betterment for communities such as improving access to public open space and the potential health benefits this can provide. As such the health, level of vulnerability and any protected characteristics of those affected by the flooding will need to be considered.
- **Planning related consents and assessments** - Some projects may require planning permission, environmental impact assessments, scheduled monument or listed building consents or be affected by other constraints such as Tree Preservation Orders.
- **Land ownership and maintenance agreements** - If third party land is required for a scheme, the landowner's approval will need to be sought. It is also essential that an agreement is put in place about the long-term maintenance of any structure or feature being constructed.
- **Flood defence or ordinary watercourse land drainage consent** - Changes to watercourses require consent under the Land Drainage Act 1991. Consent requires the project to demonstrate that there will be no negative impacts on flood risk elsewhere, on the watercourse or on elements of the habitat and water quality that are governed by the Water Framework Directive.
- **Timescale and priority changes** - Priorities may need to change, for example, as a result of updated information about the flood risk in an area (i.e. from investigations), the specific risks associated with delivering the project, and /or the availability of resources to deliver the schemes.
- **Traffic regulation orders** - Works taking place near roads or on highway drainage may require a traffic regulation order to be put in place.

7.6. Management Activities

- 7.6.1. This section gives an overview of the different types of day-to-day management activities taking place now, specific actions are listed in the Action Plan in Appendix H.

Cambridgeshire and Peterborough Flood and Water Partnership

- 7.6.2. The CPFloW Partnership will continue to act as a group to oversee flood risk management activities in Peterborough, including sharing best practice, updates on new policies and legislation as well as provide the opportunity to discuss risk and flood events. The Partnership will oversee the annual review of this strategy and consider any new priorities arising.

Flood Risk Management Plan

- 7.6.3. As described in section 3.3 the Environment Agency and Lead Local Flood Authorities have a duty to prepare and periodically update Regional Flood Risk Management Plans. All partners will work with the Environment Agency to update this Plan as a part of their respective duties. The update of this plan includes a number of measures specific to the Peterborough area which will be reflected in the Action Plan.

Preliminary Flood Risk Assessment

- 7.6.4. As described in section 3.4.1 the city council have a duty to prepare and periodically update the Peterborough Preliminary Flood Risk Assessment (PFRA). This was last updated in 2017 and is informed by national surface water mapping which highlights nationally significant Flood Risk Areas (FRAs) relating to local flood risk. Local experience can form part of this process, but detailed modelling and understanding would be required to change any of the FRAs put forward by the national screening of surface water flood risk mapping. If a new Flood Risk Areas were proposed by the PFRA this would be reflected in the Anglian Flood Risk Management Plan, measures to investigate or manage those areas are then created in partnership with the Environment Agency and will act to inform actions in future iterations of this strategy.

Strategic Flood Risk Assessment, Water Cycle Studies and Local Plans

- 7.6.5. SFRA's should be updated regularly to ensure continued relevance with regards to changing flood zones and new flood risk data. Risk Management Authorities within Peterborough will contribute to the assessment of evidence and development of the SFRA, WCS and evidence for the Local Plan, including promoting Integrated Water Management solutions as a part of that review.
- 7.6.6. Historically, Critical Drainage Areas were recognised as areas that are in Flood Zone 1 but that have special drainage requirements. The formal definition in the Town and Country Planning (General Development Procedure Amendment 2, England) Order 2006 for these is: *“an area within Flood Zone 1 which has critical drainage problems, and which has been notified [to] the local planning authority by the Environment Agency”*.
- 7.6.7. However with the introduction of the FWMA 2010, LLFAs are now the principal authority managing surface water flood risk and so it is more likely that LLFAs would need to identify important surface water risk areas. Until any changes are made in the national definition, when the city council needs to update the formally identified critical drainage areas in Peterborough, it will use the term **Areas of Notable Drainage Interest**. Each time the city council updates its Strategic Flood Risk Assessment these areas will be displayed in the new document.
- 7.6.8. A review of the existing Critical Drainage Areas identified in the *SFRA Level 2 (2010)* has been undertaken and a map of the newly proposed areas is included in Appendix E.

Flood and Water Management Supplementary Planning Document

7.6.9. This SPD is a formally adopted part of Peterborough's suite of planning policy documents and will require periodic review to align with changing local and national policies, this update is supported by the Peterborough Lead Local Flood Authority. The SPD provides planning guidance on:

- a) How to assess whether or not a site is suitable for development based on flood risk grounds.
- b) The use of different sustainable drainage measures within Peterborough.
- c) The protection of aquatic environments and how development can contribute positively to the Water Framework Directive.

Resilient development

7.6.10. As development in low-risk areas continues and the impacts of climate change on flood risk increases, land for development that is low risk will eventually be in short supply. When planning ahead for the future, it is important that the city council and other risk management authorities agree what resilient development looks like in Peterborough. This will involve considering what makes appropriate access and egress routes for sites that are at risk of flooding, what emergency plans should consist of and the consideration of alternative designs that may be appropriate. This work will also link in with the development of an adaptation plan for Peterborough

7.6.11. Peterborough City Council requires sustainable drainage systems (SuDS) in all new developments. Strengthened planning guidance plus the city council's in-house expertise will be used to help developers design drainage strategies and systems that reduce flood risk while also delivering the other benefits of SuDS such as water quality, amenity and biodiversity improvements. As a unitary authority which is a Local Planning Authority, a Lead Local Flood Authority and a Highways Authority, the city council is confident it can provide an efficient process which will aid our development and regeneration sites to implement a solution that works for the residents, the developers and the environment. Peterborough's flood risk management organisations will continue to work closely with developers to this aim. For detailed guidance on SuDS, planners and developers are referred to the Flood and Water Management SPD, the Peterborough SuDS website and the Government's technical standards.



Figure 7-2 Award winning permeable paving sites at Central Avenue and Fleetwood Crescent

Planning Enforcement

- 7.6.12. The planning application process is supported by a system of enforcement, which ensures that development has planning permission and has been built in accordance with approved plans and that any conditions on an application are met by the developer according to agreed timescales.
- 7.6.13. The Local Planning Authority are responsible for the enforcement of planning matters.
- 7.6.14. Where enforcement action is considered necessary, both planning and drainage team officers will need to work closely together to decide what enforcement actions may be required having had regard to the relevant flood risk enforcement policy. In some cases, it may be possible to achieve an agreed solution through the submission of a new planning application or amending the drainage designs to meet approval requirements.

Works to watercourses – byelaws, consents and culverts

- 7.6.15. If it is proposed to undertake construction within the locality of, including over, under and within, a watercourse a specific consent is needed from one of Peterborough's flood and water management organisations. This consent is not included within planning permissions but may be sought at the same time. The type of consent required and the distance from the watercourse for which it is needed depends on what area of Peterborough the site is in and the classification of the watercourse. The requirements are set out clearly in the Flood and Water Management SPD.
- 7.6.16. It is the Flow Partnership's intention to ensure that such works have clearly included consideration of the environmental impacts in terms of biodiversity, habitat and water quality. Therefore, example assessments that may be required for Land Drainage Consent to be granted for works to an ordinary watercourse, would be a water vole survey or a Water Framework Directive assessment.
- 7.6.17. Peterborough City Council do not recommend the culverting of watercourse, as they increase flood risk, are a maintenance liability and reduce biodiversity.
- 7.6.18. The city council will not normally grant permission for culverting, except where there is a clearly demonstrated need to enable access. Further to this where the Flow Partnership progresses projects in areas where culverts already exist, alternative options for the culverts will be considered as part of the development of these schemes. If there is an appropriate option to enable the culvert to be daylighted (removed) then this will rate as a high priority.



Figure 7-3 Culvert collapse and subsequent on Marholm Brook

Drainage enforcement

- 7.6.19. On occasion there are instances where investigations by Peterborough's water management organisations identify a lack of maintenance or inappropriate structures or barriers to flow within watercourses that contravene the Land Drainage Act or local byelaws. Several bodies within Peterborough have enforcement powers to require those responsible to maintain the flow of water in watercourses and to modify/remove inappropriate structures within or around the watercourses.
- 7.6.20. The City Council and its partners will always look to engage with those responsible in a constructive manner, only using enforcement powers where it is necessary to do so.

Asset register

- 7.6.21. Section 21 of the Flood and Water Management Act 2010 gives the city council a duty to maintain a register of structures or features which, in the opinion of the authority, are likely to have a significant effect on flood risk in its area such as a culvert in a housing estate. It also has a duty to develop a record of information about each of those structures or features, including information about ownership and the state of repair. Any local knowledge gained through other activities will be incorporated into this register.

Designation of features or structures

- 7.6.22. Under Section 30 and Schedule 1 of the FWMA 2010 a designating authority (the Environment Agency, an LLFA or an IDB) can designate a "*structure or natural or man-made feature of the environment*" whose existence or location influences flood risk. Once designated the feature or structure may then not be altered, removed or replaced without the consent of the designating authority. A designation becomes a local land charge, showing up on house searches.
- 7.6.23. This new power exists to prevent structures that are not formal flood defences but that are protecting locations from flooding, from being removed. Example might be a garden wall or potentially even an area of trees. The designation does not place a requirement on a landowner to upgrade or spend money on maintaining the feature, but it does seek to prevent any work

taking place that would cause the structure to be weakened or removed. Enforcement action will be taken by the city council if a designated structure is changed, damaged or removed

- 7.6.24. Assets can be designated by the relevant risk management authority for the given asset, including Peterborough City Council, Environment Agency and Internal Drainage Boards.

Flood investigations and section 19 reports

- 7.6.25. Section 19 of the FWMA 2010 sets out that LLFAs have a duty to investigate flooding incidents within their area, to the extent that the LLFA considers necessary or appropriate.
- 7.6.26. The aims of flood investigations are to provide an understanding of the possible causes of flooding and potential cost-effective long-term solutions. The council will carry out investigations to provide a clear and thorough understanding of flooding situations and circumstances. However, the process of undergoing an investigation, does not guarantee that problems will be resolved or that the LLFA will be able to enforce the investigations conclusions into action. Decisions about the next steps must be made in partnership by the parties involved.
- 7.6.27. Where there is more significant or widespread flooding a Section 19 report may be produced for any investigations as required and will identify the authorities that have an involvement in a particular flood incident and clearly outline their responsibilities or actions as necessary. Section 19 reports will involve consultation with the relevant risk management authorities, landowners and private organisations involved, all of whom are expected to cooperate and provide comments

Peterborough Telemetry Case Study

In 2015 Peterborough City Council's Smart City project enabled the installation of weather stations across Peterborough, many of these included rainfall monitoring and continued to be used by LLFA and Highway colleagues to improve the efficiency of operational responses.

Since that time there have also been water level monitoring devices installed which provide alerts to the council, partners and members of the community when water level begins to rise in key locations. This information helps the council to respond more effectively to storm events. This network and new potential locations are reviewed periodically.



Figure 7-4 Water level monitoring installation in Peterborough



Figure 7-5 Flood events in July 2021

- 7.6.28. For the city council to undertake formal investigation it must be made aware of the flooding, whether from officers, contractors, other risk management authorities or members of the public. These incidents can be reported through the Peterborough City Council website or directly to drainage@peterborough.gov.uk. People are encouraged to send in photographs with the form to aid the investigation.
- 7.6.29. The decision on whether to investigate a flood or not and in turn whether a Section 19 report is required, relies on there being sufficient confusion or ambiguity over the cause of flooding or who is responsible. The LLFA have the overriding decision on whether an investigation or Section 19 report is required to take place. Peterborough City Council has defined the following eligibility criteria for Section 19 reports.

Thresholds for FWMA 2010 section 19 flood investigations

- a) Internal flooding to any dwelling
- b) Internal flooding to more than one business premises
- c) Flooding to any critical infrastructure or critical services
- d) Flooding that causes significant disruption to a transport link for a defined period as detailed in table XXX below

- 7.6.30. After a flooding incident, the Investigating Officer will follow the eligibility criteria for flood investigations to determine whether an investigation should be carried out. Whilst the council understand that any flooding is significant for those experiencing it, there may be times where a number of incidents meet the eligibility criteria and officers are required to prioritise flood investigations.
- 7.6.31. Prioritisation will take into consideration factors such as the extent, depth and duration of flooding, history of flooding at that location, the number of properties affected and the impact on infrastructure including roads, utilities, or service providers such as emergency services.
- 7.6.32. In d) above the definition of 'defined' period is dependent on the transport link affected. The following thresholds have been derived for each of the highway categories set out in the UKRLG Code of Practice for Highway Maintenance:

Table 7-2: Thresholds for the city council to carry out and publish flood investigations

| Category | Name | Description | Example | Duration of significant disruption to network |
|----------|-----------------------|--|---|---|
| 1 | Motorway | Motorway | A1(M) | Over 1 hour |
| 2 | Strategic Route | Trunk roads and some principal 'A' roads | A1139 Fletton Parkway | Over 1 hour |
| 3a | Main Distributor | Main urban network and inter-primary links | A605 Oundle Road | Over 4 hours |
| 3b | Secondary distributor | Classified road: B and C class | B1443 Helpston | Over 4 hours |
| 4a | Link Road | Roads linking the Main Distributor network to the secondary Distributor | Deeping Road Peakirk (C6) | Over 24 hours |
| 4b | Local Access Road | Roads serving limited numbers of properties carrying only access traffic | Any small cul-de-sac or similar residential estate road | Over 24 hours |

- 7.6.33. The city council commits to starting the investigation within 30 days of the flood event. The investigation will be shared with the other risk management organisations and the results of the investigation will be published on PCC's website as early as possible. No personal information will be included in the reports. Photographs supplied will not be included in the final report without the owners' permission.

Emergency planning and response

- 7.6.34. Under the Civil Contingency Act 2004, Peterborough City Council and many of the other flood management organisations are also emergency responders. There are two categories of emergency responder:
- i. Category 1 – the core responders. Includes the ‘blue-light’ services (Police, Fire and Rescue, Ambulance Service), the NHS, local authorities and the Environment Agency.
 - ii. Category 2 – co-operating responders that act in support of the category 1 responders. Includes utility companies such as Anglian Water and UK Power Networks, and transport organisations such as Highway’s England.
- 7.6.35. In planning for flooding the following different roles exist under this legislation:
- a) Warning and informing people – all
 - b) Putting joint response plans in place - all
 - c) Response actions – blue light services
 - d) Recovery – Local authorities i.e. Peterborough City Council
- 7.6.36. All local authorities will have an emergency flood plan. The plan covering Peterborough is produced by the city council and county council in partnership and overseen by the Cambridgeshire and Peterborough Local Resilience Authority, the strategy includes an action to update this multi-agency flood plan and hold exercises to test that plan.
- 7.6.37. One of the most controversial elements of the November/December 2012 flood events was the issues of sandbags. As described in section 7.6.49 below these are largely ineffective at preventing flooding and resources to distribute these during a flood event is unlikely to be readily available. At any time you will be able to find the sandbag policy of Peterborough City Council online at <http://ask.peterborough.gov.uk/help/council/environment/sandbags/>.
- 7.6.38. As part of their role in managing flood risk from Main Rivers, the Environment Agency provide a Main River forecasting and flood warning service. It is their intention to continue this service, to work with local communities and other risk management authorities to promote awareness of flood risk and the warning service.

Table 7-3 – resilience responsibilities of each organisation

| Risk Management Authority | Resilience Role | Resilience Responsibilities |
|---------------------------|--|--|
| Peterborough City Council | Support emergency services during the response and coordinate the recovery | Prepare and maintain the Cambridgeshire and Peterborough Multi Agency Flood Plan. Monitor warnings issued by the EA or the Met Office. Implement road closures. Resource Contact / Call Centres to take the lead in dealing with general enquiries from the public during and after major flooding. redirecting calls to other organisations when appropriate. Coordinate incident reports and response prior to formation of Tactical Coordinating Group. Manage the Recovery phase of the incident(s). Employ resources to mitigate the effects of the Emergency. Emergency Feeding and Housing of victims / evacuees. Provide welfare and counselling. Coordinate humanitarian assistance and the voluntary sector. ‘Clear Up’ Operations on site; and |

| | | |
|--|--|---|
| | | Restoration of normality. |
| Cambridgeshire Constabulary | Lead a coordinated response to protect life and property | Lead the multi-agency command and control, including coordination of Major Incident and Inter-Operability communications with other Agencies. Coordinate road closure and traffic management. Coordinate incident reports and response on formation of the Tactical Coordination Group; and Lead media liaison in line with the Cambridgeshire and Peterborough Local Resilience Flood Plan Communications Plan. |
| Cambridgeshire Fire and Rescue Service | The coordination of all rescue measures and the provision of specialist equipment. | Coordination of the rescue of trapped people/casualties. Managing the safety of personnel in the inner cordon; and Information gathering and risk assessment. |
| East of England Ambulance NHS trust | Treatment of all casualties at the scene and where necessary transporting casualties to hospital | Provide the focal point for medical resources. Treatment and care of injured at the scene. Triage of casualties at the scene; and Liaison with nominated hospitals. |
| Environment Agency | Provide information, specialist knowledge and support to local level emergency planning. | Provide warnings. Maintain defences. Support local emergency planners. Provide public information about flooding; and Chair Flood Advisory Service Teleconference. |

Maintenance of watercourses and structures

- 7.6.39. The water management organisations in Peterborough undertake a variety of maintenance activities to look after their infrastructure and ensure that it continues to function, examples of the IDB, Environment Agency and City Council activities are given below
- 7.6.40. Within Peterborough's Drainage Board areas this includes extensive maintenance of pumped catchments, the watercourses are ranked by risk with maintenance being carried out based on that risk and condition of those assets. In delivering their maintenance functions the IDBs will have consideration for the impact this maintenance on the wider environment, this is demonstrated, for example, by Middle Level Commissioners Biodiversity Action Plan.
- 7.6.41. In addition to existing conservation and biodiversity best practice the maintaining authorities are increasingly looking to review the carbon implications of their activities and any asset upgrades. Due to the rural location of pumping stations and their power requirements, it will be a considerable challenge to find an alternative energy source to the existing diesel.

- 7.6.42. Maintenance is critical to sustaining the ongoing level of resilience. A Joint report between FloodRE and the Association of British Insurers in May 2021 suggested that for every £1 spent on maintenance almost £7 is saved in capital spending. This report focuses primarily on main river assets but sets the context for the importance of looking after assets that are already in place as a part of keeping communities resilient to flooding.
- 7.6.43. Peterborough City Council, as a local highways authority, carry out proactive maintenance of assets including road gullies and offlets, any blockages or faults can be reported online through the Peterborough City Council website.
- 7.6.44. Table 7-4 below illustrates the maintenance undertaken regularly by Peterborough’s IDBs.

Table 7-4: Maintenance activities undertaken in IDB areas

| Organisation | Location of activity | Maintenance activity | Average frequency |
|--------------------------|--|---|--|
| Internal Drainage Boards | Arterial ordinary watercourses within district | Vegetation management | Annually (More often for some watercourses that serve urban areas) |
| | | De-silting | 5-10 year rotation depending on watercourse |
| | | Fallen trees and obstructions removed | As necessary |
| | | Servicing of pumping stations by an engineer or pumping station attendant | Annually |
| | | Test on pumping stations and defects noted and dealt with | Daily/weekly by a station attendant. Monthly by a Board engineer. |
| | | Inspection of control structures by Board engineer | As required |
| | Landowner watercourses | Ratepayers and board members must notify IDB of any defects in assets | As soon as they are discovered |

- 7.6.45. Each water management organisation undertakes a variety of maintenance activities to look after their infrastructure. Details are provided in table 7-5 below.

Table 7-5: Maintenance activities undertaken in Peterborough

| Organisation | Location of activity | Maintenance activity | Average frequency |
|---------------------------------------|--|---|---|
| PCC (Drainage and Highways Functions) | Higher risk watercourses (classes 1-3) | Vegetation management | Annually |
| | | Rubbish removal and headwall and screen clearance | As required |
| | | De-silting | Every 30 years, plus localised high silt levels |

| | | | |
|---------------------|--|---|---|
| | Lower risk watercourses (Class 4) | Vegetation management, litter removal and desilting | As required |
| | Highway gullies | Carriageway and footway gully cleaning | Routinely as well as on a reactive basis |
| Environment Agency | Nene | Vegetation maintenance | As required |
| | | De-silting | Annually at Popley's Gull where silt collects |
| | Welland | Vegetation maintenance | As required |
| | | De-silting | Not applicable |
| | Higher risk Main Rivers (excluding Nene and Welland) | Vegetation maintenance | As required |
| | Lower risk Main Rivers | Vegetation maintenance | As required |
| All raised defences | Vermin control of raised defences | As required | |

7.6.46. Some watercourses have much higher or lower risk associated with them and therefore the maintenance required will vary according to the risk profile. For example Peterborough City Council uses the following classification for its watercourses as shown in table 7-6:

Table 7-6: Watercourse classification

| Class | PCC Classification |
|-------|----------------------------|
| 1 | Critical |
| 2 | Non critical – high risk |
| 3 | Non critical – medium risk |
| 4 | Non critical – low risk |
| 5 | No routine maintenance |

7.6.47. Each organisation also undertakes upgrade schemes in specific locations depending on the areas of greatest need and the funding available. The schemes proposed for the upcoming years are included in the Action Plan where these are already identified and not a part of the Flood Defence Grant in Aid 6-year programme.

Flood risk communication and awareness

7.6.48. Communication about flood risk with residents and businesses is very important. The principal areas of communication which are required are:

- a) Warning people of imminent flooding
- b) Promotion of flood warning services
- c) Making people aware of flood risk in their area (outside of flood events) and ensuring they know where to look and who to contact for further information.
- d) Encouraging people to prepare themselves mentally and physically for flooding and make their homes more resilient.
- e) Encouraging and supporting communities and parish councils to prepare their own emergency plans.
- f) Dissemination of updates to the city council website, training sessions or public events.
- g) Helping people to understand what organisations and processes are currently in place to manage flood risk in their area and who to contact.
- h) Being clear about things that residents, businesses, developers can do to make sure that they do not increase flood risk such as not paving over gardens with impermeable

materials or putting fats, oils, greases and other 'unflushables' such as baby wipes down the sink, drains or toilets

- i) Making homeowners and businesses aware of the need for pipes to be connected to the right drainage systems and the flood risk and environmental issues that can occur if pipes are misconnected.
- j) An awareness raising campaign about the responsibilities of riparian owners (those owning land, which is alongside, or which contains a watercourse) and the flood risks that are caused when appropriate maintenance is not carried out. Many residents and organisations in Peterborough, including the city council, the Environment Agency and Anglian Water, are riparian owners. If we can ensure that watercourses do not get forgotten about and receive an appropriate level of maintenance this will reducing the changes of flood risk being caused by blockages or a lack of care. In Peterborough, tree clippings, rubble and flytipping have all been dumped in watercourses from time to time. Each time this happens these will significantly increase the risk of flooding for those living alongside that watercourse.

7.6.49. **Sandbags** - Sandbags are a typical but controversial response to flood events. It is understood that the presence and actions of council and emergency services officers on site helping local people is important. However, there is no requirement on councils to provide protective equipment such as sandbags during an emergency and many do not. This is because while they can slow and divert floodwater if used correctly, they can rarely stop flood water entirely; they provide no protection if the flooding is due to rising groundwater; and after the floods the disposal of large numbers of contaminated sandbags can be difficult, expensive and an environmental hazard. In addition to this the resources to distribute sandbags in an emergency is likely to be very limited.

7.6.50. **Property Flood Resilience** - Efforts can sometimes be better focused on investing in other, more reliable, and reusable defence or resilience measures. Other property level resilience measures are more likely to protect property, make it more resilient to flooding and aid a quicker recovery. However, the city council are aware that the central government funding for those measures is limited to certain storm events and communities at present, as such these measures remain beyond the affordable reach of many homes. Therefore, the city council and its partners will continue to explore other opportunities. It is worth highlighting that the availability of passive devices is increasing which means those who are unable to lift or move barriers during a flood event may not have to if the right measures are installed.

7.6.51. The Know Your Flood Risk Campaign (<https://www.landmark.co.uk/products/know-your-flood-risk/>) offers free guides for residents and businesses to understand their risk and also what might be done to minimise the risk or the damage. A directory of manufacturers and suppliers can be found in their Homeowners guide.

7.6.52. The National Flood Forum also provide information and advice on insurance, how to prepare for and recover from flooding. It can be found here: <http://www.nationalfloodforum.org.uk/>. Further information of the national Flood RE scheme can also be found online; <https://www.floodre.co.uk/>.

Riparian owner engagement

7.6.53. The CPFloW Partnership would like to work more closely with riparian owners in this area to share knowledge and experience, see if we can support each other and gain a better understanding of the different ordinary watercourses and private reservoirs that are present in Peterborough. Ensuring that water bodies are maintained to prevent flooding is crucial.

7.6.54. There are also other water management schemes that landowners in this area may have already been engaged in which bring a wide range of other benefits to Peterborough. Farm

stewardship schemes encouraged by Natural England and Nene Park Trust seek to reduce soil erosion into nearby water bodies and therefore improve water quality. Anglian Water is also increasing the scale of its catchment advisory scheme which aims to help reduce the impacts of chemical fertilisers and pesticides in our water supply. It is important that any proposed new schemes with riparian owners are complimentary and do not create a burden for agricultural landowners or detract from these existing beneficial schemes.

- 7.6.55. Section 4.15 discussed the rights and duties of riparian owners. Ultimately the city council, the Environment Agency and IDBs have powers under the Land Drainage Act 1991 that they can use where appropriate to require certain essential works to be carried out and to enforce prohibitions on obstructions being placed in watercourses. Legislation related to flytipping may also be used where this is appropriate. Any obstructions to the flow of watercourses could increase local flood risk.

7.7. Review and monitoring

- 7.7.1. The CPFloW Partnership meetings will provide a method for monitoring the progress on activities listed with the FMS's action plan. Actions will be rated as:
- i. Completed - blue
 - ii. Progress - green
 - iii. Some obstacles - yellow
 - iv. At risk – red
 - v. Not started - white
- 7.7.2. The Partnership will then be able to work together to try and progress past any arising barriers to ensure that schemes can be delivered. Part of the process will also be about ensuring that the actions do deliver the FMS objectives.
- 7.7.3. The FMS should be updated every 5-6 years. The CPFloW Partnership may wish this to be done to best co-ordinate with updates to the Environment Agency's Flood Risk Management Plans. Some of the background sections may change very little but updates may be needed to the risk, climate change and management chapters.
- 7.7.4. It is intended that the Action Plan will be reviewed every year at a CPFloW Partnership meeting alongside monitoring progress on the existing actions. In addition progress against the council's other activities and actions will be reported to the full council each year.

8. Glossary and References

Adaptation - The process of change to respond to the pressures of flood risk and climate change

Annual Exceedance Probability (AEP) - Probability that a flood event may occur in any year, expressed as, for example, 1% or 1 in 100 chance

Aquifer - Layer of permeable rock, sand, or gravel which is capable of storing groundwater

Area of Notable Drainage Interest - An area where the existing drainage design or risk level means that measures used to address site drainage need careful consideration to ensure they comply with relevant drainage strategies and policies and that risk will not be exacerbated

Attenuation - The process of holding back water and slowing down the rate of flow to reduce peak flow downstream

Biodiversity - The variety of species of life in a given habitat including plants and animals

Breach - Flooding caused by the constructional failure of a flood defence such as a bank, wall, or gate.

Catchment - An area of land where rainwater gathers and flows to the same place e.g., to supply a river

Combined Sewer System - Sewer system that carries both foul water and surface water to a place of treatment, most commonly found in historic settlements as new developments are built with separate foul and surface water sewer networks.

Community Infrastructure Levy - The Community Infrastructure Levy (CIL) is a new levy that local authorities in England and Wales can choose to charge new developments in their area to help pay for infrastructure which is needed to support those developments. CIL can be used to fund a wide variety of infrastructure including transport schemes, flood defences, schools, hospitals, parks, leisure centres etc.

Community Related Assets - Tranches of land transferred from the Development Corporation, when it closed, to Peterborough City Council. The majority of CRA land forms verges between the highway and other land uses and therefore often contains drainage ditches known as CRA dykes. Some of the land is subject to clawback agreements with the Homes and Communities Agency in the event of a change of land use.

Conveyance - Movement of water from one location to another

Critical Infrastructure - A term used to describe the assets that are essential for the functioning of a society and, economy.

Cross connection - Sometimes known as a misconnection, this describes the connection of surface water sewers with foul sewers that could increase the likelihood of pollution of surface water, flooding or activation of combined sewer overflows

Culvert - A structure used to pipe or fill in part of a watercourse.

Discharge rate - The rate of flow of water – how fast water moves.

Ditch - A long narrow manmade excavation made to hold or convey water. Ditches are often located at the side of a road or field.

DG5 register - Register of properties at risk of internal sewer flooding. Register maintained by the sewerage undertaker at the requirement of their regulator, Ofwat.

Downpipes or drainpipes - A pipe to carry rainwater from a roof to a soakaway, watercourse, sewer or to runoff over the ground

Dykes - Synonym for a ditch or watercourse

Exceedance flows - Excess water that flows and pools on the surface once the conveyance capacity of a drainage system is exceeded

Exceedance routes - The route that exceedance flows take across land

Flash flood - A significant flood occurring very suddenly because of localised intense rainfall

Flood Defence - A structure that inhibits the natural flow of water to reduce the risk of flooding. A defence may be 'formal' (a structure built and maintained specifically for flood defence purposes), such as a river wall or flood gate or 'informal' (a structure that provides a flood defence function but has not been built and/or maintained specifically for this purpose), such as a garden wall or roadside kerb.

Flood Resilience - Actions taken to reduce the damages to properties from internal flooding, and speed up recovery, helping residents to get back into their homes more quickly after flooding.

Flood Resistance - Actions taken to reduce the risk of flood water entering a property by sealing the points of ingress. Flood Resistance measures may include property flood resilience products such as flood barriers, flood gates, flood doors, specialist air bricks and non-return valves.

Floodplain - Area of land that over which water is stored in time of flood.

Flood Zones - Flood Zones are defined in Government's National Planning Policy Framework. They indicate land at risk by referring to the probability of flooding from river and the sea, if river and coastal defences were not present.

Fluvial - The processes associated with rivers and the deposits and landforms created by them

Foul Sewer - An underground pipe or tunnel system that transports sewage and wastewater from houses (e.g., baths, showers, toilets, and sinks) and commercial buildings to water recycling centres for treatment before discharge into watercourses

Groundwater - Water located beneath the ground surface, either in soil pore spaces or fractures in rocks such as limestone

Groundwater Flooding - This type of flood occurs when water rises from the underlying soil, rocks or throughflow of water from springs and nearby watercourses; or when the ground is saturated, and rainfall

cannot drain away. Groundwater flooding tends to occur after long periods of sustained heavy rainfall. Groundwater flooding usually lasts for a very long time.

Gully - A pit at the edge of a road covered by a metal grate, sometimes connected to an underground pipe or "lateral". Gullies serve to drain water from roads to a receiving soakaway, watercourse, or sewer. On private roads they are responsibility of the adjacent landowner. On adopted highways these are maintained by the Local Highway Authority. On A-roads, dual carriage ways and motorways they may be designed to take heavier loads and are maintained by National Highways.

Infiltration - The movement of surface water through permeable ground
Impermeable Area Non-porous surfaces such as tarmac, some types of paving, and heavily compacted ground that do not allow rainwater to penetrate through and infiltrate into the ground, causing surface water to run off into receiving drainage systems.

Internal Flooding - Flooding which enters a building

Lead Local Flood Authority - A term given to a unitary or county council under the Flood and Water Management Act 2010

Main River - Watercourse shown on the statutory Main River maps held by the Environment Agency and the DEFRA and can include any structure or appliance for controlling or regulating the flow of water into, in or out of the channel. The Environment Agency has permissive power to carry out maintenance and improvement works on these rivers.

Modelling - Flood Risk modelling is computer modelling using mapping data such as topographic surveys, impermeable area surveys and surveys of drainage systems, sewers, rivers, and watercourses to predict which properties will flood for a variety of scenarios. Scenarios may include different degrees of heavy rainfall – e.g., a 1%, 3%, or 5% chance of occurring each year Flood risk modelling is used to help inform decisions about flood alleviation schemes and projects, and decisions about drainage design for new developments.

National Flood Forum - A British charity who support individuals and communities who have been affected by flooding and consults on legislation related to flooding

National Planning Policy Framework (NPPF) - Framework developed by the Ministry of Housing, Communities and Local Government (MHCLG). It is designed to streamline planning policy by substantially reducing the amount of planning guidance and bringing it all together into one set of guidelines.

Natural Flood Management - A Nature Based Solution, to manage flood risk using natural processes and methods for the conveyance and storage of floodwater

Offlets - A pipe or channel that discharges water or other fluids. Often used as a synonym for kerb gullies.

Ordinary Watercourse - Any watercourse which is not designated as a Main River

Outfall - The point where a pipe discharges to a watercourse or body of water.

Peak flow - The maximum flow rate of water during a storm, usually measured in cubic metres per second m^3/s , which is colloquially known as cumecs.

Permeable surface - A surface through which water can infiltrate or soak into the ground beneath, such as permeable paving

Permissive Powers - Legal term meaning an organisation or body has authority to take an action, (for example to undertake maintenance), but is distinctly different from a duty to undertake such actions, as the organisation is not always funded to undertake the action in question and therefore cannot have a duty.

Pluvial - Direct surface water runoff as a result of rainfall and the processes associated with it

Precipitation - Describes the processes involved in rain, sleet, hail, snow, and other forms of water precipitating (turning from gas to liquid or solid) and thereby gaining weight and falling from the sky

Residual Risk - The risk which remains after all risk resistance, resilience, reduction, and mitigation measures have been implemented.

Return Period - The probability of a flood of a given magnitude occurring within any one year e.g., a 1 in 20 return period has a 5% chance of occurring each year.

Risk Management Authority (RMA) - Risk management authorities are the organisations responsible for flood risk management as outlined in the Flood and Water Management act 2010:

- (a) the Environment Agency
- (b) a lead local flood authority
- (c) a district council for an area for which there is no unitary authority
- (d) an internal drainage board
- (e) a water company
- (f) a highway authority.

Scheduled Monuments - Archaeological sites or historic buildings considered to be of national importance by Historic England.

Sewer (public and private) - A sewer is a pipe which carries and removes either rainwater (surface) or foul water (or a combination of both) from more than one property. A sewer can also be categorised as being a private or public sewer . A Private Sewer is solely the responsibility of the occupiers/owners of the properties that it serves. A Public Sewer is a sewer that has been adopted and is maintained by a sewerage undertaker

Sewer Flooding - The consequence of sewer systems exceeding their capacity and overflowing during a rainfall event or from an operational failure such as a blockage or collapse in the pipes

Sewerage Undertaker - Organisation who adopts and maintains public sewers under the Water Industry Act 1991. In Cambridgeshire this is Anglian Water.

Source control - The management of rainfall at or close to the place where it lands, with the aim of slowing down and cleaning water before it runs off into receiving systems.

Statutory Consultee - Organisations which planning authorities are legally required to consult before reaching a decision on relevant planning applications. The Lead Local Flood authority is a statutory consultee on planning applications for major developments under the Flood and Water Management act 2010.

Sustainable Drainage Systems (SuDS) - An approach to surface water management that combines a sequence of management practices and control structures designed to drain surface water. SuDS principles include the mimicking of natural processes, managing surface water on the surface and at the source as much as possible. This includes providing benefits to water quality, biodiversity, and amenity.

Surface Water Flooding - This type of flooding is a result of the rainwater not draining away through the existing drainage systems or soak into the ground, so it lies on or flows over the ground, either due to a blockage or due to system overload. This type of flooding usually follows heavy downpours of rain and can be widespread or extremely localised, and difficult to predict/provide warning for.

Surface Water Runoff - Rainwater (including snow and other precipitation) which: is on the surface of the ground and may pool at topographic low points, soak into the ground, or flow over the ground surface, discharging to a receiving watercourse or sewer. If there is an excess of surface water runoff which cannot soak into the ground or discharge to a watercourse or sewer (e.g., if these systems are saturated or full) then surface water flooding may occur.

Surface Water Sewer - Surface water sewers carry rainwater that runs off from roofs and impermeable surfaces like roads and pavements, directly to a river, watercourse, or soakaway

Surface Water Management Plans - Surface Water Management Plans are used to assess flood risk and asset date and identify areas vulnerable to flooding. The areas can then be prioritised for further investigation, flood alleviation schemes and mitigation where economically viable.

Unadopted - In this context, this refers to roads or sewers which are not maintained by a responsible authority. For example, the local highway authority may adopt roads and sewerage undertakers may adopt sewers. In the event of any features not being adopted they remain the responsibility of private owners.

Urban Creep - Cumulative impact on villages, towns and cities of gradual increases in impermeable areas, for example by property owners paving over front gardens or extending buildings.

Watercourse

A natural or artificial channel or pipe, above or below ground, that conveys water

Water Framework Directive (WFD) - WFD came into force in the UK as the Water Environment (Water Framework Directive) Regulations 2017. The regulations aim to prevent deterioration of surface water and ground water bodies whilst supporting the achievement of the environmental objectives for those water bodies through delivery of River Basin Management Plans.

Acronym Glossary

| | |
|----------|---|
| AEP | Annual Exceedance Probability |
| AMP | Asset Management Period |
| CCA | Civil Contingencies Act 2004 |
| CFMP | Catchment Flood Management Plan |
| CIL | Community Infrastructure Levy |
| CPFloW | Cambridgeshire and Peterborough Flood and Water Management Group |
| CPLRF | Cambridgeshire and Peterborough Local Resilience Forum |
| CRA dyke | Dyke within Community Related Asset land |
| CSO | Combined Sewer Overflow |
| DEFRA | Department for environment, food, and rural affairs |
| FMS | Flood Risk Management Strategy |
| FRMP | Flood Risk Management Plan |
| FWMA | Flood and Water Management Act |
| GiA | Grant in Aid |
| IDB | Internal Drainage Board |
| LLFA | Lead Local Flood Authority |
| LPA | Local Planning Authority |
| LRF | Local Resilience Forum (In Cambridgeshire we have the Cambridgeshire and Peterborough LRF – CPLRF) |
| NBS | Nature Based Solutions |
| NFM | Natural Flood Management |
| NPPF | National Planning Policy Framework |
| Ofwat | Water Services Regulation Authority (Office of Water) |
| PFR | Property Flood Resilience (Previously PLR – Property Level Resilience, and PLP – Property Level Protection) |
| PFRA | Preliminary Flood Risk Assessment |
| RBMP | River Basin Management Plan |
| RFCC | Regional Flood and Coastal Committee |
| RMA | Risk Management Authority |
| RoFSW | Risk of Flooding from Surface water mapping (Previously UKFMfSW) |
| SEA | Strategic Environmental Assessment |
| SFRA | Strategic Flood Risk Assessment |
| SoP | Standard of Protection |
| SPD | Supplementary Planning Document |
| SSSI | Sites of Special Scientific Interest |
| SuDS | Sustainable Drainage Systems |
| SWMP | Surface Water Management Plan |
| UKFMfSW | UK Flood Map for Surface Water (Now RoFSW) |
| WEIF | Water Environment Investment Fund |
| WFD | Water Framework Directive |

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9. Appendices

Appendix A – Natural England’s National Landscape Character Areas

Appendix B – The Fens

Appendix C – Risk Matrix Method

Appendix D – Summary Method Statement for Climate Change Sensitivity Exercise

Appendix E – Areas of Notable Drainage Interest

Appendix F – Draft National Level Measures and Flood Risk Management Plan Measures

Appendix G – National Objectives

Appendix H - Action Plan – Separate document showing proposed actions

Appendix A – Natural England’s National Landscape Character Areas

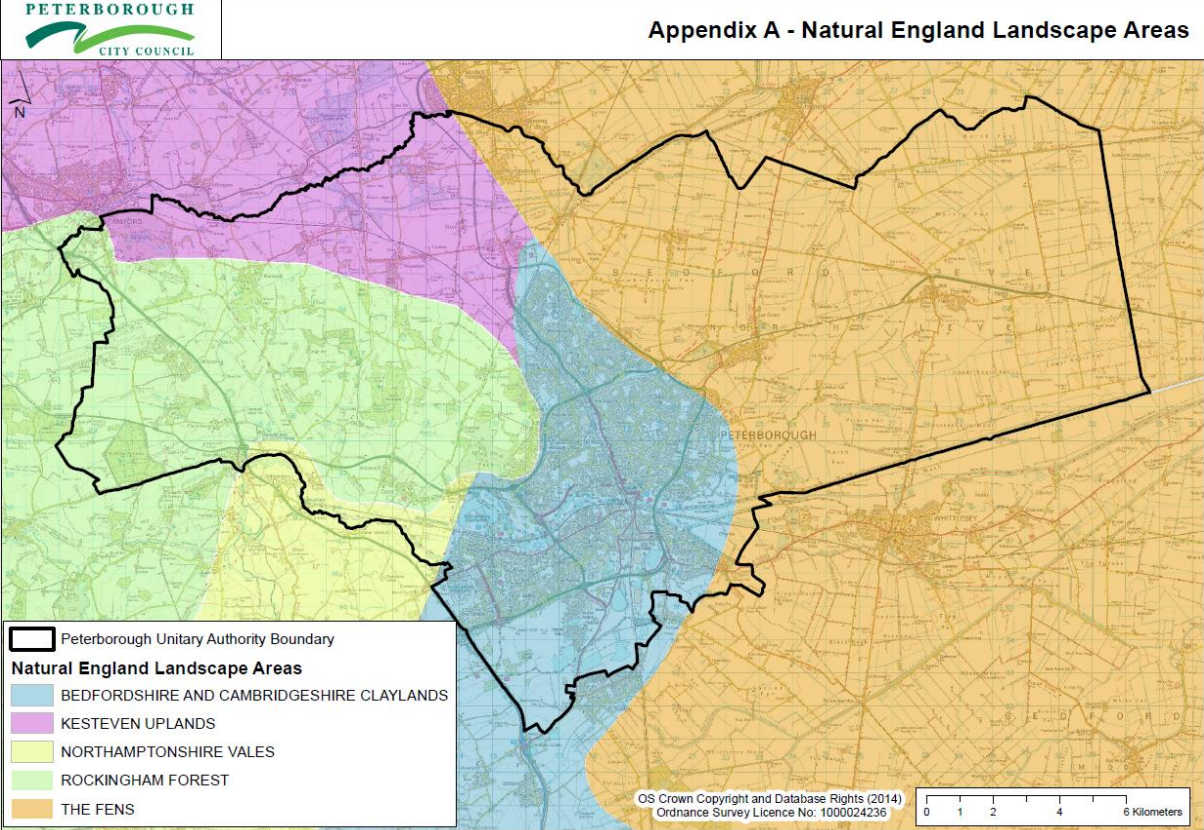


Figure A-1: Natural England Landscape Areas

Appendix B – The Fens

As a part of the previous Local Flood Risk Management Strategy a section on ‘The Fens’ was developed in partnership with Peterborough City Council, Lincolnshire County Council, Suffolk County Council and Norfolk County Council, and Internal Drainage Boards in the Fens, this has been retained to provide background for this strategy but edited to reflect more recent updates in this area.

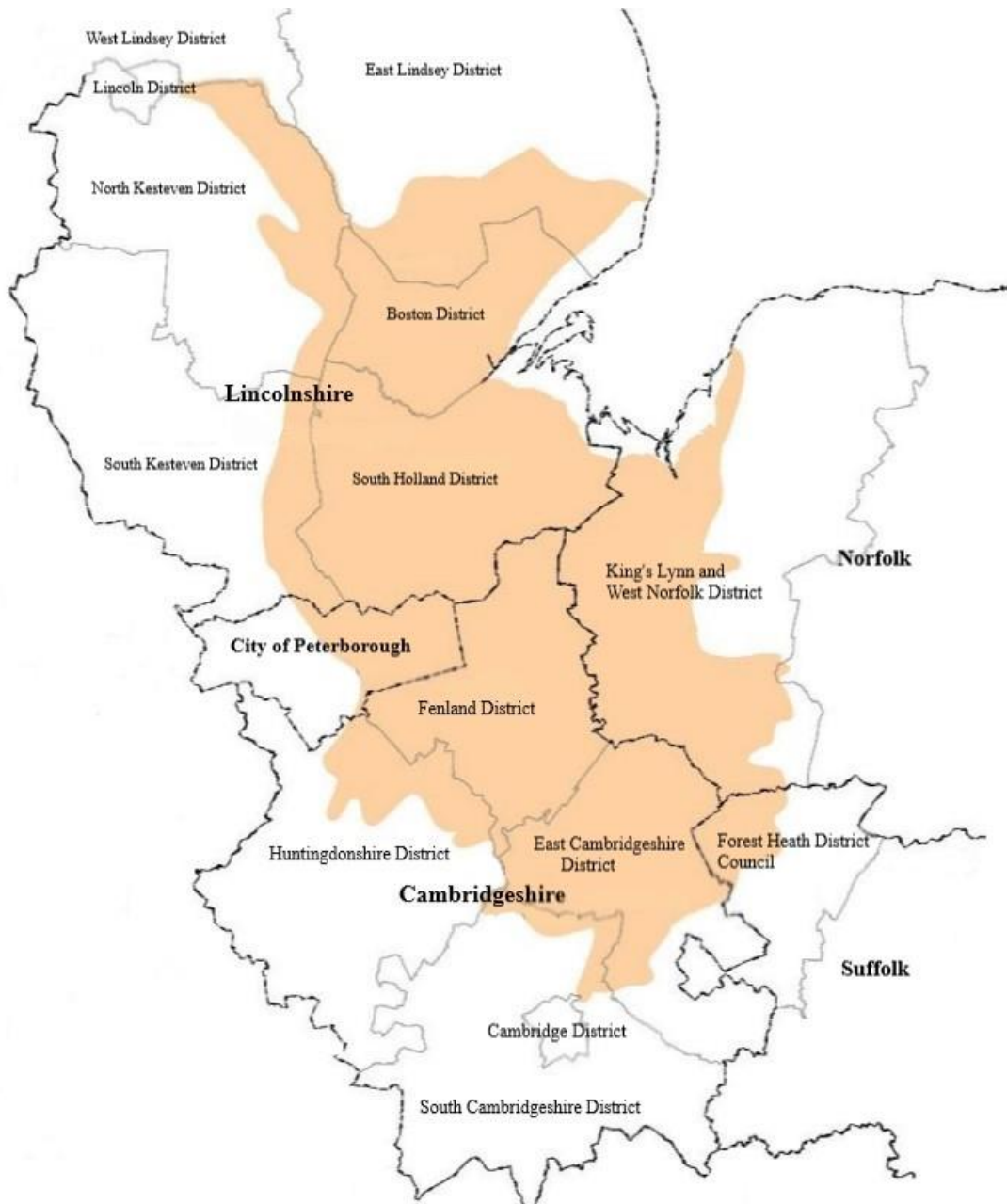


Figure A-2: Map showing Fen area

Since that time there have been developments with the Fens becoming incorporated into the National Flood and Coastal Erosion Risk Management Strategy and catchment studies led by Anglian Water and the Environment Agency. At present those studies are in the early stages and not yet at consistent stages of development across the Fens as a whole.

Local strategies will integrate the needs and opportunities of the local Fens and fenland communities with those of the rest of the local Lead Local Flood Authorities area and promote a consistent approach across the Fens as a whole. This consistency is crucial, for example, to Internal Drainage Boards, who often span more than one local authority and whose practices will be similar throughout their area. As

such Cambridgeshire will continue to work closely with other Lead Local Flood Authorities and other risk management authorities to achieve this aim.

Background to the Fens

It is important to consider the history of the Fens when considering the areas future management. Systematic water management first commenced in the mediaeval period, but localised attempts had been known since Roman times. Large scale drainage of the Fens first began in the 17th century, when the 'Fens' as we now know it began to take shape. The creation of the Ouse Washes was one of the initial phases of draining the fens and is still a critical part of the flood risk management system. All these attempts met with setbacks, and it was not until the introduction of mechanised pumps in the industrial age that successful year-round water management was achieved across the area.

The Fens form around the Wash which is internationally designated for animal and plant biodiversity. There are also numerous local sites, ranging from Sites of Special Scientific Interest to Local Nature Reserves which need to be protected; for example, the Nene and Ouse Washes are internationally protected wetlands. The Fens also represent a unique archaeological and historic environment, where human activity has shaped the land, with evidence of the earliest drainage schemes going back to Roman times and containing many designated and undesignated heritage assets. Like any watercourses, Fenland Rivers and roddons (former channels) can contain significant archaeological materials and deposits.

Specific to the Fens, the peat deposits in the fen basin overlie internationally important prehistoric remains, such as the Bronze Age sites and boats from Must Farm, Whittlesey. The band of the silt fen to the north provides a contrast of mediaeval villages and towns. More information on this or any other aspect of Cambridgeshire's historic environment can be obtained from the Historic Environment Record at the county council.

Cambridgeshire's waterways have helped define its past. They have acted as routes for communication, conquest, and trade, as sources of food and other requirements, provided power for industry, defined territories, and acted as refuges and protection for the population. As such, they contain many remains of this past, from fish weirs to abandoned cargos, bridges to treasure hoards, all of which needs to be remembered when before suggesting changes to them.

Today this artificially drained landscape is home to approximately half a million people. The Fens cover an area of almost 1,500 square miles, divided between eleven district and five county councils. The Fens covers a large area of eastern England, stretching from the Wash to Lincoln, Peterborough, and Cambridge. The Fens encompasses five different rivers – the Witham, Welland, Glen, Nene and Ouse, carry water from surrounding uplands through the Fens and into the Wash.

Well maintained coastal and fluvial flood defences are essential to providing the conditions in which Internal Drainage Boards can maintain extensive artificial drainage of the area.

Across the Fens, Internal Drainage Boards maintain 3,800 miles of watercourse, 200 miles of watercourse embankment and 286 pumping stations. Coupled with over 60 miles of coastal sea walls and 96 miles of river embankments, the Fens in the most part has a high level of protection and is classified as a defended flood plain.

The Internal Drainage Boards within the Fens have been established over many years because of the special water level and drainage management needs existing within this area, and the particular need for lowland and inland local flood risk management activities. These local works are funded in the main from funds levied locally by Internal Drainage Boards.

Well maintained coastal and fluvial flood defences, supporting an extensive drainage infrastructure are essential in promoting sustainable growth in the Fens. Housing, jobs, essential infrastructure (such as roads and railway lines) and services (such as utilities) that meet the needs of the market towns and the rural communities can only happen if drainage and flood risk is well managed. Growth in the Fens will

need to be embraced in a sustainable way; balancing development needs with the need to promote and protect open spaces, natural habitats, landscapes, the built environment and the unique qualities of the Fens. It is therefore essential that Risk Management Authorities, utilities and local communities continue to work closely with local planning authorities, so that consideration of sustainable drainage in particular and flood and water management in general are an integral part of the forward planning and development control process.

Farming contributes significantly to the success of the local economy, supporting a large number of businesses involved in the production of food and rural tourism.

The important role that farming plays in the Fens is emphasised by the steady decline in self-sufficiency in the UK, and the Government's renewal of the food security agenda. The Fens account for 50% of all Grade 1 agricultural land in England, producing 37% of all vegetables and 24% of all potatoes grown in the country, as well as enough wheat to make 250 million loaves of bread every year.

The area also supports significant livestock, dairying and outdoor pig production. This in turn supports a large well-established food processing industry.

It is critical, therefore, that appropriate flood risk and drainage management measures are taken to protect this nationally important food production area. In addition to food production, the Fens is popular for tourism, attracting numerous visitors each year. The Fens provide a unique and rich habitat for wildlife and include the Ouse and Nene Washes which, while providing flood storage capacity, are also important wildlife sanctuaries and designated as such.

There are major transport networks, road and rail, as well as homes, critical infrastructure, water, gas and electricity that would be affected if fenland areas were to flood.

The impacts of climate change in the Fens

Climate change, poses a serious threat to the Fens and a continued programme of investment in flood defences and drainage systems will be needed for existing standards of protection, including provision for the potential impact of climate change, to be maintained in the medium and long term.

Beyond the short to medium term, the likely impacts of climate change on flood risk management over the next 100 years poses future challenges we need to address to enable everyone who may be affected to start planning for the future. Both these and the associated funding challenges are being discussed as a part of the future fens work.

Currently the standards of protection provided by the defences is generally high, between 0.8% (1 in 120 years) to 0.2% (1 in 500 years). However, section 5 of this document sets out a number of risks which are likely to impact on the Fens more in future; rising sea levels that reduce the amount of time the main rivers can discharge through gravity, increased peak river flows from climate change and continued shrinkage of peat among others. These factors, which are likely to require an increase in flood storage in the area to maintain existing standards, also work in combination to hinder the drainage of local surface water networks which can become flood locked or increase the risk of inundation in the IDB catchments.

Further information on the long-term risk and infrastructure serving fens is available online as a part of the Future Fens Flood Risk Management project. Challenges highlighted as a part of that process include;

- Future funding needs not aligning to existing funding mechanisms
- Scale of funding needs
- Pressures associated with climate change impacts, including sea level rises and changes to rainfall patterns which may increase risk of both flood and drought
- Ageing infrastructure

Appendix C Risk Matrix Method

1. Risk calculation

To give an overall perspective of flood risk in Peterborough, each type of flooding (referred to here as the hazard) has been rated according to the average likelihood and the expected impacts of that type. The results are set out in table A1 in the main report based on a risk matrix calculation. This appendix shows the categories for likelihood, impact and risk that were used for this calculation. The likelihood categories have been developed based on the Environment Agency's classification bands for flood risk. For each source of flood risk, where the risk in Peterborough from this source spans more than one band the highest likelihood band has been chosen.

2. Likelihood

After the hazard has been identified, the likelihood of it occurring each year is calculated. The following table outlines the five different probability categories ranging from very low to high.

Table A1: Likelihood score

| Level | Descriptor | Likelihood, written as annual probability | |
|-------|------------|---|---|
| | | Annual probability | Annual probability as a percentage chance |
| 5 | High | $1/30 \leq X < 1$ | $3.3\% \leq X < 100\%$ |
| 4 | Medium | $1/100 \leq X < 1/30$ | $1\% \leq X < 3.3\%$ |
| 3 | Medium-Low | $1/200 \leq X < 1/100$ | $0.5\% \leq X < 1\%$ |
| 2 | Low | $1/1000 \leq X < 1/200$ | $0.01\% \leq X < 0.5\%$ |
| 1 | Very Low | $1/10000 \leq X < 1/1000$ | $0.001\% \leq X < 0.01\%$ |

3. Impact

The following table sets out the Health, Social, Economic and Environmental impact for each impact level. When scoring the overall impact level of a type of a flooding the highest relevant impact (health, social, economic or environmental) level was recorded.

Table A2: Impact explanation

| Impact category | Meaning |
|---------------------|---|
| Health – casualties | Injuries directly attributable to the emergency |
| Health – fatalities | Deaths directly attributable to the emergency |
| Social | The social consequences of an event, including availability of social welfare provision; disruption of facilities for transport; damage to property; disruption of a supply money, food, water, energy or fuel; disruption of an electronic or other system of communication; homelessness, evacuation and avoidance behaviour; and public disorder due to anger, fear, and/or lack of trust in the authorities |
| Economic | The net economic cost, including both direct (e.g. loss of or damage to goods, buildings, infrastructure) and indirect (e.g. loss of business, increased demand for public services) costs |
| Environmental | Disruption to or destruction of plant or animal life, contamination or pollution of land, water, or air, with harmful biological/chemical/radioactive matter or oil. |

Table A3: Impact scores

| Level | Health – casualties | Health – fatalities | Social | Economic (£) | Environmental |
|-------|---------------------|---------------------|---------|--------------|---------------|
| 1 | 0-5 | 0 | Limited | Thousands | Insignificant |

| | | | | | |
|---|--------|-------|---|-------------------------|--------------------------------------|
| 2 | 6-10 | 0 | Some / local | Millions | Minor |
| 3 | 11-50 | 1-20 | Moderate / local – medium to long term | Tens of millions | Limited – long/short term |
| 4 | 51-200 | 21-50 | Significant local / local and regional | Hundreds of millions | Significant – medium/long term |
| 5 | 200+ | 151 | Severe local, regional and national | Billions | Serious long term |

4. Risk calculation

The risk matrix combines both the score from impact and likelihood to give an overall score for the area from a particular known hazard. The numbers correspond to the overall risk rating given in the Peterborough Flood Risk Management Strategy.

Table A4: Risk matrix

| | | | | | | |
|--------------------|---------------|-------------------|----------|----------------------|-------------|-----------|
| Catastrophic 5 | Impact | 5 | 10 | 15 | 20 | 25 |
| Significant 4 | | 4 | 8 | 12 | 16 | 20 |
| Moderate 3 | | 3 | 6 | 9 | 12 | 15 |
| Minor 2 | | 2 | 4 | 6 | 8 | 10 |
| Insignificant 1 | | 1 | 2 | 3 | 4 | 5 |
| | | Likelihood | | | | |
| | | Very Low 1 | Low 2 | Medium - Low 3 | Medium 4 | High 5 |

| | | | | |
|------------------------|------------|---------------|---------------|------------------|
| Overall Risk Rating | Low 1-5 | Medium 6-9 | High 10-14 | Very High 15+ |
|------------------------|------------|---------------|---------------|------------------|

Appendix D – Summary Method Statement for Climate Change Sensitivity Exercise

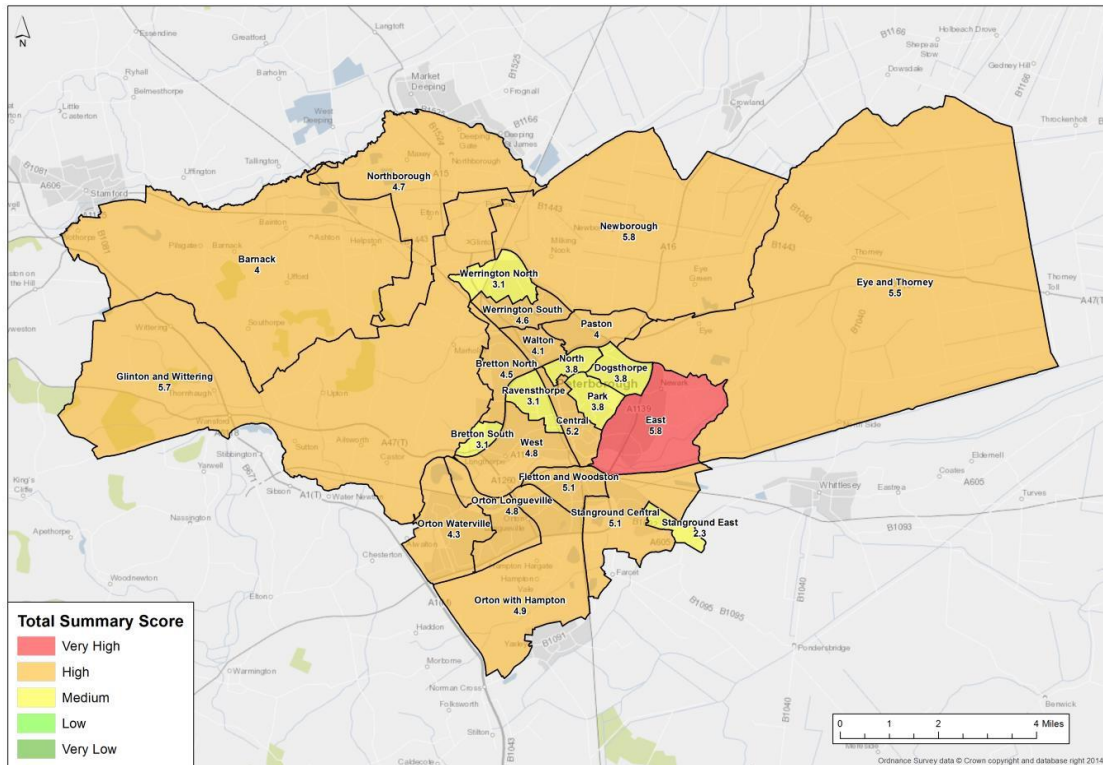


Figure A-3: Sensitivity results by ward

What is it?

The Peterborough flood risk and climate change sensitivity tool, combines local and national datasets of environment and infrastructure to help understand the risk of present-day and future flooding, based on climate change predictions, within the city. The tool produces a summary score per ward based on the risk of flooding from surface water, groundwater and fluvial flooding to people, infrastructure, economy and environment; for present day and future risk.

How does it work?

A list of infrastructure and environmental receptors were identified and split into impact categories (as presented in Table 1). For each of the receptors in a ward, an individual score from 0 (low number of receptors impacted) to 8 (high number of receptors impacted) is calculated based on how many receptors are at risk. This is undertaken for each of different flood events. These individual receptor scores are then combined to give an overall impact score and priority grading for each ward.

Results for future risk (climate change) are calculated using the change in impact scores between the modelled results. For fluvial this is the difference between flood zone 2 and flood zone 3 and for surface water this is the change in impact score between the 1 in 30 probability event and the 1 in 1:1,000 probability event. No climate change results have been derived for groundwater.

Table A-5: Receptors according to category

| Impact Category | Receptor types | |
|-----------------|--|-----------------------------|
| Health | GP Surgeries | |
| | Hospitals | |
| | Nursing Homes (vulnerable people at risk) | |
| Social | Residential Properties in 40% Most Deprived | |
| | Residential Properties in 40% to 80% Most | |
| | Residential Properties in 20% Least Deprived | |
| Economics | Residential Properties | |
| | Non-Residential Properties | |
| Environmental | Environmental Designations | |
| | Listed Buildings | |
| Infrastructure | Roads | Trunk Roads |
| | | Strategic Routes |
| | | Main Distributor Roads |
| | | Secondary Distributor Roads |
| | | Link Roads |
| | | Local Access Roads |
| | Rail | Railway Lines |
| | | Railway Stations |
| | Schools | Primary Schools |
| | | Secondary Schools |
| | Emergency Services | |
| | Sewage Treatment Works | |
| | Power Network | Electricity Sub Stations |
| | | Gas Compression Sites |
| | | Power Stations |

Table 1 – List of Infrastructure and environmental receptors

Example of how the Peterborough flood risk and climate change sensitivity tool works

For each ward the total number of a specific receptor (e.g. GP surgeries) are identified. The locations of these receptors are then reviewed against the risk of flooding.

The Dogsthorpe Ward has two GP surgeries located within its ward boundary, Dogsthorpe Medical Centre and Welland Medical Practice (red dots on the map to the right).

For a 1 in 30 probability surface water event (blue outline on the map below) only the Welland Medical Practice is affected.

The tool uses this information to determine the 'GP capacity at risk score' which is based on the percentage of GP surgeries within a ward that are at risk (Table 2). The score in Dogsthorpe Ward for GP risk is 5 (25% – 50% at risk) based on one of the two GP surgeries being affected. For a larger surface water event, the score increases to an 8, as both the surgeries would be affected by flooding.

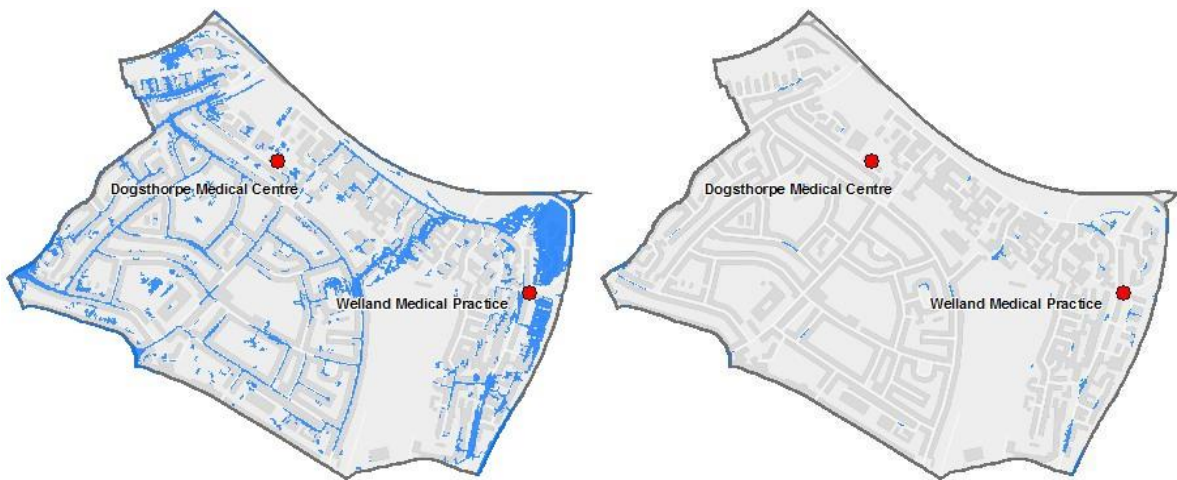


Figure A-4: Comparable flood risk maps for differing levels of risk in Dogsthorpe

The overall health impact score is calculated for each type of flood risk by taking the highest score from the following health receptors:

- GP capacity at risk;
- Vulnerable people at risk; and
- Hospitals at risk.

| Score | Criteria |
|-------|-----------------------|
| 1 | None at risk |
| 3 | 1% – 25% at risk |
| 5 | 25% – 50% at risk |
| 8 | More than 50% at risk |

Table A-6 – Scoring criteria for GP’s surgeries

An impact score is then calculated for each of the five impact categories.

The impact scores are then combined and displayed as an average. The average impact score is then calculated and converted into a priority grading. The results for the 1 in 1000 probability surface water event are displayed below. Dogsthorpe is classed as being Very High.

| Ward | Health | Social | Economics | Environmental | Infrastructure | Average Score | Priority Grading |
|------------------------|--------|--------|-----------|---------------|----------------|---------------|------------------|
| Barnack | 3 | 5 | 3 | 8 | 8 | 5.4 | High |
| Bretton North | 8 | 8 | 5 | 5 | 8 | 6.8 | Very High |
| Bretton South | 8 | 5 | 3 | 2 | 8 | 5.2 | High |
| Central | 8 | 8 | 5 | 8 | 8 | 7.4 | Very High |
| Dogsthorpe | 8 | 8 | 5 | 2 | 8 | 6.2 | Very High |
| East | 8 | 8 | 5 | 8 | 8 | 7.4 | Very High |
| Eye and Thorney | 8 | 8 | 5 | 8 | 8 | 7.4 | Very High |
| Fletton and Woodston | 8 | 8 | 5 | 5 | 8 | 6.8 | Very High |
| Glington and Wittering | 8 | 5 | 5 | 8 | 8 | 6.8 | Very High |
| Newborough | 8 | 5 | 3 | 8 | 8 | 6.4 | Very High |
| North | 8 | 8 | 3 | 3 | 8 | 6.0 | High |
| Northborough | 8 | 5 | 3 | 8 | 8 | 6.4 | Very High |
| Orton Longueville | 8 | 8 | 5 | 8 | 8 | 7.4 | Very High |
| Orton Waterville | 8 | 5 | 5 | 8 | 8 | 6.8 | Very High |

Table A-7 – Results for the 1 in 1000 probability flood event

The tool provides summary scores for different types of flood events along with a combined score for all the flood types.

Appendix E – Areas of Notable Drainage Interest

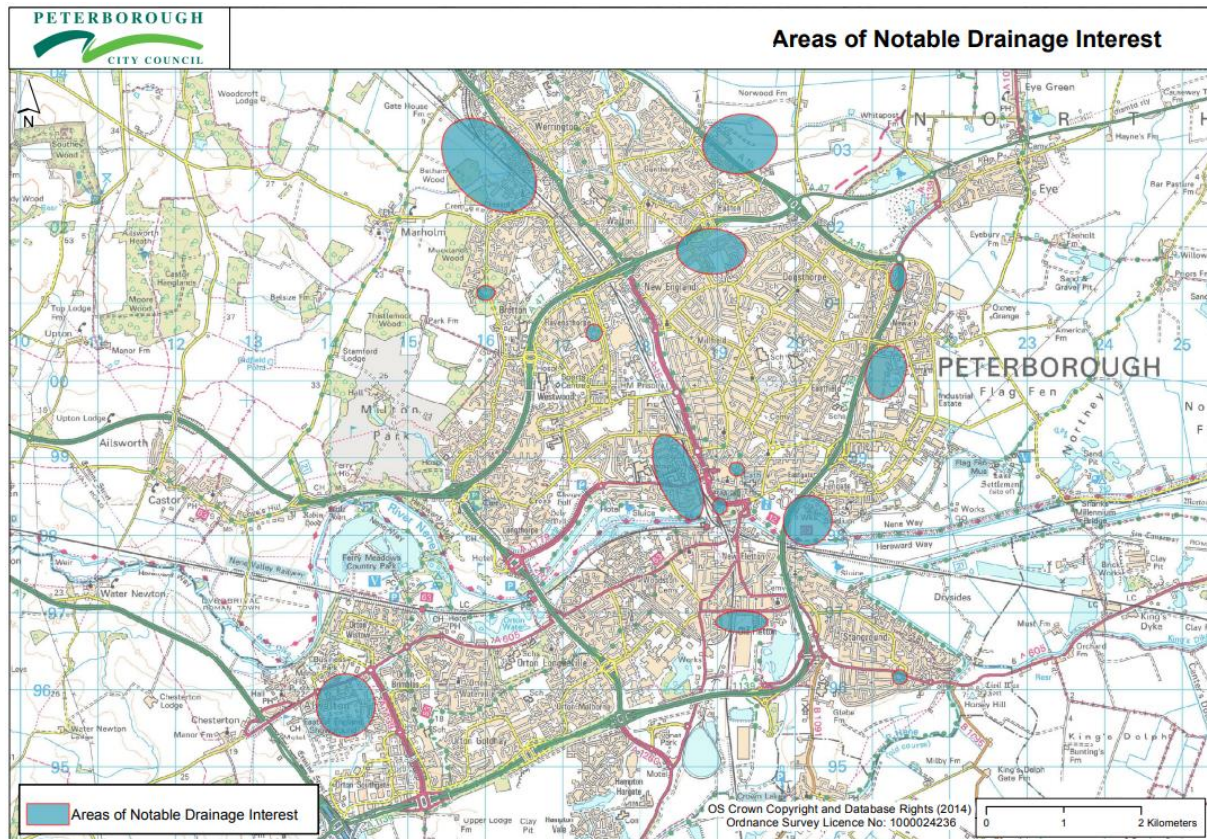


Figure A-5 Areas of notable drainage interest in Peterborough

Appendix F – Draft National Level Measures and Flood Risk Management Plan Measures

Prevention

Between 2021 and 2027, lead local flood authorities will maintain, keep under review, apply and monitor a local flood risk management strategy in their area to prioritise local flood management approaches.

Between 2021 and 2027, lead local flood authorities will implement relevant government guidance on taking climate change into account where necessary for flood risk decision making in their area to mitigate the effects of climate change.

Between 2021 and 2027, lead local flood authorities may start implementing steps to work towards net zero carbon in their area to mitigate the effects of climate change.

Between 2021 and 2027, lead local flood authorities will continue to work in partnership with other risk management authorities in their area to reduce the risk of flooding from all sources.

Between 2021 and 2027, lead local flood authorities may provide information to inform spatial and infrastructure planning, development and regeneration in their area to manage the current and future risk of local sources of flooding.

Between 2021 and 2027, lead local flood authorities will act as a consultee for major planning applications in their area to promote sustainable surface water drainage arrangements in new developments.

Between 2021 and 2027, lead local flood authorities may work with other risk management authorities to provide information where necessary to update flood maps in their area to better understand the risk of flooding.

Protection

Between 2021 and 2027, lead local flood authorities may work with other flood asset owners and riparian landowners to raise awareness of, and where necessary enforce, maintenance responsibilities in their area to reduce the risk of flooding.

Between 2021 and 2027, lead local flood authorities may work with other risk management authorities to identify a programme of nature based approaches in their area to reduce the risk of flooding from all sources.

Between 2021 and 2027, lead local flood authorities may designate third party flood risk assets and maintain a register of designated flood risk assets in their area to manage the risk of flooding from local sources.

Between 2021 and 2027, lead local flood authorities will take a risk based approach to develop and maintain a register of flood risk assets/features in their area to manage the likelihood of flooding from local sources.

Between 2021 and 2027, lead local flood authorities will regulate the condition of, and third party activity on, ordinary watercourses and review new works on ordinary watercourses in their area to reduce the likelihood of flooding.

Between 2021 and 2027, lead local flood authorities may work with other risk management authorities to support the delivery of flood projects in their area to reduce the risk of flooding from all sources.

Between 2021 and 2027, lead local flood authorities may plan flood risk management projects to achieve wider environmental benefits where appropriate in their area to work towards biodiversity net gain.

Preparedness

Between 2021 and 2027, lead local flood authorities may support communities to increase their resilience to flooding in their area to reduce the risk of flooding.

Between 2021 and 2027, lead local flood authorities may support emergency response partners and communities to plan, prepare and exercise for future flood scenarios in their area to reduce the consequences of flooding from all sources.

Recovery and review

Between 2021 and 2027, lead local flood authorities will investigate local flood events where appropriate and necessary in their area to identify actions that may be taken to reduce future flood risk.

Between 2021 and 2027, lead local flood authorities may work with others to support communities through the recovery phase of a significant flood event in their area to support them to return to their homes and businesses.

Anglian Flood Risk Management Plan Measures for Peterborough City Council

Between 2021 and 2027, Peterborough City Council, all Risk Management Authorities and key stakeholders will deliver the key aims and objectives as outlined in the Local Flood Risk Management Strategy in Peterborough to manage flood risk in the Anglian River Basin District

Appendix G – National Objectives

| Reference | Objective |
|--|--|
| Future funding and investment | |
| Strategic Objective A | Between now and 2025 the Environment Agency will have better evidence to inform future risk and investment needs for managing all sources of flood and coastal change |
| Strategic Objective B | Between now and 2030 risk management authorities will make greater use of funding and financing from non-public sector sources to contribute to the investment needs of flood and coastal resilience |
| Climate resilient places | |
| 1.1 | Between now and 2050 the nation will bolster its resilience to flooding and coastal change |
| 1.2 | Between now and 2050 risk management authorities will help places plan and adapt to flooding and coastal change for a range of climate scenarios |
| 1.3 | Between now and 2050 risk management authorities will help coastal communities transition and adapt to a changing climate. |
| 1.4 | Between now and 2030 risk management authorities will use nature based solutions and improve the environment through their investments in flood and coastal resilience. |
| 1.5 | By 2030 risk management authorities will work with farmers and landowners to help them adapt their businesses and practices to be resilient to flooding and coastal change |
| Today's growth and infrastructure resilient in tomorrow's climate | |
| 1 | Between now and 2030 all new development will contribute to making places resilient to flooding and coastal change. |
| 2.2 | Between now and 2030 risk management authorities will encourage environmental net gain in all new development to support resilience to flooding and coastal change. |
| 2.3 | Between now and 2030 risk management authorities will support investments to manage flooding and coastal change that enables growth in a sustainable and climate resilient way. |
| 2.4 | Between now and 2040 risk management authorities will work with the finance sector and other partners to mainstream property flood resilience measures and to 'build back better' after flooding |
| 2.5 | Between now and 2030 owners of flood and coastal defences will understand and take responsibility for achieving flood and coastal resilience |
| 2.6 | Between now and 2030, owners and operators of large, raised reservoirs will ensure they are safe in a changing climate |

| | |
|---|--|
| 2.7 | By 2030 water companies will plan for their infrastructure to be resilient to flooding and coastal change. |
| 2.8 | Between now and 2050 risk management authorities will work with national infrastructure providers to contribute to more flood and coastal resilient places |
| A nation ready to respond and adapt to flooding and coastal change | |
| 3.1 | Between now and 2050, people will understand the potential impact of flooding and coastal change on their lives and livelihoods and will take action to reduce that impact. |
| 3.2 | Between now and 2030 people will receive the information and support they need to transform how the nation better prepares and responds to flooding and coastal change |
| 3.3 | Between now and 2030 people and businesses will receive the support they need from all those involved in recovery after flooding so they can get back to normal quicker after flooding |
| 3.4 | Between now and 2030 the Environment Agency will have an oversight of skills and capabilities across the flooding and coastal change sector to identify gaps and future needs |
| 3.5 | Between now and 2030 the nation will be recognised as world leader in researching and managing flooding and coastal change |

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Appendix B – FMS Proposed Actions – Summary Table

This appendix sets out the actions required to achieve the objectives of this strategy, this Action Plan will be reviewed annually with details being subject to change as project considerations or dependencies influence local priorities and deliverability.

The actions in this appendix are numbered and include some basic information around the proposed activities. Including a description, the lead and other partners, priority and current status. Whilst the priority will be used to help determine the order of delivery the council and its partners need to remain flexible to delivering actions as opportunities arise and this may include delivering actions previously identified as being of a lower priority. The status gives an indication of the progress against the given action.

| Ref | Action | Description | Lead | Partner | Priority | Status |
|-----|------------------------------------|--|--------------------|---|----------|---------------|
| 1 | Digitisation of asset data | Prioritised surveying and digitisation of assets to inform local knowledge and feed into asset register. Prioritise and implement according to data availability, budget and deliverability | PCC | | Medium | In progress |
| 2 | Culverts and bridges | Work with the highways authorities and partners to clarify ownership of culverts and bridges throughout the Peterborough area with the aim of developing an efficient working plan to collate asset data and improve conditions | PCC | FloW Partnership | Medium | To be started |
| 3 | Fletton and Woodston | Investigation of surface water sewer networks in Fletton High Street and Fletton Avenue to update asset records and identify if improvements are required | AW/ PCC | | High | In progress |
| 4 | Drainage District modelling | IDBs to model their drainage districts to get an updated idea of the standard of protection offered | NLDIDB, WDIDB, MLC | | Medium | In progress |
| 5 | Groundwater knowledge | Compile evidence and research into groundwater flood risk within Peterborough | PCC | EA | Low | To be started |
| 6 | SPD | Review Flood and Water Management Supplementary Planning Document approximately every five years in line with the Local Plan review. Anticipated in 2024. | PCC | FloW Partnership | High | To be started |
| 7 | Community engagement | Undertake and co-ordinate appropriate engagement activities to promote greater awareness of flood and water-related management in Peterborough to include; <ul style="list-style-type: none"> - Promotion of flood warning services from the Environment Agency and Met Office - Awareness events using the Flood Mobile - Sharing any live telemetry data - Sharing advice for preparing for, responding to and recovering from flooding - Raising general awareness of riparian responsibilities - Working with Rivercare groups in Peterborough | FloW Partnership | FloW Partnership, landowners, communities | High | In progress |
| 8 | Flood wardens | Work to recruit new flood wardens, train and support existing wardens and community groups. Including supporting the development of community and household flood plans. | PCC and EA | FloW Partnership, RiverCare, | High | In progress |

| | | | | | | |
|----|--|---|------------|--|--------|---------------|
| 9 | Multi Agency Flood Plan | Update the Cambridge and Peterborough Multi-Agency Flood Plan and contribute to multi agency events to test the implementation of that plan. | CPLRF | | High | In progress |
| 10 | Understanding the future risk | Develop previous assessments of future flood risk and evidence building in the Peterborough Catchment Manual to improve understanding of how flood risk may change to communities over time and how this may be used to inform planning and investment in future. | PCC | All | Medium | To be started |
| 11 | Werrington Brook Improvements | Monitor improvements and changes to maintenance practices. Identify learning from the scheme that could be introduced to provide benefit elsewhere in Peterborough. | EA and PCC | Werrington Neighbourhood Council, Welland Valley Partnership | Medium | In progress |
| 12 | Paston Brook Flood Alleviation Scheme | Comprehensive review of flood risk, investigating appropriate solutions to manage the risk of both surface water, surface water sewer and main river flood risks. | EA | PCC, AW, National Highways | High | In progress |
| 13 | Rivergate | Work with local businesses and partners to better understand the risk around Rivergate. Undertake additional mapping of surface water sewers if needed. Determine whether further works are required to manage the surface water flood risk. | PCC | AW, local businesses | High | In progress |
| 14 | Peterborough Adaptation Plan | Contribute to the development of a partnership adaptation plan for Peterborough to enable the City to be more resilient to changes in severe weather, climate, resource availability etc. | PCC | FloW Partnership, Environment Capital Steering Group | Medium | To be started |
| 15 | Welland and Dogsthorpe flood alleviation scheme | Work with partners and the community to better understand the risk in this area and to develop options for reducing surface water flood risk. | PCC | AW, community | High | In progress |
| 16 | City centre combined sewers | Partnership working to investigate options for significant removal of surface water discharges into combined sewers to reduce flood risk from combined sewers and also reduce the need to treat rain water at Flag Fen Water Recycling Centre. | PCC, AW | | High | In progress |
| 17 | Partnership data sharing | Use learning from recent flood events in Peterborough and neighbouring authorities to inform a review of how flood event data is shared among partners in both normal operation and emergencies. Including sharing of 'on the ground' information such as water levels. | PCC | FloW partnership | Medium | To be started |
| 18 | Flood storage capacity study | Carry out a review of the strategic assets in Peterborough, their condition, capacity and potential to help the city adapt to future risk. | PCC/ EA | FloW partnership | Medium | To be started |
| 19 | DWMPs | Contribute to the development of the Drainage and Wastewater Management Plans. | AW | FloW partnership | Medium | In progress |
| 20 | Future Fens | Contribute to the development of Future Fens projects. | EA/ WRE | FloW partnership | Low | In progress |
| 21 | Highways SuDS Standards | Update of the local highways development control estate road specification to incorporate Sustainable Drainage Systems. | PCC | | Medium | In progress |
| 22 | Develop long term maintenance programmes | Maintenance programmes for the drainage assets serving Peterborough's parkways and villages to be developed with capacity | PCC | | Medium | To be started |

| | | | | | | |
|----|-----------------------------------|---|------|-----|--------|---------------|
| | | bids or similar funding routes to be pursued. | | | | |
| 23 | Natural Flood Management | Support partnership delivery of Nature Based Solutions to provide multiple benefits to the water environment, including for flood risk. | All | | Medium | To be started |
| 24 | Review of use of telemetry | Analyse data, review effectiveness of thresholds and locations of existing water level and rainfall devices. Consider new priority locations | PCC | | Low | In progress |
| 25 | Electric Cut Scheme | Delivery of habitat and flow improvements to electric cut to consider additional benefits for local drainage infrastructure and amenity value | RNRP | PCC | Medium | In progress |

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| | |
|---------------------|--------------------------|
| CABINET | AGENDA ITEM No. 9 |
| 11 JULY 2022 | PUBLIC REPORT |

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

OUTCOME OF PETITIONS

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

1. ORIGIN OF REPORT

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

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to update Cabinet on the progress being made in response to petitions submitted to the Council.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.7, '*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 Received by the Council

No Mayoral Vehicles

The petition was submitted by Mr Gasparutti on 11 January 2022. The petition contained 36 valid signatures and called for the Council to 'to remove the Mayor's Jaguar'.

The Executive and Members Services Manager responded:

"With regards to your petition relating to the Mayors Car, I am aware that you have already been contacted by the Democratic Services team to confirm that 43 signatories were received, of which 36 were valid. As I am sure you are aware, the requirement for this to be discussed at Scrutiny or Cabinet meetings is 50 and therefore, this will not be debated.

As you are aware, the Council supports its first citizen with a vehicle to enable him/her to undertake their role to promote and support citizens, charities, and community groups across the City. The agreement to lease the Mayors vehicle is within the Council's Constitution and was also discussed and agreed by Group Leaders.

In accordance with the Councils Constitution the current vehicle is fully electric model and meets the requirements for the Councils Carbon Emissions Plan.

Finally, I confirm that there will be no further action taken on this matter.”

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.