

A meeting of the **CABINET** will be held in the **CABINET ROOM, PATHFINDER HOUSE, ST MARY'S STREET, HUNTINGDON** on **THURSDAY, 22ND APRIL 2004** at **11:30 AM** and you are requested to attend for the transaction of the following business:-

  
**Contact**  
**(01480)**

## **APOLOGIES**

### **1. MINUTES**

To approve as a correct record the Minutes of the meeting held on 25th March 2004.

**A Roberts**  
**388009**

### **2. PFI WASTE MANAGEMENT UPDATE - CONTRACT GOVERNANCE ISSUES**

To consider a report by the Director of Operational Services on the proposed procurement of waste collection and disposal services in a Private Finance Initiative.

**R Preston**  
**388340**

### **3. DEVELOPMENT GUIDELINES FOR LAND AT THE NORTHERN GATEWAY TO RAMSEY**

To consider a report by the Head of Planning Services requesting the Cabinet to approve the adoption of development guidelines for land at the northern gateway to Ramsey.

**R Probyn**  
**388430**

### **4. OXMOOR ACTION PLAN - PROGRESS REPORT ON OPEN SPACE DEVELOPMENTS**

To consider a report by the Heads of Community Services and of Planning Services seeking authority to implement improvements to green space in Oxmoor.

**P Jones**  
**388202**  
**M Sharp**  
**388401**

### **5. POLICE COMMUNITY SUPPORT OFFICERS**

#### **(a) Governance Protocol**

To receive a report by the Head of Administration on the deliberations of the Overview and Scrutiny Panel (Planning and Finance) on the proposed Governance Protocol between the Council and the Police on the supervision and deployment of Police Community Support Officers.

**R Reeves**  
**388003**

#### **(b) Memorandum of Understanding**

With the assistance of a report by the Director of Operational Services to consider a draft Governance Protocol for Police Community Support Officers.

**Mrs L Wilson**  
**300301**

**6. ANTI-SOCIAL BEHAVIOUR STRATEGY**

To consider a report by the Head of Environment and Transport seeking approval for a draft Anti-Social Behaviour Strategy.

**Mrs S Hansen**  
**388341**

**7. DISABLED FACILITIES GRANTS**

To consider a report by the Head of Housing Services on changes to Disabled Facilities Grants and associated funding matters.

**J Barrett**  
**388203**

**8. EXCLUSION OF THE PRESS AND PUBLIC**

To resolve:-

that the public be excluded from the meeting because the business to be transacted contains exempt information relating to terms proposed in the course of negotiations for the acquisition/disposal of land or property.

**9. ACORN COMMUNITY HEALTH CENTRE, SAPLEY SQUARE WEST - CONTRACT ISSUES**

In the light of the Council's decision at its meeting on 7th April 2004 confirming its willingness, subject to appropriate conditions, to fund the Acorn Community Health Centre, to consider a report by the Head of Financial Services (TO FOLLOW) on contractual and other issues reserved to the Cabinet.

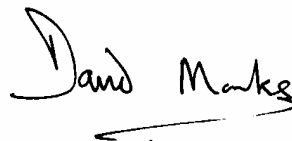
**S Couper**  
**388103**

**10. 13 CROMWELL ROAD, ST NEOTS**

To consider a report by the Estates and Property Manager seeking the approval of terms for the disposal of freehold premises at 13 Cromwell Road, St Neots.

**K Phillips**  
**388260**

Dated this 14th day of April 2004



Chief Executive

**Please contact A Roberts, Tel No. 01480 388009 if you have a general query on any Agenda Item, wish to tender your apologies for absence from the meeting, or would like information on any decision taken by the Cabinet.**

**Specific enquiries with regard to items on the Agenda should be directed towards the Contact Officer.**

**Members of the public are welcome to attend this meeting as observers except during consideration of confidential or exempt items of business.**

Agenda and enclosures can be viewed on the District Council's website –  
[www.huntsdc.gov.uk](http://www.huntsdc.gov.uk).

#### ***Emergency Procedure***

*In the event of the fire alarm being sounded and on the instruction of the Meeting Administrator, all attendees are requested to vacate the building via the closest emergency exit and to make their way to the base of the flagpole in the car park at the front of Pathfinder House.*

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## HUNTINGDONSHIRE DISTRICT COUNCIL

MINUTES of the meeting of the CABINET held at Cabinet Room, Pathfinder House, St Mary's Street, Huntingdon on Thursday, 25 March 2004

PRESENT: Councillor D P Holley - Chairman

Councillors I C Bates, Mrs J Chandler,  
R L Clarke, Mrs K P Gregory, N J Guyatt,  
T V Rogers and L M Simpson

### **176. MINUTES**

The Minutes of the meeting of the Cabinet held on 4th March 2004 were approved as a correct record and signed by the Chairman.

### **177. "GROWING SUCCESS": A CORPORATE PLAN**

Consideration was given to a report by the Head of Policy, to which was attached a copy of the replacement Corporate Plan – "Growing Success" developed to support the Council's Community Strategy, provide the context within which the Comprehensive Performance Management Framework would operate and assist in prioritisation. Copies of the report and Plan are appended in the Minute Book.

In so doing, Members' attention was drawn to the views expressed by the Overview and Scrutiny Panels regarding the geographical and social diversity throughout the District and the practicalities of balancing economic growth to reduce "out commuting". Having been advised that the Panels would be given the opportunity to discuss the Plan's targets as and when they were developed and subject to an amendment to the 4th bullet point of the vision's characteristics to refer to the targeting of resources to meet the greatest needs, the Cabinet

RESOLVED

that full Council be invited to endorse the document - "Growing Success: A Corporate Plan" appended to the report now submitted.

### **178. MEDIUM TERM PLAN: REQUESTS FOR RELEASE OF FUNDING**

Further to Minute No. 03/168, consideration was given to a report by the Head of Financial Services requesting the release of funding for three schemes to be included or identified for inclusion in the Medium Term Plan. Copies of the report and associated justifications are appended in the Minute Book. Whereupon, it was

RESOLVED

that the relevant funding be released for the following

schemes and projects within the Council's MTP –

- ◆ St Neots Skate Park;
- ◆ External and internal communications and student placement; and
- ◆ Economic Development feasibility study.

**179. 2004/05 TREASURY MANAGEMENT STRATEGY**

With the assistance of a report by the Head of Financial Services (a copy of which is appended in the Minute Book) the Cabinet considered a proposed Treasury Management Strategy for 2004/05. Whereupon, it was

RESOLVED

that full Council be invited to approve the 2004/05 Treasury Management Strategy as appended to the report now submitted.

**180. POLICE COMMUNITY SUPPORT OFFICERS**

(Councillor L M Simpson declared his prejudicial interest as an employee of Cambridgeshire Constabulary and left the meeting for the duration of discussion and voting on this matter)

Further to Minute No. 03/81 and by way of reports by the Director of Operational Services and the Head of Administration (copies of which are appended in the Minute Book) the Cabinet considered a draft Governance Protocol established as part of the deployment of 18 new Police Community Support Officers (PCSO's) in Huntingdonshire.

Having been acquainted with the deliberations of the Overview and Scrutiny Panel (Planning and Finance) in relation to :-

- ◆ the role and allocation of Officers to the rural settlements throughout the District;
- ◆ the inclusion of traffic management enforcement and road safety education as one of the five objectives of the PCSO's in the Governance Protocol;
- ◆ Communications links;
- ◆ the implications for the Council's Medium Term Plan; and
- ◆ the level of financial support provided by the Council compared with other authorities in the County -

the Cabinet

RESOLVED

that consideration of the Governance Protocol with Cambridgeshire Constabulary regarding PCSO's be deferred pending clarification of the issues identified by the Overview and Scrutiny Panel and a further report thereon to a future meeting.

**181. A14 THRAPSTON - BRAMPTON JUNCTIONS: HIGHWAYS AGENCY CONSULTATION**

Further to Minute No. 03/91 consideration was given to a report by the Director of Operational Services (a copy of which is appended in the Minute Book) outlining revised proposals by the Highways Agency to improve the junctions between Thrapston and Brampton on the A14.

The Cabinet received representations from Councillor J C Mugglestone and concurred with his concern in relation to the urgent need for improvements to these junctions in the interests of road safety.

In discussing the District Council's response to the proposals, Members reiterated their continued support for the grade separation scheme originally proposed for the route, particularly at the junction with Tollbar Lane, Bythorn/Keyston and were of the opinion that only options which sought to provide a similar level of benefit should be progressed. Furthermore, Members felt that they could not support a 50 mph speed limit on both eastbound and westbound lanes of the A14 between Coales Lodge and Little Meadow as it was unlikely to be effective. Whereupon, the Cabinet

RESOLVED

that the content of the report now submitted be noted and the comments made and issues raised endorsed to form the basis of a response on behalf of the District Council.

**182. CAMBRIDGESHIRE GUIDED BUS**

(Councillors I C Bates and R L Clarke declared their respective personal interests as Members of Cambridgeshire County Council in the following item of business.)

Further to Minute No. 03/151, the Cabinet considered a report by the Head of Environment and Transport (a copy of which is appended in the Minute Book) regarding the County Council's Transport and Works Act (TWA) submission for the guided bus scheme.

By way of background, Members were reminded that the TWA Order would provide the County Council with deemed planning consent and authority to acquire the necessary land to construct the guided sections of the route, principally between St Ives and Histon.

In discussing the implications of the order for Huntingdonshire, the Cabinet received representations from Councillors J C Mugglestone, K Reynolds and J M Sadler highlighting their constituents' concerns in relation to the scheme's cost, environmental impact, and overall benefits for both commuters and the District in general.

In acknowledging the unlikelihood of sustaining an objection to the submission and having noted that negotiations were continuing with the County Council over the design of the final scheme, the Cabinet.

RESOLVED

- (a) that the service of the TWA Order application on the District Council be noted;
- (b) that no objection be made to the application;and
- (c) that the Director of Central Services after consultation with the Executive Councillor for Resources, Welfare and IT be authorised, to initiate negotiations with the County Council in respect of the transfer of the land in the District Council's ownership required for the scheme.

(Councillors I C Bates and L M Simpson requested that it be recorded that they had abstained from voting on this item.)

**183. EASTON - ELLINGTON PERMISSIVE CYCLE ROUTE**

By means of a report by the Head of Environment and Transport (a copy of which is appended in the Minute Book) the Cabinet considered a proposal to establish a permissive cycle way linking the settlements of Easton and Ellington. Whereupon, it was

RESOLVED

that the Director of Operational Services be authorised to take such action as is necessary to establish a permissive cycle way between Easton and Ellington.

**184. BUILDINGS AT RISK REGISTER, 2004**

By way of a report by the Planning Policy Manager (a copy of which is appended in the Minute Book) the Cabinet were informed of the publication of the 2004 Huntingdonshire Buildings at Risk Register, the results of the 2003 Buildings at Risk survey and an analysis of the Buildings at Risk Strategy 2003-2005.

Having noted that the revised Buildings at Risk Register contained details of 318 structures categorised according to their condition and risk of collapse or structural failure, the Cabinet

RESOLVED

that the contents of the 2004 Buildings at Risk Register be noted and the future Strategy for 2003-2005 endorsed.

**185. ACCOMMODATION FOR ICT SERVER ROOM**

Consideration was given to a joint report by the ICT Services Manager and the Projects and Asset Manager (a copy of which is appended in the Minute Book) regarding proposals to extend the ICT server room at Pathfinder House to accommodate the Council's expanding ICT infrastructure and maintain the necessary physical



environment for the servers.

Having considered the information contained in the report, the need for expansion and an evaluation of options, the Cabinet

**RESOLVED**

that the existing ICT server room on the second floor of Pathfinder House be extended, the capital funding for the scheme in the Medium Term Plan increased by £45,000 and the relevant funds released.

(Councillors R L Clarke and Mrs K P Gregory requested that it be recorded that they had abstained from voting on this item.)

**186. SAFETY ADVISORY GROUP**

The report of the meeting of the Safety Advisory Group held on 3rd March 2004 was received and noted.

Chairman

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**CABINET**

**22ND APRIL 2004**

**PFI WASTE MANAGEMENT UPDATE  
CONTRACT GOVERNANCE ISSUES  
(Report by Director of Operational Services)**

**1. INTRODUCTION**

- 1.1 Cabinet at their meeting on 12 February 2004 received a report on the progress of the proposed PFI procurement of waste collection and disposal services.
- 1.2 This report updates Cabinet on progress made on identifying possible future governance arrangements following the procurement of waste services supported by PFI credits.

**2. BACKGROUND**

- 2.1 Previously it was reported to Cabinet that the following governance models were to be explored further:
  - A 'Joint Committee' of participating councils with a lead council (the County Council) entering into the contractual arrangement for the service. Management would be delivered by a joint officer team.
  - A 'Lead Authority' (the County Council) responsible for the contract with the service provider and all management responsibilities. The relation between the Lead Authority and the other councils would be governed by a contractual arrangement. This is similar to our highways agency, but in reverse.
  - A 'Local Authority Company' which would be a legal entity in its own right. Participating councils would have a seat(s) on the board of the company.
  - A 'Waste Management Authority' to which the participating councils would delegate their waste functions and the management of their existing operations.
  - Two 'Linked Contracts' with a single contractor but enabling Peterborough City to have a separate contract from a second joint County Council/District Council contract.
- 2.2 The Outline Business Case indicates a preference for either the Lead Authority model or a Local Authority Company. In the former this would involve a tri-partite agreement between the County Council, Peterborough City Council and the contractor; with separate subsidiary, legally binding agreements between the County Council and the districts.

**3. CURRENT POSITION**

- 3.1 Little further work has been completed on these models which assumed that a majority of waste collection authorities would be involved in a joint procurement of collection and disposal services.

- 3.2 More recently, the lack of certainty regarding having a net financial benefit following tendering has made it more difficult for collection authorities to determine whether they wish to take part in the procurement process either on a sub-contract or integrated basis. In the light of this the county council –
- is concerned that waste collection authorities' decisions may not be available until September 2004; and
  - is expressing a desire to narrow the tendering options before proceeding further with the preparation of contract documentation which is a pressing task.
- 3.3 They have therefore requested comments on a two-fold approach which is designed to provide any potential contractors with greater certainty about the waste streams arriving for ultimate disposal.
- 3.4 Firstly the county council are proposing a consortium which would have the following key features:
- Services are integrated
  - DSO(s) could work as subcontractors for the Private Sector Partner (the Contractor)
  - The contract would be jointly managed using one of the models outlined in section 2 above. Huntingdonshire's future collection decisions would therefore be taken by a consortium of authorities.
  - Waste Collection Authorities (WCAs) in the consortium would receive the benefit of PFI credits. They would pay a share of the unitary charge and there would probably be other forms of financial adjustment between the Waste Disposal Authority (WDA) and WCA to supersede recycling credits: an open book approach would be implicit (the participants could form a Special Purpose Vehicle (SPV) with a single account).
- 3.5 Any WCAs not in the consortium would be expected to enter into a partnership agreement with the following features:
- The Joint Strategy guides policy and programmes
  - CCC has a legally binding Service Level Agreement (SLA) with each of the WCAs not in the consortium
  - These WCAs deliver their own collection services
  - The SLAs would govern which materials are collected at kerbside and forecast tonnages etc.
  - SLAs could be backed by a revised recycling credit scheme or a cost sharing scheme (as per Lancs CC)
  - Some form of fall back or sanction if a WCA departed from the SLA (e.g. as envisaged in the WET Act)
  - Agreement to an open book approach
  - WCAs might qualify for performance reward grant
- 3.6 Since the county council proposals were received a number of meetings have taken involving the various officer sub-groups and these have resulted in the county council agreeing to consider the following issues:
- 3.6.1 Can a WCA take part in the procurement process and then withdraw if the final financial and service package is not attractive? The county

view seems unclear as different interpretations have emerged from different county officers. If there is no option for withdrawal it is extremely unlikely that WCAs will join the procurement phase.

- 3.6.2 Why does a sub-contracting WCA need to be in the proposed consortium for governance, as opposed to financial purposes? If this were not required then a sub-contracting WCA could negotiate a partnership agreement with the county council rather than having to be in the consortium and therefore lose autonomy over its service to a consortium decision.
- 3.6.3 The withdrawal of the WCAs from the procurement phase would simplify the tender process and possibly lead to more competitive prices for disposal. The alternative partnership approach would therefore become critical to maintaining eligibility for PFI. It would thus seem appropriate for the county council to find a mechanism to effectively pass on the WCAs' share of the PFI credits, as their share of the government funding, for creating an acceptable partnership arrangement. This would also mean that there would be less likelihood of any greater saving from taking part in procurement for those WCAs who were interested in sub-contracting rather than full integration.
- 3.6.4 It has been suggested in government consultation that the performance reward scheme planned for WCAs in future years will not be available to those taking part in PFI schemes. Clarity is needed on whether this is still likely to be the intention and whether partnership, as opposed to sub-contract or integration of collection arrangements, would equally rule out their availability.
- 3.6.5 The county council cannot require a WCA to enter into a legally binding partnership agreement. They are obliged to pay recycling credits and can also issue "directions" as long as they meet any resulting costs. HDC would need to be confident that the joint agreement was advantageous before entering into it.

#### 4. **CONCLUSION**


- 4.1 It is not yet clear how quickly the county council will be able to reach a view on the issues raised in paragraph 3.6 but a fast response is critical to keeping the procurement phase on target. If further information is available in time it will be tabled at the meeting.
- 4.2 It would not be appropriate for Cabinet to make decisions on whether Huntingdonshire should take part in the procurement phase until some, at least, of the answers are available.
- 4.3 In the meantime Cabinet may like to consider the key information which will inform the decision and, given that an early indication of the Council's intention on joining the procurement phase is requested for the CCA Waste Forum meeting on the 28 April, what line the Council's representative should take. In particular, Cabinet may like to consider if they are prepared to relinquish direct control of the collection service or not.

5. **RECOMMENDATIONS**

- 5.1 That Cabinet give an indication of their position given the current information.

**Background papers:**

Outline Business Case: Integrated Waste Management Project –  
Cambridgeshire and Peterborough Waste Partnership (January 2004)

**Contact Officer: Richard Preston, Head of Environment & Transport**  
 **01480 388340**

**Waste PFI Procurement - Savings/Costs**

**More chance of**

A share of PFI credits  
Collaboration/integration and innovation on collection service with potential savings  
No recycling reward grant (subject to the outcome of Government consultation)  
Need to employ our own or share cost of a Districts' consultant

**Definitely**

Contribution to procurement costs (£40k)  
Cost of producing a specification  
Staff working on PFI not able to work on other priorities (opportunity cost)

**But**

The County Council are now proposing that those authorities participating in the final contract (sub-contract or integration), will lose autonomy on collection decisions. Decisions will be made by consortium on which HDC would have representation, but probably no veto.

**The above summary will need updating in the light of the county council's decisions on the issues raised in paragraph 3.6 above.**

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**CABINET**

**22ND APRIL 2004**

**DEVELOPMENT GUIDELINES FOR LAND AT THE NORTHERN GATEWAY  
TO RAMSEY  
(Report by HEAD OF PLANNING SERVICES)**

**1. INTRODUCTION**

- 1.1 The area to the north of Ramsey town, known as “Ramsey Northern Gateway” incorporates land bisected by High Lode River along St Mary’s Road, Horse Drove and Rivermill, Great Whyte. This has been identified as an area of opportunity following significant partnership working in the town.
- 1.2 A priority action within the new Huntingdonshire Community Strategy includes the development of interim planning guidance for the Ramsey Northern Gateway. Huntingdonshire District Council have, therefore, worked with planning consultants, The Development Planning Partnership, with support from landowners, developers and community partnerships to produce this draft Urban Design Framework (UDF).
- 1.3 Cabinet is asked to consider the document and approve it for consultation purposes. Once representations have been received and considered, the guidelines will be an important consideration when considering development proposals.

**2. BACKGROUND**

- 2.1 The site to which the UDF applies falls under the control of a relatively limited number of landowners who are keen to promote their sites for development. This has made the production of this document less complex and increases the prospects of implementing the objectives.
- 2.2 At present the area, where there are buildings, has a mixture of building types – some in use and others not. The appearance of the area as you enter the town is poor as are parts of the riverside area.
- 2.3 It is recognised that a comprehensive and co-ordinated approach to the potential future development of this area is required in order to achieve a positive and sustainable impact, in economic, social and environmental terms, for the benefit of not only the town but surrounding villages.

- 2.4 As Members will be aware, a “vision” project is in progress for Ramsey and the surrounding parishes of Bury, Conington, Holme, Upwood & the Raveleys, Warboys, Wistow and Woodwalton. This work is a result of a Civic Trust Visioning Event held in Ramsey in December 2002.
- 2.5 The project is being led by the Ramsey Area Partnership (RAP) which includes voluntary, community, private and public sector organisations, groups and individuals with an interest in the future of the Ramsey area. It already has a close working relationship with the Huntingdonshire Strategic Partnership and will have a key role in promoting and delivering actions that tie in with the objectives and priorities in the Community Strategy for the Ramsey area, including this guidance.
- 2.6 Over the last five months, through extensive consultation with local communities, key issues and opportunities have been highlighted – one of these being the negative impact of the northern gateway as it currently stands and the potential for significant improvements through a co-ordinated, sustainable plan.
- 2.7 Key issues that have arisen during the RAP consultation work that tie in directly with the draft UDF for the Northern Gateway include:
- Need for attractive gateways to town
  - Better use of waterway and refurbishment of barge dock area
  - Capturing benefits arising from the Great Fen Project
  - Increased access to countryside required
  - More affordable housing required, particularly for single people and first time buyers
  - Improve availability of local jobs
  - Improve range and quality of shops available to consumer
  - Improve access to services and facilities including community resource
  - Increase availability of business support and advice locally
  - Develop tourism package, exploiting culture and heritage of area
  - Improve access to area, particularly through pedestrian and cycle links incorporating access to countryside
- 2.8 The RAP Action Plan is now being prepared and the potential of the Northern Gateway is likely to be a key objective within this plan.

### 3. **THE PROPOSALS**

- 3.1 The draft UDF provides an opportunity to encapsulate and promote the potential of the Northern Gateway in order for it to improve the long-term sustainability of the town as a rural service centre. In addition to points noted in para 2.9, it could:
- Regenerate this important gateway to the town making best use of brownfield land
  - Provide high quality landscaping, a prerequisite for a rural market town
  - Encourage employment development to increase availability of local jobs
  - Provide for residential development that meets local needs

- Increase self sufficiency of the town as a service centre and reduce travel needs
- Connect areas of town by providing a vital link across waterway and incorporating 'art' to tie the areas together visually
- Building attractive frontages to St Mary's Road and the waterway
- Provide better and more attractive links to the countryside

3.2 An indicative masterplan for the Northern Gateway is illustrated in the UDF at Figure 4 and an indicative layout is shown at Figure 6. It envisages a high-quality gateway to the town incorporating a mixture of business, residential and community development to meet the needs of local residents, businesses and visitors to the area.

3.3 The following are potential uses within the framework:

- Employment buildings B1 and B2 class of high-quality design, location and appropriate scale
- Foodstore of no more than 3,500 sq m with appropriate design and landscaping to fit well with the surroundings
- Workplace homes and workshop spaces drawing upon designs of Rivermill area
- Residential development along the riverside frontage utilising design from Rivermill area and providing adoptable standard roadway
- Residential development on old North Station site of appropriate design and materials to reflect the character of the town
- Community facilities to link in with those existing in Rivermill area
- Children's pre-school nursery centre sited with community facilities

#### **4. CONCLUSION**

4.1 Discussions will be held with local Members, the Town Council and surrounding Parishes and members of the Ramsey Area Partnership, which includes the Town Centre Partnership, on the future shape of this document and to share in its ownership. It is hoped that the Ramsey Area Partnership as part of its strategic work can assist in the wider consultation with local communities. In addition there will be a consultation process with the usual statutory bodies.

4.2 Further discussions will also be required with landowners and potential developers to ensure that the location of the proposed land uses and their relationship with the surrounding proposals are optimised. It may be, for example, that the position of the foodstore would be better located further to the south west and closer to the existing facilities at Stocking Fen Road and the town centre.

4.3 Any comments or changes will be brought back to the Cabinet before it is adopted as interim policy guidance for Ramsey Northern Gateway area.

#### **5. RECOMMENDATION**

5.1 That Cabinet approve the Guidelines as a basis for further discussion and consultation

## **BACKGROUND INFORMATION**

Ramsey Area Partnership File  
Huntingdonshire Area Local Plan 1995  
Huntingdonshire Community Strategy 2003

**Contact Officer: Richard Probyn**  
 **01480 388430**

*Urban Design Framework*  
**Ramsey Gateway**



Operational Services - Planning

**Huntingdonshire**  
district council

[www.huntsdc.gov.uk](http://www.huntsdc.gov.uk)

Ramsey Gateway

Urban Design Framework

April 2004

Produced by  
The Development Planning Partnership

For

**Huntingdonshire**  
district council

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PLANS:

Figure 1 – Policy Area and Context Plan

Figure 2 – Illustrative Site Appraisal Plan

Figure 3 – Outstanding Planning Permissions

Figure 4 – Indicative Masterplan

Figure 5 – St Mary's Road – D (indicative block structure)

Figure 6 – St Mary's Road – D (indicative Layout)

## 1

## INTRODUCTION

## 1.0 INTRODUCTION

## Scope of the Urban Design Framework (UDF)

- 1.1 This document provides a framework to guide development within the area to the north of Ramsey town centre and is intended to update the policies contained within the Development Plan. The aim is to secure a comprehensive and coordinated approach for the area, capable of harnessing development pressures and other opportunities to stimulate environmental improvements and a greater level of integration into the urban fabric of the town. At the same time, the framework needs to be sufficiently flexible to respond to changes as development proposals emerge.
- 1.2 The area covered by the framework is varied in character comprising areas of employment development, both planned and ad hoc, retail, residential and community uses as well as an unimplemented foodstore permission. A significant proportion of the area is presently undeveloped, despite being allocated for employment for a considerable period of time. However, proposals are now emerging for employment uses, improved access arrangements, a new foodstore development as an alternative to a scheme already granted planning permission and some residential development. The framework provides an important opportunity to draw together these emerging proposals and well-established land uses by taking an integrated view of the area's development and by building on its existing mixed-use character in the most advantageous manner.
- 1.3 Additional land to the south of St. Mary's Road has been included within the framework area. This had formed part of the residential allocation to the west of Ramsey, and whilst the allocation has been deleted following the recommendations of the Local Plan Inspector, this part of the site remains a prime redevelopment opportunity. It consists of previously developed and under-used land and would form part of a defensible urban boundary. Consequently, it is therefore appropriate for its potential redevelopment to be considered.
- 1.4 The extent of the area covered by the UDF can be seen on the attached plans.

## Relationship of the Urban Design Framework to the Development Plan and other strategies

- 1.5 The Urban Design Framework is intended to provide interim planning guidance until the existing Huntingdonshire Local Plan is reviewed and replaced by a Local Development Framework. The UDF has not been produced as formal supplementary planning guidance, as it proposes some changes to the mix of uses proposed for this area in the currently adopted Local Plan. Nonetheless, the proposals in the



# 1

## INTRODUCTION

framework are broadly in accordance with a number of policies in the development plan and will be subject to public consultation by the Council. It will therefore carry weight as a material consideration in the determination of planning applications.

- 1.6 In order to address the potential that exists in the area to the north of Ramsey, it is important that guidance is put in place now to direct development opportunities in the short to medium term. Without such guidance there is a concern that the development of this area could occur in an uncoordinated manner.
- 1.7 This draft of the Urban Design Framework has been prepared in partnership between Huntingdonshire District Council and planning consultants The Development Planning Partnership, with further input from landowners and developers. It addresses one of the priority actions in the Huntingdonshire Community Strategy, under the theme of supporting continued economic success, to develop interim planning guidance for the Ramsey Gateway. This is part of a wider vision and action plan being developed by the community-led Ramsey Area Partnership, of which Huntingdonshire District Council is a key partner.

## 2.0 RAMSEY & THE URBAN DESIGN FRAMEWORK AREA IN CONTEXT

### General Character and Site Appraisal

- 2.1 Ramsey is located roughly equidistant from Huntingdon, March and Peterborough. It is identified in the Development Plan as a market town and serves the needs of the surrounding villages within a predominately flat, rural, fenland landscape. It also acts to some extent as a dormitory town with significant levels of out commuting for employment and leisure activities.
- 2.2 Ramsey is connected to the wider highway network by the B1040 and B1096, both of which run through the identified Urban Design Framework area. Whilst the access routes to the town are not main 'A' roads, they are typical of those that cover much of the Fens and offer reasonably direct access to a number of strategic transport routes. The High Lode River bisects the framework area into the two areas known as land at The Bill and land at Rivermill. The area covered by the Urban Design Framework is generally unkempt in appearance, with a mixture of vacant buildings, allocated but undeveloped employment land, retail development and underused land.
- 2.3 The Huntingdonshire Landscape and Townscape Assessment published in July 2003 considers the High Lode Industrial Area, which has informed the preparation of the Urban Design Framework. It acknowledges that there is *"a generally poor quality environment at the northern gateway of the town"* and the fact that *"the area is capable of accommodating further development"*. The High Lode area does not present a positive image for Ramsey and as the Townscape Assessment puts it, *"areas of derelict and low quality land degrade the northern approaches to the town"*. Furthermore, it identifies that there are *"extensive views from the Fen Margin landscape to the north due to the flat topography and poor boundary treatment and that"* and that the area has a *"disjointed character with little sense of place"*, (Page 112).
- 2.4 Many of the current problems have to some extent been caused by the uncertainty that by developers faced following the review and deletion of the western Ramsey housing allocation. The Urban Design Framework seeks to address this problem by providing clear guidance to developers and a framework within which proposals can be brought forward to fruition.
- 2.5 An appraisal of the site has been undertaken to identify the key areas for inclusion within the Urban Design Framework and to assess the various opportunities and constraints. The extent of the framework area and its relationship with Ramsey town centre can be seen on the attached plan, Figure 1. The results of the site appraisal can be seen on plan Figure 2, which identifies the following:

- The quality of the landscape is generally poor, with areas of derelict land and buildings that degrade the appearance of the north of the town.
- The existing buildings and developments have grown on a sporadic ad-hoc basis and lack design cohesion.
- A mixture of building styles and uses exist in the area, ranging from metal clad industrial units to brick built houses.
- The landscape is typical of the Fens with open views across flat topography.
- A number of the boundaries have limited planting and screening, leaving the buildings exposed to views from the countryside beyond.
- The riverside area is degraded by the presence of the scrap yards, vacant land, and the back of industrial units.
- The river itself presents a significant barrier to movement across the site.
- Views across the High Lode River should be retained to create a visual link between Rivermill and The Bill.
- The existing trees along St. Mary's Road should be retained where possible.
- The junction of St. Mary's Road and Great Whyte creates a focal point.
- St. Mary's Road is one of the main routes leading to and from the Ramsey and cuts through the centre of the urban Framework Area.
- Foot Drove, running alongside the High Lode River is in poor condition, with a rough, broken tarmac surface that degrades the riverside setting.
- Public access to the surrounding countryside is currently fairly limited at present.

2.6 The results of the appraisal and the opportunities created are discussed in more detail in Section 4.

### Planning History

2.7 The framework area is subject to a number of outstanding planning permissions. These include permission for a local centre consisting of a foodstore, shop units and community facilities on land at Rivermill. Whilst some of the development was implemented, the foodstore and shop units were not completed, although it is recognised that permission remains extant. More recently planning permission was granted for a single foodstore on the same site measuring some 2,044 m<sup>2</sup> gross that combined the unimplemented floorspace into a single unit. A further application has been made and is presently under consideration by the Council to relocate this permitted floorspace, but increased in size to 3,397 m<sup>2</sup> gross onto land at The Bill, north of St. Mary's Road.

- 2.8 The Bill is also the subject of an extant planning permission for employment development and workplace homes, including an access roundabout onto St. Mary's Road. A further revised application for employment development on this site is currently under consideration.
- 2.9 The land to the south of St. Mary's Road is subject to an outline planning application for residential development, which is still under consideration by the Council. The general extent of the various planning permissions and current applications can be seen on plan, Figure 3.

#### Development Plan Allocations

- 2.10 The adoption of the 2002 Local Plan Alteration reduced the scale of residential development proposed at Ramsey considerably, including the deletion of the major housing scheme to the west of Ramsey. The land to the south of St Mary's Road identified here, was formerly allocated for residential development as part of the Ramsey West proposals.
- 2.11 The majority of the Urban Design Framework area has either already been allocated in the Local Plan; has an outstanding planning consent, or is previously developed brown-field land. The framework does not seek to fundamentally move away from previous development aspirations for this area, but to update and channel them to reflect the current circumstances of Ramsey, local needs and the economy. The extent of the Local Plan allocations can be seen on plan, Figure 1.
- 2.12 A significant proportion of the Town Centre is designated as a Conservation Area, which places certain limitations on the type of development that would be acceptable. In any event, the size and range of sites that could accommodate development of a meaningful scale are simply not available. Consequently, development has evolved to the north of the town, including the community type uses, employment and retailing. These uses are complimentary to the town centre rather than a rival to it, and development would serve to enhance the future viability and vitality of Ramsey securing its continued prosperity.
- 2.13 The employment proposals remaining within the framework area are indicated on plan Figure 1. These include land at the employment allocations at St. Mary's Road, which designate a wider area than that subject to the planning applications referred to above. Additionally, the High Lode Industrial Estate is designated as a *"recent major employment completion or outstanding major commitment"*, which also covers the land at Rivermill subject to extant permission for a foodstore.

## 3

## POLICY CONTEXT

## 3.0 POLICY CONTEXT

- 3.1 The statutory development plan consists of the Cambridgeshire Structure Plan adopted in October 2003 and the Huntingdonshire Local Plan adopted December 1995. Alterations to the housing and settlement strategy policies of the Local Plan were adopted in December 2002. The Alteration to the Local Plan was not comprehensive and focused upon updating the settlement strategy and housing land provision policies and ensuring that the provision of services and facilities related to the needs of new development.

## Cambridgeshire Structure Plan

- 3.2 In general terms, the Structure Plan identifies where the majority of new development should be located, and seeks to focus it upon the cities of Peterborough and Cambridge, the market towns (identified as Chatteris, Ely, Huntingdon, March, St Ives, St Neots and Wisbech) and on a lesser scale the market towns of Ramsey and Whittlesey. Key aims are to encourage the use of previously developed land, provide sustainable transport choices and minimise the distances that have to be travelled by car.
- 3.3 Ramsey is identified as one of the market towns in the County where encouragement should be given to small and medium scale employment opportunities and estate-scale new housing developments appropriate to the role of the town as a focus for the rural hinterland.
- 3.4 The general strategy is to move towards achieving a better balance of housing and work opportunities within the market towns, principally by stimulating local economies through the promotion of new employment opportunities and locating housing to ensure an overall sustainable pattern of development is achieved that reduces the number of car journeys that have to be made.
- 3.5 In terms of retail policy, the Structure Plan seeks to locate proposals in accordance with the sequential test, namely within town centres or on edge of centre sites. If no such sites are available, then out of centre locations can be considered where the development would address an identified need, be of a scale appropriate to the catchment area and be accessible to a range of transport modes.

## Huntingdonshire Local Plan

- 3.6 One of the key changes in policies affecting Ramsey has been the deletion of the major housing allocation to the west of Ramsey, as originally identified in the 1995 Adopted Local Plan. Nevertheless, some further growth to the town is envisaged, with Policy HL4 of the 2002 Alterations to the Local Plan allowing for some estate-scale residential development in Ramsey, but only if there would be no adverse impact on the transport network.

# 3

## POLICY CONTEXT

- 3.7 In keeping with national planning guidance the Local Plan expects housing developments to make the best use of previously developed, i.e. brownfield land, and to be designed to a high quality.
- 3.8 Chapter 4 of the 1995 Local Plan relates to Shopping. In general terms the plan seeks to protect the overall vitality and viability of established centres, by focusing new shopping development within town centres. However, if no suitable sites are available in such locations or on edge of centre sites, then out of town sites can be considered. This has obviously been supplemented by national planning policies and Ministerial Statements referring to the demonstration of need.
- 3.9 Turning to consider employment development, Policy E3 allocates a total of 16.6 hectares to the north of St. Mary's Road for employment uses, within B1, B2 and B8 uses classes with Policy E9 encouraging any such development to come forward within Ramsey. This reflects the general strategy identified by the Structure Plan to provide opportunities to work close to home, thereby creating more sustainable forms of development by reducing the need to travel.

## 4

## OPPORTUNITIES AND CONSTRAINTS

## 4.0 OPPORTUNITIES AND CONSTRAINTS

- 4.1 The policies of the development plan, as well as national planning guidance have informed the preparation of this Urban Design Framework. The majority of land covered by the framework is already allocated for development in the Local Plan; subject to planning consents; or previously developed land, indicating the support that the District Council has given to the development of this area over the years.
- 4.2 The Urban Design Framework provides an opportunity to take the individual sites, respective planning consents and existing developments, refine the arrangement of the various uses and adopt a holistic approach to planning, design and co-ordination of the whole area.
- 4.3 The site appraisal referred to in Section 2 and as shown on plan Figure 2, identified a number of opportunities and constraints in relation to the framework area. These are discussed in more detail below.

## Land Uses

- 4.4 The Urban Design Framework seeks to encourage a well-planned, high quality gateway to Ramsey. It will allow the existing development pressures to be shaped and directed to provide a mixed-use development that meets the needs of the town in the future. The opportunity should be taken now to direct the existing development commitments and allocations that have evolved over time. In taking a strategic view of the development area, the framework seeks to group the various land uses together in a more cohesive manner and make the best use of existing features such as the riverside area. The general arrangement of land uses can be seen on the Indicative Masterplan, Figure 4.
- 4.5 The majority of the framework area has been identified in the Huntingdonshire Local Plan for employment development. Some of this land has already been developed and some has the benefit of planning permission, but it is clear that there has not been a particularly high take up of employment land in Ramsey in the past. Hence it is appropriate to review the amount of land allocated for employment and consider alternative and more appropriate uses such as business support facilities, limited housing or retail development, ensuring that the land is used as efficiently as possible and creating a sustainable balance between the provision of homes and employment opportunities as advocated by national planning guidance and the Structure Plan.
- 4.6 As an example, the land at Rivermill, which has longstanding implemented and outstanding consent for a foodstore, is also identified in the Local Plan for employment development. The Urban Design Framework presents the opportunity to consider whether the permitted uses and allocations make the best use of the land available, taking account of its characteristics and surroundings. The riverside setting around

## 4

## OPPORTUNITIES AND CONSTRAINTS

Rivermill is already degraded by the presence of industrial buildings, poor quality roadways and derelict land. Further large-scale commercial uses in this location, either retailing or industry, are unlikely to create the domestic scale environment and vibrancy outside of business hours warranted by the riverside setting. Consideration should therefore be given to utilising the Rivermill site for further community facilities and residential development, and transferring the permitted retail floorspace (2,044 m<sup>2</sup> gross) to elsewhere within the Framework area.

- 4.7 In respect of employment development, the existing proposals and commitments fall mainly within the scope of the sites identified in the Local Plan. The Urban Design Framework allows for the employment land requirement to be reviewed and ensure that the best use is made of the available land. As per the Local Plan Policy E3, encouragement will be given to employment uses within B1, B2 and B8 use classes. The framework also presents an opportunity to encourage the relocation of the scrap yard adjacent to High Lode to a more appropriate location for that type of use.

#### The Urban Boundary and Landscaping

- 4.8 The framework area forms the northern edge of Ramsey, but is clearly tied within the urban fabric by past expansions of the town along Stocking Fen Road and the southern side of St. Mary's Road. There are also of course the Local Plan proposals that cover the majority of the remainder of the identified area.
- 4.9 The site appraisal found that the urban edge to be poorly defined by sporadic development or recent planning permissions. A number of the uses in the area are industrial units that have been constructed using low cost materials such as metal profile cladding in bright colours. Some of these buildings are visually intrusive and could be softened into the landscape through appropriate planting measures and repainting.
- 4.10 The framework seeks to create a more defensible boundary around the Gateway to Ramsey; one that allows for future growth in the town whilst also providing the opportunity to design an appropriate transition from the urban area to the open countryside. The screening of the new development will be an important factor, through the provision of additional planting along the boundaries of sites or structural planting within individual areas. If possible the structural landscaping and planting should be undertaken in advance of development occurring to allow the site to soften and mature. This is also an opportunity to encourage the enhancement of the landscaping provided around existing premises.
- 4.11 Opportunities must be taken to improve the landscaping along the key routes within the framework area, namely St Mary's Road, Stockingfen Road and the High Lode River.



## 4

## OPPORTUNITIES AND CONSTRAINTS

## Access

- 4.12 It is a key consideration that the type of development suggested by the Urban Design Framework should not have an adverse effect on the transport network in accordance with Local Plan Policy HL4. It is important to recognise that the provision of development within Ramsey presents the opportunity to reduce the need to make longer distance journeys to access facilities and employment elsewhere. Nevertheless, developers should in conjunction with the Highways Authority consider the effects of new development on travel patterns and traffic generation on the local highway network, to gauge the effect their scheme would have on Ramsey.
- 4.13 The development area lies to the north of Ramsey town centre and has good, level footpath linkages with the existing shops in the town. However, within the framework area itself, there is limited provision at present for footpath and cycleway links. This is an opportunity therefore to improve this situation and developers should investigate the opportunities to improve the linkages between the Framework area and the Town Centre.
- 4.14 The High Lode River represents a significant obstacle to movement within the Framework area, effectively dividing it into two distinct areas. This is a key opportunity to realise a long standing aspiration to provide a new pedestrian and cycle bridge over High Lode linking Rivermill and The Bill and providing cyclists and pedestrians an alternative route to the town centre than the St. Mary's Road and Great Whyte junction.
- 4.15 In order to minimise the number of new accesses created onto St. Mary's Road, the Urban Design Framework seeks to provide a co-ordinated approach to development, allowing the proposed retail, employment and residential uses to be accessed via a single roundabout. A key opportunity exists to improve the quality of Foot Drove and bring the roadway up to adoptable standards as well as improving the quality of the environment alongside the river. This would be achieved through further discussion between the Highways Authority and landowners.

## Drainage Issues

- 4.16 The framework area is very low lying and is divided by the High Lode River. The impact of development on land drainage and surface water run off would be key considerations.

# 4

## OPPORTUNITIES AND CONSTRAINTS

### Land Contamination Issues

- 4.17 Elements of the framework area consists of previously developed land, in particular the scrap yard and former industrial land adjacent to St. Mary's Road. Investigation into the level of potential land contamination will be required to ensure that appropriate remediation measures are in place to resolve any contamination issues. This may place a constraint either physically or financially upon the types of uses that can be accommodated on certain parts of the framework area.

### Riverside Development, Tourism and Ecology

- 4.18 The riverside area is presently dominated by underused land on the eastern bank, with planning consent for a foodstore, and on the western bank a scrap yard. The setting of the river has not been capitalised upon and the opportunity exists to improve the urban design qualities of this area as well as the facilities for both formal and informal recreation and tourism to the benefit of both residents and visitors to Ramsey.
- 4.19 Consideration should be given to the ecology of the area, including the opportunities for providing public access to the fenland alongside the High Lode River towards Ramsey Marina.

### Land Ownership

- 4.20 Much of the Urban Design Framework area falls under the control of a relatively limited number of landowners. This reduces the complexity of bringing forward development proposals, and increases the prospects of implementing the objectives of the Urban Design Framework in the short term.

### Traffic and Transport Implications

- 4.21 The forthcoming proposals will need to take into account the traffic and transport implications to ensure that there is not an adverse impact on the highway network.

## 5

## OBJECTIVES &amp; PRIORITIES OF THE URBAN DESIGN FRAMEWORK

## 5.0 OBJECTIVES &amp; PRIORITIES OF THE URBAN DESIGN FRAMEWORK

5.1 The overall vision for the Ramsey Gateway area is to create a comprehensive mixed-use development, which adopts a cohesive and coordinated approach to the various development sites and industrial proposals that have emerged to date. The objectives of the Urban Design Framework are to:

- Create a high quality development or 'gateway' on an important approach to Ramsey.
- Regenerate derelict land, vacant buildings and industrial uses to enhance the approaches to the town and make the best use of brown field land.
- Encourage unneighbourly employment uses to be relocated to more appropriate sites.
- Ensure a suitable transition between the urban area and open countryside and maintain and enhance views.
- To provide high quality landscaping and screening around the boundaries of the site and dividing the development area to ensure adequate screening and improve the setting of the development and promote greater biodiversity.
- To achieve a comprehensive high quality mixed use development.
- Encourage employment development to come forward on land allocated in the Huntingdonshire Local Plan, bringing new jobs and prosperity to Ramsey.
- Secure a new foodstore to meet the identified need for larger, higher quality, main food shopping facilities in Ramsey and reduce outflow of expenditure to other centres.
- Provide for residential development on small-scale estates to meet ongoing local needs for additional housing, which meets the requirements of national planning guidance and reflects the character of the area.
- Include a series of beneficial community facilities such as a library, children's pre-school nursery, and a new community hall.
- Enhance the recreational and tourism potential of the area by capitalising on the setting of the river and fenland beyond.
- Encourage sustainable forms of development and transport choices and reduce the net outflow of traffic from the town for work and shopping trips.
- Improve the accessibility of the area to pedestrians and cyclists to and from the town and Rivermill area, including a new footbridge across High Lode, and to open countryside beyond.
- Integrate public transport facilities with the town centre.
- Encourage single points of access from a new roundabout on St. Mary's Road and investigate further access points from Foot Drove. The Rivermill site could be accessed using the existing arrangements from Stocking Fen Road.

# 5

## OBJECTIVES & PRIORITIES OF THE URBAN DESIGN FRAMEWORK

- 5.2 The objectives of this brief have been developed in the context of the District Council's planning policies, national planning guidance, advice from consultants and the aspirations of local needs and community groups.



*High Lode – Indicative View*

## 6

## DEVELOPMENT PRINCIPLES

## 6.0 DEVELOPMENT PRINCIPLES

## Introduction

- 6.1 The Brief seeks to encourage the comprehensive development of the area and address the various development pressures that have arisen. Furthermore, the deletion of the major housing land allocation to the west of Ramsey means that it is now appropriate to reassess the level of employment land required to support the town, particularly as the existing allocations have been relatively slow to come forward. It remains important for Ramsey to be the focus for employment growth, but the opportunity is there to reallocate some of the remaining land for other uses, a view supported by national planning policy such as PPG 3 (*para. 42*). This Urban Design Framework seeks to create a planned development that would improve services and facilities within Ramsey by bringing forward new employment, small estate scale housing development and improved retail, recreation and community facilities.

## Design Principles

- 6.2 Residential development should be at an estate scale to reflect Local Plan Policy HL4. The Development Plan policies relating to density and affordable housing should be considered, as will the content of Government guidance such as PPG3.
- 6.3 Careful consideration should be given to the design of the residential areas to respect the character of Ramsey, adopting local design features as advocated by the Huntingdonshire Design Guide.
- 6.4 The Guide also puts particular emphasis on the design of industrial and storage buildings. To improve the quality of the 'gateway' to Ramsey it will be necessary to adhere to these principles especially in view of the location of the employment areas.

## Sustainable Access

- 6.5 Future development should carefully consider the access arrangements to provide improved linkages to the town centre and also between the two elements of the site. New footpaths and cycleways should be provided throughout the development and linking to the town centre. In keeping with many towns in rural areas, Ramsey presently has relatively limited public transport services. In order to achieve a sustainable form of development, consideration should be given to improving public transport services particularly between the Urban Design Framework area, the town centre and the adjoining residential areas.

## 6

## DEVELOPMENT PRINCIPLES

## Riverside Environment

- 6.6 The Urban Design Framework seeks to improve the environment of the riverside area, creating opportunities for recreational facilities and a more attractive access to Ramsey when approached by water. The built form and landscape around the High Lode and Rivermill basin should be of a high quality.

## Landscaping and Boundary Treatment

- 6.7 Careful consideration should be given to the treatment of the boundaries of the Framework area to ensure that the development is appropriately sited within the landscape. Given the flat topography of the area, it is envisaged that this landscape treatment would involve landscape buffer zones around the external boundaries to screen the development and provide an appropriate setting to the new buildings, but also allowing views into the site to be achieved. Landscaping within the sites, particularly the industrial areas, will be needed to reinforce the linear field boundaries and allow for screening as the development progresses. Hard and soft landscaping should form a key part of that design approach, creating consistency across the development area and ensuring that setting of Ramsey is respectfully treated and improved upon. These aspects must include the treatment of the landscaping connected to development proposals, buffer zones to define the edges of the brief area, and nature of the hard landscaping and along specific edges such as High Lode, St. Mary's Road and other adoptable areas. The environment along St. Mary's Road should be improved where possible through good quality urban design including the planting of additional trees to create an avenue defining the gateway to Ramsey.
- 6.8 The general arrangement of the various anticipated land uses at Ramsey Gateway can be seen on the Indicative Masterplan, (Figure 4), attached to the Urban Design Framework. Reference will need to be made to the Huntingdonshire District Council's 'Landscape and Townscape Assessment' as well as the 'Design Guide' to assist in producing the initial analysis and concept work for each area. The various uses are described in more detail as follows:

## Employment Land, North of St. Mary's Road - A

- 6.9 An outline planning application is under consideration by the Council for the development of office and industrial units on the land adjoining St. Mary's Road, which would provide local employment for Ramsey and reduce the need to travel to other centres further afield. The buildings should be appropriately designed to reflect the gateway status of this element of the framework area, but also to integrate with their wider setting. Access should be gained from a roundabout on St. Mary's Road that is designed to a high quality and includes appropriate landscaping, that is shared between the

## 6

## DEVELOPMENT PRINCIPLES

employment development, adjacent foodstore and residential development to the South in order to minimise the impact of access and highway interventions.

- 6.10 The employment buildings should be designed and sited with care to reduce the apparent scale and massing and to enliven on street frontages. A high quality of design will be expected, including the palette of materials for walls and roofing as well as design features to break up the expanse of façades. Proposals will also be expected to provide significant boundary landscaping and screening to soften the outline of the industrial units into the Fenland landscape. The treatment of the boundaries of the site will need to be carefully considered, as will landscaping within the site to reduce the overall apparent massing of development and soften the impact of the hard surfaces and buildings. An avenue of trees should be considered for the St. Mary's Road frontage, to reflect that seen along the southern side of the road.
- 6.11 Consideration will be given to proposals for development on the remainder of the allocated employment land to the north, if the Council can be convinced that satisfactory access arrangements can be achieved and that there would not be an adverse impact on the highway network.

#### Employment Land, South of St. Mary's Road - B

- 6.12 The Urban Design Framework area includes the land to the south of St. Mary's Road, as it is equally important in terms of creating a high quality gateway to Ramsey as that on the northern side. Encouragement will be given to proposals that improve the appearance of this area and create a co-ordinated approach with the development on the northern side of the road, which may involve environmental improvements and or the redevelopment of existing sites. In particular, the improvement of the boundary treatments and landscaping, including the planting of trees along St. Mary's Road is be a key requirement of the Brief.

#### Proposed Foodstore and Petrol Filling Station, St. Mary's Road - C

- 6.13 As identified in Section 4, it is envisaged that the consented foodstore from the Rivermill site would be transferred to land at The Bill, in order to release the Rivermill site for more appropriate types of development and also allow a larger foodstore to be constructed that more adequately addresses the identified needs of the town. An outline application has been submitted for foodstore of 3,397 m<sup>2</sup> gross on the Bill and assessed by the Council's retail consultants CB Hillier Parker.
- 6.14 They concluded that there is an identified need for a larger, better quality foodstore in Ramsey and have found no alternative more centrally located opportunity sites that could accommodate this need. They also state that the proposed store would not seriously undermine the existing

## 6

## DEVELOPMENT PRINCIPLES

convenience sector within Ramsey town centre, but recognise that it may well lead to the closure of the poorly performing out of centre Co-op Rainbow store. However, due to the out of centre location of this store it is not afforded policy protection. CB Hillier Parker also indicate the high levels of expenditure leakage from Ramsey to other foodstores further afield as a result of the qualitative deficiencies of the existing food shopping provision within the town.

- 6.15 The Council will expect a foodstore to be a high quality development and create a building of high quality design, which integrates well with its setting. It should have good connections with the other proposals coming forward in the area and improve the linkages for pedestrians and cyclists into the town centre via the bridge across High Lode and along the main road, and visually connect the new developments with the town centre by the use of public art. Vehicular access should be taken from a roundabout on St. Mary's Road and be shared with some of the other identified land uses. The design of the roundabout should be agreed with the highways authority.

#### Mixed Use Development, St. Mary's Road - D

- 6.16 It is envisaged that mixed-use development would be developed to the north of St. Mary's Road, with residential development on the vacant land located to the south. The mixed-use area should include employment in B1 use classes and possibly other commercial activities. Consideration would also be given to the development of workplace homes and workshop spaces to encourage home working and sustainable forms of development. This would be in accordance with the earlier planning permission granted on the site. The design of the buildings should be of a high quality and reflect the character of other parts of Ramsey, potentially drawing upon the design of the Rivermill Apartments and Ramsey Mill.
- 6.17 It is envisaged that residential uses would be more appropriate along the riverside frontage to create a vibrant atmosphere and make the best use of the waterside location. The design of these buildings should be carefully considered to ensure that they achieve a high quality, possibly reflecting the design of the other buildings around the High Lode Basin such as the Rivermill apartments. The view across this part of the site should be maintained to ensure a visual link between the foodstore and the Rivermill area, thus encouraging movement between the areas.
- 6.18 Efforts should be made to provide an access to the site from Foot Drove in order to maintain activity alongside the river frontage. The roadway should be upgraded to adoptable standards as part of wider riverside environmental improvements. A new pedestrian / cycleway bridge across High Lode will be required to connect the development to the Rivermill area, improving the linkages through the site. Indicative layout proposals are shown on Figures 5 and 6.



## 6

## DEVELOPMENT PRINCIPLES

## Ramsey North Station Site – E

- 6.19 The main point of access for the land to the south should be taken from the proposed roundabout on St. Mary's Road. The design of the properties and the materials used should reflect the general character of Ramsey. The existing warehouse building should be retained and connected to act as a local landmark. It is important to create a continuous frontage along St. Mary's Road, to ensure an appropriate street scene and provide a sense of place. Higher density development should be alongside the road and river frontages, possibly in the form of a mixture of apartments and terraced houses, with lower density development behind.






## Mixed-Use Development, Rivermill - F

- 6.20 Residential development should be developed alongside the river to create a uniform approach to both sides of High Lode. Higher density development is envisaged to make the best use of the land available and create a sense of enclosure to the Rivermill 'basin'. A high quality approach to design would be required that complements the existing buildings in the area. A new pedestrian and cycleway bridge would be required to ensure linkages between Rivermill and The Bill are improved. Vehicular access to the site would be gained from Stocking Fen Road into a shared car parking area, rather than separate car parks, to make the most efficient use of the land available and provide a cohesive approach to the design of shared spaces and landscaping.
- 6.21 Additional community facilities should be located in this area to create a nucleus of provision with the existing doctors surgery, pharmacy, call-in centre and childcare facilities. It is envisaged that the new facilities would include a library supported by Local Plan Policy CS6, and a community resource facility. It is important that the linkages into the site are maintained and improved upon to ensure that the connectivity with the other parts of the framework area is maximised.
- 6.22 Interest has also been expressed for a new children's pre-school nursery centre, which could also be located within the grouping of community facilities. This would provide day child care facilities for those working in the area and complements the aim of achieving a sustainable form of development with facilities in close proximity to each other.

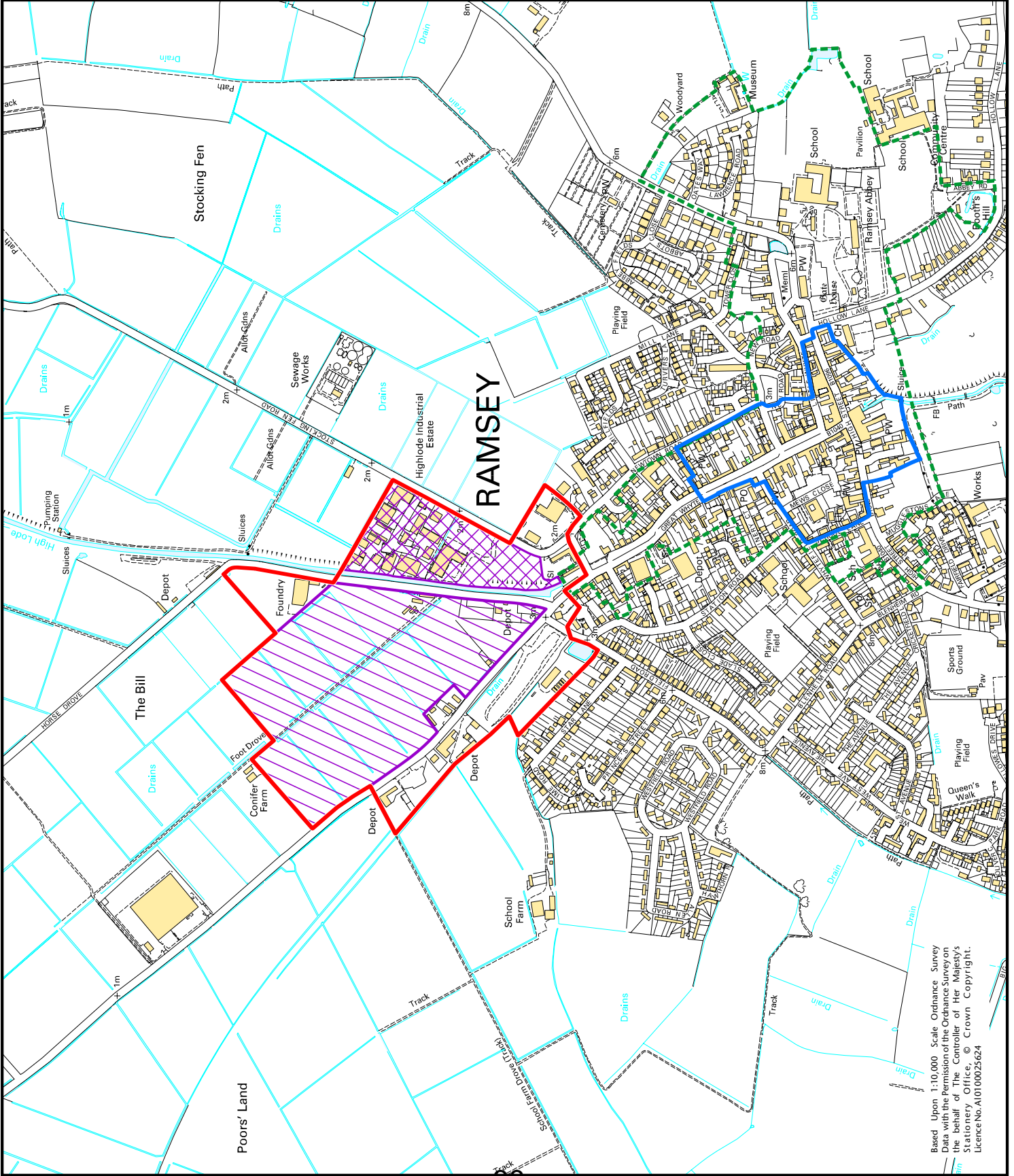
## Potential Further Redevelopment Areas

- 6.23 Additional areas have been identified that may, in the future, require further consideration. In some cases their continued existence may affect the successful implementation of the proposals. In other cases they may be adversely affected by the new proposals.

**Figure 1**











-  Developing and Planning Brief Area
-  Town Centre Boundary\*
-  Conservation Area\*
-  Recent Major Employment Completions\*
-  Employment Allocations\*

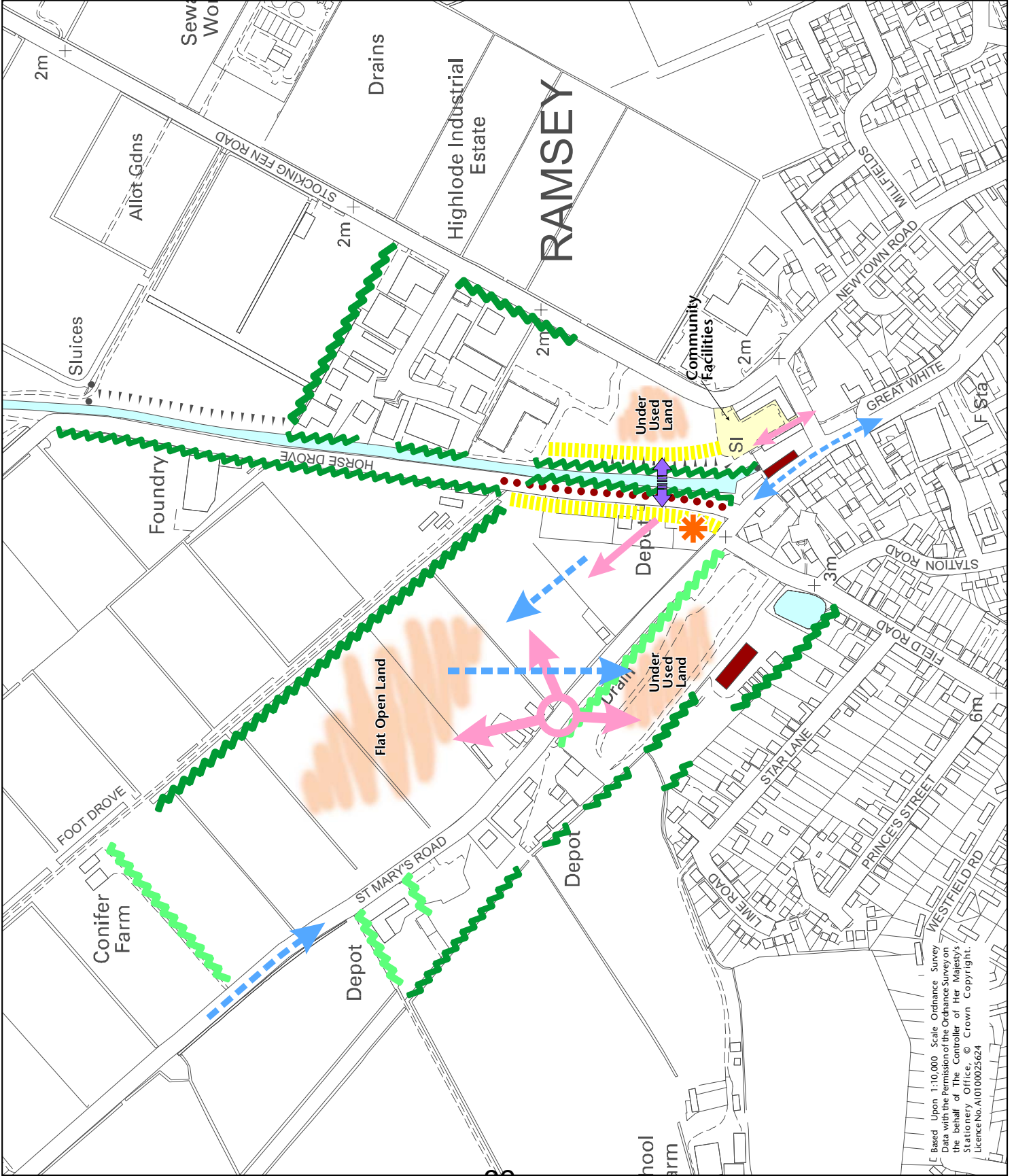
\* As defined by the Huntingdonshire Local Plan - December 1995



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**Figure 2**

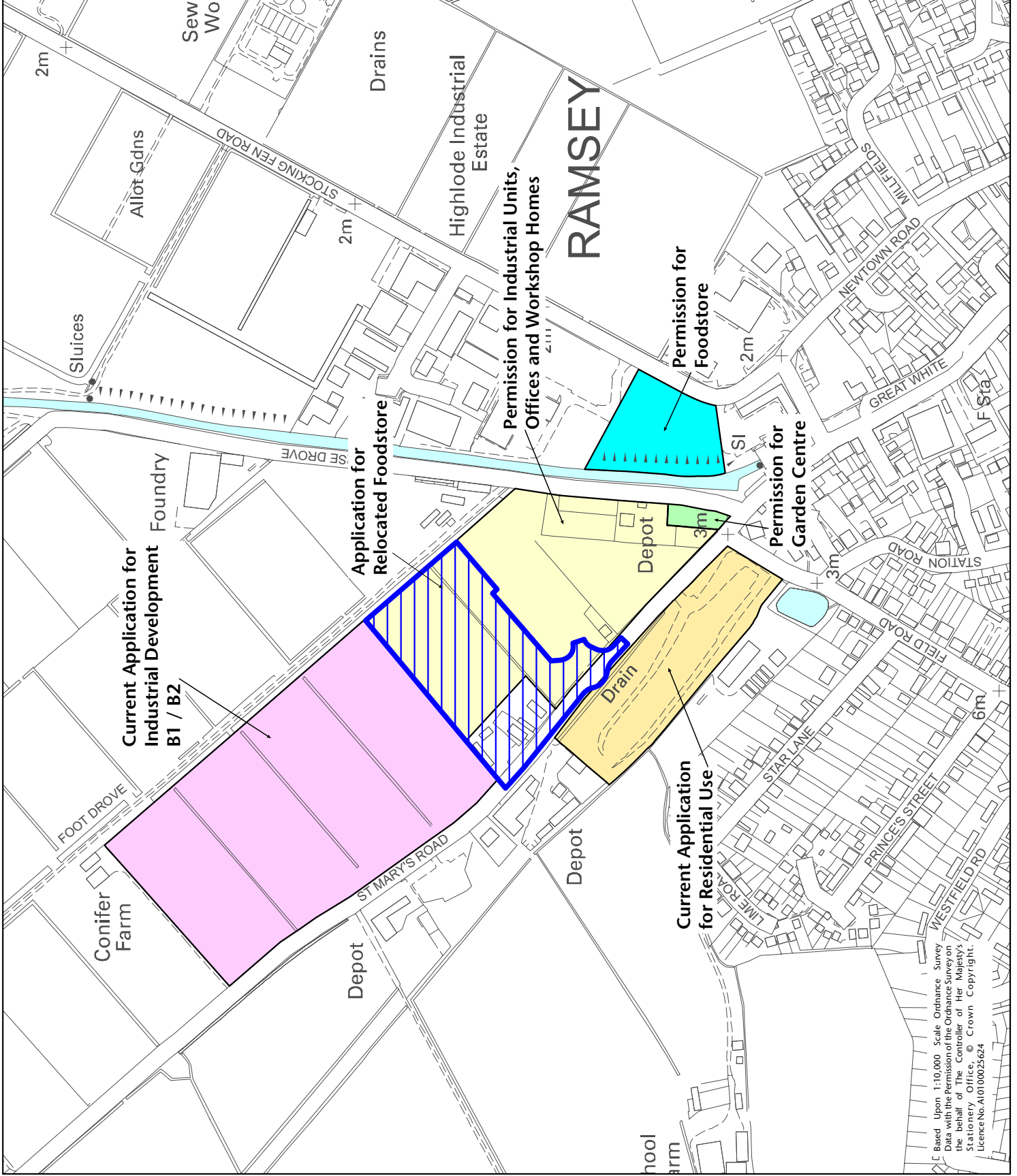
-  Linkage Required
-  Focal Point
-  Sensitive Boundaries
-  Existing Landscaping
-  Poor Quality Road Surface
-  Access Points
-  Significant Views
-  Key Improvement Corridor
-  Significant Buildings
-  Water Body



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




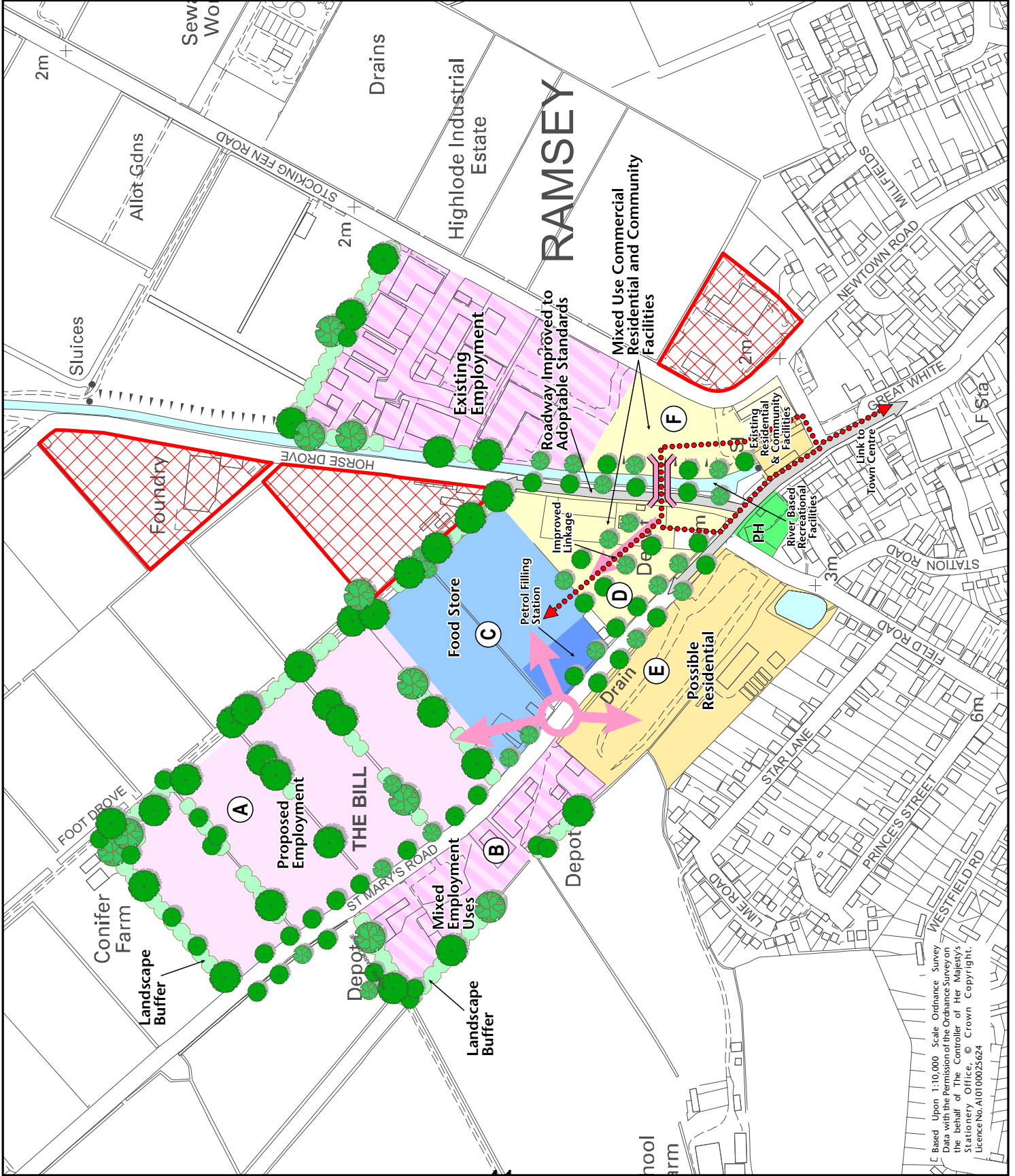
**Figure 3**



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**Figure 4**

-  Potential Further Redevelopment Areas
-  Landscaping
-  Linkage Improvement
-  New Bridge
-  Access Points
-  Water Body



Ramsey North  
Urban Design Framework  
Indicative Masterplan

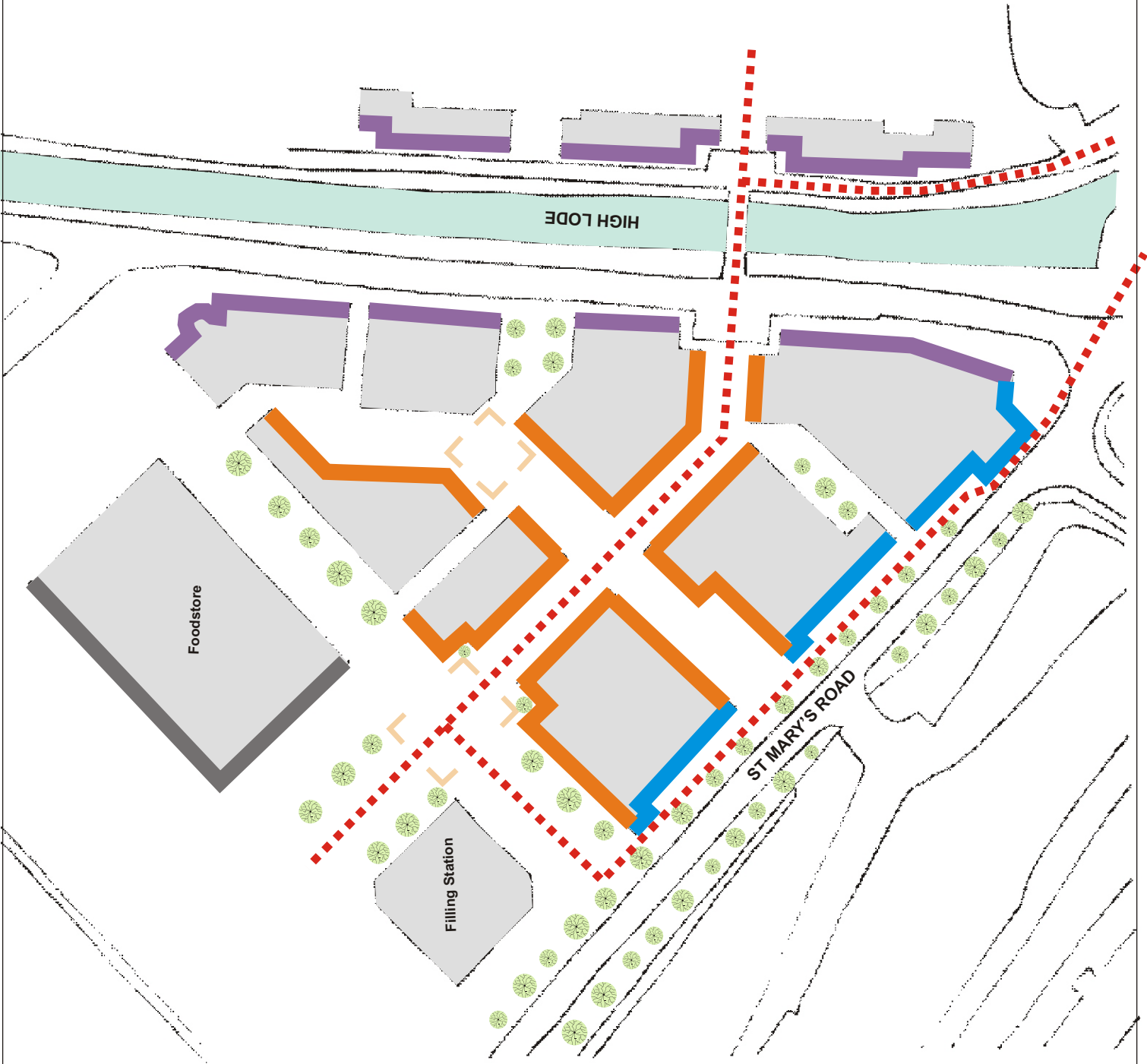
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**Figure 5**

- Waterfront edge
- Urban Street edge
- Street edge
- Supermarket 'active' front

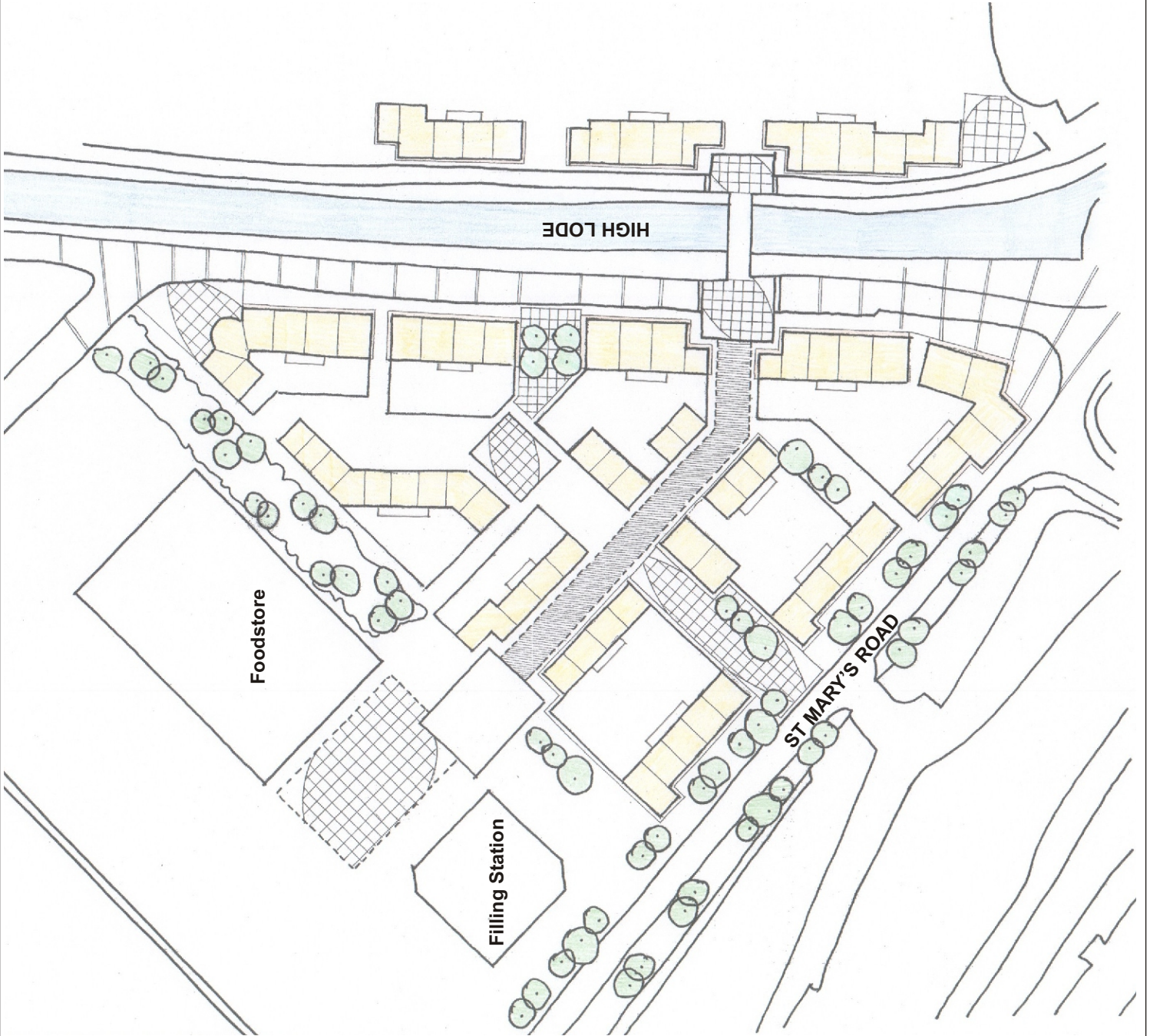
St Mary's Road - D  
Indicative block  
structure  
Ramsey Northern  
Gateway





**Figure 6**

**St Mary's Road - D  
Indicative layout  
Ramsey Northern  
Gateway**



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**CABINET**

**22ND APRIL 2004**

## **OXMOOR ACTION PLAN – PROGRESS REPORT ON OPEN SPACE DEVELOPMENTS**

**(Joint Report by the Heads of Community Services and Planning Services)**

### **1. INTRODUCTION**

The purpose of this report is to seek Cabinet approval to progress the implementation of the proposed improvements to the green space in Oxmoor, relating particularly to the site on the corner of Coneygear Road and Buttsgrove Way, identified as “Coneygear Park”, and the creation of “neighbourhood gardens” and “doorstep greens”. These improvements form one of the main components within the Oxmoor Action Plan.

### **2. BACKGROUND INFORMATION**

2.1 The Oxmoor Action Plan was adopted as Interim Planning Guidance by the Cabinet on 9 January 2003. This followed an extensive programme of community involvement including a ‘Planning for Real’ exercise funded as part of the wider Single Regeneration Budget project for the area. The resulting action plan was subject to specific public participation in November and December 2002. Members will recall receiving the recent Interim Planning Guidance Report from the Head of Planning Services detailing the progress of the whole Oxmoor Action Plan at the Cabinet meeting on 12 February 2004

2.2 One of the essential components of the Action Plan is to provide additional and improved play and recreational facilities, using the benefits gained from the development of land for housing. The Action Plan identified a new park on the open space at Coneygear Road and proposed a network of neighbourhood gardens and doorstep greens developed in response to local need and wishes.

### **3. CONSULTATION ON CONEYGEAR PARK**

3.1 A wide ranging consultation exercise was undertaken during the period October 2003 to February 2004. The consultation ascertained what facilities the local community would like to see developed in a park. The exercise consisted of meetings, consultations and workshops as follows:

- a first meeting with the occupiers of the housing closest to the park on the southern and eastern boundaries;
- two open public meetings at the St John’s Hall on Mayfield Drive and at the Medway Centre;
- consultation with various local community groups including Oxmoor Community Action Group, Moor Play, and Thongsley Residents Association;

- workshops in the four local primary schools, the secondary school and the special school within the catchment area of the park, together with a workshop at Skeels Court;
- meetings with various organisations including Huntingdon Town Council, Huntingdon Youth Centre, Huntingdonshire Housing Partnership and the early years' group at the Butts Grove Centre.

The detailed outcomes of the consultation are attached as annexes.

- 3.2 In summary, most people consulted support the idea in principle of making the area more attractive and/or providing additional play and recreational facilities in some form. There is support for the idea of making the park more attractive: a pleasant place with surfaced paths, trees and seats. People want to retain existing facilities: dog walking and the football area. The open feel of the field is valued.
- 3.3 Local support for the project is high. The area has the potential to be a highly successful community park, working with the local communities, providing appropriate facilities in a safe environment. However, it also has the potential to be a failure if real fears of misuse are not addressed from the beginning and throughout its life.
- 3.4 Residents whose houses are adjacent to the field are extremely concerned by proposals to improve facilities because they fear that they will be misused and mismanaged. The concerns they express are shared by many of the consultees. Consequently, any proposals for the area must address these concerns.
- 3.5 Many consultees consider a presence on site, such as a modern park ranger or play leader, at times of potential high usage, critical. This would have the benefit of providing imaginative play and informal organised games together with a safe supervised environment. In addition, a person of this nature could be responsible for site maintenance in consultation with local people as at Barford Road, St Neots.
- 3.6 A wide range of particular facilities and activities has been suggested. There has been an emphasis on both imaginative play structures and the provision of family type games and facilities such as crazy golf or boules. People would like to be able to sit and have light refreshments and have toilets available. Many people would like a water feature on site 'like the one at Papworth'. There is widespread support for an area for ball games including cricket and football and some support for a multi sport surface and a multi purpose wheeled activity area.
- 3.7 Consultation has suggested some excellent imaginative means how these facilities could be provided. Many of these ideas could be implemented using a facilitator with artistic and building skills, working with the young people that designed them.

#### **4. NEIGHBOURHOOD GARDENS AND DOORSTEP GREENS**

- 4.1 Doorstep greens are the linear greens that typically houses front onto<sup>1</sup>. Neighbourhood gardens are the larger open spaces surrounded usually on more than two sides by housing<sup>1</sup>. The treatment of both types of amenity is negotiated with the local community. The sites are then jointly managed and maintained by the community and the local authority as in the case of Sudbury Meadows (The Paddock) and Barford Road, both in St Neots. Again, this approach will require a dedicated ranger/facilitator. Some considerable success with this approach has already been had in Oxmoor through the employment of a Ranger funded by charitable sources, who has worked with the local community on improving and managing open spaces which have been identified as being in particular poor states of repair.
- 4.2 It is envisaged that doorstep green and neighbourhood garden development will be rolled out across Oxmoor as both the Council and the local communities identify suitable sites.

#### **5. PROPOSALS**

- 5.1 In order for the Council to meet the aspirations of Oxmoor residents and to deliver the open space elements of the Action Plan, progress towards these elements needs to be made alongside or ahead of the development of other open spaces for housing and other non recreational uses.
- 5.2 In the first instance, it is proposed that there is a phased approach to the development of Coneygear Park which will encourage local usage and a sense of ownership to develop. The establishment of a 'Friends of the Park' group would facilitate this further. The first phase of implementing the scheme would be to create a basic infrastructure into which various specific facilities may be inserted if or when it is considered appropriate, after further consultation. The infrastructure would include some or all of the elements identified in Annex 2. It is expected that the costs associated with developing this first phase together with additional facilities will require a budget in the region of £300,000.

#### **6. FINANCIAL IMPLICATIONS**

- 6.1 A total sum of £755,000 will be available for the development of Coneygear Park, neighbourhood gardens and doorstep greens as a result of the sale and development of other open space in the area for housing and non recreational uses. In addition, a sum of around £46,000 is available to be applied to the Coneygear Park development as a result of a section 106 payment from the Kings Ripton Road housing development.

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<sup>1</sup> Community Land Use, Civic Trust Regeneration Unit, September 2001

- 6.2 It is proposed that £300,000 of the total sum of £801,000 is allocated as a budget for the development of Coneygear Park. The remaining £501,000 would be used as a fund to generate an annual revenue sum of £33,400 for a period of seventeen years.
- 6.3 At this stage it is expected that the annual revenue sum would fund the costs of a Ranger operating in Oxmoor and an adequate development and maintenance budget which would be supplemented from external funding sources as available. However, final decisions on staffing would depend upon the review of open space management within the District to be conducted later this year.

## **7. RECOMMENDATIONS**

- 7.1 That Cabinet approves the creation of a “Coneygear Park” at the junction of Coneygear Road and Butts Grove Way in consultation with the local community.
- 7.2 That Cabinet approves the application of funding for the creation of Coneygear Park as outlined in section 6 above.
- 7.3 That Cabinet approves the development, management and funding of neighbourhood gardens and doorstep greens as outlined in the report.

## **BACKGROUND INFORMATION**

Oxmoor Action Plan, held in the office of the Head of Planning Services.  
Community Land Use: An Open Space & Play Strategy for the Oxmoor Estate, Huntingdon, held in the office of the Head of Community Services.  
Consultation Documents, held in the office of the Head of Community Services

**Contact Officers:** Peter Jones  
Head of Community Services  
☎ 01480 388202  
Malcolm Sharp  
Head of Planning Services  
☎ 01480 388401

**What people like about the area at present**

It is a lovely open space within a relatively built up area-it is liked for *'the feeling of being on top of a hill with wide views'*.

*'It is good for walking dogs as they can run about freely.'*

*'It is good for kickabout football and for running around.'*

*'It does not attract vandalism and misuse because there is nothing there to attract trouble'*.

**What people do not like about the area at present**

*'Copious dog fouling-not safe for people to run around or play on the area.'*

*'Dumping of garden waste.'*

*'Quantities of litter that catch in the hedgerows particularly on the eastern boundary.'*

*'Some loitering on the north east side of the park.'*

*'The very soggy ground, particularly run off towards the southern boundary.'*

*'The lack of pavements on the northern and western boundaries.'*

*'The fact that both Coneygear Road and Buttsgrove Way are dangerous to cross: most parents do not allow their children to cross these roads by themselves.'*

*'The area is boring and has very few recreational facilities.'*

**What people fear might happen if any new facilities such as play equipment were put on the park**

*'That it will attract more people, inevitably leading to noise &/or disturbance near the houses.'*

*'That some of the people it attracts will vandalise anything put there.'*

It will encourage people to congregate and there will be anti social behaviour such as drinking and swearing and drug taking.

*'There will be an increase in rubbish.'*

*'The value of adjacent homes will fall.'*

Loss of dog walking facility.

Loss of football area.

*'Loss of the feeling of openness and wide views.'*

*'Places for people to hide behind.'*

## SUGGESTED PLAY AND RECREATIONAL FACILITIES

CHILDREN	YOUNG PEOPLE	FAMILIES
Jungle Area Obstacles Aerial Runways Climbing Frames Rope Activities Plastic Tunnels for crawling through Monkey Bars/Fireman's Poles	Assault Course Climbing Wall	Puppet Shows Picnic Area Fair Barbecues Kite Flying
Animal type multi Slides and Swings Interesting Play Equipment Roundabouts	Go Karts Skateboard Area BMX Track Skate Area Track for Battery Cars	Bowls Crazy Golf Croquet Skittles
Water Feature Paddling Pools	Cricket Football Hockey	Rounders Cricket
Games marked out on play surface ie: Hopscotch and Snakes and Ladders with tactile surfacing Sandpit	Basketball Netball Kick Ball Wall Tennis	Volleyball Open Air Theatre Performance Space
Toadstools Maze (wide enough for wheelchairs) Tree Houses Sculpture Play ie Swings of Monkeys, Slides of Dinosaurs	Concrete Table Tennis Trampoline	Dog Walking Area
Toddlers Play Area		Trim Trail Jogging and Cycling Track

**'NICE THINGS FOR EVERYONE'**

A Park Ranger	Refreshments
Fruit Trees	Funky Paths with tactile surfacing
Quiet Area	A Sports Teacher
Children's Cafe	Scented Garden
Sculptures	Shelter
Split function paths – for cycling and walking	Trees
Flower beds and scented garden	Seats
Boules	Shade

**COMMUNITY PARK: SUGGESTED COMPONENTS FOR THE FIRST PHASE I**

- Pavements along Coneygear Road and Buttsgrove Way on the perimeter of the park.
- Safe crossing points across Coneygear Road and Buttsgrove Way into the park
- Gated fencing along the road boundaries to prevent people running into the road.
- Surfaced paths (but not 'tarmac runways') with lighting.
- CCTV
- Drainage to prevent waterlogging and run off.
- Enclosed dog walking area with dog fouling fines enforced.
- Hedges cleared out and managed properly- some people want them removed, some like the screening they afford.
- Litter and dog bins.
- Seats
- Trees
- Toilets



**CABINET**

**22ND APRIL 2004**

## **POLICE COMMUNITY SUPPORT OFFICERS – GOVERNANCE PROTOCOL (Report by the Head of Administration)**

### **1. INTRODUCTION**

- 1.1 The Overview and Scrutiny Panel (Planning and Finance) considered the report to be submitted to the Cabinet at their meeting held on 9th March 2004. The Panel had discussed the Council's support for the funding of PCSOs at an earlier meeting on 14th October 2003 when 3 members had called in the Cabinet's decision to enter into a memorandum of understanding with the Police. At that time, the Panel decided not to refer the matter back to the Cabinet but to ask for a projected review after the operation of the scheme for six months to be reported back to the Panel.

### **2. DISCUSSION**

- 2.1 The Panel were invited to comment on the proposed Governance Protocol between the Council and the Police on the supervision and deployment of the PCSOs in Huntingdonshire. They also received a draft service agreement on the potential involvement of the PCSOs in the enforcement of the Council's powers in relation to the control of dogs and a report on the first six months operation of the scheme. In addition the Panel requested sight of the agreed Memorandum of Understanding on the funding of the PCSOs, a draft of which had been submitted to their October meeting.
- 2.2 The Panel expressed their full support for the concept of funding PCSOs in Huntingdonshire but raised a number of issues which they suggested should be reflected in the Governance Protocol. The following paragraph numbers refer to those contained in the draft Protocol.
- 2.3 Paragraph 2.2 – The Panel acknowledged that direction and control of the PCSOs should remain the responsibility of the Police and they have been informed that the officers will be allocated to those parts of the District which statistically experience higher levels of anti-social behaviour. Nevertheless the Panel feel that the Council should recognise a desire for PCSOs to be visible throughout the District. Although smaller communities may suffer from a fewer number of incidents of anti-social behaviour, the Panel suggest that those incidents may have a disproportionately higher impact on those communities than in larger towns where a greater volume of incidents are experienced. The Panel suggest that this should be acknowledged by the Police and reflected in the Protocol.

- 2.4 Paragraph 3.1 – It is the Panel’s understanding that the Council’s primary purpose in funding PCSOs is to deal with issues relating to anti-social behaviour. They therefore have questioned the inclusion of traffic management enforcement and road safety education as one of the five objectives of the PCSOs in the Governance Protocol. While accepting that there may be occasions where it would be appropriate for PCSOs to become involved in such issues, the Panel are of the opinion that this should be afforded a lower priority than the other objectives in the Protocol.
- 2.5 With regard to the performance of the scheme to date, Members of the Panel have raised questions with regard to communication links with the PCSOs and whether sufficient contact can be made with them when they are active in the community.
- 2.6 There was also some concern as to whether the Council’s support for the PCSOs could be varied annually as part of the MTP process when this is not reflected in the Memorandum of Understanding. The Panel also questioned how the Council’s level of financial support was reflected in the total number of PCSOs deployed in Huntingdonshire in comparison with the contributions by other authorities elsewhere in the County.

### **3. CONCLUSION**

- 3.1 The Panel have asked that information be presented to them on a regular basis on the performance and achievements of the scheme and for an involvement in the ongoing evolution of the Governance Protocol. They, therefore

#### **RECOMMEND**

that the Cabinet take the Panel’s views into account in determining the final content of the Governance Protocol and associated documents.

### **BACKGROUND PAPERS**

Police Community Support Officers – Governance Protocol  
Memorandum of Understanding between Cambridgeshire Constabulary and Huntingdonshire District Council  
Minutes of Overview and Scrutiny (Planning and Finance) held on 14th October 2003

**Contact Officer: Mr R Reeves, Head of Administration**  
**☎ 01480 388003**

**CABINET**

**22ND APRIL 2004**

**POLICE COMMUNITY SUPPORT OFFICERS – GOVERNANCE PROTOCOL  
(Report by Director of Operational Services)**

**1. PURPOSE**

- 1.1 To consider the draft governance protocol established for the Police Community Support Officers.

**2. BACKGROUND**

- 2.1 At its meeting of 14 October 2003, the Scrutiny Panel considered the “Memorandum of Understanding” which is the strategic protocol between the Cambridgeshire Constabulary and the District Council regarding the Police Community Support Officers.
- 2.2 Following that Scrutiny Panel, the Memorandum of Understanding has now been revised and agreed with the Constabulary; with amendments which reflect the issues raised by the Panel and by Cabinet.

**3. DISCUSSION**

- 3.1 Following on from the strategic protocol, the Constabulary Central Division Officers and Officers of the District Council have developed an operational Governance Protocol to deal with:
- Guidance/Interface between the Constabulary Central Division and the District Council
  - HDC services additional deliveries through PCSOs
- 3.2 The draft Governance Protocol is attached at Annex A and the Scrutiny Panel are invited to comment on it, prior to its consideration by Cabinet.
- 3.3 The District Council services that can be delivered by PCSOs will be in addition to the service delivery by District Council Officers thus giving a greater coverage to those issues often considered by residents to be most of a ‘nuisance’. It is considered essential to ‘pilot’ the delivery of these services by PCSOs in a ‘trial area’ before delivering them across the District to ensure any problems are sorted out. It is proposed that the Service Agreement for responsible dog ownership is the first to be developed and is to be tested in the St Neots area.
- 3.4 As experience is gained, then additional Service Agreements will be developed. This will also be in line with the requirements of the Anti-Social Behaviour Act 2003.

- 3.5 In terms of performance management, the Constabulary are still developing a Constabulary-wide performance management system. As it is important to develop performance management, the Central Division and District Council have agreed to agree some PIs for the 5 objectives to provide some interim performance data and it is anticipated this will be completed in the next month. In the meantime, a report is appended as Annex B to show the information currently available.
- 3.6 The Council will be holding a series of training events for PCSOs to bring in the Service Agreements. Scrutiny Panel Members will be invited to the next event in April to meet the PCSOs and to see the training provided.
- 3.7 This report has been presented to the Scrutiny Panel (Finance & Planning) and any comments they have made will be presented to Cabinet orally.

#### **4. RECOMMENDATION**

- 4.1 Cabinet are asked to approve the Governance Protocol with Cambridgeshire Constabulary (Central Division) regarding Police Community Support Officers.

#### **BACKGROUND PAPERS**

- Memorandum of Understanding
- Medium Term Plan

**Contact Officer: Mrs E Wilson, Director of Operational Services**  
**☎ 01480 388301**

## **POLICE COMMUNITY SUPPORT OFFICERS**

### **GOVERNANCE PROTOCOL BETWEEN HUNTINGDONSHIRE DISTRICT COUNCIL AND CAMBRIDGESHIRE CONSTABULARY CENTRAL DIVISION**

#### **1. Introduction**

1.1 The purpose of this document is to establish a Governance Protocol between Huntingdonshire District Council and Central Division with regard to Police Community Support Officers (PCSOs); in particular to establish:

- ❖ A Steering Group to provide strategic guidance on the work of the PCSOs and agreement on day-to-day management and supervisory responsibility
- ❖ A performance management framework to report on the effectiveness of PCSOs
- ❖ A set of service level agreements for the delivery of particular HDC services by PCSOs
- ❖ The mechanism for delivery of information gathered by PCSOs, including contact points between PCSOs, their line managers and HDC Officers/Members
- ❖ Training.

1.2 For the purpose of clarity, this Protocol includes all Huntingdonshire PCSOs, including those within Northern Division area and managed by Central Division (Farcet & Yaxley).

#### **2. Tactical Guidance**

2.1 The work of PCSOs in Huntingdonshire will be overseen by a Steering Group comprising Officers from the Cambridgeshire Constabulary Central Division and Huntingdonshire District Council.

2.2 The direction and control including day-to-day supervision and management of PCSOs in Huntingdonshire will remain entirely within the remit of Cambridgeshire Constabulary Central Division (including dealing with complaints about PCSOs).

2.3 The Steering Group will comprise:

- ❖ Superintendent Simon Edens or his substitute
- ❖ Sector Inspectors
- ❖ Elizabeth Wilson, Director of Operational Services or her substitute
- ❖ Claudia Waters, HDC Community Support Officer
- ❖ Executive Member for Environment (Community Safety) or substitute
- ❖ HDC Service officers as appropriate

The Steering Group will meet on a monthly basis for 2004 and thereafter a quarterly basis.

### 3. **Performance Management**

3.1 The Constabulary are developing Cambridgeshire-wide PIs but this work has not been completed. In the meantime, Central Division will provide information to measure performance under the 5 objectives of:

- ❖ To impact on low level anti-social behaviour
- ❖ To provide reassurance and reduce fear of crime in the community
- ❖ To provide traffic management by enforcement and education on road safety
- ❖ To reduce incidents of damage (including vandalism and graffiti)
- ❖ To develop and optimise public inter-action.

3.2 Central Division will develop PIs and targets for these 5 objectives and these will be included in this Protocol. The data to be provided to HDC will be quarterly data wherever possible. Responsibility for the measuring of the indicators is with the Constabulary. When the Force-wide PIs are available, these will be included in this Protocol.

### 4. **Service Level Agreements on HDC Services**

4.1 The following services provided by HDC are considered appropriate for PCSOs to provide 'additionality in the enforcement of legislation relating to:

- ❖ Dog Fouling, Stray Dogs and Responsible Dog Ownership
- ❖ Littering
- ❖ Abandoned Vehicles
- ❖ Flytipping
- ❖ Graffiti and Flyposting

4.2 A Service Level Agreement for each service will be developed for inclusion with this Protocol and piloted before being introduced across the District.

### 5. **Information Gathering and Contact Points**

5.1 The information gathered by PCSOs which relate to HDC services will be provided to HDC through the following points of contact:

- ❖ CCTV Control Room (out of hours service)
- ❖ Godmanchester Depot (9am – 5pm)

Information will be collated by these two points of contact and disseminated to relevant service providers in HDC.

5.2 Other direct contact points at HDC include:

- ❖ Countryside Services
- ❖ Environmental Health
- ❖ Housing

6. **Training**

- 6.1 HDC will provide structured training sessions for PCSOs covering all the services outlined in Section 4. These will be provided annually on a rolling programme.

Draft Service Agreement  
Huntingdonshire District Council and Cambridgeshire Constabulary Central Division  
Police Community Support Officers.

Responsible Dog Ownership

**1 Introduction**

- 1.1 Huntingdonshire District Council and Cambridgeshire Constabulary recognise the importance of responsible dog ownership and in particular the need to address problems associated with irresponsible dog ownership. The purpose of this document is to detail the service level agreement/protocol between Huntingdonshire District Council and Cambridgeshire Constabulary Central Division Police Community support Officers (PCSO's) with regard to responsible dog ownership.
- 1.2 This service level agreement/protocol will assist in fulfilling the aims and objectives already established between the 2 organisations and by working in partnership will make a significant contribution in dealing with irresponsible dog ownership
- 1.3 Responsible dog ownership covers a range of issues which includes:
- Dog fouling
  - Dog straying
  - Dogs on leads
  - Dangerous dogs
  - Nuisance dogs
  - Dog bans in certain public areas
  - Dog identification (Collar and tags/ microchip)

**2 Dog Fouling**

- 2.1 It is an offence under the **Dogs Fouling of Land Act 1996** if a person in charge of a dog fails to clean up forthwith any faeces deposited by the dog on land which has been designated under the Act. An authorised officer of the Local Authority can be empowered to serve an 'on the spot fine' on offenders. Failure of the offender to pay may result in them being summoned before a Magistrates Court.
- 2.2 PCSO's may witness an offence or receive complaints from members of the public during their routine patrols. In carrying out an investigation into an offence the PCSO will need to ascertain and record the following information.
- Name and address of perpetrator
  - Name and address and other relevant contact details of complainant
  - Date, time and place where offence was committed
  - Details of type and breed of dog



- Details of evidence to substantiate or confirm that faecal material has been deposited
  - Names and addresses of any witnesses
- 2.3 In the first instance PCSO's will make contact with the perpetrator and inform them of the nature of the complaint and the legal implications/penalties which may be incurred as a result.
- 2.4 At the end of each working week, information collated by the PCSO's regarding dog fouling will be forwarded to the Environmental Health Services Division (EHSD) Animal Welfare Officer, Val Trusty. The provision of information will enable the EHSD to establish and identify persistent offenders.
- 2.5 A decision on whether to issue an on the spot fine will be made by the EHSD based on the information provided by the PCSO's and any other relevant factors including the EHSD's Enforcement Policy.
- 2.6 There may be occasions where the EHSD are aware of a particular problem in a locality and will contact the PCSO's to ask them to carry out observations or make additional patrols to certain key areas. These may be in particularly sensitive areas around schools, children's play areas or well-used footpaths.
- 2.7 As a pilot it is suggested that a limited number of PCSO's within a given locality may be authorised by Huntingdonshire District Council to serve on the spot fines after receiving appropriate training. Any pilot study would be evaluated after a three-month period to determine its viability.

### **3 Dog Straying**

- 3.1 When a PCSO is made aware, either by a member of the public or an officer of the District Council, that a dog is straying, i.e. outside the confines of its property with no owner, they should carry out the following actions.
- Determine whether there is any identification on the dog, i.e. collar and tag.
  - Try and ascertain from local knowledge who the dog belongs to.
  - If the dog appears 'friendly' take hold of the dog and if possible reunite with it with the owner.
- 3.2 If the owner of the dog cannot be identified, the PCSO should telephone the EHSD, (01480 388302) and provide relevant details. The Animal Welfare Officer will try and arrange collection from the location or any other appropriate place where the dog has been taken by the PCSO. This could be a local police station or Wood Green Animal Shelter.
- 3.3 It should be noted that it is not an offence for a dog to stray, although if a dog is impounded and taken to Wood Green or the police station then a detention fees may be charged as well as kennelling costs etc.

#### **4 Dogs on leads**

- 4.1 Certain roads throughout the district, mainly in towns and large villages, have been designated under the **Control of Dogs on Roads Order 1991**. In these areas any dog out of the confine of its home should be attached to a collar and lead and be under the control of the owner.
- 4.2 If a PCSO is aware of an offence they should advise the dog owner of their legal responsibilities. In the case of a persistent offender then details of the name and address of the owner should be taken as well as details of the location of the offence, dates and times etc and forwarded to the EHSD's Animal Welfare Officer as part of a weekly report.

#### **5 Dangerous dogs**

- 5.1 The legislation concerning dangerous dogs is jointly enforced between the Cambridgeshire Constabulary and Huntingdonshire District Council. If a PCSO is aware that there is a dangerous dog in a location, or has been advised by a member of the public that they have been bitten or attacked by a dog they should take full details and refer to the police in the first instance.
- 5.2 Where a dog is thought to be potentially dangerous but has not yet caused any injury to any person, then relevant details should be forwarded as soon as possible to the EHSD's Animal Welfare Officer.

#### **6 Nuisance dogs**

- 6.1 A nuisance dog is one whose manner of keeping has caused or is likely to cause complaints from neighbouring premises. This could be due to loud and prolonged barking or heavy fouling of the owner's garden causing smell and fly problems.
- 6.2 If a PCSO is aware, through observation or through contact with members of the public, that the keeping of dogs (or other animals) is causing a nuisance to neighbouring premises, they should record the relevant information including details and duration of the nuisance and forward this information to the EHSD's Animal Welfare Officer as part of a weekly report
- 6.3 The Animal Welfare Officer may request the PCSO to keep a log sheet recording details over a period of time to enable sufficient evidence to be gathered so that the EHSD can take appropriate action.

#### **7 Dog bans in certain public areas**

- 7.1 There are currently bylaws prohibiting dogs to enter play areas that have been fenced off. These areas are clearly signed.
- 7.2 If a PCSO is aware that there is a breach of this bylaw they should approach the owner of the dog and advise them that an offence is being committed.

- 7.3 Where there appears to be a persistent offender, relevant details should be recorded and forwarded to the EHSD's Animal Welfare Officer as part of a weekly report.

## **8 Dog identification**

- 8.1 It is an offence for any dog to be in a public area without suitable identification. This could take the form of a collar or tag, microchip or tattoo.
- 8.2.1 If a PCSO is aware that a dog is in a public area without such identification they should advise the owner of their legal responsibilities and where persistent offenders are identified, record appropriate information and forward to the EHSD's Animal Welfare Officer as part of a weekly report.

## **9 Communication**

- 9.1.1 Where a PCSO or an Officer of the EHSD are aware of a significant problem concerning irresponsible dog ownership they will liaise together as appropriate.
- 9.2 At the end of each working week a report recording relevant details as identified above will be forwarded by the PCSO's to the EHSD.
- 9.3 Any necessary training for PCSO's regarding responsible dog ownership will, where practicable, be provided by the EHSD.

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# HUNTINGDONSHIRE POLICE COMMUNITY SUPPORT OFFICERS

## 1 Introduction

1.1 September 2003 saw the introduction of 18 Police Community Support Officers Posts across the Huntingdonshire District. Seven based at Huntingdon of which two cover Yaxley and Farcet, six at St Neots and four at St Ives, with one vacancy.

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1.2 The purpose of this document is to provide a general summary of PCSO activity since their introduction. This document is not to be solely relied upon for accurate activity analysis at micro beat level but as an overview of average resource usage.

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## 2 Objectives

2.1 HDC and Cambridgeshire Constabulary have identified the following objectives for the PCSOs to work towards.

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- To impact on low level antisocial behaviour
- To provide reassurance and reduce fear of crime in the community
- To provide traffic management by enforcement and education on road safety
- To reduce incidents of criminal damage, vandalism and graffiti
- To develop and optimise public interaction

## 3 Reality Check

3.1 PCSOs are assigned to specific geographical beat areas. They patrol these areas by foot, cycle and vehicle depending on the patrol purpose. Either in pairs, or working in close proximity with other PCSOs, Community Beat Managers and, Community Liaison Officers.

3.2 Sector Inspectors have overall responsibility for managing and developing PCSOs, however generally this has been delegated to Sector Managers who are responsible for supervising the Community Beat Managers and Liaison Officers.

3.3 PCSOs are tasked either through the Sector Managers, Patrol Sergeants, CBMs or CLOs. They are never directly allocated crime to investigate or deployed to incidents by the Force Control Room.

3.4 To impact on the above objectives PCSOs plan their work using data from crime pattern analysis, intelligence items, calls for service and community complaints via other reporting sources i.e. letters, emails, telephone calls.

3.5 This information is disseminated by Sector Intelligence Officers via Community Action Forums, the Divisional Intelligence Unit via the Briefing Database, and local supervisors.

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### 3.6 Daily activities can be broken down as follows:

- High visibility mobile, cycle and foot patrols in areas subjected to youth disorder, antisocial behaviour, under aged drinking, high crime series.
- Traffic management through enforcement of parking regulations and education on road safety.
- Low-level crime investigation recording minor crimes, statement taking and house-to-house enquiries.
- Intelligence gathering from the community and Partner Agencies, such as HHP, Age Concern, HDC.
- Community Interfacing at organised events, police surgeries, i.e. Rural Issues Event held at Burgess Hall 26/01/04. Bringing representatives from HDC, Police, Fire service, CSW, to discuss issues affecting the rural community e.g. hare coursing, fly tipping, community safety issues, abandoned vehicles, and farm thefts.
- Partnership working with youth outreach workers at St Neots to address youth disorder involving Cambridgeshire Constabulary's Guardian Awareness Programme. Attendance at Parish Council Meetings, Watch meetings, and school liaison visits.

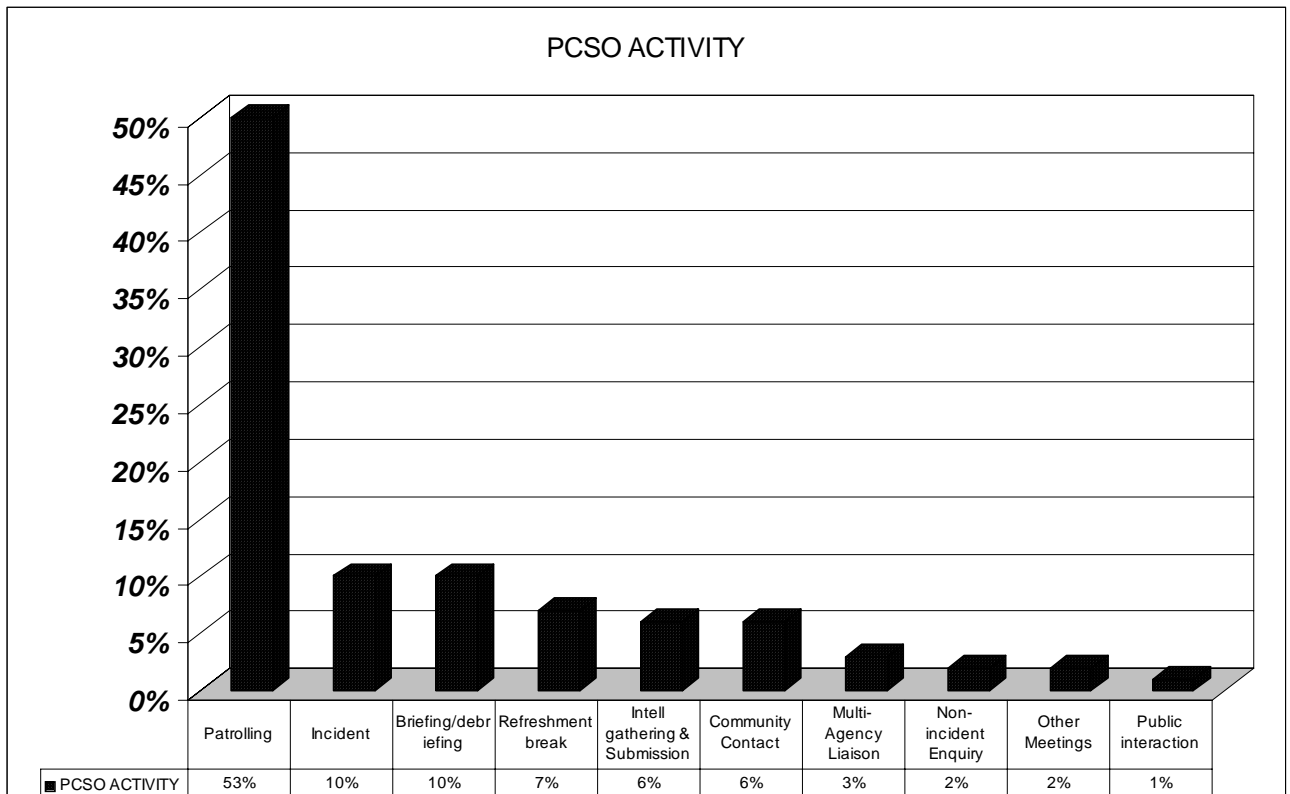


Figure 1: PCSO Activity Chart

## 4 Success Stories

- 4.1 PCSO's on patrol in Godmanchester saw a male acting suspiciously. He was observed and was seen carrying a large knife. It was reported to the force control room and the PCSO's maintained observations until police officers were dispatched to arrest the male for being in possession of the knife in a public place.
  - 4.2 An example of effective partnership working with local services. Following reports of nuisance youths riding the buses in Godmanchester, jumping out of emergency exits, lifting up the engine flap and acting in an antisocial behaviour, PCSO's liased with the Bus company, rode on the buses and identified the culprits who were initially warned. They continued to behave in that manner and so names of the children involved were provided to their respective schools and parents received notification that they were banned from the buses, as a result the antisocial behaviour has ceased.
  - 4.3 PCSO's in St Neots whilst on patrol saw a vehicle containing a group of youths acting in a manner which led them to suspect illegal drug usage. Police officers were called and the vehicle and youths were searched under the Misuse of Drugs Act were found to be in possession of illegal substances, and were subsequently arrested.
  - 4.4 PCSOs in St Ives were on patrol with community beat managers and observed drug dealing taking place. They continued their observations until a sufficient number of police officers arrived, the persons were subsequently arrested, which later led to the execution of a search warrant at an address in Ramsey where further illegal drugs were seized and persons were arrested.
- 

## 5 Summary

- 5.1 The introduction and integration phase has on the whole been a success, with positive feedback from both local community, stakeholders and community leaders regarding increased visibility leading to renewed confidence and reassurance in the police and local services. However, it is evident that there is a need to balance the District wide approach to the management and deployment of the PCSO's taking into account local community needs.
  - 5.2 Aside from the need to agree and set SMART objectives, and regularly measure performance, there may be a need to agree and adopt a District wide PCSO Operating Model ensuring disparity regarding resource usage is kept to a minimum and the steer remains focus led.
-

**LIST OF OFFICERS: -**

HUNTINGDON

ADAM RATCLIFFE  
DEBBIE THORBURN  
VICKI DOCKING  
BARRY CHHAMBERLAIN  
LEE MCDADE  
SHIRALEE GEORGE  
ANGIE WILSON

YAXLEY/FARCET  
BRAMPTON/GODMANCHESTER  
BRAMPTON/GODMANCHESTER  
OXMOOR  
YAXLEY/FARCET  
OXMOOR  
TOWN CENTRE/STUKELEYS

ST NEOTS

ALAN NEWMAN  
SYD DAVIES  
LAUREN BACHMAN  
CAROLE CORN  
CLAIRE REEVE  
ROGER POOLE

TOWN CENTRE  
EYNESBURY  
EYNESBURY  
EATONS  
BUCKDEN  
KIMBOLTON

ST IVES

DEAN DRAGE  
JILL TIERNAN  
LISA THOMPSON  
BOB CARR

ST IVES  
RAMSEY  
RAMSEY  
ST IVES



**CABINET  
OVERVIEW & SCRUTINY (PLANNING &  
FINANCE)**

**22ND APRIL 2004  
11TH MAY 2004**

## **ANTI-SOCIAL BEHAVIOUR STRATEGY (Report by Head of Environment & Transport)**

### **1. INTRODUCTION**

- 1.1 This report seeks approval for the Anti-Social Behaviour Strategy of the Huntingdonshire Community Safety Partnership.

### **2. BACKGROUND INFORMATION**

- 2.1 The Anti-Social Behaviour Act 2003 gives partner agencies enhanced powers to deal with the problem of low level disorder and anti-social behaviour. It builds on measures already introduced, including Anti-Social Behaviour Orders through the Crime and Disorder Act 1998 and Fixed Penalty Notices for disorder in the Criminal Justice and Police Act 2001.
- 2.2 The Huntingdonshire Anti-Social Behaviour Strategy (attached as Annex A) is a partnership document and has been agreed by agencies within the Huntingdonshire Community Safety Partnership. The aim of the strategy is to set out how partners in Huntingdonshire will work together to tackle anti-social behaviour.
- 2.3 The Strategy is now presented to Cabinet for its approval.

### **3. CONCLUSION**

- 3.1 Cabinet is asked to endorse the Huntingdonshire Anti-Social Behaviour Strategy.

### **BACKGROUND INFORMATION**

Operational Services Checklist  
Location 3<sup>rd</sup> Floor Pathfinder House file ref:  
[ASB strategy checklist](#)

**Contact officer: Sonia Hansen – development and community manager**  
**☎ 01480 388341**  
**e:mail [sonia.hansen@huntsdc.gov.uk](mailto:sonia.hansen@huntsdc.gov.uk)**

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# **Huntingdonshire Community Safety Partnership**

**Anti-Social Behaviour Strategy 2004- 2005**



**“Working in partnership to promote safer communities”**

**Draft Version 5 March 2004**

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## **Introduction**

In 1998 the Government brought into force the Crime and Disorder Act. The law was introduced in response to growing public concern about anti-social behaviour (ASB) from individuals or groups who cause alarm, distress or harassment within the community. On October 14<sup>th</sup> 2003 the Home Office launched the TOGETHER campaign and published an Action Plan 'Together: Tackling Anti-Social Behaviour'. The Anti-Social Behaviour Act 2003 received Royal Assent on 20<sup>th</sup> November 2003 and helps the Police and Local Authorities to work together with local people to tackle ASB.

Tackling ASB within Huntingdonshire is seen as a priority by all partner agencies of the HCSP, and it is intended that this Strategy will contribute to maintaining and improving the safety of Huntingdonshire as a place to live, work and visit.

There are currently six area based Community Safety Task Groups throughout Huntingdonshire, all of which report back to the HCSP that works at a District level. All of the Task Groups are currently addressing ASB and the problems surrounding this, as one of their action plans. Government funding received by the HCSP has been used in a number of different ways to address ASB, one of which being the provision of diversionary activities for young people in 'hot spot' areas. A Further £25,000 has been made available by the Home Office for two years from April 1<sup>st</sup> 2004 to address ASB. This funding is to be used by the HCSP to employ ASB Case Worker(s) to monitor and progress the work that is put in place to address ASB.

It is now necessary to establish the causes and root problems of ASB and ensure that, working in partnership, effective processes are in place to reduce levels of ASB in Huntingdonshire.

## **Purpose**

The aim of this Strategy is to identify how the Huntingdonshire Community Safety Partnership will work together to tackle ASB.

## **Background**

Community Safety Partnerships, sometimes known as Crime and Disorder Reduction Partnerships, were established as a requirement of the Crime and Disorder Act 1998, to bring together the Police, Local Authorities and other public agencies to reduce crime and help tackle its causes. The HCSP put in place their first Community Safety Strategy in April 1999, and is currently working to the second Strategy that has been running since April 2002 and will end in April 2005, with a new Strategy being introduced for the period 2005-08.. This ASB Strategy, while a freestanding document in its own right, provides a structure for the work that needs to be carried out at a local level to deliver the targets and objectives set out in the current Community Safety Strategy 2002-05 and looking to the future 2005-08 Strategy. This ASB Strategy will also be adopted by individual partner agencies as appropriate, including Huntingdonshire District Council.

## **National Recognition to address ASB**

Since the introduction of the Crime and Disorder Act 1998, the Government has continued to introduce new legislation that gives the Police, Local Authorities and other responsible authorities, more power to address ASB. Under the Crime and Disorder Act 1998, orders such as Anti-Social Behaviour Orders (ASBOs) were introduced as tools to try and reduce ASB and encourage the perpetrators to take responsibility for their behaviour.

The Home Office established the ASB Unit in January 2003 and since has been involved with the following:

- ASB Action Plan;
- ASB One day Count;
- The White Paper “Respect and Responsibility – Taking a Stand Against Anti-Social Behaviour”, published March 2003
- The Anti-Social Behaviour Act, received royal assent on 20<sup>th</sup> November 2003. The Act will come into force gradually, with the first group of provisions commenced in mid January 2004, the next in February 2004 with the remainder later in the year.
- The new Anti-Social Behaviour Act 2003 introduces new powers to:
  - Close Premises where Drugs are used Unlawfully;
  - Provide New Powers for Social Landlords to tackle Anti-Social Tenants;
  - Address Parental Responsibilities;
  - Deal with Intimidating Groups;
  - Introduce new Prohibitions on Air Weapons and Imitation Firearms;
  - Provide Cleaner and Safer Communities;
  - High Hedges; and
  - Improve Enforcement Powers

Any of the above documents can be viewed on the Home Office website at [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk)

## **What is Anti-Social Behaviour (ASB)?**

ASB can be seen in a number of different forms, and may range from the dropping of litter to actual violence against people and property. Whatever the level of ASB, its effects are the same, and in many cases areas will experience levels of both crime and the fear of crime. For the purpose of this Strategy ASB will be described as per the multi agency ASB Protocol which builds on the primary definition from the Crime and Disorder Act 1998:

Anti-Social Behaviour is described in the Act as acting “in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household as himself” and which is not reasonable in all circumstances”.

ASB does not have to be criminal. It can include criminal, racist or homophobic acts.

Behaviour that puts people in fear of crime, can amount to ASB where it causes, harassment, alarm or distress.

In addition it can incite people to commit crimes or violent acts.

Examples of ASB that the HCSP consider to be anti-social are:

- Drug/ Substance misuse and drug dealing;
- Street drinking; begging;
- Prostitution; Kerb Crawling; Sexual acts;
- Abandoned vehicles;
- Vehicle related nuisance and inappropriate vehicle use;
- Noise;
- Rowdy behaviour;
- Nuisance behaviour;
- Hoax calls;
- Animal related problems;
- Intimidation/ Harassment;
- Criminal damage/ Vandalism; and
- Litter/ Rubbish

### **The Extent of Anti-Social Behaviour in Huntingdonshire**

It is difficult to determine the extent of serious anti-social behaviour in Huntingdonshire, but the HCSP recognises that more and more communities are experiencing low levels of ASB on a regular occasion. Most areas in Huntingdonshire, both rural and urban, are experiencing ASB in the form of under-age drinking, graffiti, criminal damage, vehicle related nuisance and intimidating behaviour by groups of people.

The Huntingdonshire Community Safety Partnership recognises that anti-social behaviour can effect levels of crime and the fear of crime in any area of Huntingdonshire. The Partnership, through the Sector Based Problem Solving Groups, Area Based Community Safety Task Groups and Anti-Social Behaviour Forum, will aim to establish and address levels of anti-social behaviour across the district. These groups are committed to improving the methods of reporting anti-social behaviour in order to develop suitable action plans and monitor and evaluate where appropriate.

Reports about anti-social behaviour are received from a variety of different sources, and partnership working is essential. These reports may be in the form of a complaint from a member of the public or through the Police or a Housing Association. From community safety roadshows and community consultations it is known that anti-social behaviour is a concern to the residents of Huntingdonshire, and in some areas the concern is greater than in others. The Huntingdonshire Community Safety Partnership has funded a computerised consultation system that asks the community to identify their concerns around anti-social behaviour, the information obtained will help in the identification of 'hot spot' areas and the development of action plans.

## The Anti-Social Behaviour Strategy

The following pages of this document identify the seven objectives that the Huntingdonshire Community Safety Partnership has agreed to work to, to address anti-social behaviour in Huntingdonshire.

The seven objectives that the Huntingdonshire Community Safety Partnership will be working to are as follows:

1. **The Anti-Social Behaviour Forum** – To promote effective inter-agency working on ASB by establishing an ASB Forum at District level along with four Police Sector based Problem Solving Groups (PSGs).
2. **Geographical Anti-Social Behaviour** – To identify geographical hot spots and take action.
3. **Problem People** – To identify problem people and work with the relevant agencies to address the behaviour.
4. **Youth Issues** – To support young people both as victims and as a perpetrator of poor behaviour and deliver diversionary activities.
5. **Acknowledge the Rural/ Urban Difference** – To ensure the response to ASB is appropriate and best fits the rural or urban needs.
6. **Measurement/ Performance** – To use an appropriate model to ensure monitoring and evaluation of activity takes place.
7. **Community Engagement** – To increase active involvement of local people to address anti-social behaviour.

The Huntingdonshire Community Safety Partnership (HCSP) Anti-Social Behaviour (ASB) Strategy will be a working document by May 1<sup>st</sup> 2004 and will be reviewed again in March 2005, and will then run in line with the HCSP Community Safety Strategy 2005 – 08.

The success of the ASB Strategy will be determined by the following outcomes:

1. Reduction in Anti-Social Behaviour in Huntingdonshire.
2. Community involvement in the initiatives that are taking place to address ASB
3. Residents aware of who to contact with regard to an ASB complaint.
4. Increased levels of reassurance within the communities of Huntingdonshire.
5. Increased number of young people involved in diversionary activities within Huntingdonshire.
6. Timeliness of use of Acceptable Behaviour Contract (ABC) or/and an Anti-Social Behaviour Order (ASBO) where necessary.



7. Implementation of a witness protection scheme when thought necessary in cases of Anti-Social Behaviour.
8. Increased level of reassurance of those that have been a victim of Anti-Social Behaviour.

A review of the first year of the Huntingdonshire Community Safety Partnership Anti-Social Behaviour Strategy will be carried out in March 2005 and amended as appropriate. It is hoped that by this time much experience will have been gained in addressing different types of anti-social behaviour and that the communities of Huntingdonshire will be working in partnership with all the identified agencies to reduce the levels of anti-social behaviour within the District.

During 2004/05 the Partnership will establish baseline data to monitor the outcomes of the strategy and agree the targets to be included in the 2005/06 – 2008/09 Community Safety Strategy.

## ASB Strategy Objectives and Actions

### 1. The Anti-Social Behaviour Forum

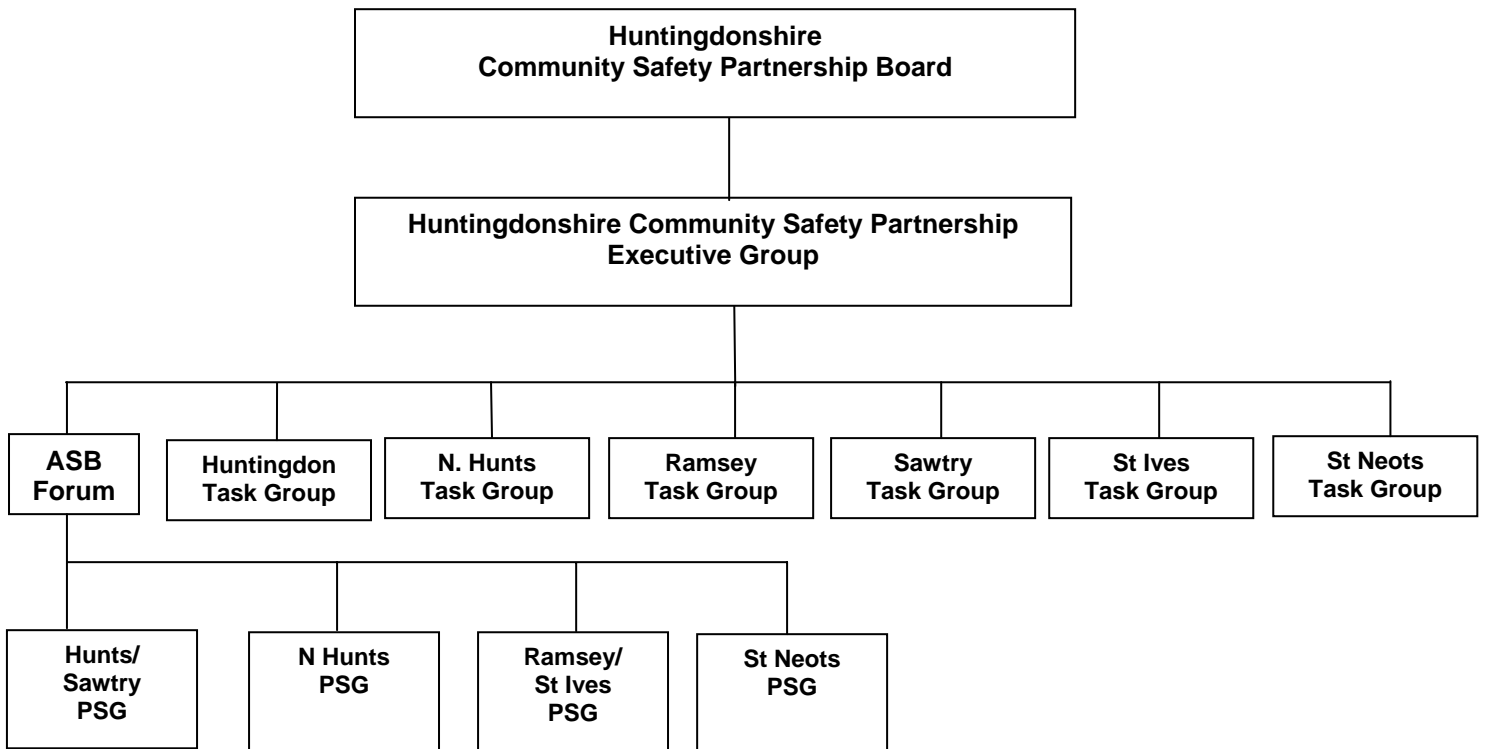
***The Huntingdonshire Community Safety Partnership recognise that effective interventions to reduce anti-social behaviour require the skills and resources of a number of agencies/ organisations and community members. That requires co-ordination at a strategic level and delivery at a local level.***

#### **Objective**

Establish a district level ASB Forum to manage the PSGs and ensure delivery of the ASB Strategy.

#### **Actions**

- i. The Huntingdonshire Community Safety Partnership structure is shown below. It can be seen that the ASB Forum reports to the Executive Group. The strategic ASB Forum will be formed and membership will include representatives from:
  - Huntingdonshire District Council (HDC)
  - Police
  - Cambridgeshire County Council (CCC)
  - Registered Social Landlords (RSLs)/ Housing Actions Trusts (HATs)
  - Youth Offending Service (YOS)
  - Probation Service
  - Fire and Rescue Service
  - Community representatives
  - Hunts. Primary Care Trust (PCT)
  - Connexions
  - Huntingdon Drug and Alcohol Reference Group (HDARG)
  - Crown Prosecution Service (CPS) when thought appropriate



*Diagram 1. Huntingdonshire Community Safety Partnership Structure*

- ii. The ASB Forums role will include a management overview of the four problem solving groups (PSGs).
- iii. The ASB Forums role will also include responsibility for delivery of the Huntingdonshire Community Safety Partnership ASB Strategy.

## 2. Geographical ASB

***Huntingdonshire Community Safety Partnership recognise that the symptoms of anti-social behaviour (ASB), such as abandoned cars, graffiti, disorder, can affect whole communities or parts of them.***

### **Objective**

To identify geographical hot spots and take positive expeditious action.

### **Actions**

- i. Through the area based Community Safety Task Groups, regular problem analysis will be carried out.
- ii. Making best use of other sources of information, such as Police Local Consultation Groups, Parish/ Town Councils, Community Groups.
- iii. Having identified problems we will work with the relevant agencies who can impact on the solution.
- iv. We will make best use of available legislation and support including the Crime and Disorder Act 1998, the Anti-Social Behaviour Act 2003 and the National Anti-Social Behaviour Action Plan.
- v. We will manage and monitor our response to ensure our action is as effective as it can be.

### 3. Problem People

***Huntingdonshire Community Safety Partnership recognise there are individuals and whole family units whose ASB has a devastating affect on the wider community.***

#### **Objective**

To actively identify problem people through analysis and as a response to complaints, and work with partner agencies to deliver effective and rapid interventions to address the behaviour.

#### **Actions**

- i. To make best use of existing collation and referral systems which routinely identify problem individuals prior to a complaint being made, for example the enhanced Police GAP System, the Police Final Warning Scheme and YOS referrals.
- ii. The Partnership will receive complaints from a variety of internal and external sources. We will acknowledge each complaint and if action is necessary, ensure the appropriate measures are followed or referrals are made.
- iii. We will establish a multi-agency partnership problem solving group known as the ASB Forum. The Forum is tasked with receiving ASB referrals and offering suitable interventions.
- iv. We will learn from best practice and what works, and introduce innovative measures to best fit our communities.
- v. We will make best use of available legislation and support including the Crime and Disorder Act 1998, the Anti-Social Behaviour Act 2003 and the National Anti-Social Behaviour Action Plan.
- vi. We will endeavour to work to the timescales and evaluation criteria as set out in the multi-agency Anti-Social Behaviour Protocol.
- vii. We will support the work of the 'Open Out' Scheme

#### 4. Youth Issues

***Huntingdonshire Community Safety Partnership recognise young people are sometimes seen as both the cause and the victim of ASB.***

##### **Objective**

We seek to support the young person as a victim or as a perpetrator of the unacceptable behaviour.

##### **Actions**

- i. Co-ordinate provisions and promote activity which supports young people as potential victims of ASB. For example anti-bullying initiatives and work with task groups on challenging the community's negative perceptions of young people.
- ii. Support consultation with young people as to their needs and fears, whilst actively seeking their engagement.
- iii. Where unacceptable behaviour of young people is identified the Partnership will support the most appropriate interventions to redress that behaviour.
- iv. We will maintain a formal problem solving structure specifically to deal with more serious ASB through the multi-agency ASB Forum.

## 5. Acknowledging the Rural/ Urban Difference

***Huntingdonshire Community Safety Partnership acknowledges that the perception of ASB is difference in rural and urban communities therefore the response may also need to be different.***

### **Objective**

We will tailor our response to best fit the rural or urban perceptions and needs.

### **Actions**

- i. We will identify and acknowledge the different ASB trends/ types through partnership scoping studies and localised research, for example the Rural Crime Group, Rural Crime Event and Police ASB Problem Profile.
- ii. The Partnership will also instigate stand-alone mapping exercises to arrive at local pictures of ASB, such as visual audits.
- iii. We will inform a) the other partnership task groups for the relevant urban/ rural area and b) other appropriate community safety agendas, of our findings.
- iv. We will offer expertise and guidance based on best practice and drawing on the experience of ASB practioners up to a national level, such as the National ASB Academy, the Together East Action Plan and the Eastern Region ASB Forum.

## 6. Measurement/ Performance

***Huntingdonshire Community Safety Partnership needs to know we are making a difference. For that we must agree on what success looks like and if we are on the right tracks to achieving it.***

### **Objective**

To follow an appropriate model for monitoring and evaluating activity.

### **Actions**

- i. We will adhere to the Huntingdonshire Community Safety Partnership's targets which are relevant to ASB.
- ii. We will work towards a standard model of tracking activity and effect.
- iii. We will systematically and routinely monitor the progress of interventions of the ASB Forum. We will have an overview of partnership activity where appropriate.
- iv. We will consider best practice and guidelines on evaluation as promoted by relevant bodies such as the Home Office, the ODPM and LGA.
- v. We will also adhere to the requirements of the multi-agency Anti-Social Behaviour Protocol.



## 7. Community Engagement

***Huntingdonshire Community Safety Partnership recognises that most ASB is localised. Therefore the best solutions will also be locally driven, that requires the active engagement and support of the communities themselves.***

### **Objective**

We will increase the active involvement of local people in partnership ASB reduction activities.

### **Actions**

- i. Carry out a feasibility/ scoping exercise to establish:
  - a) Which existing groups would benefit from community representation
  - b) The case for establishing new groups/ forums, such as Citizens Panel
  - c) Agree criteria and capacity for membership
- ii. Developing the results of the feasibility/ scoping exercise to identify members.
- iii. Evaluate the benefits of this enhanced membership.

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**CABINET**

**22ND APRIL 2004**

## **COUNCIL FUNDING OF MANDATORY DISABLED FACILITIES GRANTS (Report by Head of Housing)**

### **1. PURPOSE OF REPORT**

- 1.1 This report informs the Cabinet of the implications of the Government's decision to cap their 60% contribution towards mandatory disabled facilities grants (DFGs).
- 1.2 It also seeks release of the remaining portion of the existing budget together with a supplementary capital estimate for 2004/05 to fund the resulting shortfall in government funding and increasing levels of demand.

### **2. BACKGROUND INFORMATION**

- 2.1 The Council must award a DFG for work to achieve one or more of a set of purposes defined by statute. DFGs are awarded on the recommendation of an occupational therapist and funds aids and adaptations like ramps, stair lifts and level access showers. DFGs enable elderly and disabled people to live independently and therefore contribute towards the quality of life for vulnerable people. The Council must be satisfied that a DFG is necessary and appropriate and that to carry it out is reasonable and practicable. The Council is, therefore, expected and required to set a budget that can cope with the likely level of demand placed upon it.
- 2.2 Until the end of 2003/04, the Government reimbursed 60% of total expenditure on DFGs **without limitation**. However, for 2004/05 they have changed the arrangements and will fund 60% of DFGs **up to a limit of £332k**, £148k less than the budgeted requirement.
- 2.3 At their meeting on 4<sup>th</sup> March 2004, the Cabinet agreed to release £221k of 2004/05 budget which represented the proportion to match fund the Government's cash limited contribution. The table below illustrates the resulting position.

	<b>HDC contribution £000</b>	<b>Government contribution £000</b>	<b>Gross expenditure £000</b>
2004/05 Budget provision	320	480	800
Released by Cabinet	221	332	553
<b>Remaining</b>	<b>99</b>	<b>0</b>	

- 2.4 Demand for DFGs has been increasing, as set out below:

<b>Year</b>	<b>Number of DFGs awarded No.</b>	<b>Average grant amount £000</b>
2001-02	120	4.9
2002-03	131	5.4
2003-04	*242	5.1

\*includes 92 grant awards totalling £537k that were deferred until 2004/05 for payment

- 2.5 A total of £537k has already been committed on 92 DFGs approved last year. An additional 165 enquiries have been received. The Cambridgeshire occupational therapist service has confirmed that the Council should expect to receive approximately 20 new enquiries each month. The funding requirement of this predicted demand is as follows:

	<b>Number of cases 2004/05</b>	<b>Funding Requirement £000</b>
Already committed	92	537
Applications already in the system	165	*825
Applications expected April – December** (at 20 per month)	180	*900
<b>TOTAL</b>	<b>437</b>	<b>2,262</b>

\*estimated £5k per DFG

\*\*applications take approximately 3 months to process so those received between January and March will be funded from the following year's budget

- 2.6 As the availability of DFGs is a statutory right, the Council cannot refuse to award them if the conditions for a grant are met. Although the Council is entitled to defer the payment of a DFG for up to twelve months there has, until recently, been no need to defer payment.

### 3. IMPLICATIONS

- 3.1 Since the demand for DFGs has been increasing and nearly all of the 2004/05 DFG budget has already been committed, Cabinet are requested to consider the options at Annex A, the results of which are summarised below:

	<b>HDC spend £000</b>	<b>Gross spend £000</b>	<b>Number of cases delayed more than 12 months</b>	<b>Full year Revenue Impact £000</b>
<b>Currently released</b>	221	553	70	-4.9
<b>Release full budget</b>	320	652	51	0.0
<b>Make up Government reduction</b>	468	800	21	+7.4
<b>All applications delayed 12 months</b>	573	905	nil	+12.6
<b>No delays</b>	1,930	2,262	nil	+80.5

### 4. CONCLUSIONS

- 4.1 The combination of increased demand for DFGs and the Government's cash limiting of its contribution towards the mandatory grant fund have resulted in the need for Cabinet to consider a supplementary capital estimate for 2004/05 and subsequent years.
- 4.2 Any delay in providing DFGs would have a detrimental impact on the quality of life of disabled or elderly people.

- 4.3 To maintain the current level of service, a gross DFG budget of £2,262k would be required. This would enable the Council to fund the backlog of DFG applications in addition to those that will be received during the year. This would result in a full year revenue impact of £80.5k.
- 4.4 To enable the Council to pay DFGs within the permissible twelve-month waiting period, a gross DFG budget of £905k would be required. This would result in a full year revenue impact of £12.6k.
- 4.5 The table below shows the increase in capital investment and revenue impact for different service levels that could be provided (delays in applicants receiving adaptations to their homes).

Delay in Completion of Adaptation  Months	Extra Cost	
	Capital  £000	Full Year Revenue Impact  £000
0	1,610	80.5
3	1,310	65.5
6	1,010	50.5
9	710	35.5
12	253	12.6

- 4.6 The assumptions on future demand this year are based on advice from the occupational therapist service. If demand exceeds these assumptions a further report will be presented in October. The experience in the next few months and any other relevant data that can be obtained will be used to estimate the necessary budget for future years which will form part of the MTP review in the autumn.

## 5. RECOMMENDATION

- 5.1 It is recommended that Cabinet determine the service standard to be provided, by reference to the table at paragraph 4.5, and approve the applicable supplementary capital estimate together with the release of the remaining portion of the existing budget.

## BACKGROUND INFORMATION

- Housing Strategy 2004-2007
- Letter from Head of Housing at Government Office for the Eastern Region dated 16 February 2004

**Contact Officer: Jo Barrett, Housing Strategy Manager**  
**☎ (01480) 388203**

ANNEX A

	HDC NET CAPITAL		GROSS CAPITAL		OUTCOME		HDC REVENUE IMPACT	
	Net spend	Variation from budget of £320k	HDC Net Spend plus Exchequer subsidy of £332k	Variation from planned spend of £800k	Predicted applications that cannot be paid in 2004-05 <sup>1</sup>	Estimated no. of cases that will be delayed more than 12 months <sup>2</sup>	04/05	Full year
Option	£000	£000	£000	£000	No.	No.	£000	£000
1. HDC contribution reduced to maintain 40/60 split between Government and HDC	221	- 99	553	- 247	342	70	-2.4	-4.9
2. HDC contribution maintained at planned level of £320k	320	0	652	- 148	322	51	0	0
3. Total DFG spend maintained at planned level of £800k	468	+148	800	0	293	21	+3.7	+7.4
4. Budget increased to ensure delay of only 12 months required	573	+253	905	+105	272	Nil	+6.3	+12.6
5. Budget increased to ensure no delays required.	1,930	+1,610	2,262	+1,462	Nil	Nil	+40.2	+80.5

<sup>1</sup> Assumes £5k grant where case not yet costed

<sup>2</sup> Assumes 3 months to process grant enquiry to valid application

# Agenda Item 10

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