

# **Strategic Overview & Scrutiny Panel**

Town Hall, Colchester

4 November 2008 at 6:00pm

**Strategic Overview and Scrutiny Panel deals with** reviewing corporate strategies within the Council's Strategic Plan, the Council's budgetary guidelines for the forthcoming year, scrutinising the Forward Plan, the performance of Portfolio Holders and scrutiny of Cabinet decisions or Cabinet Member decisions (with delegated power) which have been called in.

## Information for Members of the Public

### Access to information and meetings

You have the right to attend all meetings of the Council, its Committees and Cabinet. You also have the right to see the agenda, which is usually published 5 working days before the meeting, and minutes once they are published. Dates of the meetings are available at [www.colchester.gov.uk](http://www.colchester.gov.uk) or from Democratic Services.

### Have Your Say!

The Council values contributions from members of the public. Under the Council's Have Your Say! policy you can ask questions or express a view to meetings, with the exception of Standards Committee meetings. If you wish to speak at a meeting or wish to find out more, please pick up the leaflet called "Have Your Say" at Council offices and at [www.colchester.gov.uk](http://www.colchester.gov.uk).

### Private Sessions

Occasionally meetings will need to discuss issues in private. This can only happen on a limited range of issues, which are set by law. When a committee does so, you will be asked to leave the meeting.

### Mobile phones, pagers, cameras, audio recorders

Please ensure that all mobile phones and pagers are turned off before the meeting begins and note that photography or audio recording is not permitted.

### Access

There is wheelchair access to the Town Hall from West Stockwell Street. There is an induction loop in all the meeting rooms. If you need help with reading or understanding this document please take it to Angel Court Council offices, High Street, Colchester or telephone (01206) 282222 or textphone 18001 followed by the full number that you wish to call, and we will try to provide a reading service, translation or other formats you may need.

### Facilities

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# Terms of Reference

## Strategic Overview and Scrutiny Panel

- To review corporate strategies
- To ensure the actions of the Cabinet accord with the policies and budget of the Council
- To monitor and scrutinise the financial performance of the Council, and make recommendations to the Cabinet particularly in relation to annual revenue and capital guidelines, bids and submissions
- To link the Council's spending proposals to the policy priorities and review progress towards achieving those priorities against the Strategic / Action Plans
- To scrutinise executive decisions made by Cabinet and the East Essex Area Waste Management Joint Committee and Cabinet Member decisions (with delegated authority taking a corporate / strategic decision) which have been made but not implemented, and referred to the Panel through call-in.

*The panel may a) confirm the decision, which may then be implemented immediately, b) confirm the decision back to the decision taker for further consideration setting out in writing the nature of its concerns, or c) refer the matter to full Council in the event that the panel considers the decision to be contrary to the Policy Framework of the Council or contrary to, or not wholly in accordance with the Budget.*

- To monitor effectiveness and application of the call-in procedure, to report on the number and reasons for call-in and to make recommendations to the Council on any changes required to ensure an effective operation.
- To scrutinise the Cabinet's performance in relation to the Forward Plan.
- To scrutinise the performance of Portfolio Holders.
- At the request of the Cabinet, make decisions about the priority of referrals made in the event of the volume of reports to the Cabinet or creating difficulty for the running of Cabinet business or jeopardising the efficient running of Council business.

# COLCHESTER BOROUGH COUNCIL STRATEGIC OVERVIEW & SCRUTINY PANEL 4 November 2008 at 6:00pm

## **Members**

Chairman : Councillor Arnold.  
Deputy Chairman : Councillor Kimberley.  
Councillors Barlow, Cory, Hazell, Higgins, Hogg, Naish,  
Pyman, Taylor and Young.

**Substitute Members** : All members of the Council who are not Cabinet members or members of this Panel.

## **Agenda - Part A**

(open to the public including the media)

Members of the public may wish to note that agenda items 1 to 5 are normally brief and agenda items 6 to 9 are standard items for which there may be no business to consider.

## **Pages**

### **1. Welcome and Announcements**

(a) The Chairman to welcome members of the public and Councillors and to remind all speakers of the requirement for microphones to be used at all times.

(b) At the Chairman's discretion, to announce information on:

- action in the event of an emergency;
- mobile phones switched to off or to silent;
- location of toilets;
- introduction of members of the meeting.

### **2. Substitutions**

Members may arrange for a substitute councillor to attend a meeting on their behalf, subject to prior notice being given. The attendance of substitute councillors must be recorded.

### **3. Urgent Items**

To announce any items not on the agenda which the Chairman has agreed to consider because they are urgent and to give reasons for the urgency.

### **4. Declarations of Interest**

The Chairman to invite Councillors to declare individually any personal

interests they may have in the items on the agenda.

If the personal interest arises because of a Councillor's membership of or position of control or management on:

- any body to which the Councillor has been appointed or nominated by the Council; or
- another public body

then the interest need only be declared if the Councillor intends to speak on that item.

If a Councillor declares a personal interest they must also consider whether they have a prejudicial interest. If they have a prejudicial interest they must leave the room for that item.

If a Councillor wishes to make representations on an item on which they have a prejudicial interest they may do so if members of the public are allowed to make representations. In such circumstances a Councillor must leave the room immediately once they have finished speaking.

An interest is considered to be prejudicial if a member of the public with knowledge of the relevant facts would reasonably regard it as so significant that it is likely to prejudice the Councillor's judgement of the public interest.

Councillors should consult paragraph 7 of the Meetings General Procedure Rules for further guidance.

## **5. Minutes**

**1 - 12**

To confirm as a correct record the minutes of the meeting held on 23 September 2008.

## **6. Have Your Say!**

(a) The Chairman to invite members of the public to indicate if they wish to speak or present a petition at this meeting – either on an item on the agenda or on a general matter not on this agenda. You should indicate your wish to speak at this point if your name has not been noted by Council staff.

(b) The Chairman to invite contributions from members of the public who wish to Have Your Say! on a general matter not on this agenda.

## **7. Items requested by members of the Panel and other Members**

(a) To evaluate requests by members of the Panel for an item

relevant to the Panel's functions to be considered.

(b) To evaluate requests by other members of the Council for an item relevant to the Panel's functions to be considered.

## **8. Referred items under the Call in Procedure**

To consider any Portfolio Holder decisions, taken under the Call in Procedure.

*The panel may a) confirm the decision, which may then be implemented immediately, b) confirm the decision back to the decision taker for further consideration setting out in writing the nature of its concerns, or c) refer the matter to full Council in the event that the panel considers the decision to be contrary to the Policy Framework of the Council or contrary to, or not wholly in accordance with the Budget.*

## **9. Decisions taken under special urgency provisions**

To consider any Cabinet decisions taken under the special urgency provisions.

## **10. Work Programme 2008-09**

See report from the Scrutiny Officer.

## **11. Review of the Council's Partnership Arrangements with Firstsite 13 - 15**

See report from the Head of Strategic Policy and Regeneration.

## **12. Review of the work of the Portfolio Holder for Culture, Tourism and Diversity in respect of Colchester's Roman Heritage 16 - 22**

See report from the Head of Environmental and Protective Services

## **13. Consultation on the Strategic Siting Assessment Process and Siting Criteria for New Nuclear Power Stations in the UK 23 - 29**

See report from the Scrutiny Officer.

## **14. Exclusion of the public**

Occasionally the Panel will need to discuss issues in private. When the Panel does so, members of the public will be asked to leave the

meeting.

In accordance with Section 100A(4) of the Local Government Act 1972 and in accordance with The Local Authorities (Executive Arrangements) (Access to Information) (England) Regulations 2000 (as amended) to exclude the public, including the press, from the meeting so that any items containing exempt information (for example confidential personal, financial or legal advice), in Part B of this agenda (printed on yellow paper) can be decided. (Exempt information is defined in Section 100I and Schedule 12A of the Local Government Act 1972).





# STRATEGIC OVERVIEW & SCRUTINY PANEL

## 23 SEPTEMBER 2008

*Present :-* Councillor Christopher Arnold (Chairman)  
Councillors Nick Barlow, Mark Cory, Pauline Hazell,  
Peter Higgins, Mike Hogg, Margaret Kimberley,  
Kim Naish, Gaye Pyman and Nick Taylor

*Also in Attendance :-* Henry Spyvee

*Substitute Member :-* Councillor Julie Ford for Councillor Julie Young

### 18. Minutes

The minutes of the meeting held on 8 September 2008 were confirmed as a correct record.

### 19. A New Nuclear Power Station At Bradwell

#### **Have Your Say**

Mr David McMullen addressed the panel saying that consultants recently carried out a poll on behalf of the Bradwell decommissioners to find out what the residents of Bradwell thought about the decommissioning process. The poll showed an overwhelming majority in favour of returning the site to its original natural state. Mr. McMullen said the site selection process should start with a clean sheet, ranking existing power station sites no higher than Greenfield locations, with a level set of objective criteria, eliminating the institutional bias of the planning process, which the Government's current planning bill seeks to enforce to the detriment of democratic accountability rather than the highly selective approach taken in the Government's strategic siting paper. The local estuary, backwaters and surrounding countryside is protected by a variety of conservation designations which would have undoubtedly included the Bradwell area had the station not been built. Mr. McMullen expressed his concerns that any new build would be unsightly, dominating the current treeless landscape.

Ms. Shirley Swan addressed the panel saying she was not necessarily pro or against nuclear generated electricity, but had concerns about the siting of a new build station just two and a half miles away across the estuary. Ms. Swan believed it was immoral for the Government to rush into any new build without a policy on radioactive waste, especially given that the new stations will generate highly active toxic waste material and become a nuclear dump for at least the next 50 – 100 years, in a shallow estuary down wind from West Mersea Island.

Mrs. Paula Whitney addressed the panel saying she believed the message being given that nuclear energy was necessary was a myth. Mrs. Whitney said electricity is only one-fifth of climate change gases and energy use, and nuclear power provides only one fifth of electricity production. With this in mind Mrs. Whitney said if nuclear energy can only make around four percent difference if the current capacity is replaced with

new nuclear power stations, a greater effect can be achieved by saving wasted energy and energy efficient measures. Mrs. Whitney spoke of the continual rising costs of decommissioning old power stations, a figure that had recently increased by £10 billion and now stood at £83 billion. Just the increase alone would finance twenty per cent of renewable energy by 2020 and with this in mind Mrs Whitney asked that more effort should be given to improving the efficiency of current electricity production and the introduction of more renewable energy, rather than take the route of nuclear energy production. Mrs. Whitney also expressed concern about the issues that remained about the safe storage of radioactive waste.

Mr. Alan Tyne, on behalf of Ms. Val Mainwood, addressed the panel saying Ms. Mainwood would like to bring to the panel's attention the new research commissioned by the German Government on leukaemia risk to children who live near nuclear power stations, and in the knowledge of this report to consider the health issues of nuclear power stations an issue for further scrutiny.

Mr. Ian Clarke addressed the panel and spoke of the risks of the storage of high radioactive fuel on site at nuclear power stations and the threat of acts of terrorism. Mr. Clarke said if the Detailed Emergency Planning Zone (DEPZ) around nuclear power stations was extended to four kilometres as was recommended by the Government's Nuclear Emergency Planning and Liaison Group (beyond the current 2.4 kilometre limit), West Mersea Island would fall into the zone, which would mean a partial or total evacuation of the Island in the event of an emergency. Mr. Clarke said a corresponding DEPZ for Sizewell requires persons living in e.g. caravans, tents or day visitors to be immediately evacuated. In the context of West Mersea this could be several thousand people. Mr. Clarke said it is difficult to understand how this could be achieved with only one route by road off the island, and especially if the causeway was flooded during a high tide. Consultants have suggested evacuation zones in some emergencies could go beyond 4 kilometres, up to fifteen kilometres which could potentially require the Town of Colchester to be evacuated. Mr. Clarke expressed his concern about the previously mentioned research into the health risks to children who live near to nuclear power stations, and referred the panel to the research undertaken by the Flood Hazard Research Centre at Middlesex University regards to the threat of storm surge and flooding to the area around Bradwell and expressed concern about the accumulation of hazardous radioactive fuel waste at the Bradwell site, not yet in a safe store state, and suggested Bradwell remained a hazardous industrial site.

Ms. Varrie Blowers, secretary for the Blackwater Against new Nuclear Group (BANNG) addressed the panel. Ms. Blowers said whilst BANNG was a citizen based organisation, it had a diverse membership, members ranging from those that supported nuclear energy to those against nuclear energy. Ms. Blowers said what unites all members is they believe that Bradwell was not a suitable site for a new build nuclear power station. Like previous speakers, Ms. Blowers expressed her concern over highly active radioactive waste storage facilities at Bradwell. Ms. Blowers asked how new nuclear build will plug the gap in energy shortage which experts believe will happen by 2012-2015, given that the new nuclear power stations will not be commissioned until 2021. Ms. Blowers concluded by asking why toy with nuclear energy now; why not start with more environmentally safer energy producing options that would provide sufficient energy and a safe environment for the near and long time future.

Ms. Lesley Mullins addressed the panel saying that given the new power stations will be five times the capacity of the old stations she was concerned about the potential increases in stored radioactive waste and its vulnerability to the effects of storm surge and flooding, in an area geologists say is sinking. In the event of a catastrophe, West Mersea Island and surrounding area that was in the path of south and south westerly prevailing winds would be in the direct path of any contamination. Given this, Ms. Mullins asked how Bradwell could be considered an appropriate safe place for a new build nuclear power station.

Ms. Nolly Martin addressed the panel saying that British Energy claims that nuclear energy was a clean energy with near '0' carbon omissions but you have to ask is this true of the whole life cycle of a nuclear power station, and was indefensible given the carbon cost of uranium extraction and the building and decommissioning process. Ms. Martin said producing nuclear energy was not a cheap option and more serious consideration should be given to the German and Danish policy of greater investment in renewable energy. Ms. Martin said isn't British Energy's claim that producing our own nuclear power will reduce our need to import gas missing the point, as we are still relying on the import of one material source instead of another given we do not have home grown uranium supplies. Given the increasing cost of uranium, and the commissioning and decommissioning of nuclear power stations, Ms. Martin asked what is the real cost of nuclear energy production.

Mr. Barry Turner addressed the panel saying people were being asked to acknowledge Bradwell as the best location for a new nuclear site and radioactive waste dump, with the acceptance that these toxic wastes can be kept safe for the next 50 – 100 years, so it may be moved at some stage to a national long term store, where and when nobody knows. Mr. Turner said these and other issues make this build at Bradwell an unbelievable choice, sited in a shallow estuary, not next to the sea as is more common. Mr. Turner was also concerned for the local fishing industry, including oyster beds, protected wildlife and local tourism which will all be at threat due to this new build. Mr Turner said the new build would be entrusted to a foreign owned company, with a new untested nuclear reactor design. In conclusion, Mr. Turner asked the panel to support a local view that there are safer places with fewer risks attached for a new build nuclear power station, and in doing so making this area a safe place to live.

Ms. Hargreaves addressed the panel asking whether all the radioactive waste had been removed from Bradwell, and if not, when would this process be completed?

Mr. Ian Newton addressed the panel saying a new wind farm to be installed off the coast line at Clacton would provide sufficient electricity energy for 120,000 homes, 20 per cent of the population of Essex, why couldn't this be replicated in other areas? Mr. Newton said he had witnessed officials measuring radiation levels of garden produce on the island but had never read anything about the conclusion of this study. Mr. Newton mentioned the two mail aeroplanes that leave Stansted daily, plus with consideration currently being given to 'stacking' of incoming aircraft on the east coast, prior to landing at Stansted, this dangerous policy could heighten the expectation of terrorists to use aircraft to breach the Bradwell station. Mr. Newton also expressed concern about the evacuation procedures for emergencies at a time of flooding and storm surges.

Mrs. Pauline Horrigan addressed the panel saying her husband had died of leukaemia just under two years ago, that was due to a subjected high level of radiation. Mrs. Horrigan asked that given her husband had been a local resident for many years, had there been any studies to show how many other people had died of leukaemia who lived in close proximity of a nuclear power station, and if not, why not.

Ms. Charlotte Doyle addressed the panel saying local people were entitled to know more about the health risks of living close to the Bradwell power station. This issue had caused anxiety to her daughter and she didn't wish these fears to be passed on to her grandchildren.

Mr. Martin Dence, an islander for 40 years addressed the panel saying he supported the building of a new reactor at Bradwell. Mr. Dence said that unless we had these new reactors, there would be insufficient energy in the not to distant future. Mr. Dence said many people on the island were in favour of a new build reactor at Bradwell. Mr. Dence, a Colchester member of the Council for Rural England said he was unaware that any of the local members were against any new build at Bradwell.

Mr. John Harrison addressed the panel saying he was disturbed and alarmed by the way local groups had hijacked a local radio station in suggesting there group had got insurmountable support against a new build nuclear power station, and this was to be discussed at their meeting at west Mersea this evening. Mr. Harrison, a chartered engineer all his life, said the Country would require 120,000 wind turbines to provide the energy supply required in the future. He believed other alternative energy generation had to be progressed to provide a diverse energy mix, with no reliance on one form of energy generation.

Councillor Henry Spyvee addressed the panel saying this was a useful and valuable forum and exercise, and welcomed this debate on nuclear energy. Councillor Spyvee thanked the invited guests and speakers for attending the meeting and contributing to the debate. Councillor Spyvee believed there was sufficient reasons for the Bradwell site not to meet the 'siting criteria' and hoped this would be reflected in the declared line taken by Colchester Borough Council, accepting this view might not be the one to change the Government's view on siting. Councillor Spyvee asked the panel to consider the siting of Bradwell as a site for a nuclear power station and the effects to the residents of the Borough of Colchester.

### **A new Nuclear Power Station at Bradwell**

Councillor Arnold introduced the guests to the meeting.

Mr. Adam Dawson, Director of New Nuclear, Department of Business, Enterprise and Regulatory Reform (BERR) addressed the audience, saying he welcomed this debate to hear and understand a diversity of views. Mr. Dawson said the Government will ultimately have to make a difficult decision. Mr. Dawson said he was sympathetic to the concerns of local people and was happy to listen and respond if appropriate to do so. Mr. Dawson said whatever is decided in regards to energy policy for the future will not be without cost, but a decision addressing issues of cost and carbon omissions will

need some difficult trade offs to be made.

Professor Robin Grimes addressed the audience and in response to Councillor Arnold to the concerns raised on seismic fault lines said he could offer names of expert witnesses who could come and talk about local concerns. Councillor Higgins said it was his understanding that modern nuclear power stations can be built to withstand earthquakes, for example, nuclear power stations in California are built on the San Andreas Fault line, built to withstand earth quakes measuring 8.2 on the Richter scale, more powerful than any earth quake experienced in northern Europe. Councillor Higgins said earth quakes are not one of his concerns about a new build at Bradwell.

Mr. Dawson said any new build site would be assessed by the safety regulators for earthquake damage potential in the area. The consultation on siting criteria mentions earthquake prone areas and this information will be scrutinised. The issue around earthquakes is one the safety regulators and Government do take seriously and Mr. Dawson encouraged the public to respond to the public consultation paper, available on the BERR website. Mr. Dawson said the recent Japanese earthquake was six times greater than any experienced in England and the local nuclear power station in this case whilst experiencing some internal damage was not breached.

Mr. Bill MacDonald (Nuclear Installation Directorate, Health and Safety Executive) addressed the audience, saying a new build nuclear power station could not be built without the consent of the Health and Safety Executive. A license to build would only be granted if the application met all health, safety and security standards, and this would include seismic vulnerability and flooding vulnerability.

Mr. Nigel Knee (British Energy) addressed the audience saying in the fifty years of nuclear energy production in the United Kingdom there had never been an incident that led to a radioactive leak with exposure to the public. The incident at Three Mile Island had been a commercial disaster, though there had not been any radioactive exposure to the public. Mr. Knee said that when constructing nuclear power stations, all risks were considered, but at some point there had to be a judgement on risks versus benefits.

Professor Andrew Blowers addressed the audience saying that if nuclear power stations were not safe the situation could be calamitous, and the consequences catastrophic. Professor Blowers said the risks could not be evaded and there appeared to be risks with no benefits, and whilst the probability of some risks occurring could be near zero, the consequences of an incident could be catastrophic. Professor Blowers believed the Three Mile Island incident was fortunate not to have been catastrophic, where as we had been less fortunate at Chernobyl, but it illustrated that there will always be a risk, it cannot be evaded. Professor Blowers said living at West Mersea on this side of the estuary; he believed there were no benefits to the islanders.

Councillor Naish said we should not forget people in Cumbria still suffer the effects of Chernobyl, twenty three years after this disaster.

Dr William Nuttall addressed the audience saying we were all electricity consumers and it was right that consumers should be reminded of the benefits of nuclear energy. Dr Nuttall said that until the 1990s the country benefited from cheap energy, but now the

choice of cheap energy had gone. Nuclear energy production is expensive, as is all other forms of future energy production. The choice of cheap energy has gone it is now a choice of expensive energy or very expensive energy. Dr Nuttall respected the local issues raised and empathised with the local public about issues and fears that were large and multi-faceted, but also feared for people who would struggle to pay for future fuel and mortgage bills. Dr Nuttall said a new build power station at Bradwell would generate electricity for London, the economic engine of Europe's mega city in the twenty first century.

Professor Grimes said that in order to provide the electricity the Country will demand now and into the future, should it be nuclear power stations, solid fuel power stations or renewables, I don't think it is a question of either, it would need to be all, there would be a need for a mixture of energy generation types, and it would be foolish to think we only need one type.

In response to Councillor Higgins question of radioactive waste disposal, Mr. Alan McGoff of the Environment Agency addressed the audience to explain there was a long history of seeking solutions on radioactive waste disposal. CoRWM (Committee on Radioactive Waste Management) had looked at long term solutions and concluded that deep geological disposal of higher activity waste was the solution, endorsed by the Government and a route being pursued by other countries such as Finland. The Government had recently published a white paper seeking voluntary communities to host deep geological disposal facilities. The Environment Agency is pleased with this progress as it does not lose any opportunity to remind Government of its responsibilities to secure radioactive waste facilities.

Mr. Knee (British Energy) said that the Sizewell nuclear power station was relatively modern storing a few tens of tonnes of waste per annum. Mr. Knee said it would take time to find and build a disposal site independent of the power stations to store radioactive waste, though the engineering technology was available to do this.

Mr. Phil Heaton of the Environment Agency said that approximately 90% of radioactive waste had been reduced and removed when the fuel was removed from the Bradwell site, the sort of material that would go to an underground repository. There remains a small hazard left on the site that is roughly comparable to something like a cancer treatment hospital, and in terms of fuel clearance, this would take approximately another twenty years to prepare for a care and maintenance period which will last for another seventy five years. This would be preceded by a ten year fuel site clearance, with final remnants removed from site by 2115.

Mr. McGoff (Environment Agency) said a repository was still required for existing waste, let alone new waste, and whilst there was now political momentum to this end, politicians have spoken about underground repositories for the best part of thirty years. Storing waste in this way can be done, but it will need communities to be taken with it. Mr. McGoff emphasised that a repository would be required for current waste as well as future new build waste.

Mr. Knee (British Energy) said the remaining nuclear fuel was currently stored underwater in ponds and this would be the case until a repository was available. The

Government have said that unless there is progress in developing and producing a repository for storing radioactive waste, any new build nuclear power stations consent would not be granted. Mr. Dawson (BERR) confirmed that the Nuclear White Paper stipulated that consent to new build would not be granted unless there is a solution to disposing of nuclear waste. Mr. Dawson also said that the local views and feelings regards nuclear safety and security, the potential cost of nuclear energy and the disposal of radioactive waste was held widely across the country. The priority was to provide a safe and secure solution to radioactive waste to be able to build confidence in the public and thereon a common acceptance. All new builds will need to have the capacity to store radioactive waste for the entire life of the nuclear reactor, regardless of whether there will be an underground repository site.

Councillor Arnold commented that Government (through a piece of work by CoRWM, and to be respected) having done the work on radioactive waste and knowing that deep geological repositories was the way to deal with the waste, it seemed inappropriate to store intermediate waste on site for the entire life of a nuclear power station.

Mr. Dawson said any new build repository would prioritise the storage of all current high level and intermediary level waste from Sellafield, before storing any new build waste. That said, it will take time to build a geological repository that will build community acceptance, and it will be very costly, but in the long run save taxpayers money.

Professor Blowers said that as a former member of CoRWM, the CoRWM recommendations was only to the current legacy of waste, and had given no view on future new build waste. All this waste will impose a burden on future generations, a huge responsibility for this generation to take. Professor Blowers said any new build was of far greater capacity than previous stations, and any spent fuel remaining on site at Bradwell would pose a serious threat for future generations. People should remember any new build will not only be a nuclear power station, but a radioactive waste management facility. Professor Blowers said CoRWM had recommended that any new build waste management facility should volunteer to do so. This was not likely to happen and would be imposed on the community, and on a site in threat of serious inundation by flood water beggar's belief.

In response to Councillor Barlow, Mr. Knee (British Energy) said the impact of climate change was part of the safety assessment for new build modern plants lifetime of sixty years, probably to 2078, if it took ten years to build. The Meteorological Office had been commissioned for future forecast modelling, and engineers invited to show ways to construct a build that would withstand major flooding until the end of the century. The conclusions are that it is practically feasible to build safe nuclear power stations in regards to the threat of flood inundation to the end of this century, and the design could be adapted if the protection requirements changed. Mr. Knee said more information on this work could be provided if required.

Mr. Alan McGoff (Environment Agency) said the new build designs are regulated in respect of commissioning and decommissioning. The Generic Design Assessment focused on the safety and security of the design during the whole life of the build, from start to the end, including a waste management strategy and strategy for decommissioning the plant, a big difference from what happened in the past.

Professor Grimes said technology had moved on since the first generation of Magnox nuclear power stations. We have now entered into the third generation of stations and beyond and these are designed quite differently. The problem experienced with present decommissioning is that the core of the old reactors cannot be removed due to their size. New reactors are much smaller in size and therefore more manageable, and would therefore be able to be removed.

In response to Councillor Higgins, Professor Blowers said the way in which local communities and councils were being by-passed in terms of the process was a concern. Because of this, anti-groups are formed and take communities on their side. We could be building problems for future generations, in 50-100 years time. Professor Blowers felt the decisions being taken were wrapped up in costs, economics and politics, forfeiting the ethical issues of the future. Recent climate change reports suggest future sea level rises up to two metres, which itself suggests we could have a highly defended new build station on an isolated island in a shrinking coast line, which does not make sense, and urged the Government to think not just of the immediate future, but beyond, and the generations to come.

Mr. Dawson (BERR) said the CO<sub>2</sub> levels in the country had in recent times increased dramatically, which in turn contributed to climate change. The Government were determined to address this issue and de-carbonisation was a necessity. The Government was committed to a programme on renewables, in a programme of mixed energy production that included nuclear energy. Mr. Dawson said rising sea levels was a valid concern, but this would be addressed in the Strategic Site Assessment process. Any new build would be protected against tidal surge; this would not be beyond the engineers capabilities. Mr. Dawson confirmed that all future decommissioning processes would be financed by the energy producers and would not be a burden on the taxpayer.

Professor Thomas addressed the panel speaking of the risks to public finances of any new build. Professor Thomas said decommissioning was driven by financial considerations, that we would not be decommissioning for 100 years for financial reasons, and to suggest this was or would not be a burden on the taxpayer was an extraordinary comment to make, that espoused the polluter pays, so the Government says local people will need to look at Bradwell for the next 100 years because we have no money to do anything about it. When Sizewell was built it was said there was a 95% certainty this power station would make money. Completed in 1995 at a cost of £3 billion, the most expensive in the world, the station was given away and when the owners British Energy went bust, they had to be saved by the taxpayer at a cost of £12 billion. Professor Thomas said you might like to ask what the HSE what they were doing at this time, when the station was not having sufficient money spent on it. The decommissioning obligations fell on the Government, and the cost of remaining decommissioning and waste disposal will be provided from the public purse. The Government is now saying no subsidy for nuclear power; developers will pay for it including decommissioning costs. Professor Thomas said the reality is that this doesn't happen and it is the public purse that will always bail out when things go wrong.

Mr. Knee (British Energy) in response to Professor Thomas said he would if requested



provide details of British Energy costs and restructuring.

Mr. Heaton (Environment Agency) said the EA and NII optimum plans for decommissioning are used. Decommissioning could be done in 25 years, but to bring down costs and protect the on site workers the plan was to decommission over a period of 100 years.

Dr Nuttall commented that it is sometimes said the past is a foreign country and they do things differently there. In terms of Bradwell and the reasons for decommissioning slowly, who are these polluters, well it is us the public, and our representatives in parliament that created the Nuclear Decommissioning Authority, making decisions made long ago in a different world. Dr Nuttall said he would argue in regards to energy policy we now live in a much better world. Whilst we must never forget that nuclear energy is very political, we should not take a view that Government is as powerful as might be suggested, it is just another stakeholder, the energy companies were the players with a big role to play. The future economic risk is that electricity will be cheap and carbon dioxide omissions will be cheap, but this was not likely in the future, the world was entering into a period of expensive energy. Dr Nuttall said he worried about a world where carbon dioxide omissions are cheap; they need to be very expensive otherwise a lot of people are going to get killed. Dr Nuttall said he thought it was very unlikely that we would have cheap energy in the United Kingdom.

Nigel Knee (British Energy) clarified that one ton of nuclear fuel was equivalent in size to one quarter of a cubic metre, and you would need to create a store the size of a large warehouse to store all waste during the lifetime of a nuclear power station. Mr. Knee said that one of the conditions for granting a licence for a station would be if the emergency planning procedures met the Government requirements.

Mr. MacDonald (HSE) said the Health and Safety Executive and the EA are regulators working independently of the Government, and if a license application did not meet all criteria, a license would not be granted regardless of what the Government were thinking at the time. Mr. MacDonald said the HSE was endeavouring to make the GDA process open and transparent, and the public could look at the NII website for further details and can make comments. The process will take three and a half years to complete and no licence will be granted if the designs do not meet the assessment criteria.

Councillor Kimberley said there were many questions and concerns that remained unanswered and that would require further well publicized meetings for further examination. These included more information in regards to the new research commissioned by the German Government on leukaemia risk to children who live near nuclear power stations, earthquake zones and evacuation procedures. Councillor Kimberley asked whether we still need a new build nuclear power station at Bradwell, and whilst many had serious reservations, she did think it was disingenuous to assume the significant proportion of the people of West Mersea is against a new build.

Councillor Arnold concurred with Councillor Kimberley's concerns about the health issues to the local population and the long term affects to local people, the impact on the seafood industry and the geographical location of Bradwell as a suitable site, in a

shallow estuary as opposed to other coastal nuclear power stations, and that have the benefit of coastal tides to take away the excess heat.

Mr. McGoff (Environment Agency) said all effluent discharges to both the atmosphere and local water to Bradwell is subject to rigorous monitoring. The legal limit of radiation dose is one thousand microsieverts from an artificial, non medical source of radioactivity per year. Latest reports say the most exposed people (for liquid discharge) receive a dose of 10 microsieverts per year, 0.1% of the legal limit, and for terrestrial discharges, 5 microsieverts per year. To put this into context the average dose of natural radiation to the general public is about 2,400 microsieverts per year. Mr. McGoff said the Health Protection Agency can provide this information in more detail if required. COMARE (Committee on Medical Aspects of Radiation in the Environment) have until now not found links to health risks to adults or children living in close proximity of nuclear power stations, but in light of these new German studies, the Government may ask COMARE to examine and comment. Mr. McGoff also explained that if any new build design nuclear power station was found, under the GDA inspection, to have an unacceptable level of discharge to the estuary it would not be accepted. Mr. Heaton (Environment Agency) said tests of sea life / food had only shown a level of radiation that was below any level of concern.

Councillor Arnold said if nuclear power stations and intermediate storage facilities are as safe as the agencies and commercial companies say they are surely there was an argument for a combined heat power plant next to a substantial populated area.

In response to Councillor Arnold, Mr. McGoff said it seems a great shame to waste heat energy to estuaries and seas, but unfortunately this was part of the physics of thermal dynamics and commercial decisions.

In response to Councillor Arnold, Mr. Knee (British Energy) said in regards to cooling processes, more work was still needed to design and model a cooling system that was acceptable to regulators from an environmental perspective. Mr. Knee confirmed that there are currently two power stations discharging in the same way as Bradwell, and all eight of their stations are located close to the coast line, with two of these close to populated areas, those at Hartlepool and Heysham, though it is true many were originally built in remote areas when there was much less understanding of the technology and how it may perform.

Professor Blowers expressed his continual concerns about the local issue of evacuation from the island during an emergency, what are the public to be told during an emergency and why did West Mersea Island remain outside the DEPZ (Detailed Emergency Planning Zone). Professor Blowers said he believed the German health studies was suggestive but not conclusive, but heightened the concerns of people in the close proximity of nuclear power stations and suggested a judgement of the risk had to be made. COMARE's methodology has been questioned within the German study and they (COMARE) may have to revise their approach and methodology about these health issues in what is an arcane area. Professor Blowers also asked if there was already two nuclear power stations operating in conurbations why continue with Bradwell and all the additional risks that this raised.

Dr Nuttall said London's prosperity was our prosperity, and nuclear energy production risks have been proven to be small, so if the Country was to move forward with a nuclear / non nuclear mix of sustainable energy production, the risks needed to be a trade off against the risks associated with the coal industry, carbon monoxide poisoning and the lack of affordable electricity which all kill people. Dr Nuttall also said for any doubters that nuclear power was low CO2, look to the Sustainable Development Commission who whilst not liking nuclear energy acknowledge it is low CO2, and people against nuclear because it causes flooding to the environment, flooding will be more likely if we get our electricity from coal and less likely from nuclear power. Dr Nuttall said on a recent trip to Rumania, a local nuclear power station did recycle waste heat to the local population at cheaper rates.

Councillor Higgins said there was a bias to siting new build on existing sites. Councillor Higgins also said there was still a need for the panel and Council, even without reference to Bradwell, to decide whether there was a strong case for new nuclear power stations. The Council was entitled to take a view that it did not know what was best and perhaps does not support nuclear generation in the United Kingdom at the present time, which was something he believed his group would support and was very struck by the complete lack of an evacuation plan for West Mersea.

Mr. McGoff (Environment Agency) in response to Councillor Kimberley said the Local Health Authority was the independent source the panel should talk to in respect of local health concerns.

Mr. Knee (British Energy) said that since 9/11 we now lived in a different world, and Government assess terrorism threats as part of a comprehensive security regime to provide protection against nuclear terrorism. Mr. Knee considered that nuclear energy would bring an economic boost to the U.K. both locally and generally, and in response to Councillor Barlow about the benefits to West Mersea from a new build, Mr. Knee agreed to provide some further information.

The panel agreed to the proposal by Councillor Arnold, that a Task and Finish Group was needed to make a series of in depth reviews of concerns highlighted within the discussions and which had not been bottomed out.

Drawing a conclusion to the debate, the Chairman thanked local people, invited guests and representatives from BERR, HSE, Environment Agency and British Energy for attending the meeting and for all their contributions to the debate.

*RESOLVED* that the panel agreed the following;

i) That the first stage in the process to move this review forward was to set up a Task and Finish Group to complete more in-depth reviews as soon as possible, reporting their findings to a future meeting of the panel.

ii) The elements of work to be subject to further review would be;

- Earthquake fault lines

- Climate change and flooding / sea level surges
- Local evacuation plan
- Health issues e.g. leukaemia studies by German Government
- Impact of new build waste on West Mersea – discharges into a shallow estuary
- Benefits of a new build to West Mersea Island (and the disadvantages to not going forward with a new build)

iii) An agreed response to the Government consultation on the Strategic Siting Assessment Process and Siting Criteria for New Nuclear Power Stations in the UK. will be drafted and forwarded to the relevant Portfolio Holder to respond on behalf of Colchester Borough Council.

4 November 2008

<b>Report of</b>	<b>Head of Strategic Policy and Regeneration</b>	<b>Author</b>	<b>Josie Worner</b> ☎ 282914
<b>Title</b>	<b>Investment in <i>firstsite</i> Limited</b>		
<b>Wards affected</b>	Not applicable		

**The Panel is invited to note the following paper. The paper provides background information about the revenue investment arrangements in firstsite Ltd. This investment strategy forms part of the Council's provision, implementation, maintenance and management of its cultural infrastructure**

## 1.0 Introduction

- 1.1 The Strategic Overview and Scrutiny Panel is due to review the partnership working arrangements with firstsite on 4 November 2008. Firstsite Ltd will present to the Panel on this date. This paper is intended to provide the panel with relevant information as to the Council's provision, implementation, maintenance and management of its cultural infrastructure, as background information to the presentation.
- 1.2 Colchester Borough Council operates its arts venues through charitable trusts as part of a wider cultural, leisure and community services portfolio. firstsite Ltd (formerly the Colchester and District Visual Arts Trust) is one of these.
- 1.3 firstsite Ltd was a key partner in the development of the business case to build a new visual art facility (firstsite:newsite). The building will house international-standard galleries and business, education, retail and hospitality facilities. However, the SOSP review of the Council's investment in firstsite Ltd should not focus upon the issues surrounding the capital project which is currently under review at Finance Audit and scrutiny Panel.

## 2.0 Level of investment

- 2.1 As an investor, the Council determines the suitable level of its investment based on analysis of the organisation's business and operations plan. The Council is consulted on development of this plan. The business plan remains a third party document.
- 2.2 The level of the Council's investment is determined through negotiation with the core funding partners – Arts Council England East and Essex County Council. The funding partners share an investment agreement that sets out the service objectives and outputs (key performance indicators) that firstsite will deliver.

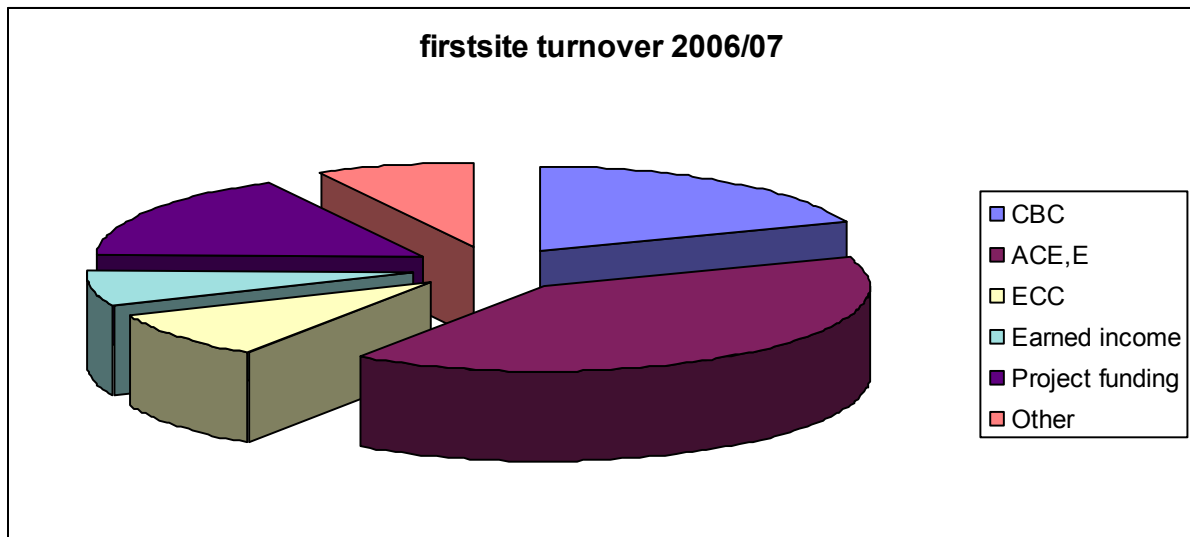
- 2.3 The shared investment agreement seeks to indicate a three-year forward look on funding based on a minimum inflationary increase. However, in accordance with the Council’s budget process, the actual level of investment is advised and agreed each financial year. The agreement also helps to synchronise monitoring and reporting formats. As such, firstsite is afforded a more stable business operating environment with at least a medium-term outlook.
- 2.4 The Council will seek to review and refresh the shared investment objectives and performance outputs in light of the new Strategic Plan in order to ensure that the Council continues to gain maximum return on investment. These objectives, once agreed with all partners, will be embedded in the next iteration of firstsite’s business plan. (firstsite is adjusting its business plan in light of delays on the capital project and will present the broad principles to the Panel on 4 November 2008).
- 2.5 The following schedule shows the levels of investment in firstsite in recent years from Colchester Borough Council (CBC), Arts Council England East (ACEE) and Essex County Council (ECC)

	<b>2003/04</b>	<b>2004/05</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>
<b>CBC</b>	100,000	120,000	150,000	185,000	200,000	200,000
<b>ACEE</b>	200,000	300,000	350,000	384,105	400,000	600,000
<b>ECC</b>	82,071	83,959	85,890	87,866	89,886	100,000

2.6 The table illustrates that since 2004 the Council and ACEE led a strategy to increase the investment in firstsite in order to ensure that the organisation could grow in capacity in preparation to operate firstsite:newsite. The growth required expanding expertise in commercial operations (including catering, retail and conferencing) and developing an exhibition and learning programme that is poised to gain national repute.

**3.0 Return on investment**

3.1 The Council’s investment in firstsite Ltd complements other partnership funding and earned income. The proportions, for the last year of full operation at the Minorities (2006/07) is illustrated in the chart below.



3.2 In 2006/07, the Council invested £185,000 in firstsite Limited. This investment returned £957,462 of additional investment to the Borough. The Council's investment represented 19% of the organisation's total turnover of £957,462.

3.3 firstsite has secured a number of additional delivery partners that will increase the Council's ability to deliver of its new strategic aims. These partnerships centre on innovative approaches to educational attainment and community participation. The partnerships include:

- Paul Hamlyn Foundation – support for the development of a nationally recognised learning and education programme to be delivered within and outside (outreach) the new building
- Esmee Fairbairn Foundation – support for the artist space programme which will allow visitors to interact with artists while they work and impact the development of their work
- Tate National – firstsite has been selected as one of only 3 galleries in the country to be part of the Tate Connects programme. This programme enables fast track access to its collections; resources and expertise.

#### **4. Strategic Plan references**

4.1 The delivery of the visual arts through a partnership with firstsite Ltd (alongside cultural investment in the performing arts, media arts, heritage and museums, parks and green spaces and sports and healthy living) is fundamental to the vision to develop Colchester as a place where people really want to live.

4.2 The investment strategy recognises that the arts can be a powerful tool for community development and generating greater levels of attainment and sense of belonging to the community/place where we live.

4.3 Investment in firstsite Ltd is targeted to ensure the successful opening and operation of the new building with an inclusive and accessible programme of arts and cultural activity. This will ensure that the Council is able to deliver the local area agreement NI 11 - with a target to increase engagement in the arts by 3% by 2010.



## Strategic Overview & Scrutiny Panel

Item  
**12**

4<sup>th</sup> November 2008

<b>Report of</b>	<b>Head of Environmental &amp; Protective Services</b>	<b>Author</b>	<b>Peter Berridge Philip Wise ☎ 282931</b>
<b>Title</b>	<b>Review of the work of the Portfolio Holder for Culture, Tourism &amp; Diversity in respect of Colchester's Roman Heritage</b>		
<b>Wards affected</b>	Not applicable		

This report concerns the Roman Heritage of Colchester

### 1. Introduction

- 1.1 Colchester occupies a unique place in the history of Britain. During the late Iron Age and early Roman periods it was the dominant settlement in Britain.
- 1.2 Its first recorded name was Camulodunum, meaning the fortress of Camulos (Camulos being a Celtic war god). It was already an important settlement by c. 25 BC and became the seat of the most powerful kings that ruled in late Iron Age Britain. The most famous of these kings was Cunobelin who controlled much of Southern Britain. At this time Colchester was a huge sprawling settlement, occupying c. 32 sq. km, surrounded by massive defensive bank and ditch systems.
- 1.3 In c. AD 40 Cunobelin died and this may have been critical in the decision by the Roman emperor Claudius to invade Britain in AD 43. Because of its importance Colchester was the prime objective for the invading Roman forces with the final attack on the town being personally supervised by Claudius. This was the only time he ever left Italy during his period as emperor. After capturing Colchester and accepting the surrender of several British kings he returned to Rome and was declared conqueror of Britain.
- 1.4 In c. AD 49 the Romans, after first building a fortress, established their first town and capital at Colchester. In AD 60 Colchester was the first target of the famous revolt led by Boudica, queen of the Iceni. After the Boudican Revolt the town was re-founded and rebuilt. Sometime during the latter 1st century it was superseded as the capital by London. Despite this, Colchester retained a special status and as the centre of the imperial cult it was, in effect, the religious capital of Roman Britain.
- 1.5 As a result Colchester boasts some of the most important archaeological remains surviving from Roman Britain, such as: the foundations of the massive Temple of Claudius; the earliest and best preserved Roman town walls; one of the biggest concentrations of mosaics; one of the earliest Christian buildings in the country (the Butt Road Church built c. AD 330); and the remains of two theatres. More recently there has also been the exciting discovery of the only known Roman Circus in Britain.
- 1.6 Given this importance it is also not surprising that the strongest elements of the museum's collections relate to the Iron Age and Roman periods. In particular, objects



from Roman Colchester have furnished Colchester Borough Council with, arguably the finest and most extensive collection in the world representative of Roman Britain.

- 1.7 This all places a special responsibility and, to some degree, a burden, especially in financial terms, on the people of Colchester and Colchester Borough Council. However, it also represents something that makes Colchester special and different from other towns in Britain. Consequently it must be seen as a great strength and opportunity especially in relation to community identity and economic prosperity.

## 2. Key Sites

- 2.1 **The Temple of Claudius:** Underneath Colchester Castle lie the remains of the most famous building in Roman Britain, the Temple of Claudius. This was the first and largest Classical building constructed in Roman Britain, and was the focus of the state religion based on the worship of the emperor. The Temple occupies a key role in the events of the Boudican Revolt as the last refuge of Colchester's inhabitants.
- 2.2 **Town Walls:** Colchester's Town Walls are the oldest surviving town walls in Britain. They are of national importance and as such are in large part 'Scheduled' as an 'Ancient Monument'. They were built to protect the Roman town following the native rebellion led by Queen Boudica in AD 60, but have continued to be important throughout the history of the town. Today they are one of the most visible symbols of the town's rich past and they are an important local amenity and a major tourist attraction.
- 2.3 **Duncan's Gate:** Duncan's Gate is located in the north-east corner of Castle Park and partially survives. It originally consisted of a single carriageway set between interned walls which carried a tower over it. A fallen fragment of masonry from the tower remains and indicates that a pair of arched windows was set in the rear face at the first floor level. This site is of great archaeological importance because it has been left undisturbed in a semi-rural setting for much of the town's history.
- 2.4 **Balkerne Gate:** Balkerne Gate is the largest surviving Roman city gateway in Britain and was the start of the main road to London. The gate incorporated the earlier triumphal arch built to commemorate the conquest of Britain. The southern side of this gateway still survives, and comprises a pedestrian passageway and a guardroom. The gate was closed off in the 3rd century
- 2.5 **Butt Road Church:** The church was excavated in 1935 and again during the 1970s and 1980s prior to the construction nearby of Colchester Police Station. Although we cannot be certain that the building was a church rather than a pagan temple, its date, plan, orientation and associated cemetery make it very likely that it was Christian. As such it is one of a very small group of late Roman Christian churches known from Britain. The Butt Road Church was built around AD 330 and could have accommodated over a hundred standing people
- 2.6 **Lexden Mount:** The Mount is one of the more prominent funerary monuments of Roman Colchester and, together with the other high status burial sites in the area, provides significant insights into the continuation of elite burial practices under the Romans. Although the Mount was partially excavated in 1910, it remains significantly intact.
- 2.7 **Mersea Barrow:** Excavation of Mersea Barrow in 1912 revealed a central cist built of septaria boulders, bricks and tile. Within this chamber was a lead casket, with a wooden

lid. Inside this was a fine green glass urn containing the cremation of a child. The burial has been dated to c. A.D. 100-120. Roman barrows are nationally rare, with less than 150 recorded examples. They are generally restricted to lowland England with the majority in East Anglia.

- 2.8 **Roman Theatre:** The theatre mentioned in Tacitus' account of the Boudican attack on Colchester was probably on the same site as the later theatre excavated in Maidenburgh Street in 1981-2. It was a substantial D-shaped building constructed of septaria and tile, and would have been large enough to accommodate a seated audience of at least 3,000. It is sited adjacent to the precinct of the Temple of Claudius, mirroring the theatre-temple relationship seen outside the town at Gosbecks.
- 2.9 **Gosbecks Archaeological Park:** Gosbecks Archaeological Park is owned by Colchester Borough Council and was opened in 1995. Within its boundaries lie a Romano-Celtic temple, a theatre, a stretch of a Roman road, and substantial cropmarks of fields and trackways. It is believed to be the location of the surrender of the leaders of the British tribes to the Emperor Claudius in AD 43. Gosbecks is an example of a large open air religious site identified at several places in the Roman Empire, especially in north-western France.
- 2.10 **Roman Circus:** The Colchester Roman Circus was 448.2m in length with the starting gates to the west. The width of the circus varies between 71.1m--74.2m (excluding buttresses), which is at the narrow end of the known range and very similar to sites in Spain and North Africa. It has been calculated that the circus had a seating capacity of around 12,500-15,000. Excavations in 2006 and 2007 revealed that the Colchester Circus had eight and not twelve starting gates as previously thought. To date this is the only confirmed Roman circus known from Britain.
- 2.11 **The General Archaeological Resource:** As well as the major sites there is an important general Roman heritage resource both within the town and more widely. Information on this resource is contained within the Colchester Urban Archaeological Database maintained by the Museum Service. There is a need, through the planning process, to carefully manage this special resource both in order to clearly preserve a significant amount of this for future generations and also to closely monitor any developments that may affect it.

### 3. The Museum Collections:

- 3.1 The Iron Age and Roman collections contain around 750,000 objects. Among them are some of the finest examples surviving from Roman Britain. These include: the tombstone of the Roman centurion Marcus Favonius Facillis, the tombstone of a Roman auxiliary cavalry soldier Longinus Sdapeze, the Gosbecks Mercury (a bronze statue measuring 53.5 cm in height), the Colchester Sphinx (a stone sculpture that would have adorned an elaborate Roman tomb) and the 'Colchester Vase' (a ceramic vessel depicting four gladiators and a hunting scene).
- 3.2 Extensive cemeteries grew up around Roman Colchester. As a reflection of the wealth and status of the town many of the graves were lavishly furnished with objects. The cemetery areas were largely unaffected by modern development until about half way through the 19th century when Colchester began to expand significantly outside the area of the Roman town walls. Luckily a number of vigilant collectors preserved and recorded many of the remains as they were uncovered. As a result of the recovery of this vast

quantity of burial material the museum has the largest collection of complete Roman glass, and almost certainly, ceramic vessels from any single locality in Britain. In terms of quantity the same also applies to a range of other Roman artefact types.

- 3.3 One of the most famous grave groups came from the so-called 'Child's Grave'. It was found in the garden of George Joslin, the most famous of the 19th century collectors, and contained the cremated remains of a child, along with a unique set of terracotta figurines of animals and grotesque human figures, a hoard of coins of the emperor Claudius, the remains of a couch decorated with bone inlay, and a range of pottery vessels.
- 3.4 There is also a large (c. 10,000) and fine collection of Iron Age and Roman coins. The fact that many of the coins have been recovered in primary contexts during carefully controlled excavations in Colchester greatly adds to their importance.
- 3.5 There is an important collection of mosaics, ranging from complete floors to small fragments. Well over fifty mosaic pavements have been recorded from Colchester. Within the collection are three complete pavements, including the Middleborough Mosaic, one of the finest Roman mosaic to be discovered in Britain in recent decades.
- 3.6 The wealth of the late Iron Age royalty and aristocracy of the area is reflected in the richness of their graves. The most exceptional late Iron Age burial has come from the Lexden Tumulus. Among a wealth of objects was a medallion depicting the Roman emperor Augustus. It is of immense importance for the study of late Iron Age Britain as it must have been a diplomatic gift from the emperor to a client king.
- 3.7 In recent years a spectacular series of native aristocratic burials have been found at Stanway, on the outskirts of Colchester. They date from the late Iron Age through to around AD 60. One burial, the so-called 'Doctor's Grave', included the remains of a gaming board, with the glass gaming counters still in place, and a set of surgeon's equipment.

#### **4. Current Situation/Progress**

- 4.1 **Colchester Town Walls – Roman Road:** The council has been successful in its application to English Heritage for funding (£46,000) to support a repair programme on the Roman Road section. The total cost of the project is estimated at £115,000 with the remainder being funded from Colchester Council's Capital Programme. A specification for the repairs has been prepared and a public meeting with the residents affected by the work was held on 18 September. The work is planned to begin in the next few weeks.
- 4.2 **Colchester Town Walls – Balkerne Lane:** This is one of the most historically important and visually impressive stretches. There are a number of concerns over the condition of the walls in this location that date back to the last major episode of work in the late 1980s and early 1990s. Consequently, out of current funding, a survey has been commissioned of this whole stretch. Based on some earlier preliminary assessments the extent and cost of work required here could be extensive.
- 4.3: **Colchester Town Walls – Priory Street:** Despite the work on the two worst sections in Priory Street further work is needed. In particular one section is still fenced off in order to safeguard public safety. Subject to further funding being made available, an objective would be to complete work along this whole section up to a common acceptable standard.

- 4.4 **Roman Circus:** A major interpretation scheme is currently being developed in relation to the Roman Circus. A programme of public engagement relating to the interpretation proposals has been undertaken. The public have been asked for their views on the designs prepared by Headland Design Associates and Brock Carmichael Architects, and more generally how they would like to see the Circus site developed as a new visitor experience for the town in the future. A meeting was held with the Heritage Lottery Fund in August followed by a workshop with our design partners to discuss the details of the HLF bid. The planned submission date for a Stage 1 HLF bid is December 2008.
- 4.5 **Management Plans:** There are management plans in existence for the following sites (with dates of publication in brackets): Gosbecks Archaeological Park (Nov 2006), Lexden Mount (April 2008), Mersea Barrow (July 2008) and the Town Walls (April 2007). It is intended that all these plans will be revised after five years. In addition the Colchester Roman Circus Management Plan was produced in February 2007, but is already out of date and is due to be revised shortly following public consultation. There are no management plans for the remaining sites, either because they are too small (Roman Theatre) or not directly managed by Colchester Borough Council (Butt Road Roman Church)
- 4.6 **The UAD:** In 1992 English Heritage launched an initiative called the Urban Archaeology Strategy in order to create a framework for the management of the archaeological heritage of England's 30 most important historic towns. In 1999 this initiative was commenced in Colchester. The project led to the creation of the Urban Archaeology Database (UAD); a database linked to a Geographic Information System, covering 20 sq. km of the historic core of Colchester which provides a comprehensive planning and development control tool, as well as having a secondary benefit as a public resource. Since its inception it has proved possible to extend the boundaries covered by the UAD to include important areas such as Gosbecks and the Garrison.
- 4.8 **Built Heritage Strategy:** In 2007 a Built Heritage Strategy was drawn up. This strategy document is designed to set out a statement of the principles which underpin the management of the borough's unique built heritage. It encompasses Colchester's Roman heritage as well as its more modern buildings and its action plan has been incorporated into the Colchester and Ipswich Museum Service Development Plan 2008-2011. Targets for achievement include an appraisal of all heritage assets in the care of the Borough Council in terms of good practice in management and presentation, and ensuring that adequate resources are available for exemplary stewardship.
- 4.8 **Heritage Interpretation:** Currently it has only been possible to make limited progress in this area. At present a working party is progressing a partial scheme in Castle Park but beyond this, and schemes such as the Roman Circus, further work in this area will have to await the release of further funds.

## 5. Funding Situation

- 5.1 The nature of the town's Roman and wider heritage, especially the Town Walls, creates a special level of responsibility. This level of responsibility and the need for long term planning was fully recognised during the 1990s when a major programme of works was conducted. The funding mechanism that was used to allow this programme of works to take place was the Heritage Reserve, which was established by Colchester Borough Council in 1991. The Heritage Reserve was a highly imaginative and effective funding

mechanism that allowed long term planning and investment in the town's important heritage assets including the Walls. It was also a highly effective mechanism for drawing in external funding as was particularly the case in relation to the Walls which drew in substantial partnership funding from English Heritage and Essex County Council.

- 5.2 In order to maintain the Heritage Reserve there was a requirement for the Borough Council to make annual contributions to the scheme and it continued to do this throughout the 1990s. In 2000/2001, however, no contribution was made, and none made since, and so from that point the Heritage Reserve effectively ceased.
- 5.3 One of the direct consequences of the cessation of the Heritage Reserve was the inability to produce further work on the Town Walls apart from the most basic forms of maintenance. The result was the development of structural problems in a number of areas, especially the Priory Street section, which then required emergency work to fence off the effected areas to safeguard the public. This resulted in significant, adverse, public reaction including extensive, critical, media coverage.
- 5.4 Similarly, through the Heritage Reserve, it had been hoped to progress a number of works including a scheme of broader heritage interpretation, especially in relation to Roman heritage sites, but again work in this and other areas largely had to cease.
- 5.5 In December 2003 in recognition of the urgent issue relating to the Town Wall in Priory Street £50,000 was released from the Capital Programme. Subsequently following public feedback at an assembly meeting of the Local Strategic Partnership, Colchester 2020, a commitment was made to release £350,000, for heritage related works, between 2004-2007. Consequently in 2004 and 2005 £100,000 and £150,000 were released from the Capital Programme. Since then, while no further funds have actually been released, the remaining commitment has been increased to £200,000. This brings the total of released and committed funds to £500,000. (N.B. currently the whole of the Capital Programme is being reviewed and until final decisions are made the situation remains uncertain as to when, or whether, the final £200,000 will be released).
- 5.6 Importantly the funding released to date has allowed the Council to progress a number of significant heritage related schemes and importantly recover the position in relation to the Town Walls where it has been not only possible to tackle the most urgent issues but also to begin to be proactive in relation to maintenance.
- 5.7 In addition to this funding two sums of £100,000 have also been made available to progress the Roman Circus scheme and the redevelopment of Colchester Castle. This combined sum of £200,000, along with some other internal funding, has the possibility to attract over £3 million in external grants.
- 5.8 Despite the progress made, however, there still remains a funding problem. It is currently impossible to make any serious efforts in relation to forward planning because of the uncertainty and inconsistency over funding availability. In relation to structures such as the Town Walls it is really necessary to have maintenance programmes that extend over at least five to ten years, but this is currently not possible.
- 5.9 It is clear that the funding system over the last few years, while dealing with short-term issues, has simply not been as effective as it could be. Clearly some better overall system needs to be put in place so that that a more proactive, investment, approach can be taken. One area that is being explored is some form of 'Community Heritage' Trust

Fund that could perhaps be built up from a variety of public and private contributions. While it may take a significant period of time to build up such a fund to the level where earned interest funds a reasonable annual programme of heritage related projects it could be a worthwhile objective to aim for.

## **6. Conclusion**

- 6.1 Colchester's Roman heritage is clearly of an exceptional nature. Major progress has clearly been made recently both in terms of its management and interpretation and some very important projects are currently being developed. However, major challenges lie ahead and new solutions are needed.
- 6.2 The importance and value of Colchester's rich heritage, particularly in relation to community well being and pride, has been recognised by succeeding generations. It is now up to all of us to find a way to continue to preserve, promote, and make accessible the unique legacy with which we have been entrusted.

4 November 2008

<b>Report of</b>	<b>Scrutiny Officer</b>	<b>Author</b>	<b>Robert Judd</b> <b>Tel. 01206 282274</b>
<b>Title</b>	<b>Consultation on the Strategic Siting Assessment Process and Siting Criteria for New Nuclear Power Stations in the UK</b>		
<b>Wards affected</b>	All		

The purpose of this paper is to give the Strategic Overview and Scrutiny Panel the opportunity to make recommendations on the proposed response to the consultation paper on Consultation on the Strategic Siting Assessment Process and Siting Criteria for New Nuclear Power Stations in the UK

## 1. Action(s) Required

- 1.1 The panel is asked to comment and note the proposed response by the Leader of the Council to the consultation paper.

## 2. Background

- 2.1 A meeting by the Strategic Overview and Scrutiny Panel was held at the Mersea Centre, West Mersea on the 23 September 2008. The main purpose of this meeting was to discuss the report 'A new Nuclear Power Station at Bradwell'. This piece of work had been compiled by the Scrutiny Officer in response to Full Council's request on 20 February 2008, for this panel to consider the issues involved in the possible construction of a new nuclear power station at Bradwell.
- 2.2 Mr. Adam Dawson, Director of New Nuclear at the Department for Business Enterprise and Regulatory Reform (BERR), representatives from British Energy and the public agencies, and expert witnesses attended the meeting in what was generally agreed to be a thoughtful and balanced debate.
- 2.3 The outcome from this meeting was the panel resolving to set up a Task and Finish Group to investigate further a number of detailed issues, to consider the contents of the Government consultation on the Strategic Siting Assessment Process, and to recommend the basis of the formal response by the Leader of the Council, as the appropriate Portfolio Holder. This response emanates from the work of these members and is on behalf of Colchester Borough Council.
- 2.4 The draft consultation response is attached.
- 2.5 The Background papers can be found in the Members Room.

### Background papers

TOWARDS A NUCLEAR NATIONAL POLICY STATEMENT – Consultation on the Strategic Siting Assessment Process and Siting Criteria for New Nuclear Power Stations in the UK  
[www.berr.gsi.gov.uk/nuclear-whitepaper/consultations](http://www.berr.gsi.gov.uk/nuclear-whitepaper/consultations)

**Colchester Borough Council**

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**Councillor Anne Turrell**  
**Leader of the Council**

Phone (01206) 282274 Fax (01206) 282233

E-mail robert.judd@colchester.gov.uk

Our ref SOSP/07-08/04

Date November 2008

Contact Robert Judd

Dear Sirs

Colchester Borough Council welcomes the opportunity to respond to the Consultation on the Strategic Siting Assessment Process Siting Criteria for new Nuclear Power Stations in the UK.

Attached is a response to the specific questions set out in the consultation paper.

Following a Council motion on the 20 February 2008, where the Council considered that the possible construction of a new nuclear power station at Bradwell, so close to the Borough of Colchester would arouse a great deal of local interest, discussion and even controversy, this Council's Strategic Overview and Scrutiny Panel was requested to consider all sides of the argument, with the outcomes and any recommendations to be reported to the Cabinet and Full Council for decision.

A meeting of the Strategic Overview and Scrutiny Panel was held at West Mersea, across the estuary from Bradwell, in response to the Council's request. Mr. Adam Dawson, Director of New Nuclear (BERR), representatives from British Energy and the public agencies, and expert witnesses attended the meeting in what was generally agreed to be a thoughtful and balanced debate.

The outcome from this meeting was the panel resolving to set up a Task and Finish Group to complete more in depth reviews on specific issues which remained of concern to the members, and to recommend a draft response to this Government consultation. This response emanates from the work of these members and is on behalf of Colchester Borough Council.

The work by the Task and Finish Group on a 'New Nuclear Power Station at Bradwell' will continue over the coming months and the Strategic Overview and Scrutiny Panel will report back the outcomes and recommendations to the Cabinet and Full Council for decision, and will then respond to the Government and public agencies appropriately.

Yours faithfully

**Anne Turrell**  
**Leader - Colchester Borough Council**



## **Consultation on the Strategic Siting Assessment Process Siting Criteria for new Nuclear Power Stations in the UK.**

### **Questions/Responses**

**Q1 Do you agree that, at this time, the SSA should focus only on sites that are nominated as being suitable candidates for deploying new nuclear power stations by the end of 2025? If not, why not?**

No.

The Council does not consider that it is appropriate to limit nuclear power stations to existing sites or land adjacent to existing sites. British Energy (EDF of France) have said they believe that the best locations for potential new build are adjacent to the existing nuclear power station sites. British Energy (EDF of France) will build in addition to their current eight nuclear plants, two new reactors at Sizewell and two new reactors at Hinkley Point, and have agreed to sell off land at other British Energy sites for the development of new reactors by rival energy companies.

Leading energy analysts Jackson Consulting (UK) Limited in their Government commissioned report 2006 "Siting New Nuclear Power Stations: Availability and Options for Government" said consideration should be given to existing coal and / or gas-fired conventional power stations for new nuclear sites as well as the development of stations at completely new Greenfield sites, and that whilst most existing reactors are on the coast, it would be possible to build new ones inland, though there would be the need for cooling towers as used by conventional coal and gas-fired generating stations.

The Council believes that if nuclear power stations and intermediate storage facilities for radioactive waste are as safe as the Nuclear Installation Directorate of the Health and Safety Executive, Environment Agency and commercial companies say they are, surely there is an argument for a combined heat power plant(s) in close, but safe distance of a substantial populated area.

The Jackson report also says ease of connection to the national grid is the main factor in determining a site's suitability, and that siting a nuclear power station close to areas of demand reduces the need for long-distance power transfers that in turn reduce losses from the electricity grid, improving efficiency of the network and reducing supply costs.

The Council again believes that this suggests there is an argument for a combined heat power plant(s) in close but safe distance of a substantial populated area.

**Q2 Do you agree that the overall SSA process provides an appropriate mechanism for identifying and assessing those sites which are strategically suitable for the deployment of new nuclear power station by the end of 2025? If not, how should the process be changed?**

Yes.

**Q3 Do you have any other comments on the practicalities of the proposed SSA process, such as the timetable for nominations and the duration of the nomination period?**

No.

**Q4 Do you agree that the proposed exclusionary and discretionary criteria are appropriate for the assessment of a site's suitability at a strategic level? If not, how should the criteria be changed to achieve this objective and, specifically, are there any additional criteria that should also be used? Should the classifications of any of the exclusionary criteria, discretionary criteria, or issues for local considerations be changed?**

No.

The Council's Strategic Plan reflects central government's priorities for councils which includes amongst many priorities, safe and healthy communities for young people.

There remains a concern of the Borough Council in light of the new research commissioned by the German Government on Leukaemia risk to children who live near nuclear power stations. The results of this research suggest there could be a risk to children living in close proximity to the Bradwell site, residents of Colchester Borough Council.

Whilst the Council understands that COMARE (Committee on Medical Aspects of Radiation in the Environment) have until now not found links to health risks to adults or children living in close proximity of nuclear power stations. In light of these new German studies, the Council believes COMARE should undertake further examination. Therefore, the Council believes the Criteria related to environmental protection, as a precautionary measure, should include an additional criterion (discretionary) on health issues, taking into account all relevant research.

The Council's preliminary investigations suggest the Bradwell site is one of the most vulnerable proposed sites to flooding and storm surge. Whilst further examination of this issue and concern is to be undertaken, at this time, the Council believes as a precautionary measure, that 'flooding' and 'storm surge and coastal processes' should be separate and exclusionary criterion.

The Council notes that criterion 1.11 – Emergency Planning (local) is flagged for local consideration and will not be used by the SSA to influence siting of nuclear stations, but will be addressed by regulators as part of a nuclear site licence application.

Certain areas of the Borough of Colchester, including West Mersea Island are at risk from tidal flooding. If a major incident occurred on or close to West Mersea Island, for example at Bradwell, West Mersea Island and the surrounding area with south to south westerly prevailing winds would be in the direct path of any contamination. In any of these events, the emergency planning services could instruct an evacuation of the island and surrounding area. Such an event could put many thousands of local residents at risk.

The Council believes that such a fundamental risk should be identified through an additional criterion 'evacuation'. At the very least this should be a discretionary criterion to enable the Government to make an informed opinion and avoid listing any sites for new build that are vulnerable to these risks. Siting new build away from these vulnerable areas of coastline would eliminate this risk.

**Q5 Do you agree that the proposed SSA is appropriate to produce a list of strategically suitable sites for the purposes of setting the framework for the Infrastructure Planning Commission's decisions? If not, how should the process be changed to achieve this objective?**

Yes, provided the suggested proposals are taken into account.

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