



## **PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK**

### **PETERBOROUGH CORE STRATEGY DEVELOPMENT PLAN DOCUMENT**

**ADOPTED 23<sup>rd</sup> FEBRUARY 2011**

Gillian Beasley  
Chief Executive  
**PETERBOROUGH CITY COUNCIL**  
Town Hall  
Bridge Street  
Peterborough  
PE1 1HL  
Tel: (01733) 863872  
Fax: (01733) 453505

February 2011

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



## **Preface**

This is the adopted Peterborough Core Strategy Development Plan Document.

It was adopted by resolution of Peterborough City Council, in accordance with the provisions of section 23(5) of the Planning and Compulsory Purchase Act 2004, on 23rd February 2011.

## Preface

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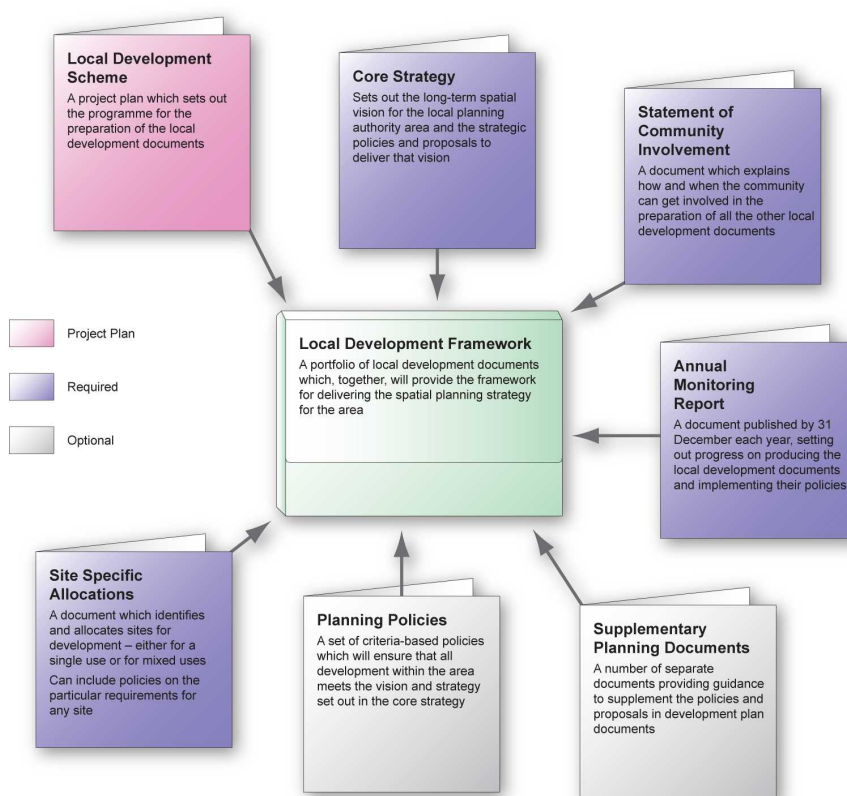


## 1 Introduction

### 1.1 The Local Development Framework

- 1.1.1** Peterborough is entering a period of great change. We need to plan for this in a way that meets the needs and aspirations of us all, both now and in years to come.
- 1.1.2** The Government has set up a system of plan-making that will allow us to do this. It is called the Local Development Framework, often referred to as, simply, the LDF. The LDF is not a single plan, but an overall term for a package, or portfolio, of separate documents. These separate documents may be prepared at different times and each one must pass through a number of stages before it can be adopted by the City Council as part of its LDF.
- 1.1.3** Figure 1 summarises the basic components of an LDF.

**Figure 1 Local Development Framework (LDF) Structure**



- 1.1.4** You will find a definition of all the terms used in this diagram, and other terms and abbreviations used throughout this document, in Appendix B.
- 1.1.5** Details of the specific documents that will make up Peterborough City Council's LDF are set out in our Local Development Scheme (LDS). As the diagram explains, this is a project plan which sets out the programme for the preparation of the various Local Development Documents (LDDs). The LDS is updated from time to time to reflect the progress that has already been made in the preparation of documents; to roll-forward the timetable for preparation of each one; and to introduce new documents which the Council might wish to prepare.

## Introduction

- 1.1.6** All of the documents in the LDF are statutory, because they are prepared in accordance with the requirements of the Planning and Compulsory Purchase Act 2004, and the Regulations that accompany it. This gives LDDs legal status in any decisions about the way in which development takes place in Peterborough.
- 1.1.7** As the various documents that make up the City Council's LDF are adopted, they will progressively establish both the strategy and the detail for the way in which Peterborough will develop over the coming years. They will replace the policies and proposals in the Peterborough Local Plan (First Replacement) and certain other plans that currently make up the 'development plan' for Peterborough. You will find more details about this in Appendix A.

## 1.2 The Core Strategy

- 1.2.1** One of the most important documents in the City Council's LDF is this Core Strategy. As its name implies, it is a strategic document, establishing certain principles that are core to the way that the area develops in the longer term. It applies to the whole of the administrative area of Peterborough City Council.
- 1.2.2** The Core Strategy covers the period to 2026 and contains five main elements:
- An overall vision (sometimes referred to as a spatial vision) setting out how the area is expected to change over the plan period
  - A set of strategic objectives outlining the main policy directions that need to be pursued in order to realise the vision
  - A spatial strategy and a series of core policies for addressing the vision and objectives; these provide the basic structure for promoting development in some places, restricting it in others, informing and co-ordinating investment, and establishing the framework for detailed policies and proposals to be developed in subsequent documents of the LDF
  - A key diagram, showing diagrammatically how different elements of the Core Strategy will apply to different locations
  - An outline of the means of implementing the Core Strategy policies, together with a set of indicators and targets to provide a basis for monitoring that implementation
- 1.2.3** We have not included issues relating to minerals and waste in our Core Strategy. This is because planning for minerals and waste is a specialised subject area that can best be addressed over a wider geographical area. For that reason we are producing a separate Minerals and Waste Core Strategy, jointly with Cambridgeshire County Council, and covering both Peterborough and Cambridgeshire. That also includes detailed policies to be used in determining planning applications for minerals extraction and the development of waste management facilities. For the avoidance of doubt, it should be noted that all relevant policies in all adopted Development Plan Documents covering Peterborough will be used in reaching decisions on such applications.
- 1.2.4** Because the Core Strategy is strategic in nature, it does not set out detailed policies and it does not identify individual parcels of land for development or protection or improvement. It establishes certain principles which will form part of a 'chain of conformity'. Subsequent development plan documents, prepared as part of the LDF, will provide greater levels of detail and are required by law to conform to the policies in the Core Strategy.
- 1.2.5** The Core Strategy is, itself, required to be in general conformity with the regional spatial strategy for the East of England. There are more details of this in paragraph 2.3.1 onwards.

## 1.3 Adoption

**1.3.1** There are a number of steps that must be taken in the preparation of any LDD before it can be adopted by the City Council in its final form. The relevant Regulations allow a degree of flexibility but, in summary, for the Core Strategy, these steps are:

- Evidence gathering
- Consideration of evidence, issues and alternative options in consultation with stakeholders; leading to the preparation of Preferred Options
- Public participation on Preferred Options
- Preparation of the Core Strategy itself, in the light of representations received on the Preferred Options
- Publication of the Proposed Submission version of the Core Strategy, with an opportunity for anybody to lodge formal representations on the soundness of the document
- Submission of that version to the Secretary of State, along with copies of any representations made (and other documentation)
- Independent examination by an inspector appointed by the Secretary of State into the soundness of the document
- Receipt by the City Council of the report from the inspector; modifications in accordance with any binding recommendations; and adoption

**1.3.2** This Core Strategy has passed through all of these stages and was adopted by Peterborough City Council, in accordance with the provisions of section 23(5) of the Planning and Compulsory Purchase Act 2004, on 23rd February 2011.

## Introduction

## Influences and Overarching Issues

## 2 Influences and Overarching Issues

### 2.1 Introduction

- 2.1.1** Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises the City of Peterborough itself, and 25 villages set in countryside extending over an area of approximately 344 square kilometres. The area borders the local authorities of Fenland and Huntingdonshire (in the East of England), and East Northamptonshire, Rutland, South Kesteven and South Holland (in the East Midlands). The total population of Peterborough is estimated as 169,800 (at mid 2008).
- 2.1.2** There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen, the nearby Roman town of Durobrivae and the Saxon settlement of Medehamstede. The Norman Cathedral still stands at the heart of the modern city; a city which expanded in Victorian and Edwardian times as Peterborough developed as a significant railway town, and then experienced further rapid growth from 1967 under the New Towns programme. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area.
- 2.1.3** Peterborough has a diverse economy. Two of the biggest employers are in the public sector and considerable numbers of people are employed in a range of service industries including insurance, publishing, travel, retailing and logistics. Manufacturing still has a significant place in the economy, despite the general decline in this sector nationally, and a particularly important characteristic of Peterborough is the concentration of companies engaged in environment-related activities. There is significant pressure for development to serve the logistics industry, taking advantage of the area's prime location beside the (north-south) A1 and (east-west) A47. Agriculture remains important to the economy, although the numbers employed on a full-time basis are relatively small. Unemployment levels in Peterborough tend to be marginally higher than those for the UK as a whole, but average figures mask particularly high pockets of unemployment, with a concentration in some inner city wards where other measures of deprivation are higher than average.
- 2.1.4** The City of Peterborough has been growing for many years, with a mixture of redevelopment of vacant and derelict sites within the urban area, and peripheral expansion. One of the most noticeable examples of this is at Hampton, where a major urban extension is underway on reclaimed brickfields. However, there remain vacant and underused sites close to the city centre which offer the opportunity for further investment to regenerate the area.
- 2.1.5** One of the unique characteristics of Peterborough is its situation in the landscape, on the very edge of the Fens. To the east of the City, the fenland landscape is flat and open, with the villages of Eye and Thorney on islands of higher ground and a settlement pattern of dispersed hamlets and farms. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau, with a denser pattern of attractive stone villages. Historic houses and their grounds, like Burghley and Milton, feature prominently in the landscape, as does the RAF base at Wittering, beside the A1 towards the western edge of the area.
- 2.1.6** In addition to its important built heritage, the area contains a rich biological diversity. There are two Special Areas of Conservation (Orton Pit and Barnack Hills & Holes); part of one Special Protection Area and Ramsar site (Nene Washes); three National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); five Local Nature Reserves; and a large number of Sites of Special Scientific Interest and other County Wildlife Sites of value.

## Influences and Overarching Issues

- 2.1.7** It is against this background of a place of heritage and opportunity, with a tradition of meeting the challenges arising from change, that we have developed our plans for the future.
- 2.1.8** In preparing this Core Strategy, we have worked closely with Opportunity Peterborough and with Arup in the production of the Peterborough Integrated Growth Study (IGS). Together, we have collected and analysed a considerable amount of information (our 'evidence base'). We have taken into account a wide range of matters that have an influence on the way forward. These include the contents of a large number of existing strategies and plans; the outcome of the formal processes of appraisal and assessment of options as they have emerged; and the outcome of the discussions and consultations that we have undertaken, including, in particular, consultation on 'Preferred Options' during 2008. These are all summarised in this section.
- 2.1.9** From all of these influences, we identified the key issues that have been addressed in this Core Strategy.

### 2.2 National Context

- 2.2.1** The Core Strategy has to take into account national planning policies, which are issued by the Department for Communities and Local Government (and its earlier equivalent Government Departments). National planning policies are issued in the form of Planning Policy Statements (PPSs), formerly known as Planning Policy Guidance Notes (PPGs). Their purpose is to provide guidance to local authorities on planning policy and the operation of the planning system and also to explain the relationship between planning policy and other strategies which have an important bearing on spatial issues of development and land use. All of the current PPSs and PPGs have been taken into account in preparing the Core Strategy.
- 2.2.2** Sustainable development – often defined as 'development that meets the needs of the present without compromising the ability of future generations to meet their own needs' – is a core principle of national planning policy. The Government's Sustainable Communities Plan (ODPM 2002) set out a long-term programme of action for delivering sustainable communities, with a particular focus on tackling housing supply issues. Subsequently, as part of this initiative, Peterborough was identified by Government as a suitable location for sustainable growth within a London – Stansted – Cambridge – Peterborough growth corridor.

### 2.3 Regional Spatial Strategies

- 2.3.1** The East of England Plan, or Regional Spatial Strategy (RSS), covers the Peterborough area. It was published by the Secretary of State for Communities and Local Government in May 2008, replacing the Regional Planning Guidance for East Anglia and most of the remaining saved policies in the adopted 2003 Cambridgeshire and Peterborough Structure Plan.
- 2.3.2** The RSS requires Peterborough to make provision for at least 25,000 additional dwellings over the period 2001 to 2021, with guidance on how to calculate the requirement in the years beyond 2021. It includes an indicative target of 20,000 for the net growth in jobs over the same time period. Peterborough City Centre is recognised as one of the regional centres where major new retail development and complementary town centre uses should primarily be located.
- 2.3.3** Although the majority of policies in the RSS are relevant to this Core Strategy, the most significant is policy PB1 specifically relating to Peterborough as a key centre for development and change. The key features of this policy are:

## Influences and Overarching Issues

- growth and regeneration to strengthen Peterborough's role as a major regional centre
- an increase of at least 20,000 additional jobs in the period 2001-2021
- development and regeneration of the city centre to provide an improved range of services and facilities
- regeneration of inner urban areas
- a significant and sustained increase in housing
- attracting investment in sectors of the economy with scope for expansion
- building on Environment City status
- establishing and expanding higher education, working towards provision of a university
- improved transport choices

**2.3.4** The Core Strategy needs to be in 'general conformity' with policies in the RSS.

**2.3.5** Although Peterborough is situated in the East of England, it immediately adjoins the East Midlands region and its influence extends into that region. The East Midlands is covered by a separate Regional Spatial Strategy, which was published on 12 March 2009. The Peterborough housing market area is identified as extending into south Lincolnshire and parts of Rutland and Northamptonshire. The RSS recognises that local authorities, developers and relevant public bodies should work across administrative boundaries in all the region's Housing Market Areas to ensure that the release of sites is managed to achieve a sustainable pattern of development. It identifies Peterborough HMA as one of the Housing Market Areas where there will need to be cross-regional working to achieve this.

### 2.4 Regional Economic Strategy

**2.4.1** The East of England Regional Economic Strategy (RES) was approved in 2008. The RES identifies Greater Peterborough as an engine of growth with major benefits to the economic and social well-being of its rural hinterlands and market towns.

**2.4.2** To deliver significant growth, Peterborough requires:

- A bold and visionary strategy for the economic development of the city
- Effective partnership working to deliver regional economic and regional spatial strategy ambitions
- Integrated development programmes that identify the phasing and financing of major physical infrastructure and growth
- A planning framework and system that provides clarity and confidence to the market, including master plans for areas of regeneration

**2.4.3** According to the RES, Peterborough demonstrated the strongest performance of the East of England cities in the state of the English cities report. Its regional role and assets include continuing strong growth, its position as a key gateway to/from the region, good access to London, mix of housing, environment city status, strong commitment to new development and regeneration, and access to high quality and special landscapes.

**2.4.4** The headline ambitions as set out in the RES are for Peterborough to:

- Secure and reinforce the regeneration of the city centre, securing Peterborough's status as a significant sub-regional centre and benefiting the wider community
- Strengthen Peterborough's status as an Environment City by creating zero carbon housing
- Enable the expansion of the environmental technology cluster
- Continue to diversify and improve economic performance through high-quality business support, helping businesses to grow, and attracting new entrants into the local economy

## Influences and Overarching Issues

- Improve the opportunities for the most deprived people to access education and training and jobs
- Make physical improvements to the most deprived communities to improve community cohesion and aspiration
- Develop robust local leadership and delivery capacity

### 2.5 Sub-Regional Economic Strategy

**2.5.1** The Sub-Regional Economic Strategy for Peterborough presents a vision for the economic well-being of the sub-region for the period 2008-2031. It provides an overarching framework that will enable partners to take forward economic development programmes and initiatives that are of critical importance to raising the prosperity and competitiveness of the Peterborough sub-region.

**2.5.2** The strategy aims to prepare the sub-region for the challenges of accelerating growth and the transformation of the economy that will be required if growth is to be sustainable and benefit all groups in the community. Importantly, building upon Peterborough's position as the UK's environmental capital and its strategic location, it aims to secure a major shift towards a more knowledge-based open economy, fully integrated and more competitive in the global economy.

**2.5.3** The strategy shares the same vision with the Sustainable Community Strategy. To achieve this vision, four strategic objectives have been identified. These are to:

- **SO1:** Raise the competitiveness of businesses through innovation and enterprise support
- **SO2:** Ensure the flexibility and adaptability of the sub-region to respond effectively and efficiently to changing technological, economic and social trends
- **SO3:** Upgrade and modernise the industrial base of the sub-region, building upon its traditional specialisations and competitive advantages, whilst exploiting the opportunities arising from newly emerging industries such as environmental technologies
- **SO4:** Promote greater openness of the sub-regional economy by encouraging further integration into the global economy through support for exports, attraction of internationally mobile investment and access to international innovation systems and knowledge networks

**2.5.4** These strategic objectives have equal status and are all important in ensuring an integrated and comprehensive approach to the issues facing Peterborough. Priorities have been established and actions proposed for each of the four strategic objectives.

### 2.6 Sustainable Community Strategy

**2.6.1** The Core Strategy, together with other documents that make up our LDF, will be a key mechanism for delivering Peterborough's Sustainable Community Strategy. The first Community Strategy for Peterborough was produced in 2005 by the Greater Peterborough Partnership, which is the Local Strategic Partnership for the area. This has now been replaced by a new refreshed Strategy for 2008-2021. It sets out a vision and overall strategy for the future of our city and the surrounding villages and rural areas. It reflects both the agenda for growth and the clear desire to ensure that Peterborough grows the right way, so that economic and population growth leads to genuine improvements in key areas, particularly those where Peterborough currently has specific problems or issues. It recognises that if we are to create a bigger and better Peterborough, then we will have to deal quickly and effectively with the pressing issues of today as well as the plans for tomorrow.



## Influences and Overarching Issues

**2.6.2** The Sustainable Community Strategy vision for Peterborough is:

**A bigger and better Peterborough that grows the right way - and through truly sustainable development and growth:**

**Improves the quality of life of all its people and communities and ensures that all communities benefit from growth and the opportunities it brings;**

**Creates a truly sustainable Peterborough, the urban centre of a thriving sub-regional community of villages and market towns, a healthy, safe and exciting place to live, work and visit, famous as the environment capital of the UK.**

**2.6.3** There are four priorities for areas of work which are needed in order to achieve the vision and each of these is supported by four high level outcomes that will form the basis of work on the new Local Area Agreement. The four priorities are:

- Creating Opportunities - Tackling Inequalities
- Creating Strong and Supportive Communities
- Creating the UK's Environment Capital
- Delivering Substantial and Truly Sustainable Growth

### 2.7 Peterborough Local Transport Plan

**2.7.1** The City Council's second Local Transport Plan (LTP2) was published in March 2006. It reflects a growing Peterborough, as a consequence of the City's inclusion in the Government's Sustainable Communities London-Stansted-Cambridge-Peterborough Growth Corridor, and was developed against a very different background to that of the first LTP back in 2000. The LTP2 aims to meet the growing demand for travel by the promotion of attractive, safe, sustainable alternatives through travel mode choice. It also recognises that some significant new infrastructure will need to be provided to support new development.

**2.7.2** The LTP2 contains the following ten objectives detailing what is required of Peterborough's transport strategy:

- Better accessibility for all, with particular reference to those living in rural areas and those with mobility difficulties
- Support local economic performance by the provision of an integrated transport network
- Make the best use of existing transport infrastructure
- Reduce the environmental impacts of transport
- Improve community health by increasing walking and cycling, and reducing transport related pollution
- Greater integration between different means of travel
- Reduce the number of personal injury accidents amongst all travellers and reduce travel related crime
- Increase travel choice and improve quality
- Support proposals to develop and enhance the City Centre
- Support and influence growth through transport solutions

**2.7.3** In addition, the LTP addresses the four shared priorities for transport set out by the Government and Local Government Association. These are:

- Tackling congestion
- Delivering accessibility

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- Safer roads
- Better air quality

**2.7.4** The Council's first Rights of Way Improvement Plan is also included as a key element of LTP2.

**2.7.5** Work has started on a Long Term Transport Strategy for Peterborough which will tie in to the Council's corporate objectives for the period up to 2026, in the light of the planned growth and sustainable development policies contained in this Core Strategy. This will, in turn, inform LTP3, which will cover the period 2011-2016 (and possibly longer) and will set out a short-medium term transport capital programme, forming a key part of the delivery mechanism for the Core Strategy.

### 2.8 Housing Strategy Statement

**2.8.1** The Peterborough Housing Strategy 2008-2011 sets out the housing issues and priorities for the city and provides a strategic framework for future investment and management. The strategy has five objectives:

- Availability of quality housing
- Planning for the growth of the city
- Development of balanced and mixed communities
- Ensuring service delivery is effective and efficient
- Promoting and implementing environmental and energy efficient standards

**2.8.2** Formulation of the Housing Strategy took place as the Preferred Options for the Core Strategy were being prepared for public consultation. It therefore reflects the overall growth targets of the East of England Plan and the emerging thrust of Peterborough's development strategy; and the two documents share common elements from the evidence base - in particular, the Peterborough Sub-Regional Strategic Housing Market Assessment (2008) and the Peterborough Housing Needs Study (2008).

### 2.9 Climate Change Strategy

**2.9.1** By signing the Nottingham Declaration on climate change in 2004, Peterborough City Council demonstrated both a commitment to take action against climate change, and the wherewithal to lead by example. On the 13th December 2006 the Peterborough Climate Change Strategy was formally adopted by the Council. It has been devised to provide a framework for action within the Council's areas of operation. Everyone in Peterborough has a part to play in reducing the impact of climate change, but the Council acknowledges that it must put its own house in order before it asks others to do the same. By implementing this strategy, the Council has not only taken a first step towards reducing CO<sub>2</sub> emissions from its own activities, it has also paved the way for other organisations to follow suit to reduce Peterborough's CO<sub>2</sub> emissions.

### 2.10 Strategic Service Development Plan

**2.10.1** The Board of the Peterborough Primary Care NHS Trust approved its Strategic Service Development Plan in January 2008. Its overall purpose is to improve health and well-being outcomes for the existing and planned population of the area. The key components of the plan are:

- Setting out the existing health and well-being for the current population and benchmarking key data with other cities and the average for England. It also sets out

## Influences and Overarching Issues

likely future trends, taking into account projected population increases, diversity and socio-economic factors.

- A description of the current model of healthcare and well-being provision and identification of a new model of provision, taking into account technology and workforce changes and the diversity and opportunity from the service provider market in improving health and well-being outcomes for the city.
- Establishing a plan and programme for new agreed and proposed physical facilities infrastructure, complementary to the planned growth areas for the city.

### 2.11 Other Strategies and Plans

- 2.11.1** We have also taken into account a range of other strategies and plans of the City Council and its partners, including documents as diverse as the Community Safety Strategy, Cultural Strategy, Air Quality Strategy, Supporting People Five Year Strategy and Cambridgeshire and Peterborough Biodiversity Action Plans <sup>(1)</sup>.
- 2.11.2** We have considered the adopted and emerging LDF Documents of adjoining local authorities around Peterborough. There is nothing in our Core Strategy which is incompatible with them.
- 2.11.3** As with any local authority area, there are cross-boundary issues which affect Peterborough. They include such matters as traffic and transport between areas; the potential impacts of development in one area on flood risk and European protected habitats in another; infrastructure provision which straddles area boundaries or whose need in one area arises from development in another; and green infrastructure which straddles area boundaries. The proposed regional freight interchange is one particularly significant development which has cross-boundary implications.
- 2.11.4** The Core Strategy has taken all these into account, with appropriate policy responses in the transport policy (CS14), the flood risk policy (CS22), the infrastructure policy (CS12) and the green infrastructure policy (CS19). The Implementation and Monitoring tables towards the end of Chapter 7 show where implementation might involve joint working with an adjoining local authority.

### 2.12 Sustainability Appraisal

- 2.12.1** The Core Strategy must be subject to Sustainability Appraisal (SA) under the requirements of section 19(5) of the Planning and Compulsory Purchase Act 2004. The SA process also incorporates the requirements of Strategic Environmental Assessment (SEA) in accordance with European Union Directive 2001/42/EC.
- 2.12.2** SA is a systematic process undertaken throughout the preparation of the Core Strategy. Its aim is to assess the extent to which the strategy and policies help to achieve sustainable development and how relevant social, economic and environmental objectives are achieved.
- 2.12.3** A scoping report was produced by consultants in June 2006. This was the first stage of the SA process and involved the production of a report highlighting the key issues in Peterborough, collecting and presenting relevant baseline data. The report also identified appropriate criteria for appraising the policies in the Core Strategy.
- 2.12.4** Emerging options were appraised using these criteria, so that the process informed the selection of preferred options.

<sup>1</sup> This list is not exhaustive

## Influences and Overarching Issues

**2.12.5** Following consideration of comments on the preferred options document, this final Core Strategy was produced for submission to the Secretary of State and adoption. A final SA report has been produced by consultants and is available for public inspection alongside this document.

### 2.13 Habitats Regulations Assessment

**2.13.1** As a result of a ruling from the European Court of Justice, the Government introduced new Regulations in 2007, amending The Conservation (Natural Habitats &c.) Regulations 1994, concerning sites of nature conservation significance at the European level.

**2.13.2** The amendments require 'Habitats Regulations Assessment' for any land-use plan which is considered likely to have a significant effect on a European (Natura 2000) site. The purpose is to assess the impact of the plan against the conservation objectives of the site.

**2.13.3** There are three designated sites of European Importance in Peterborough, and sites outside Peterborough which need to be taken into consideration. The Core Strategy was the subject of Assessment at preferred options stage and is accompanied by a final Habitats Regulations Assessment report. This sets out the implications of the Core Strategy for these sites.

### 2.14 Consultations and Stakeholder Involvement

**2.14.1** The preparation of this Core Strategy has included intensive research and evidence gathering, including gaining and understanding the views and opinions of the public and stakeholders. Public involvement has been a continuous process through all stages of production and has formed a major consideration and influence in shaping the outcome.

**2.14.2** In November 2005, the Council's free newsletter "Your Peterborough", which is delivered to every household in the district, included a section highlighting the LDF process and how the public could become involved in influencing the development of policies for the Core Strategy. The article in "Your Peterborough" also included a questionnaire covering a number of important issues. The results from this consultation were used to help inform the preferred options for the Strategy.

**2.14.3** Much of the work in formulating the Core strategy was done in partnership with Peterborough's Urban Regeneration Company 'Opportunity Peterborough'. Together, we commissioned an Integrated Growth Study (IGS) from the planning consultancy, Arup.

**2.14.4** The production of the IGS included extensive public consultation, which was specifically designed to constitute the consultation necessary for the production of the Core Strategy (often referred to as the 'Issues and Options' stage), therefore meeting the requirements of the Council's Statement of Community Involvement.

**2.14.5** The consultation was divided into three stages:

- **Issues Consultation** (May 2007) - A series of workshops were held, inviting people's views on the issues affecting the district and what needed to be addressed through the LDF process. The results from this consultation were used to develop the Overarching Issues, the Vision and the Objectives for the Core Strategy which are set out in the following sections.
- **Options Consultation** (July 2007) - A further series of workshops were held with local residents, stakeholders, City Councillors and Parish Councillors to gain views on a number of spatial options. The public consultation focused on a number of exhibitions which were held across the city, with a questionnaire.

## Influences and Overarching Issues

- **Consultation Proposal** (October/November 2007) – A final round of consultation was undertaken for the IGS. This took a similar format to the earlier stages, and included an exhibition in the city centre. The results from the earlier stages were used to draw up a detailed spatial option which was put forward as the "consultation proposal". A consultation booklet was published. This asked for people to select their preferred option for each of the potential Core Strategy policies, the results of which were used as evidence to support and justify the preferred options.

**2.14.6** A 'Preferred Options' document was published for public consultation in May-June 2008. This document was circulated widely, published on the Council's website and made available for inspection at libraries and Council offices. An exhibition was held at venues around the local authority area. There was a six week period for making comments.

**2.14.7** All of the comments made on the Preferred Options document were taken into account in producing a version of the Core Strategy for formal representations and submission to the Secretary of State. This was the subject of an examination by an Inspector from the Planning Inspectorate during 2010. The document was found to be 'sound', provided that certain changes were incorporated. All of the recommended changes have been incorporated into this adopted version.

**2.14.8** A summary of all public consultation can be viewed in the Core Strategy Evidence Base.

### 2.15 Overarching Issues

**2.15.1** A good understanding of the needs, constraints and issues facing Peterborough is essential to inform the Core Strategy. We worked closely with Opportunity Peterborough and Arup, through the preparation of the IGS, to identify the key issues. This process was informed by three main sources:

- An extensive (but selective) document review of strategies, plans, policies and other information (local, regional and national), which included, but was not restricted to, all of the documents summarised above
- Responses from consultees in relation to early Core Strategy issues consultation in 2006
- A further series of public and stakeholder consultation events held in Peterborough during May 2007

**2.15.2** From all of the above, 146 key issues were identified from document reviews and 81 key issues were identified from consultation. These were reviewed to produce 50 overarching issues. These are listed below, but for more detailed information, reference should be made to the Evidence and Issues Report produced by Arup for the Integrated Growth Study.

**2.15.3** It is emphasised that these are issues that the Core Strategy must take into account, but it does not follow that it has to address them all. Some will be addressed by subsequent LDDs in the LDF and by all of the plans, strategies and actions of the City Council, Opportunity Peterborough, the Greater Peterborough Partnership and other agencies outside the LDF process. The order of overarching issues set out below does not imply any relative importance of one over another. The issues have been categorised into a number of topic areas.

#### Contextual

- OI - 1: Broader context and delivery
- OI - 2: Distinctiveness
- OI - 3: Healthy living

## Influences and Overarching Issues

### Socio-Economic

- OI - 4: Population diversity
- OI - 5: Deprivation, educational achievement, unemployment, health and safety

### Environment, Sustainability, Climate Change, Renewable Energy

- OI - 6: Climate change
- OI - 7: Environmental opportunities
- OI - 8: Sustainability
- OI - 9: Mixed use development
- OI - 10: Sites of European importance
- OI - 11: Fens Waterways links
- OI - 12: Environmental resources

### Economy, Employment and Skills

- OI - 13: Employment requirements and existing provision
- OI - 14: Diverse economy and distinctiveness
- OI - 15: Skills and workforce
- OI - 16: Tertiary education (including university)
- OI - 17: Scope for growth
- OI - 18: Sustainable economic growth
- OI - 19: Inward investment

### Housing

- OI - 20: Housing requirements and existing provision
- OI - 21: Housing locations
- OI - 22: Housing needs
- OI - 23: Housing standards

### City/District Centres and Retail

- OI - 24: Focus on city centre
- OI - 25: City centre opportunities
- OI - 26: Additional provision and improvements to existing district centres
- OI - 27: Local goods
- OI - 28: Retail capacity forecasts

### Recreation, Leisure, Culture, History and the Arts

- OI - 29: Culture, leisure, recreation and sports provision
- OI - 30: Night time economy
- OI - 31: Open space
- OI - 32: Green Grid and access to the countryside

### Community Facilities

- OI - 33: Existing and planned educational facilities
- OI - 34: Pupil yields and standards and contributions
- OI - 35: Health and emergency services

## Influences and Overarching Issues

### Urban Design

- OI - 36: Design quality
- OI - 37: Urban design context and potential
- OI - 38: Views, character, accessibility, safety

### Minerals and Waste

- OI - 39: Minerals
- OI - 40: Waste

### Infrastructure and Utilities

- OI - 41: Utility infrastructure upgrading
- OI - 42: Water and sewerage
- OI - 43: Power
- OI - 44: Flood risk

### Transport and Accessibility

- OI - 45: Transport context and congestion
- OI - 46: Effective and sustainable provision
- OI - 47: Public transport
- OI - 48: Cycling and walking
- OI - 49: Parking
- OI - 50: Gateway plans and local highway improvement schemes

## Influences and Overarching Issues



## Our Vision for the Future of Peterborough

### 3 Our Vision for the Future of Peterborough

- 3.0.1** This section describes our overall vision for Peterborough over the period to 2026. We have taken account of other strategies and documents identified in chapter 2 and have also considered Peterborough in the wider context of the neighbouring areas. Our **vision statement** has been prepared in collaboration with Opportunity Peterborough, and has been the subject of consultation, through the Integrated Growth Study.

#### Vision Statement

**A bigger and better Peterborough that grows the right way - and through truly sustainable development and growth:**

- **Improves the quality of life of all its people and communities and ensures that all communities benefit from growth and the opportunities it brings;**
- **Creates a truly sustainable Peterborough, the urban centre of a thriving sub-regional community of villages and market towns, a healthy, safe and exciting place to live, work and visit, famous as the environment capital of the UK.**

**In 2026 Peterborough will be:**

- 3.0.2 Delivery and Implementation** - A place which capitalises on its position within the London-Stansted-Cambridge-Peterborough Growth Area by delivering major development projects in order to achieve high levels of growth, regeneration and economic prosperity, underpinned by strong planning policy, a commitment to development of the highest quality and environmental sustainability and secured by the concurrent delivery of sufficient infrastructural capacity.
- 3.0.3 Local Distinctiveness** - A place of pioneering and originality with a strong local identity, internationally renowned as the UK's Environment Capital, but whose growth and progress is anchored within the area's rich character and history - reflected in its charming villages, stately homes, historic urban architecture and rich landscapes.
- 3.0.4 Infrastructure** - A place of truly sustainable growth, where progress and new development is anticipated and facilitated by increased physical, social, community and green infrastructure and utilities capacity, effective water and energy demand management, and management of flood risk.
- 3.0.5 Community Wellbeing** - A united family of mixed urban and rural communities, founded upon the celebration and mutual appreciation of difference and ethnic diversity, where an increased focus on social development has ensured convenient and equal access to a full range of community, health care and education facilities in existing and new development areas, which improve personal wellbeing and encourage a spirit of community life.
- 3.0.6 Housing** - An area renowned for its quality and choice of housing, where marketability, progress and social integration are promoted through the provision of a broad range of housing types in both the rural and urban areas that match the needs and aspirations of existing and future residents in terms of affordability, sustainability, size, type and location, whilst also meeting the highest standards of design quality and environmental sustainability.

## Our Vision for the Future of Peterborough

- 3.0.7 Economy, Employment and Skills** - A place of sustainable and diverse economic growth and prosperity, set in motion by the delivery of major development projects in the district, where the establishment of new businesses, including thriving 'green' business opportunities focused on environmental innovation is balanced by a commitment to traditional trade, industry and agriculture, and supported by a highly skilled local workforce and new university.
- 3.0.8 City and District Centres** - A city that has secured its position at the top of the regional hierarchy, through the regeneration and establishment of a flourishing city centre that drives growth elsewhere in the wider area, and is supported by an integrated network of vibrant district and village centres, accompanied by transformation and integration of the River Nene and the regeneration of the city's key opportunity areas.
- 3.0.9 Transport and Accessibility** - An area whose growth and progress is underpinned by an innovative, highly accessible and environmentally sustainable area-wide transport system, that achieves full urban/rural and modal integration and reduces dependency on the private car through the provision of attractive alternative modes of transport.
- 3.0.10 Climate Change, Sustainability and the Natural Environment** - A place that leads the way at the cutting edge of environmental sustainability, by reducing greenhouse gas emissions and addressing the effects of climate change through landmark projects, the efficient use of resources and adoption of best practice in new design and construction, accompanied by the protection and enhancement of the area's existing environmental assets, treasured landscapes and biodiversity.
- 3.0.11 Recreation, Leisure, Culture and Open Space** - An area characterised by its distinctive cultural identity, and its quality and range of recreational and leisure amenities, where visitors and residents alike enjoy easy access to the River Nene and the Greater Peterborough Green Grid, as well as improved sporting, leisure and cultural opportunities throughout the district.
- 3.0.12 Design, Public Realm and Heritage** - A place which delivers new development and public spaces of the highest architectural and environmental standards, where ancient and historic buildings and their settings such as Peterborough Cathedral and Burghley House are complemented by iconic modern buildings, high quality public art in outdoor public spaces and the widespread regeneration of the existing urban fabric to engender a community spirit of pride and progress.
- 3.0.13 Minerals and Waste** - A place where high rates of new growth and development are supported by planned provision and safeguarding of the area's minerals and other primary resources; and by encouraging a reduction in waste generation and greater waste reuse and recovery in order to achieve even higher recycling targets.

## 4 Our Objectives

- 4.0.1** In order to achieve our Vision, twenty-nine detailed objectives have been identified. These are organised according to eleven of the key themes of the Vision. As this Core Strategy does not address matters relating to minerals and waste, there are no objectives for this theme.
- 4.0.2** These objectives have been derived through the Integrated Growth Study, taking into account the objectives of related plans and strategies, the identified overarching issues and priorities for Peterborough and what people told us in all of our consultations before preparing this document.
- 4.0.3** Taken together, the large number of objectives (along with the issues identified in chapter 2 and the vision set out in chapter 3) demonstrate the diverse range of matters which the Core Strategy is seeking to address.
- 4.0.4** At the heart of these objectives, and as a summary of the overall priorities for Peterborough, are three basic themes, setting the context for the spatial strategy and policies that follow:
- **Growth** that is viable, deliverable and accompanied by appropriate infrastructure
  - **Sustainable development** that contributes to Peterborough's ambition to be the **Environment Capital** of the UK
  - Improvements in the **quality of life** of people and communities through new development, regeneration, the provision of services and facilities, and the protection and enhancement of our heritage and environmental assets.

### Delivery and Implementation

- 4.0.5 OB1: Delivery** – To ensure the delivery of growth in Peterborough through the central management and co-ordination of all elements involved in bringing forward major development priorities, underpinned by strong policy and the production of a delivery strategy to ensure that new development is accompanied by the concurrent delivery of sufficient infrastructural capacity. To work with the community to ensure that the benefits of growth are used to assist in the regeneration of existing communities.

### Local Distinctiveness

- 4.0.6 OB2: Environment Capital** – To develop a distinctive identity as the UK's Environment Capital.
- 4.0.7 OB3: Urban and Rural Character and Distinctiveness** – In the city, to preserve and enhance the city's historic environment and its setting, to provide focal points and distinctive character for the area. In the rural areas, to safeguard and enhance local landscapes, archaeology and historic buildings and the historic character and integrity of the villages whilst ensuring that they remain thriving communities through appropriate provision of housing, jobs and services. In the urban fringe, to ensure that development contributes to enhancing its character and appearance and its recreational and/or biodiversity value, provides networks of accessible green infrastructure linking urban areas to the countryside and avoids harm to sites of wildlife importance.

### Community Wellbeing

- 4.0.8 OB4: Local Services** – To improve the provision and range of community services and facilities in order to ensure that everyone can access them locally, easily, safely and affordably, either by public transport or on foot, both in the rural and urban areas.

## Our Objectives

**4.0.9 OB5: Health and Emergency Services** - To improve the general health and wellbeing of the area's population through provision of adequate primary healthcare facilities to serve new and existing communities, as well as ensuring adequate fire and rescue infrastructure to support planned growth in Peterborough.

**4.0.10 OB6: Education** – To improve the quality and level of educational services and attainment throughout the area, by ensuring that all members of the population have equal access to opportunities for learning, training, skills and knowledge.

### Housing

**4.0.11 OB7: Balanced Mixed Housing** – To meet the needs and aspirations of Peterborough's existing and future population by ensuring that there is a balanced mix of housing tenures and sizes throughout the area, including increased provision of homes for executives and professionals in order to attract and retain more highly skilled workers within the area.

**4.0.12 OB8: Affordable Housing** – To ensure that there is sufficient affordable housing to meet local needs and encourage social integration throughout the rural and urban areas.

**4.0.13 OB9: Housing Quality and Density** – To improve the overall quality and longevity of Peterborough's housing stock by ensuring that all new and regenerated housing meets high environmental, sustainability and design standards. Through a design-led approach, ensure densities appropriate to the local context that will promote sustainable living practises, including improved public transport and local access to jobs and services.

### Economy, Employment and Skills

**4.0.14 OB10: Environmental Business Cluster** – To become a market leader in innovation and sustainable development and increase the number of skilled jobs in the area by enlarging the existing environmental business cluster and providing additional employment floorspace for the development of 'green' businesses.

**4.0.15 OB11: University and Local Skills** – To improve the skills base of the local population and support economic growth and innovation through the establishment of a university, whose value to Peterborough's economy will be capitalised upon by specialisation in environmental research and development.

**4.0.16 OB12: Local Trade and Traditional Business** – To ensure economic diversity and a greater range of jobs in the area by strengthening existing prosperous business sectors and supporting growth in traditional local trade and industry - in particular through the establishment of local chains of food production and appropriate provision for affordable and small scale local businesses in the city centre.

### City and District Centres

**4.0.17 OB13: City Centre** – To regenerate the city centre as a priority in order to drive growth, maintain viability and enhance vitality so that it remains at the top of the retail hierarchy in the East of England region. To create a vibrant, mixed-use centre that is alive during the day and at night and supports growth elsewhere in Peterborough. This will incorporate significant increases in the quality of its commercial, retail, cultural, leisure and recreational facilities, the provision of modern retail and office floorspace and high density housing, together with improvements to the public realm and establishment of the Cathedral Square as a community hub and meeting point.

## Our Objectives

- 4.0.18 OB14: District Centres** – To regenerate existing urban areas through the revitalisation and enhancement of Peterborough’s district and local centres, by promoting them as sustainable locations for improved retail and service provision and new residential and employment development in order to meet the needs of local communities, and enable their long term vitality and viability.

### Transport and Accessibility

- 4.0.19 OB15: Bus services and congestion** – To enhance existing bus services in both the urban and rural areas, and implement a rapid transit service to reduce local congestion by providing regular, accessible and frequent services that reflect the most popular journeys and destinations and encourage an attitude and modal shift in local residents’ travel behaviour.
- 4.0.20 OB16: Walking and cycling** – To develop a fully integrated walking and cycling network, which provides legible, safe and pleasant routes throughout the city and surrounding area whilst encouraging healthy and sustainable travel choices.
- 4.0.21 OB17: Railway Station** – To regenerate Peterborough railway station and its wider area as a strategic gateway to the city. This will include increased rail capacity and local services to further reduce dependency on the private car, better connections to the city and improved physical design to create a greater sense of welcome and arrival, and further development of the station as a major development opportunity area.

### Climate Change, Sustainability and the Natural Environment

- 4.0.22 OB18: Mixed use development** – To promote mixed use developments (prioritising the reuse of brownfield land without compromising biodiversity), where walkable neighbourhoods ensure easy access between housing, retail, employment, and community facilities and reduced journey to work times.
- 4.0.23 OB19: Climate Change** – To reduce greenhouse gas emissions, adapt to and mitigate the effects of climate change by aspiring to the highest standards set out in the Code for Sustainable Homes and BREEAM, and adopting best practice in sustainable design and construction, including increased water and energy efficiency, on-site renewable energy generation, combined heat and power, solar water heating, passive cooling and incorporation of district heating schemes in key growth areas. To identify opportunities for the development of landmark projects that will exhibit the cutting edge of environmental innovation and sustainability.
- 4.0.24 OB20: Sites of Environmental Importance** – To enhance and protect from inappropriate or harmful development all Peterborough’s environmental assets, including the Green Grid, River Nene, Fen Waterways, European Sites of Importance (Orton Pit, Barnack Hills and Holes and Nene Washes), district open spaces, valued local landscapes, strategic views, ancient woodlands, ancient and veteran trees and other areas of biodiversity value.

### Recreation, Leisure, Culture and Open Space

- 4.0.25 OB21: Leisure and Culture Offer** – To establish an improved leisure and culture offer within the city as a focus for community recreation and tourism and as the basis for the establishment of a thriving night time economy.
- 4.0.26 OB22: Open Space and Sport** – To enhance the opportunities for sports and recreation through improvements to existing recreational areas, and increased provision of a variety of easily accessible and high quality open spaces and regional sporting facilities to serve new and existing developments.

## Our Objectives

**4.0.27 OB23: Tourism, Festivals and Events** – To increase tourism and visitors to the area through improved marketing of Peterborough’s historical and cultural assets such as the Cathedral, River Nene, Burghley House and Fen Waterways, complemented by the establishment of a programme of annual festivals and events, with new and improved facilities.

**4.0.28 OB24: River Nene** - To create a multi-functional asset that contributes to Peterborough's distinctiveness through the provision of regionally significant waterways facilities and related recreation, tourism and transport. To deliver a thriving natural environment with cleaner water and easy access to the city, countryside, green grid and links to other waterways.

### Design, Public Realm and Heritage

**4.0.29 OB25: New development** - To ensure the highest standards of urban design in all new developments, anchored by the construction of several architecturally iconic buildings and structures, such as an arena or multipurpose venue.

**4.0.30 OB26: Urban Fabric and Public realm** – To regenerate the existing urban fabric, particularly the city’s public realm, in a way which enhances the existing historic environment and creates safe and attractive community meeting places which encourage social ownership and integration and reduce the fear of crime within the city.

### Infrastructure

**4.0.31 OB27: Utilities infrastructure** – To secure in advance the funding and delivery of sufficient infrastructural capacity to accommodate and support the levels of growth planned for the district up to 2026, in particular through increased sewage treatment network capacity and ensuring sufficient water security to accommodate new development. To reduce pressure on the area’s utilities by adopting measures to manage and reduce existing and future resource demand.

**4.0.32 OB28: Power** – To increase the capacity of local power supplies to support planned growth up to 2026 and to facilitate increased local renewable energy production.

**4.0.33 OB29: Flood risk** – To reduce the impacts of flooding and climate change on Peterborough by ensuring that all new development as a minimum complies with PPS25 and wherever possible that development is directed away from areas at risk of flooding, and by ensuring the adoption of SuDS wherever practicable in new development.

## 5 The Spatial Strategy

### 5.1 Introduction

- 5.1.1** At the heart of the spatial strategy for Peterborough is a desire to deliver growth in a sustainable way; growth that is not for its own sake, but growth that brings benefits for all sectors of the community - for existing residents as much as for new ones. We want to ensure that the plans that are put in place help to transform Peterborough from its current status as an Environment City into the UK's Environment Capital. That involves meeting the challenges of substantial new developments in housing, employment and all related facilities in a way that will stand the tests of time and secure a more sustainable future for us all, whilst meeting our current needs and respecting our heritage.
- 5.1.2** The foundations for Peterborough's spatial strategy are established by a number of documents, the most significant of which is, arguably, the Regional Spatial Strategy for the East of England. This requires Peterborough to make provision for a minimum net increase of 25,000 dwellings between April 2001 and March 2021, plus an average of 1,420 net additional dwellings per year during the early years after 2021 to ensure continuous delivery of housing beyond that date.
- 5.1.3** The RSS also sets an indicative target of 20,000 net growth in jobs for Peterborough over the same 2001 - 2021 period. This is a 'net' figure, which means it is the indicative target for additional jobs, once gains and losses have been taken into account. It is not a control ceiling for Peterborough, which is identified as a regionally strategic employment location within the East of England.
- 5.1.4** In addition, Peterborough is identified as a Key Centre for Development and Change in policy PB1 of the RSS. This establishes the overall strategy for Peterborough as one of growth and regeneration, strengthening its role as a major regional centre and focus of the northern part of the London - Stansted - Cambridge - Peterborough Growth Area.
- 5.1.5** It was on the basis of the context established by the RSS and all other influences, that the Peterborough Integrated Growth Study (IGS) was prepared, as an integral part of the Core Strategy development process. The IGS established five economic scenarios as alternative potential frameworks for delivering the target job growth of the RSS and recommended a preferred one. It developed spatial options for the scale and distribution of housing and employment growth (taking into account such matters as the national and regional policy context, locations with developer interest, absolute and non-absolute constraints, and available infrastructure capacity). These were all subject to public and stakeholder consultation and evaluation, including testing through an Integrated Resource Management model.
- 5.1.6** The outcome of this process was a recommended spatial option for inclusion in the Core Strategy. Following extensive additional consultation, including consultation on 'Preferred Options', the analysis of further evidence and updating of baseline figures, a spatial strategy for the future of Peterborough to 2026 has emerged.

### 5.2 The Settlement Hierarchy and the Countryside

- 5.2.1** A settlement hierarchy ranks settlements according to their size and range of services and facilities; their possible capacity for growth; and the policy towards the function of the settlement. It provides a framework for decisions about the scale and location of new development, and the targeting of investment in any new services and facilities. In general

## The Spatial Strategy

terms, a hierarchy helps in decision making that will promote more sustainable communities – bringing houses, jobs and services closer together in settlements that already offer the best range of services and facilities.

- 5.2.2** The settlement hierarchy identified in policy CS1 below has been used as a basis for determining the overall distribution of growth and for identifying which villages, subject to consideration of constraints, would be more suitable for future growth.
- 5.2.3** A settlement hierarchy also helps to protect the character of the landscape, by maintaining and reinforcing the distinction between built-up areas and countryside, and placing a restriction on the forms of development that would be acceptable in the countryside.
- 5.2.4** In Peterborough there are a number of settlements ranging in size from the city of Peterborough itself to small villages, hamlets and individual, isolated dwellings. One of the particular characteristics of the local authority area is that it is dominated by the city, and there are no other settlements of any size larger than 4,000 people. In other words, there are no market towns.
- 5.2.5** The RSS sets the context for a settlement hierarchy for Peterborough. Policy SS3 identifies Peterborough as a Key Centre for Development and Change, and policy SS4 requires local development documents to define the approach to development in other towns (including selected market towns) and in rural areas, including the identification of Key Service Centres. The typical characteristics of a Key Service Centre are described in paragraph 3.17 of the explanatory text to that policy.
- 5.2.6** Therefore, taking into account these RSS policies (and the absence of any market towns), the key requirements relevant to Peterborough are:
- The City of Peterborough itself, as a proposed Key Centre for Development and Change, should be the highest settlement in the hierarchy
  - Key Service Centres should be identified as the second tier of larger villages which offer access to a good range of services
  - Other villages should be nominated to tiers in the hierarchy below that of Key Service Centre, with relatively limited new development, and in a form that helps to meet local needs.
- 5.2.7** In order to identify a hierarchy for this Core Strategy the Council undertook and produced a Peterborough Settlement Hierarchy Study in 2007 (and this was updated in 2009). This identified which settlements should be included in any hierarchy; what tiers should constitute the hierarchy; what criteria should be used to identify the villages that should appear in each tier; and what scoring system should be applied to each of the criterion. The criteria were based on those in paragraph 3.17 of the RSS.
- 5.2.8** A survey of village services and facilities was undertaken, to enable testing against the criteria. The outcome of the resulting analysis was subject to sensitivity testing, to establish the effect of variations in the weightings given to each criterion. Finally, the conclusions and recommendations of the Inspector who conducted a public inquiry into objections to the Peterborough Local Plan (First Replacement) were taken into account, since he had examined the merits of moving villages into different tiers of the hierarchy proposed for that Plan. The conclusions of the Study (and its update) were in the form of a recommended settlement hierarchy for Peterborough.
- 5.2.9** In the hierarchy set out in policy CS1 below:



## The Spatial Strategy

- A Key Service Centre is a large village containing a wide range of services and facilities to meet people's daily needs, including a primary school, doctor's surgery and a range of shops and services, particularly a post office and food shopping. It also provides employment opportunities and has good access to Peterborough by car and public transport.
- A Limited Growth Village is a village which includes some, but not all, of the services and facilities that are characteristic of a Key Service Centre. In many cases it will have a smaller population. The critical determinant is the presence of a primary school in the village (or immediately adjoining village).
- A Small Village is a settlement which does not meet the criteria for one of the categories higher in the hierarchy. Typically, a Small Village will have some concentration of dwellings, but with a low population, and a limited range of services, if any. A Small Village will not have a primary school.

**5.2.10** It is emphasized that the position of any village in the hierarchy is largely a reflection of its size, and the scale and range of its services and facilities. Whilst this offers a pointer to its suitability (or not) for further development, it does not follow that new development is either appropriate or necessary. For example, if there is no need to identify sites for development in the rural area, then a village which is highly placed in the hierarchy may not need to have any site allocations. A village may be highly placed in the hierarchy, but subject to constraints which restrict the scope for further development. Such constraints would not alter its position in the hierarchy, but would be a critical factor in determining its suitability for any growth.

### Policy CS1

#### The Settlement Hierarchy and the Countryside

**Decisions on investment in services and facilities and on the location and scale of new development will be taken on the basis of a Peterborough settlement hierarchy.**

**The hierarchy is as follows:**

- **THE CITY OF PETERBOROUGH** (including the existing urban area, the City Centre, District Centres and proposed urban extensions)
- **KEY SERVICE CENTRES** - Eye (including Eye Green) and Thorney
- **LIMITED GROWTH VILLAGES** - Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering
- **SMALL VILLAGES** - Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe

**In the Rural Areas, the strategy for planned growth will be on Key Service Centres and, to a lesser extent, on Limited Growth Villages, in accordance with policy CS2. In these categories of settlement, new residential development sites for 10 dwellings or more will be allocated in some or all of the settlements via the Peterborough Site Allocations DPD process, in order to meet the housing targets set out in this Core Strategy.**

**In Small Villages, no new sites for development will be formally allocated in the Peterborough Site Allocations DPD and residential development of any windfall site will be limited in scale to infilling or a group of no more than nine dwellings.**

## The Spatial Strategy

**Development in the countryside (i.e. outside the boundary of all settlements in the hierarchy) will be restricted to that which is demonstrably essential to the effective operation of local agriculture, horticulture, forestry, outdoor recreation and access to natural greenspace, transport or utility services; and to residential development which satisfies the 'exception' test set out in policy CS8; and to minerals or waste development in accordance with separate LDDs within the Peterborough LDF.**

- 5.2.11** This policy together with policy CS2 and policy CS3, steers most new development to those larger places that offer the best access to services and facilities (both now and for the foreseeable future). This can help reduce the need to travel, as well as making best use of existing infrastructure and previously developed land in built-up areas.
- 5.2.12** The policy distinguishes between Key Service Centres/Limited Growth Villages and Small Villages in the way that windfall residential development will be treated. In settlements in the former category there is no absolute restriction on the number of dwellings that would be acceptable. This would be determined by applying LDF policies relating to such matters as density, amenity, traffic implications and greenspace provision. In settlements in the latter category the policy suggests a maximum of nine dwellings because these settlements are small, with few or no services and facilities; and they cannot be regarded as inherently sustainable locations for development on a greater scale. Nine is the maximum number of dwellings that can be developed before a planning application is treated as a 'major' application, as defined by national secondary legislation.
- 5.2.13** It is Government policy that development in the countryside should be strictly controlled, in order to conserve its character and natural resources. By identifying the settlement hierarchy and distinguishing between settlements and the countryside, the preferred approach enables a policy for development in the countryside to be set out – placing a restriction on types of development other than those where a rural location might be justified.
- 5.2.14** By establishing the overall framework for the role of each settlement in the local authority area, the policy sets the context for all of the priorities of the Sustainable Community Strategy, helping to achieve the most sustainable patterns of development that are at the heart of its vision.
- 5.2.15** The settlement boundaries for the Urban Area and for each village (the 'village envelope') are delineated on the Proposals Map which accompanies the saved Peterborough Local Plan (First Replacement), and they will be re-assessed initially through the preparation of the Peterborough Site Allocations DPD and subsequently through the preparation of the Peterborough Planning Policies DPD.
- 5.2.16** It is emphasized that place names in the policy are references to villages, not parishes, as there are instances in Peterborough where a village extends across parish boundaries and therefore includes properties in more than one parish.
- 5.2.17** **Outcome of Sustainability Appraisal** - This policy was not subject to its own separate appraisal at submission stage, being appraised as part of the overall spatial strategy. However, from the earlier (Preferred Options stage) appraisal, it can be concluded that there will be no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the following sustainability objectives: help everyone access basic services and facilities locally, easily, safely and affordably; reduce the need/desire to travel; protection and enhancement of landscape and townscape character, retaining local distinctiveness and protecting historic and cultural assets; promotion of the conservation and wise use of productive land.

## Relationship to Objectives

**5.2.18** This policy establishes the context for achieving all Core Strategy objectives, with particular help to deliver the following:

- OB1 - Delivery
- OB3 - Urban and Rural Character and Distinctiveness
- OB4 – Local Services
- OB7 – Balanced Mixed Housing

## Policy and Evidence Sources

- PPS1: Delivering Sustainable Development, ODPM, 2005
- PPS3: Housing, CLG, 2010
- PPS7: Sustainable Development in Rural Areas, ODPM, 2004
- PPG13: Transport, DETR, 2001
- The East of England Plan (2008) - policies SS3 and SS4
- Peterborough Settlement Hierarchy Study 2007, Peterborough City Council, 2007
- Peterborough Settlement Hierarchy Study Update 2009, Peterborough City Council, 2009

## 5.3 The Scale of Residential Growth

**5.3.1** The Core Strategy needs to make provision for a net increase of at least 25,000 additional dwellings between April 2001 and March 2021. The figure is 'net' because it must take into account any dwellings that are lost during that period (for example, through demolition or change of use).

**5.3.2** Over the twenty year period, this figure of 25,000 implies delivery of an average of 1,250 additional dwellings each year. In the first eight years of this period (to the end of March 2009) there was a net gain of 6,892 dwellings (at an average of around 862 dwellings per year). It is clear from these figures that there needs to be a step-change in the rate of delivery if provision to the level proposed by the RSS is to be achieved. Indeed, the RSS envisages this by suggesting that the average delivery rate should rise to around 1,420 dwellings from 2006 to 2021. This is a substantial challenge, as the annual rate proposed by the RSS for this period is the highest for any individual local authority in the entire East of England.

**5.3.3** Over the first eight years of the DPD period, dwellings were lost at an average annual rate of 14.25. There is no evidence to suggest that this will either increase or decrease as an overall annual average, and it has been assumed to apply to future years.

**5.3.4** The Core Strategy is required by Planning Policy Statement 3 (PPS3) to identify sufficient land for at least fifteen years of housing supply from the date of its adoption. Because PPS3 uses the term 'at least', and in order to align with the RSS quinquennial plan periods, it is proposed that the Core Strategy should incorporate provision for residential development to March 2026.

**5.3.5** The RSS states that for the post-2021 period, Peterborough should assume the continuation of the planned average delivery rate for 2006 to 2021 (i.e. 1,420 dwellings per year). This amounts to a figure of 7,100 additional dwellings in the five year period 2021 to 2026.

**5.3.6** Table 1 sets out all of these figures and demonstrates a need for this Core Strategy to make provision for 25,450 net additional dwellings overall.

## The Spatial Strategy

Table 1 Overall Requirements for Residential Growth

Dwelling Provision for 2001 to 2021	Number of Dwellings
Net additional dwellings achieved (2001 to 2009)	6,892
Additional dwellings required to meet RSS minimum figure (2009 to 2021) <sup>(1)</sup>	18,108
Additional dwellings required to compensate for assumed losses in dwellings (2009 to 2021) <sup>(2)</sup>	171
Total outstanding requirement (2009 to 2021)	18,279
Dwelling Provision for 2021 to 2026	
Additional dwellings required to ensure continuity of supply (2021 to 2026) <sup>(3)</sup>	7,100
Additional dwellings required to compensate for assumed losses in dwellings (2021 to 2026)	71
Total requirement (2021 to 2026)	7,171
Dwelling provision for 2009 to 2026	
Total outstanding net requirement (2009 to 2026) <sup>(4)</sup>	25,450

1. The RSS minimum requirement is 25,000. This figure is 25,000 minus the 6,892 already achieved.
2. This figure assumes losses continue at a rate of 14.25 dwellings per year.
3. Based on the RSS requirement for continuous delivery at an average annual rate of 1,420 per year beyond 2021.
4. This is the sum of the requirement for 2009 to 2021 and the requirement for 2021 to 2026.

**5.3.7** At the end of March 2009, a total of 2,092 dwellings remained to be completed on sites where construction had started. Full planning permission existed for 1,050 dwellings on sites where no construction had started, and outline planning permission existed for a further 6,176 dwellings. In total, this amounts to a commitment of 9,318 dwellings.

### 5.4 The Location of Residential Development

**5.4.1** The spatial strategy makes provision for housing growth at a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area of the city. These are generally the most sustainable and help to maximise the use of previously developed land.

**5.4.2** Since dwellings which remain to be completed on sites under construction, dwellings which have full planning permission and dwellings which have outline planning permission are all committed, they are the starting point for the distribution of new housing in Peterborough.

**5.4.3** To meet the remaining requirement, new residential development will take place in the city centre, in and adjoining district centres, in and adjoining local centres, on vacant and underused land in the urban area of Peterborough, at Hampton, Stanground South, Great Haddon, Norwood, and in the rural area (with a focus on Key Service Centres, followed by Limited Growth Villages and Small Villages).

## The Spatial Strategy

- 5.4.4** The distribution of residential development to meet the total outstanding net requirement identified above is set out in Table 2 .
- 5.4.5** **City Centre** - Approximately 4,300 dwellings are proposed in the city centre, with development which is not already committed taking place at a range of densities according to location and surroundings, averaging in the region of 100 dwellings per hectare (net). The need to increase provision of housing in the city centre was a common theme emerging from all of the consultations on issues and options for the Core Strategy and IGS. Development on this scale would be expected to 'kick-start' regeneration of the area as a vibrant activity hub for the rest of the city, where an increased number of people living in the centre will provide a greater market demand and associated opportunities for the development of a vibrant night time economy and associated improvements in local leisure, recreation, employment and retail provision. It maximises the use of vacant and under-used previously developed land, contributing to local and regional targets, and is consistent with the first bullet point of policy PB1 of the RSS.
- 5.4.6** Owing to flood risk constraints in parts of the city centre, a flood risk sequential test may be necessary for some sites. When a test is necessary, it will need to explore alternative sites both within and beyond the city centre boundary. Policy CS22 clarifies the approach to flood risk management.
- 5.4.7** **District Centres** - The strategy encourages residential intensification in and adjoining the five district centres, which are identified in policy CS15. These are Bretton, Hampton, Millfield, Orton and Werrington. Provision of new housing at these centres will help to maintain the vitality of local communities, whilst supporting the improvement of local services and amenities. Total provision from this source will be around 1,300 dwellings.
- 5.4.8** Some 1,000 of these will be over and above those already committed within 800 metres of the centroid of each centre. This is based on known capacity, including scope for a greater intensification than was originally provided for on the remaining undeveloped land at Hampton Township Centre, redevelopment of the former Bretton Woods School site at Bretton Centre, and redevelopment of the Werrington Shopping Centre with a retail-led scheme. Densities for residential developments in and around District Centres will average around 70 dwellings per hectare (net), but for any individual scheme, will need to take into account site circumstances and potential impacts on the amenities of occupiers of nearby properties. The IGS envisaged considerably more than 1,000 additional dwellings from the district centres by 2026, and the Council will welcome masterplanning or other studies in order to examine the potential for such further intensification. However, this would have to be achieved from 'windfall' sites; it would help to deliver dwellings in excess of the RSS minimum requirement, but is not relied on to meet that requirement.
- 5.4.9** **Local Centres** - No specific provision is made for additional dwellings from Local Centres (as identified in policy CS15) as part of the spatial strategy. The IGS envisaged intensification in and around up to five Local Centres, but no specific sites have been identified that would enable this. Consequently, such development would again be treated as 'windfall' dwellings. The Council would welcome any residential intensification that would help to improve the vitality and viability of local centres, subject to any individual scheme meeting all other requirements; and any additional dwellings secured from this source would help to deliver dwellings in excess of the RSS minimum requirements. However, the strategy does not rely on any such dwellings to meet the RSS minimum requirement.

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Table 2 The Location of New Dwellings 2009 to 2026

	City of Peterborough				Urban Extensions				Villages				TOTAL
	City Centre	District Centres	Peterborough Urban Area	Hampton	Paston Reserve	Norwood	Stanground South	Great Haddon	Key Service Centres	Limited Growth Villages	Small Villages	The Countryside	
<b>TOTAL (1)</b>	<b>4,300</b>	<b>1,300<sup>(2)</sup></b>	<b>4,400</b>	<b>4,100</b>	<b>1,200</b>	<b>2,300</b>	<b>1,500</b>	<b>5,300</b>	<b>600</b>	<b>450</b>	<b>50</b>	<b>0</b>	<b>25,500</b>
Dwellings Committed at April 2009 <sup>(3)</sup>	656	253	1,634	3,563	1,212	-	1,525	-	246	142	67	20	<b>9,318</b>
Guiding Total for New Dwellings to be Allocated (as at April 2009) <sup>(4)</sup>	3,644	1,047	2,766	537	Nil	2,300	Nil	5,350	354	308	Nil	Nil	<b>16,182</b>

1. Approximate totals - see policy CS2.
2. This number of dwellings could be exceeded if masterplans or other studies for District Centres identify and enable suitable opportunities for further intensification.
3. This includes dwellings on sites under construction, and dwellings with full and outline planning permission. Expressed in whole numbers of dwellings.
4. As at April 2009, there were 9,318 dwellings already committed (see row 2), which, once taken off the figures in the top row headed 'Total', would result in a 'Guiding total for new dwellings to be allocated' (see row 3). Such dwellings are to be allocated via the Site Allocations DPD and the City Centre Area Action Plan DPD. This third row is given for information only, and it will be for those two aforementioned DPDs to determine the precise number of dwellings for allocation in each category, provided such allocations are in conformity with Core Strategy policy CS2 and through taking into account new completions and commitments since April 2009.

## The Spatial Strategy

- 5.4.10 Peterborough Urban Area** - the spatial strategy proposes that approximately 4,400 additional dwellings (including 1,634 dwellings already committed) will be provided from the existing built-up area of the city of Peterborough, outside the city and district centres. The figure is based on evidence from capacity work, in particular the Peterborough Strategic Housing Land Availability Assessment. Dwellings will be delivered from mixed-use schemes as well as wholly residential developments. In order to make the most efficient use of land, net residential densities will be expected to average approximately 50 dwellings per hectare, but the Council will seek a range of densities and dwelling types and sizes, in accordance with policy CS8.
- 5.4.11 Urban Extensions** - The scale of housing growth that the RSS requires of Peterborough means that there will need to be significant reliance on urban extensions to deliver not simply dwellings, but complete sustainable, inclusive, mixed use communities.
- 5.4.12** The spatial strategy reaffirms the completion of the Hampton Township (with 3,563 dwellings committed), with scope for additional dwellings in the former Orton Brickworks area. It also reaffirms the expansion of the urban area at Stanground South.
- 5.4.13** Some 1,212 dwellings are committed at Paston Reserve, but with the identification of the Norwood area as a location for an urban extension (for approximately 2,300 dwellings) there is an opportunity for the respective developers and the Council to consider whether there is a design/development solution for the combined areas which will secure mutual benefits for both schemes.
- 5.4.14** On the south side of Peterborough, it is proposed that development will extend to the south and west of Hampton, in an area to be known as Great Haddon, delivering the largest single component of Peterborough's residential requirement, in numerical terms, to 2026.
- 5.4.15** The locations for the proposed new urban extensions (i.e. those not already committed) are based on the evidence and conclusions from the IGS, which examined all potential alternatives against a comprehensive range of constraints information and evaluation criteria. In total, around 14,400 additional dwellings in Peterborough are planned to be delivered from extensions to the urban area in the period 2009 to 2026.
- 5.4.16 Villages** - In the rural area of Peterborough, residential development is planned to be on a comparatively modest scale, in accordance with the approach of the RSS and national planning policy, but whilst offering scope to maintain the sustainability and vibrancy of villages and a degree of choice in the location of new dwellings, including affordable rural housing. The strategy is based on the settlement hierarchy presented in policy CS1, which is founded on the evidence of the Peterborough Settlement Hierarchy Study 2007 (updated in 2009).
- 5.4.17** Approximately 600 dwellings will be divided between the two Key Service Centres of Eye/Eye Green and Thorney (including 246 dwellings already committed). These are two of the largest villages, with a range of facilities and capacity for modest expansion.
- 5.4.18** Approximately 450 dwellings will be divided between the villages identified as Limited Growth Villages. These villages are Ailsworth, Barnack, Castor, Glington, Helpston, Newborough, Northborough and Wittering. 142 of these are already committed. The remaining 300 dwellings will be distributed between Limited Growth Villages taking into account such matters as site availability, development constraints and local primary school capacity. This does not mean that every village in this category will have a residential site allocation in the subsequent Peterborough Site Allocations DPD; there may be some villages which receive no site allocation at all, with residential development over the remaining DPD period only taking place on windfall sites within the village envelope, or on 'exception' sites specifically for affordable housing (in accordance with policy CS8).

## The Spatial Strategy

- 5.4.19** Within the villages identified in the proposed settlement hierarchy as Small Villages, the scale of residential development will be very modest. There are 67 dwellings already committed, and evidence shows that there is a long history of development of single dwellings or small groups on infill land, which is likely to continue. These will be brought forward by the development industry in response to individual site availability over the course of future years; sites for these will not be specifically allocated through the Site Allocations DPD.
- 5.4.20 The Countryside** - At 1st April 2009, there were 20 dwellings committed in the countryside - i.e. outside the urban area of Peterborough and village envelopes. These will contribute to the overall requirement and must be acknowledged in the spatial strategy, but the strategy does not make provision for any specific additional figure from this source. Any dwellings developed in the countryside are very much exceptional - for example, to meet a specific requirement related to local agriculture, or to enable the renovation and reuse of a listed building that has fallen into decay. If further dwellings arise from this source over the DPD period, these would be windfall, helping to deliver dwelling numbers in excess of the RSS minimum requirements.
- 5.4.21 Additional Development** - The dwelling numbers set out in policy CS2 are expressed as minimum figures. They are not artificial 'ceilings' to growth. If residential development proposals come forward in appropriate locations that will enable growth which exceeds these, the Council will work with the prospective developer to address all the issues in order to deliver that development.

### Site Selection Process

- 5.4.22** The sites that will deliver the scale of distribution of growth as set out in policy CS2 (The Location of Residential Development) and CS3 (The Location of Employment Development) will be allocated through the Peterborough Site Allocations DPD and Peterborough City Centre Area Action Plan DPD. The site selection process will be based on detailed assessment criteria, taking into account:
- Site Suitability – matters such as flood risk, ground conditions, transport and access
  - Proximity to, and potential to expand and/or enhance the viability of, services and facilities – matters such as access to schools, shops, community facilities, medical services
  - Impact on valued environment – matters such as listed buildings, agricultural land quality, international and national wildlife sites
  - Availability – developer/landowner interest, and the prospects for delivery within the plan period
  - Where they exist, robust community based planning documents which have been accepted by the Council as being a valid expression of local community views
- 5.4.23** Residential development which takes place on sites which are too small to warrant allocation, on windfall sites, on exception sites (including exception sites for Gypsy and Traveller accommodation) and through the conversion of existing buildings, will all contribute to Peterborough's overall minimum requirement.



## Policy CS2

### Spatial Strategy for the Location of Residential Development

The overall development strategy is to focus the majority of new development in and around the urban area of the City of Peterborough, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling a larger number of people to access services and facilities locally.

Provision will be made for the development of a minimum of approximately 25,500 additional dwellings over the period from April 2009 to March 2026 to meet the minimum housing requirements of the East of England Plan and enable continuous delivery of housing for at least 15 years from the anticipated date of adoption of this Core Strategy.

The broad distribution of dwellings, including commitments, will be as follows:

- The City Centre - approximately 4,300 dwellings
- In and adjoining the Urban Area of Peterborough - approximately 20,100 dwellings, provisionally divided as follows:
  - District Centres - approximately 1,300 dwellings
  - Elsewhere within the urban area of Peterborough - approximately 4,400 dwellings
  - Hampton - approximately 4,100 dwellings
  - Stanground South - approximately 1,500 dwellings
  - Paston Reserve - approximately 1,200 dwellings
  - Norwood - approximately 2,300 dwellings
  - Great Haddon - approximately 5,300 dwellings
- The Rural Area - approximately 1,050 dwellings, provisionally divided as follows:
  - Key Service Centres - approximately 600 dwellings
  - Limited Growth Villages - approximately 450 dwellings
- Small Villages - approximately 50 dwellings

In and adjacent to District Centres and Local Centres, the Council will encourage schemes for residential intensification (including schemes which would exceed the District Centre dwelling figure above), providing that the proposed development is otherwise suitable in the light of all other policies in the development plan. Peterborough's urban regeneration company, Opportunity Peterborough, will work with the Council's Neighbourhood Management Teams and appropriate community representative organisations in drawing up District Centre masterplans or other studies to identify and enable suitable opportunities for any such intensification. These could lead to significantly more dwellings in and around District Centres by 2026.

Individual sites to deliver the scale of housing growth set out above will be identified and allocated through the City Centre Area Action Plan and Site Allocations DPD. Dwellings will be delivered on sites which are entirely residential or, depending on the location and/or size of the site, as part of a mixed-use building or a mixed-use site.

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**5.4.24** In the event that the Council is unable to identify and allocate sufficient sites in the City Centre, or in and adjoining the Urban Area of Peterborough, or in the Rural Area, it will not seek to make up the shortfall by allocating land in any of the other of the four broad locational categories. However, if it is unable to identify and allocate sufficient sites in accordance with the provisional distribution as set out in each of the sub-categories, then it will seek to make up the shortfall from another sub-category within the same overall broad locational category.

### 5.5 Peterborough Housing Trajectory

**5.5.1** The Peterborough Housing Trajectory (Figure 2) illustrates the expected rate of delivery of new dwellings, including those already completed, for each year between 2001 and 2026. It demonstrates how the RSS requirement to deliver at least 25,000 additional homes (with continuity of supply to 2026) could be achieved.

**5.5.2** To meet the RSS target, an average of 1,250 additional dwellings a year are required between 2001 and 2021. However, in light of the shortfall of completions during the first 5 years of this period, the RSS policy H1 assumed completion of an average of 730 dwellings a year to 2006, and requires the provision of an average of 1,420 dwellings a year from 2006 onwards. It also requires this latter rate to be assumed for years beyond 2021.

**5.5.3** All dwelling figures in the trajectory are net additional dwellings (i.e. completed dwellings minus losses of dwellings). The orange horizontal line at 730 dwellings to 2006, rising to 1,420 dwellings, represents the RSS policy H1 average annual requirement. The bars in the trajectory are split into 3 sections which represent the status of different housing sites. The orange hatched bars represent the net completions actually achieved between 1st April 2001 and 31st March 2009. The total number of dwellings gained over this period is 6,892.

**5.5.4** The maroon (dark) bars illustrate the projected net completions on sites that are currently known (i.e. 'committed' sites). These development sites have one of the following types of planning status:

- sites currently under construction
- sites with full planning permission on which development has not yet started
- sites with outline planning permission on which development has not yet started

**5.5.5** The projected net additional dwellings which are expected to be delivered on these currently known sites is 9,318.

**5.5.6** The (light) blue bars ('proposed sites') represent the projected net additional dwellings from housing sites which are currently not known or formally identified. These sites do not have planning permission and will need to be identified and allocated through the Site Allocations DPD, in accordance with the overall distribution of new housing growth planned in this Core Strategy. The trajectory relies on information about sites which have the potential to deliver dwellings over the next 15 years and beyond, taken from the Integrated Growth Study, the Strategic Housing Land Availability Study (SHLAS) and work on the emerging Peterborough Site Allocations and City Centre Area Action Plan DPDs.

**5.5.7** These sites will deliver the 16,200 dwellings which, when combined with committed dwellings, meet the minimum requirement to 2026.

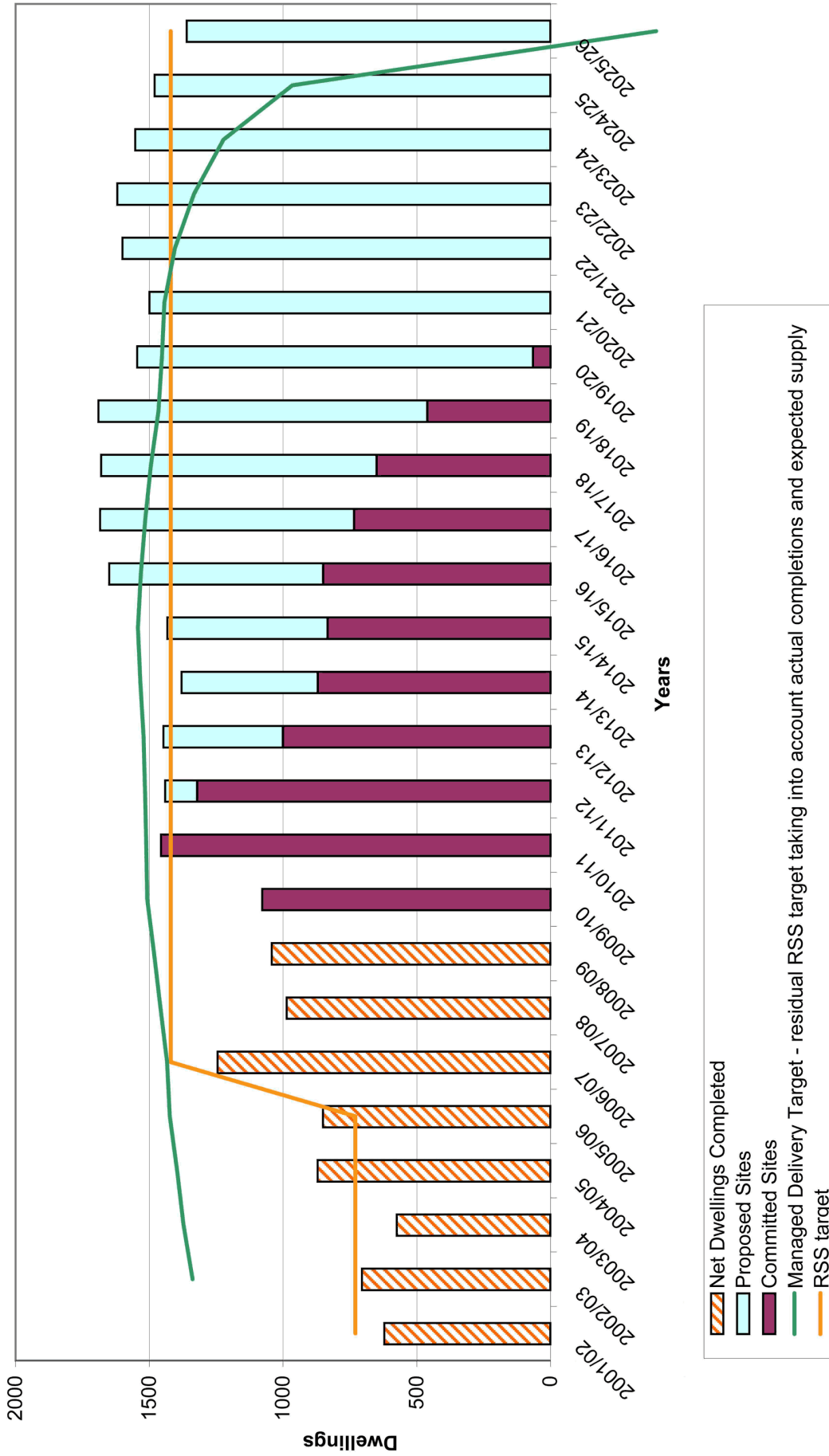
**5.5.8** The green 'managed delivery target' line shows the annual figure that would need to be reached in order to meet the overall total, taking into account actual completions and projected completions in each of the preceding years.

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- 5.5.9** Table 7, at the end of chapter 7, provides the detailed information that lies behind the bars of the trajectory. For future years (2009/10 to 2025/26) it sets out the expected delivery of additional dwellings according to location, and divided between those which are committed and those which are proposed. It therefore provides a basis for detailed monitoring of the delivery of the housing development proposed in this Strategy.
- 5.5.10** The housing trajectory demonstrates that there is a deliverable supply of housing sites that could be developed during the next 5 years.
- 5.5.11** The housing trajectory will be updated each year to take into account the number of completions, losses and dwellings on sites with planning permission. A new housing trajectory will be included each year in the AMR.

The Spatial Strategy

Figure 2 Housing Trajectory 2001 - 2026  
Housing Trajectory 2001 - 2026



## 5.6 Economic Scenarios

### Introduction

- 5.6.1** The RSS sets an indicative target of a minimum of 20,000 net additional jobs to be provided in Peterborough over the period 2001 to 2021. According to the Regional Economic Strategy (RES), Peterborough benefits from its strong economic base, its geographic position at the heart of a sub-region of market towns, with good connections to London and thus has the potential to meet this RSS target.
- 5.6.2** A key theme that emerged from stakeholder and public consultations during the formulation of this Core Strategy was that the strategy for Peterborough should be to increase the number of “high quality” jobs, promoting the environment sector in particular, whilst at the same time ensuring equality of access to a wide range of jobs for all residents in the district. This theme is in line with the Peterborough Sustainable Community Strategy.
- 5.6.3** In terms of economic development, the Core Strategy will ensure the achievement of the following strategic objectives: Environment Capital (OB2), Environmental Business Cluster (OB10), Local Trade and Traditional Business (OB12) and Mixed-use Development (OB18). In addition, it will ensure that the anticipated future growth is delivered in the most sustainable and appropriate manner in accordance with PPS4: Planning for Sustainable Economic Growth (2009).
- 5.6.4** For the purposes of this chapter, the term 'employment land' means land for uses within Use Classes B1 (business), B2 (general industry) and B8 (storage and distribution).

### Economic Scenarios

- 5.6.5** One of the key objectives of the IGS was to provide guidance in terms of the preferred path for economic growth in Peterborough. Consequently, in response to the IGS stakeholder and public consultations and analysis of existing economic conditions in Peterborough, five economic scenarios were developed in order to facilitate a better understanding of the implications of different directions of economic growth for the provision of jobs and the overall development of Peterborough's economy. The five scenarios are as follows:
- Scenario 1 – Housing Led Baseline
  - Scenario 2 – Distribution and Logistics
  - Scenario 3 – Environment Plus
  - Scenario 4 – Environment Plus 'Jobs Led'
  - Scenario 5 – Going for Growth
- 5.6.6** Scenario 3 'Environment Plus' received the greatest support and it was subsequently selected as the preferred scenario to guide economic growth in Peterborough. This scenario is based on growth of Peterborough's environmental cluster along with expansion of local trade and traditional business and other existing clusters. Peterborough is identified as an area that should promote cluster development in the East of England Plan (policy E4).
- 5.6.7** This scenario is expected to provide employment growth of 24,600 jobs between 2001-2021, which exceeds the minimum RSS jobs target, thus providing sufficient flexibility and adaptability if delivery in some growth areas were to be frustrated or delayed at any point. It also assumes achievement of the minimum housing target, with a consequent population growth of around 45,000 up to 2021. However, the employment growth envisaged would be partially accommodated on employment land (11,000 jobs), while the remainder (13,600 jobs) would be in shops, education, health facilities etc.

## The Spatial Strategy

- 5.6.8** Under this scenario, a high proportion of the growth in jobs (nearly 60%), is expected to be in 'high end' occupations such as managers and senior officials and professional occupations. Net in-commuting is expected to fall by nearly 4,000 compared with 2001, as more people are expected to work and live in Peterborough.
- 5.6.9** To achieve the aspirations of the 'Environment Plus' scenario, the Council and its partners need to do the following:
- attract skilled workforce
  - establish a university which specialises in environmental research and development
  - transform the perceptions of Peterborough as a business location
  - identify sufficient amount of land
  - respond to changing economic circumstances and market conditions
- 5.6.10** As mentioned above, Peterborough's environment sector is expected to gain more momentum, although employment in the manufacturing sector is projected to decline. In order to maintain a diverse economy, however, the Council will continue to encourage investment in advanced manufacturing industry. The Council recognises that this sector has a lot of opportunities which can act as a catalyst for Peterborough's economic growth. In addition, the advanced manufacturing sector now offers improvements in environmental performance, creates high-wage and high-skill jobs, thus tying in with the requirements of the preferred economic scenario.

### Translating Economic Scenarios

- 5.6.11** The next stage after the identification of the five economic scenarios was to translate them into employment land requirements, split into land use classes B1, B2 and B8 as well as non-B land use classes. Employment totals for about 30 different sectors within each scenario were then allocated to Land Use Classes, with employment density and plot ratio assumptions made for different types of industrial activities, in order to derive overall projections of future floorspace and employment land requirements. In terms of office and industrial space, the IGS used the recommended employment densities in the English Partnerships guidance, i.e.:
- B1 Business – 19 square metres per worker (gross internal floorspace)
  - B2 General Industry – 34 square metres per worker (gross internal floorspace)
  - B8 Storage and Distribution – 90 square metres (gross internal floorspace)
- 5.6.12** In translating the economic scenarios, reference was made to economic data and to recent trends in land and property markets as part of the translation exercise, in order to tie the assumptions underlying the projections as closely as possible to observed drivers of change in Peterborough's economy. For the preferred 'Environment Plus' scenario, it was calculated that at least 206 hectares of employment land will be required between 2001 and 2021. PPS12 requires a 15 year time horizon for the Core Strategy from the date of adoption. As such, the 'Environment Plus' scenario has been rolled forward to 2026. This results in a figure of at least 258 hectares of employment land being required between 2001 and 2026.
- 5.6.13** Detailed information on the method that was used to translate employment scenarios into employment land requirements is contained in the Peterborough Employment Land Review 2008, which is available in the Core Strategy Evidence Base.

## 5.7 The Scale of Employment Growth

5.7.1 The overall scale of employment growth in Peterborough takes into account the minimum RSS job targets and the 'Environment Plus' scenario land requirements. It has also been guided by the Peterborough Employment Land Review, which was undertaken in order to identify an up to date and balanced portfolio of potential employment sites as a key component of the evidence base for the Council's LDF. The Review concluded that there would be sufficient existing and potential employment land supply to meet the preferred economic scenario land requirements. Table 3 sets out the employment land requirements up to 2026.

**Table 3 Total Employment Land Requirement (2001 - 2026)**

<b>Employment Land Provision 2001 - 2026</b>	<b>Gross Area (hectares)</b>
Employment land developed between 2001 and 2007	145.8 <sup>(1)</sup>
Land under construction for employment purposes at April 2007)	17.4 <sup>(2)</sup>
Additional land needed to compensate for employment land lost to other forms of development 2001 to 2007	72.2 <sup>(3)</sup>
<b>Therefore:</b> Remaining land required from 2007 to meet the overall calculated requirement of 258 hectares over the period 2001 to 2026	167.0 <sup>(4)</sup>
Additional land needed to compensate for estimated future losses 2007 to 2026 (at an assumed rate of 2.5 hectares per year over 19 years)	47.5 <sup>(5)</sup>
<b>Therefore:</b> Overall residual requirement for employment land 2007 to 2026	214.5 <sup>(6)</sup>
Land with planning permission for employment development at April 2007	119.4 <sup>(7)</sup>
<b>Therefore:</b> Minimum amount of 'new' employment land to be found in order to meet the overall residual requirement to 2026	95.1 <sup>(8)</sup>

1. The amount of employment land that has been developed since April 2001 (to the end of March 2007)
2. The amount of land under construction for employment purposes at April 2007
3. The additional employment land needed to be found to compensate for the 72.2 hectares of employment land that was lost to other forms of development since April 2001 (to the end of March 2007)
4. The remaining land needed to deliver 258 hectares in total by 2026, having taken into account land already developed, land under construction and the need to compensate for land lost ( $258-145.8-17.4+72.2=167.0$ )

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5. The extra employment land that will need to be found in order to compensate for losses to other forms of development, on the assumption that employment land is lost at an average rate of 2.5 hectares per year
6. The overall land needed to deliver 258 hectares in total by 2026, taking into account potential losses to other forms of development in the remaining years to 2026 ( $167+47.5=214.5$ )
7. The amount of land which already benefits from having planning permission for employment development at April 2007
8. The amount of land not currently having planning permission for employment development that would need to be identified and allocated (as a minimum) to deliver the calculated requirement, when added to that already having planning permission ( $214.5-119.4=95.1$ )

**5.7.2** Table 3 shows that the Core Strategy needs to make provision for at least 214.5 hectares of employment land over the remaining period to 2026 in order to deliver the calculated overall requirement of at least 258 hectares (2001 to 2026). Over 119 hectares already has planning permission for employment development and so at least 95.1 hectares of 'new' employment land will need to be identified and allocated.

**5.7.3** The Employment Land Review re-assessed land which was allocated for employment development in the Peterborough Local Plan (First Replacement) but which had no planning permission. It concluded that some of these sites no longer justified allocation as no commercial interest had been shown in developing them, despite their availability over a long period. Whilst it is not the role of the Core Strategy to allocate or deallocate individual sites, this potential loss of employment land, which equates to some 50 hectares, has to be taken into consideration in order to ensure that a sufficient supply of land will be available. With account taken of this, some 38 hectares of land which is currently allocated could reasonably contribute to the outstanding requirement of approximately 95 hectares. The remaining requirement for employment land will need to be met via the identification of new sites/land through the Peterborough Site Allocations DPD and the City Centre Area Action Plan DPD.

## 5.8 The Location of Employment Development

**5.8.1** The most significant contribution that the planning system can make towards the achievement of the job targets set by the RSS and the attraction of higher value jobs in accordance with the preferred 'employment plus' economic scenario is by ensuring that sufficient land is available in the right locations and of the right size. The Core Strategy will establish the strategic approach to employment land provision by identifying broad locations of employment land in the city centre, urban area, villages and urban extensions. Individual sites will be identified through subsequent DPDs.

**5.8.2** Factors to be taken into account when identifying the broad location of employment land include local demand, land availability surveys, existing availability of employment opportunities, the sustainability of potential locations, infrastructure requirements and other relevant planning considerations. Table 4 below sets out the broad locations for future employment development.

**5.8.3** The table demonstrates how a combination of locations which are committed (with planning permission) and new locations can, together, deliver in excess of the minimum requirement of 214 hectares of employment land. In order to provide a degree of flexibility and a variety of sites for potential inward investors, the Strategy offers a range of locations with a total area extending from 213 to 243 hectares.

**5.8.4** The flexibility offered by this range will be achieved through the identification of new sites in and adjoining the urban area of Peterborough, as sites here are likely to be the most sustainable. It will be for the forthcoming Peterborough Site Allocations DPD to consider options for new sites in and adjoining the urban area and allocate sufficient within the range of 20 to 50 hectares in total.



## The Spatial Strategy

Table 4 The Location of Employment Land April 2007 to March 2026

	Commitments		Potential New Locations		Total
	Location	Hectares (approx)	Location	Hectares (approx)	Hectares
<b>Urban Extensions</b>	Hampton	43	Great Haddon	65	<b>155.5</b>
	Alwalton Hill	40	Norwood	2	
	Stanground South	5.5			
<b>City Centre</b>	Included within urban area figures	0	To be determined by CCAAP	3.5	<b>3.5</b>
<b>Within and adjoining the Urban area</b>	London Road	8	To be determined by SADPD (including existing allocations without permission)	20 to 50	<b>51 to 81</b>
	Various others	23			
<b>Villages</b>	Villages	0	To be determined by SADPD	3	<b>3</b>
<b>Total</b>		<b>119.5</b>		<b>93.5 to 123.5</b>	<b>213 to 243</b>

### City Centre

**5.8.5** As identified in the IGS, one of the priorities for the Peterborough economy is to increase the supply of modern office space at higher densities in the city centre. The equivalent of at least 3.5 hectares of employment land is therefore proposed in the City Centre with an emphasis on B1 development (as referred to in policy CS4). This area of land would be capable of delivering in the region of between 52,500 square metres gross B1 floorspace (if developed at an average plot ratio of 1.5) and 87,500 square metres gross B1 floorspace (if developed at an average plot ratio of 2.5). It is anticipated that a considerable proportion of the development in the City Centre will be delivered as part of mixed-use schemes. The City Centre Area Action Plan will seek to detail the specific locations for employment development and to increase the attractiveness of the City Centre as a location for offices.

### Urban Extensions

**5.8.6** Urban extensions will be required in order to achieve the RSS job targets and to provide sustainable development. The strategy proposes two new urban extensions to include employment development, namely Great Haddon and Norwood (both as part of substantial, mixed-use developments).

**5.8.7** Approximately 65 hectares of employment land are proposed at Great Haddon. This urban extension will ensure the principles of mixed-use development are adhered to and residents have the opportunity to live and work in close proximity. It is envisaged that this employment area will contain a range of B1, B2 and B8 development, together with a waste management facility.

**5.8.8** At Norwood, approximately 2 hectares of employment land are proposed as part of mixed-use development to complement the proposed residential development.

**5.8.9** The spatial strategy re-affirms employment development on committed sites (with planning permission) at Hampton Township (approximately 43 hectares), Alwalton Hill (approximately 40 hectares) and Stanground South (5.5 hectares).

## The Spatial Strategy

### Peterborough Urban Area

- 5.8.10** Further employment development in the urban area is considered to be sustainable, because of the ease of access for employees. The spatial strategy therefore proposes a considerable amount of employment development within and adjoining the urban area. Future employment sites will be on existing allocations with planning permission and those without planning permission, and on new suitable sites. Employment allocations without permission include land at the Bretton General Employment Area (12 hectares), Eastern General Employment Area (12.3 hectares), Oxney General Employment Area (10.7 hectares) and Lynchwood Business Park (2.3 hectares). However, all the current employment allocations will be reviewed as part of the Peterborough Site Allocations DPD and could potentially be de-allocated or re-allocated for other purposes.
- 5.8.11** As part of ensuring vitality and sustainability, district and local centres will be encouraged to provide further employment opportunities in combination with residential intensification.

### Villages

- 5.8.12** There remains scope for employment development in the villages in order to assist in diversifying the rural economy and enabling the reuse of redundant agricultural buildings for small-scale commercial use, but this will need to be on a modest scale, appropriate to the scale and character of any village and the highway network which serves it. The strategy proposes that employment development in the villages will be on a fairly small scale of approximately 3 hectares, with a focus on the Key Service Centres and Limited Growth Villages in the settlement hierarchy. Employment development in the villages will mainly be part of mixed-use developments to complement any residential development or in areas where there is demand.

### Policy CS3

#### Spatial Strategy for the Location of Employment Development

The strategy will be to promote and develop the Peterborough economy, offering a wide range of employment opportunities, with particular emphasis on growth of the environmental goods and services cluster, financial services, the advanced manufacturing sector, and other existing clusters in the city, building on existing strengths in 'knowledge-based' activities. The Council will work closely with relevant partners, including such bodies as Opportunity Peterborough and the East of England Development Agency, to attract employment in such activities. Support will be given to the establishment of a university to act as a catalyst to enhancing the skills and knowledge needed to support these industries.

Employment development will be mainly focused on the urban area, urban extensions and the city centre. Small-scale employment development will be allowed in villages where it would meet local needs and, in particular, would form part of mixed-use development.

Provision will be made for the development of between 213 and 243 hectares of employment land over the period from April 2007 to March 2026, including land already committed with planning permission. There will be a range of locations, types and sizes of employment land.

The broad distribution of employment land, including commitments, will be as follows:

- Hampton - approximately 43 hectares

- Alwalton Hill - approximately 40 hectares
- Stanground South - approximately 5.5 hectares
- Great Haddon - approximately 65 hectares
- Norwood - approximately 2 hectares
- The City Centre - the equivalent of at least 3.5 hectares
- Elsewhere within and adjoining the urban area of Peterborough - in the range of 51 - 81 hectares
- Villages - approximately 3 hectares

Individual sites to deliver the scale of employment growth set out above will be identified and allocated through the City Centre Area Action Plan and Site Allocations DPD. The selection of new sites for employment development will take into account sustainable development principles (i.e. social, economic and environmental issues).

Mixed-use developments (mixed horizontally or vertically) which incorporate employment together with residential, leisure and/or retail uses will be encouraged wherever appropriate within the urban area of Peterborough (and, in particular, in the city centre, district and local centres), the proposed urban extensions and the villages.

#### 5.8.13 Policy and Evidence Sources

- The East of England Plan (2008) – policies E1, E2, E3, E4,
- East of England Regional Economic Strategy, EEDA (2008)
- Peterborough Sub-Regional Economic Strategy, Peterborough Regional Economic Partnership (2008)
- PPS4: Planning for Sustainable Economic Growth, CLG (2009)
- Peterborough Employment Land Review, Peterborough City Council (2008)
- Peterborough Integrated Growth Study, ARUP (2007)

## 5.9 The City Centre

- 5.9.1** The city centre is the ‘heart of the City’ and is essential to the image, economic prosperity and future success of Peterborough. It is the part of the City most likely to be used by residents and visitors and is a major focus in the region in terms of shopping, leisure, employment and culture, providing a diversity of experience and activity. A lively, successful city centre contributes greatly to the quality of life of the people of Peterborough and the surrounding area.
- 5.9.2** The city centre is a diverse place with many positive attributes. At its heart lie the cathedral and other important listed buildings, many of which fall within the city centre conservation area. The city centre is a successful retail location, serving an extensive catchment area. It is a focus for business employment, service industries, leisure, recreational and cultural activities. It is an important interchange between different means of travel, with railway and bus stations; compared with many city centres, it is relatively accessible by private car.
- 5.9.3** However, the city centre is not without its problems, and there are issues which need to be addressed over both the long and short term. There has been relatively little investment in new retail outlets since the 1980s and the city centre has lost market share of retail expenditure from its catchment area. Its retail ranking has declined as a result of competition from Hampton (Serpentine Green), other retail centres in the East of England and East Midlands, and internet shopping.

## The Spatial Strategy

- 5.9.4** The city centre has found it difficult to compete with business park sites elsewhere in Peterborough for new business development, with the result that there has been virtually no speculative office development over the past 15 years or so. In order to enable and encourage new office development, policy CS3 provides for the equivalent of at least 3.5 hectares of employment land in the city centre. The evening economy has expanded, with a growth in pubs, clubs and restaurants, but there has not been a similar development of the cultural offer to residents or tourists. However, the Council is committed to addressing these issues. For example, it has commenced a new strategy of proactive engagement with the development industry in order to bring forward development sites for a wide range of uses. The Council is also directly investing in the city centre, such as through its programme of ongoing public realm works. These initiatives have the aim of regenerating the city centre which in turn will attract more businesses, workers and visitors.
- 5.9.5** There is a network of pedestrianised and semi-pedestrianised streets, but pedestrian permeability is poor at some specific locations. Bourges Boulevard, for example, forms a barrier to easy movement on foot between certain key attractions. Notwithstanding improvement works in Cathedral Square in 2009, the public realm has seen little investment for many years, with the result that many building frontages, pavement surfaces and items of street furniture are looking tired and dated. The need to make better use of the River Nene as an amenity and feature of the city centre was mentioned by many stakeholders during consultation in the formulation of this Core Strategy.
- 5.9.6** Some of the biggest issues for the city centre surround the most appropriate ways to develop and enhance vacant and underused land, particularly towards the fringes of the centre. These include, in particular, sites which have been previously identified in the City's Local Plan – North Westgate; land around the railway station; the South Bank (south of the River Nene and either side of the Peterborough – March railway line); and the District Hospital site (which will be largely vacated when the District Hospital is relocated to the Edith Cavell site). These all provide opportunities to improve the offer of the city centre, with potential for residential, employment, retail, leisure, open spaces and other forms of development as appropriate.
- 5.9.7** The IGS recommended a vision for the city centre, which is reflected in objective OB13 of this Core Strategy:
- 5.9.8** *'To regenerate the city centre as a priority in order to drive growth, maintain viability and enhance vitality so that it remains at the top of the retail hierarchy in the East of England region. To create a vibrant, mixed-use centre that is alive during the day and at night and supports growth elsewhere in Peterborough. This will incorporate significant increases in the quality of its commercial, retail, cultural, leisure and recreational facilities, the provision of modern retail and office floorspace and high density housing, together with improvements to the public realm and establishment of the Cathedral Square as a community hub and meeting point.'*
- 5.9.9** Throughout the consultation process as part of the preparation of the Core Strategy and IGS, there was a general consensus that regeneration of the city centre should be given a considerable priority. The development of the night time economy and increasing living accommodation in the city centre would be needed to help create an integrated community. There must also be a step change in urban design and public safety, in retail provision, restaurants and leisure facilities to make the city centre more vibrant and inviting.
- 5.9.10** The City Council's Local Development Scheme makes provision for the preparation of a City Centre Area Action Plan (CCAAP) to address these issues in detail, and to make specific proposals to enhance the centre.

## Policy CS4

### The City Centre

Peterborough City Centre will be developed and promoted to maintain its position as a centre of regional significance. This will be aided by taking advantage of, and making decisions in accordance with, PPS4.

Within the city centre there will be a Primary Shopping Area (PSA), which will be the highest level in the hierarchy of centres for retail planning in Peterborough. The boundaries of the city centre and Primary Shopping Area will be determined by the City Centre Area Action Plan.

Expansion of retail floorspace, in particular for comparison goods, will be encouraged in accordance with appropriate capacity forecasts, with priority given to retail expansion in the early years in the North Westgate area. Improvements and appropriate development in the Bridge Street area will be encouraged as part of a phased strategy to complement development in the North Westgate area.

Major new cultural and leisure developments which will meet the needs of the city and its sub-region, as well as the local needs of a significantly larger city centre resident population, will be encouraged.

The city centre will be promoted as a location for substantial new residential development at a range of densities according to location, delivering in the order of 4,300 additional dwellings. It will also be promoted as a location for employment development, with an emphasis on B1 development (together with employment in all of the service sectors outside the B Use Classes). Mixed use development will be encouraged.

The City Centre Area Action Plan will identify areas of the city centre where there are opportunities to concentrate development of a particular use or where mixed use would be appropriate. Areas for regeneration or change will include, but not be limited to, the South Bank, the site of Peterborough District Hospital, land beside the River Nene, and the Railway Station Quarter area, along with potential sites for university buildings. Other areas of regeneration and redevelopment will come forward as part of the City Centre Area Action Plan process.

Improvements to the public realm throughout the city centre will be promoted, with a particular focus on the pedestrian environment and connections between the railway station, bus station and Cathedral Square; between Cowgate, Priestgate and Bridge Street; and between Cathedral Square and the Embankment, South Bank and Rivergate. Enhancement of the public realm and natural environment, including better walking and cycling links and river-based navigation, will be supported with good quality and well designed street furniture, use of public art, tree planting and landscaping, and development constructed using high quality building materials.

The city centre's historic environment will be protected, including through the requirement that any new development should be of a scale, character, quality of design and standard of finish that will preserve and enhance its character and appearance.

- 5.9.11** The policy stems from, and delivers, the first bullet point of policy PB1 of the RSS, and conforms with many other RSS policies. It fulfils the PPS4 requirement in respect of retail hierarchy and helps in the achievement of one of the high level outcomes of the Sustainable

## The Spatial Strategy

Community Strategy – ‘Creating a safe, vibrant city centre and sustainable neighbourhood centres’. It uses the findings of retail studies and capacity work to identify locations for new retail floorspace which will enhance Peterborough’s offer.

- 5.9.12** Stakeholder feedback and RSS policy both favour increased residential provision in the city centre, and the policy promotes this. The density of new residential development will depend on a number of factors including location, design, site shape and constraints, and relationship to adjoining buildings. Therefore a range of densities are likely to be delivered in the city centre, taking factors such as these into account.
- 5.9.13** The result of increased residential provision will be greater pedestrian activity in the centre at different times of the day, a local catchment population to support better facilities and casual surveillance to deter crime and anti-social behaviour. Prioritising redevelopment in areas of regeneration will assist in bringing previously developed land into use and help in revitalising the centre. The detailed options for these areas will be developed through the City Centre Area Action Plan.
- 5.9.14** Finally, the policy prioritises improvements to the public realm, pedestrian connectivity, and the quality of the built environment; all of these have featured in consultation responses.
- 5.9.15** **Outcome of Sustainability Appraisal** - The SA appraises the policy positively overall, but given the substantial scale of development proposed, there are many mixed and several negative scores. Other policies in the Core Strategy are considered to mitigate for identified significant negative effects on flood risk and the consumption of natural resources, but the significant negative effect on the non-renewable energy consumption was not felt to be mitigated, given the substantial initial consumption of energy that will be required to undertake proposed development in the City Centre. Given the regeneration expected from the policy, positive effects have been appraised for objectives to improve employment generation, improve access to services and reduce the need to travel by car, and the overall vibrancy of the City.

### Relationship to Objectives

**5.9.16** This policy will help to deliver the following Core Strategy objectives:

- OB3 – Urban and Rural Character and Distinctiveness
- OB7 – Balanced Mixed Housing
- OB9 – Housing Quality and Density
- OB13 – City Centre
- OB16 - Walking and Cycling
- OB17 - Railway Station
- OB21 - Leisure and Culture Offer
- OB24 - River Nene
- OB26 – Urban Fabric and Public Realm
- OB29 - Flood risk

### Policy and Evidence Sources

- PPS4: Planning for Sustainable Economic Growth, CLG (2009)
- The East of England Plan (2008) - policies SS6, E5, C1, C2, T5, T9, T13, ENV6, PB1
- Peterborough City Centre Area Action Plan Consultants Recommended Option, EDAW, 2009

## 5.10 Urban Extensions

- 5.10.1** The policies set out above for the location of new housing and employment land refer to the need for sustainable urban extensions, in order to deliver the scale of growth that is expected of Peterborough up to 2026 and beyond.
- 5.10.2** The continued development of Hampton is a key part of the overall spatial strategy, and around 3,500 dwellings, employment land and related facilities are all still committed by the existing planning permission. At Stanground South, an urban extension including the development of over 1,500 dwellings, 5.5 hectares of employment land, a primary school and local centre, is also committed by an existing planning permission.
- 5.10.3** A new urban extension is proposed at Norwood, adjacent to Paston Reserve which has permission for some 1250 dwellings with associated community facilities. Development at Norwood should give consideration to, and be designed so that it is sympathetic with the permitted scheme at Paston Reserve, in order to create a single comprehensive development area.
- 5.10.4** It is proposed that a further substantial sustainable urban extension should take place at Great Haddon. It is envisaged that this will function as a self contained settlement, but also as part of a linked community with Hampton and the village of Yaxley to the south and east. Given its close relationship with communities in Cambridgeshire, the City Council will work closely with the adjoining authorities to ensure the successful delivery of the extension.
- 5.10.5** It is important that the new extension areas are developed as genuinely sustainable places, with a full range of residential opportunities to create balanced, mixed communities; employment areas; and all of the services and facilities that will enable residents to meet their day-to-day needs locally. It is equally important that development of these areas takes place in a manner that is well integrated with the existing communities of Peterborough, so that they are seen as, and function as, part of the City, rather than stand-alone communities.
- 5.10.6** These new extension areas offer scope to implement the most up-to-date thinking in sustainable development, using new technologies in the design and construction of buildings to maximize renewable and low carbon energy sources, include measures to increase water efficiency, incorporate effective waste management facilities at the outset and provide opportunities for residents to walk, cycle or travel by public transport in preference to use of the private car.

### Policy CS5

#### Urban Extensions

**The spatial strategy for Peterborough includes growth of the existing built-up area of the City by means of sustainable urban extensions. These will include extensions already permitted at Hampton, Stanground South and Paston Reserve. Further urban extensions will take place at Norwood and Great Haddon.**

**Proposals for the Norwood urban extension should give consideration to and be designed so that they are sympathetic with the permitted scheme at Paston Reserve in order to create a single, comprehensive development area.**

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Development of each new urban extension must comply with all the relevant development plan documents including other policies set out in the remainder of the Core Strategy, and must be planned and implemented in a comprehensive way that is linked to the delivery of key infrastructure. In particular, each of the urban extensions at Great Haddon and Norwood should :

- Make efficient use of land, provide a broad range of housing choice by size and tenure (including market and affordable housing) and cater for people with special housing needs
- Contribute towards the provision of a Gypsy and Traveller transit site in Peterborough, with the scale of the contribution being agreed through negotiation, taking into account the financial viability of the urban extension as a whole. The contribution will be secured via an appropriate legal agreement
- Provide a wide range of local employment opportunities that offer a choice of jobs in different sectors of the economy
- Make provision for an appropriate level of retail, leisure, social, cultural, community and health facilities to meet local needs without having an unacceptable impact on the vitality and viability of existing centres
- Incorporate nursery and primary schools and either a secondary school if the scale of the urban extension justifies it on-site, or, if not, a contribution to secondary school provision off-site, in order to meet the needs generated by the urban extension
- Provide a network of open spaces for play, sport and recreation, including local nature reserves, woodlands and green spaces
- Incorporate design solutions to maximise the use of energy from on-site renewable and/or decentralised renewable or low carbon energy sources; and maximise energy efficiency;
- Incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding area

In the case of the Great Haddon urban extension, which would be located adjacent to Orton Pit SAC (a site of international ecological conservation importance), the Council will require the submission of sufficient information from the applicant to enable it to complete a project level Appropriate Assessment under the Habitats Regulation Assessment process. Such an assessment must clearly demonstrate that the development will have no harm to protected species and habitats, in accordance with the relevant regulations. The development should include:

- A sufficient amount and variety of green space, to help to alleviate potential recreational pressure on Orton Pit SAC. This will require a provision over and above the standard open space requirements
- Dependent upon the findings of the EIA, informed by the Appropriate Assessment, a management strategy to ensure that inappropriate access to Orton Pit SAC is controlled and regulated to prevent adverse impacts to sensitive interest features
- Measures to protect the SAC from the consequences of potential changes in air quality arising from the development

### 5.11 Regeneration

**5.11.1** A key feature of the strategy for the future of Peterborough has always been an acknowledgement that the needs of existing communities in the area are equally as important as the needs of new communities arising from growth. If we are to create truly sustainable



## The Spatial Strategy

communities across the entire local authority area, we need a strategy that tackles issues of disadvantage and deprivation, and locally-identified problems; a strategy that captures some of the investment arising from growth for the benefit of all; and a strategy that delivers regeneration of existing places as part of an overall ambition to secure the Sustainable Community Strategy vision for a 'bigger and better Peterborough'.

- 5.11.2** This is a theme that is common throughout plans and strategies for Peterborough. It permeates the Sustainable Community Strategy and Local Area Agreement and, with variations in emphasis, is reflected in such documents as the Peterborough Sub-Regional Economic Strategy and the Peterborough Investing in Communities Business Plan.
- 5.11.3** Policy PB1 of the East of England Plan highlights the fact that the strategy for Peterborough is for 'growth and regeneration', emphasising, among other things, the regeneration of the city centre and inner urban areas. Peterborough is listed as one of the locations with significant areas of deprivation in Policy SS5, with a need for policies to tackle economic, social and environmental issues.
- 5.11.4** From the Indices of Multiple Deprivation, we know that there is one Lower Super Output Area (LSOA) (Dogsthorpe 1) in the highest 5% of LSOAs nationally; and a further eight LSOAs (in Central, East, Dogsthorpe and Ravensthorpe wards) in the highest 10% nationally. Other areas of high multiple deprivation exist in Orton Waterville, Orton Longueville, Paston, Bretton North and Stanground Central Wards. Issues to be addressed include, but are not limited to, relatively low educational attainment, relatively high unemployment, below average life expectancy, higher than average teenage pregnancy rates, homelessness, poor housing conditions, traffic, parking, road safety, a shortage of locally-accessible facilities, the condition of the housing stock and the quality of the environment.
- 5.11.5** However, the relative significance of these issues varies from place to place. Whilst some are widespread, others are particularly localised. Notwithstanding the high levels of multiple deprivation in some places, there are substantial areas of Peterborough which experience relative affluence, but this does not mean that they are without problems. There may be issues such as housing affordability, or speeding through traffic in areas which do not register as 'deprived'. Furthermore, the relative importance of issues to local people does change over time.
- 5.11.6** We must acknowledge the prospect in the coming years of the need for some demolition and redevelopment of properties whose fabric or environment has deteriorated beyond reasonable repair.
- 5.11.7** What is clear from all of the above is that any policy approach must be based on a thorough understanding of issues, derived from both statistical evidence and community-derived needs. In addition, issues must be tackled by agencies working in partnership, and using developer contributions and grant-aid to supplement core funding streams.

### Policy CS6

#### Neighbourhood Regeneration

**The City Council will use a Neighbourhood Management approach to deliver sustainable communities across the Peterborough local authority area. Working with service providers, other stakeholders and community groups, the Council will identify and implement priorities for regeneration and investment according to evidence, particularly measures of deprivation and locally-determined needs.**

## The Spatial Strategy

Regeneration will focus on tackling inequalities and disadvantage in housing, health, education, training, employment, community safety and accessibility to community facilities; improving public transport and provision for pedestrians and cyclists; and on making improvements to the physical fabric of buildings and to the environment, including public open space.

Service delivery and local community planning will be based on three Neighbourhood Management Areas:

- Central and East Neighbourhood (incorporating the following Wards: Central, North, Park, East, Dogsthorpe);
- South Neighbourhood (incorporating the following Wards: Stanground Central, Stanground East, Fletton, Orton with Hampton, Orton Longueville, Orton Waterville); and
- North-West Rural Peterborough (incorporating the following Wards: Northborough, Barnack, Glinton and Wittering, Werrington North, Werrington South, Newborough, Eye and Thorney, Paston, Walton, Bretton North, Bretton South, West, Ravensthorpe).

Whilst this regeneration approach will ensure all parts of the Peterborough local authority area are taken into account, steps will be taken to ensure that the spread of investment shall not risk diluting the benefits received by those neighbourhoods in most need.

Core funding streams will be supplemented by grant-aid and by developer contributions through the operation of the proposed planning obligations strategy. Contributions to community infrastructure which are secured from developments of a size that when combined may have a cumulative impact on neighbourhoods, will be amalgamated into a separate pool for each of the Neighbourhood Management Areas, and used to deliver benefits within the pool area from which the contribution is derived.

In accordance with the spatial development strategy of this Core Strategy, development and redevelopment in and around District Centres will be permitted at densities which are higher than those existing in the surrounding area, in order to improve the viability of local facilities and the operation of public transport, through the presence of a larger population within walking and cycling distance.

Where evidence reveals that the condition of the dwelling stock and surrounding environment in any location is such that investment in improvements can no longer be justified, the Council will work with partner agencies on the most appropriate approach to demolition and replacement. This may be on an individual basis or in the form of a programme of selective replacement. Elsewhere, environmental improvements will include enhancements to the public realm as well as renovation of the existing stock.

- 5.11.8** Despite the need to focus on tackling deprivation and narrowing gaps in the quality of life, there is also a need across Peterborough to ensure that the growth of the city creates sustainable communities everywhere. This means that the approach to neighbourhoods should take account of investment throughout the area, not just in targeted localities.
- 5.11.9** The core aims of the Neighbourhood Management approach are to ensure that all of our communities benefit from the growth that Peterborough will enjoy over coming years, and to regenerate parts of Peterborough according to need. Additional benefits include enabling a process of more effective and appropriate decision-making based on evidence and

## The Spatial Strategy

community engagement, attracting new resources to Peterborough through the development of robust development plans, and reprioritising mainstream investment to better meet the needs and aspirations of our neighbourhoods.

- 5.11.10** The policy provides an excellent opportunity to ensure the full alignment of a number of key policies and initiatives – the new Local Area Agreement, the new Corporate Area Assessment process, delivery of the Regional Economic Strategy. In particular, it will contribute directly to two of the four priorities of the Sustainable Community Strategy: Creating Opportunities – Tackling Inequalities; and Creating Strong and Supportive Communities.
- 5.11.11** The policy is consistent with, and helps to deliver relevant elements of policies SS1, SS2, SS5 and PB1 of the RSS; and with other policy approaches elsewhere in this Core Strategy, with its references to higher residential densities and intensification within the urban area, and the pooling of developer contributions secured from planning obligations.
- 5.11.12** Regeneration measures are also proposed for the City Centre in Core Strategy policy CS4, through promotion of business, leisure and tourism development.
- 5.11.13 Outcome of Sustainability Appraisal** - The results from the SA identify no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the following sustainability objectives: reducing health inequalities; access to learning, training, skills and knowledge; access to basic services and facilities; reduced crime and fear of crime; promote a more vibrant Peterborough City; support rural communities and rural practices to make a vibrant rural economy; access to employment and reduced income deprivation; diversify the economy and increase economic vitality. However, the SA notes that by attempting to spread the benefits of regeneration more widely, the policy does risk diluting the benefits received by those neighbourhoods in most need.

### Relationship to Objectives

- 5.11.14** This policy will help to deliver across the full range of Core Strategy objectives, but with particular emphasis on the following:
- OB1 - Delivery
  - OB4 - Local Services
  - OB5 - Health and Emergency Services
  - OB6 - Education
  - OB14 - District Centres
  - OB26 - Urban Fabric and Public Realm

### Policy and Evidence Sources

- PPS 1: Delivering Sustainable Development, ODPM, 2005
- The East of England Plan (2008) - policies SS1, SS2, SS3, SS5 and PB1
- Peterborough Sustainable Community Strategy
- East of England Regional Economic Strategy, EEDA, 2008
- Peterborough Sub-Regional Economic Strategy 2008 -2031, Peterborough Regional Economic Partnership, 2008
- Indices of Multiple Deprivation, ODPM, 2007
- Local Government White Paper: Strong and Prosperous Communities, DCLG, 2006
- Third Sector Strategy for Communities and Local Government, CLG, 2007

## The Spatial Strategy

### 5.12 Regional Freight Interchange

- 5.12.1** Government policy is strongly in favour of increased use of rail for transporting freight within the UK, for reasons of minimising both road congestion and carbon emissions. An essential component of increasing the amount of freight travelling by rail is additional railhead terminals where freight can be offloaded, stored and transferred to road for final delivery.
- 5.12.2** Policy T10 of the East of England Plan is in line with such Government advice, with the policy seeking proposals enabling “maximising the proportion of freight carried by rail” and that “provision should be made for at least one strategic rail freight interchange at locations with good access to strategic rail routes and the strategic highway network.”
- 5.12.3** An opportunity for such a strategic rail freight interchange has arisen in Peterborough on a site to the south-east of the city, immediately north-east of Stanground, and is known by the name of ‘Magna Park’. The site adjoins the railway line between March and Peterborough, which forms part of the nationally designated freight route between Felixstowe and Nuneaton. The developer specialises in delivering modern warehousing by using environmentally friendly processes. The proposed development would aim to reduce road congestion by establishing a facility whereby freight can be offloaded and transferred from rail to road (and vice versa).
- 5.12.4** The total site area is approximately 135 hectares. A greater proportion (102 hectares), lies within the Peterborough administrative area, with about 33 hectares in the Fenland administrative area.
- 5.12.5** As can be anticipated, a development of this scale requires a considerable amount of evidence to be gathered and analysed. This evidence gathering continues but the evidence gathered to date gives the Council sufficient strategic comfort that a regional freight interchange is appropriate in the location identified, and that there is a reasonably strong prospect of a deliverable scheme coming forward.
- 5.12.6** The Council will continue to work with the prospective developers of the scheme, and with Fenland District Council and Cambridgeshire County Council, with a view to considering a planning application or formulating views for the Major Infrastructure Planning Unit in due course.
- 5.12.7** The Council wishes to make it clear, however, that the overall spatial strategy of this Core Strategy is not reliant on a regional freight interchange for its successful delivery. The strategy will not be unduly affected if this scheme does not proceed. In particular, it has been demonstrated above that sufficient employment land will be made available (through policy CS3) to meet regional and local ambitions for economic growth; and the ‘regional need’ for a freight interchange would simply have to be considered elsewhere in the region. There is no imperative regional policy position that the site must be in Peterborough, although the locational strengths of the Stanground site are acknowledged and supported by the Council.

#### Policy CS7

#### Regional Freight Interchange

**Subject to completion, by the prospective developers, of a clear evidence base which addresses all the relevant issues, the Council will support the principle of the development of a strategic regional road/rail freight interchange on land to the north-east of Stanground.**

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If the Council is satisfied with that evidence, the precise boundaries of the site will be determined in the forthcoming Peterborough Site Allocations DPD.

In reaching its decision, considering any planning application at this location, or in making comments to Ministers via the Major Infrastructure Planning Unit, the following issues will be particularly relevant:

- arrangements to minimise any potential pollution (including noise, light and air);
- how floodrisk issues, including flood safety, are to be addressed, including implications on and off site;
- impacts on biodiversity, including in particular any impacts on the Nene Washes SSSI, SAC, SPA and Ramsar Site, together with potential losses/gains of habitats (on and off site);
- arrangements to prevent potential contamination of surface and groundwater and soils;
- arrangements for an appropriate alternative source of minerals supply, to replace that which would be lost;
- strategic transport issues (rail and road) and local transport issues (including access, congestion, junctions, cycling, walking and work travel plans);
- visual and landscape impacts (including countryside and cathedral views);
- assessment of any potential archaeological impacts both within the site and in the wider area, and arrangements to address them; and
- arrangements to address potential impacts on local residents during the construction phase and subsequent operation of the site.

The developer will be expected to enter into a planning obligation to address any matters that cannot be resolved through appropriate works on site, or through the imposition of conditions on a planning permission.

As part of the evidence base and prior to consideration of a planning application, the Council will require the submission of sufficient information from the applicant to enable it to complete a project level Appropriate Assessment under the Habitats Regulation Assessment process. Such an assessment must clearly demonstrate that all feasible alternative regional locations have been considered and the selected location is the least damaging for habitats, for species and for the integrity of the Natura 2000 sites, regardless of economic considerations, and that no other feasible alternative exists that would not affect the integrity of the site; and that the scheme will have no harm to protected species and habitats, in accordance with the relevant regulations.

**5.12.8** The development of a regional freight interchange will bring clear benefits to Peterborough in terms of substantial job creation across a wide range of employment sectors, and inward investment (with multiplier effects). A key environmental benefit will be in taking lorries off the congested roads of the region, notably the A14, and in providing a substantially more environmentally efficient means of moving goods into and out of the region. There will be sustainability benefits in reduced consumption of fossil fuels and reduced carbon emissions overall.

**5.12.9** Notwithstanding this, there are clearly issues that will need to be addressed and the policy sets out the most significant ones. The policy makes reference to strategic and local transport issues. For strategic issues, the prospective developer will be expected to demonstrate what changes in traffic movements (and associated greenhouse gas emissions) will arise from the development, including such matters as the number, length and volume of journeys likely to be transferred from road to rail, the nature of emissions from construction traffic, journeys

## The Spatial Strategy

generated by employees and servicing of the site once operational. For local issues, there will be a requirement for sustainable transport infrastructure in accordance with policy CS14, to minimise the potential for car-based journeys to work.

**5.12.10** The Council is aware that the current proponent of a scheme for the site has undertaken, and continues to undertake, a considerable amount of research into many of the issues identified and is confident that all the issues can be addressed.

**5.12.11** However, whilst the Council supports the current proponent in undertaking such evidence gathering, the policy is written on a basis appropriate for a Core Strategy and sets out the policy and issues in need of addressing irrespective of who the eventual developer is (which may not necessarily be the current proponent). It should also be noted that the Core Strategy should only set out the broad strategy and policy for a regional freight interchange, whereas the detailed issues will obviously be a matter for consideration as part of a formal planning application.

### Relationship to Objectives

**5.12.12** This policy will help to deliver the following Core Strategy objectives:

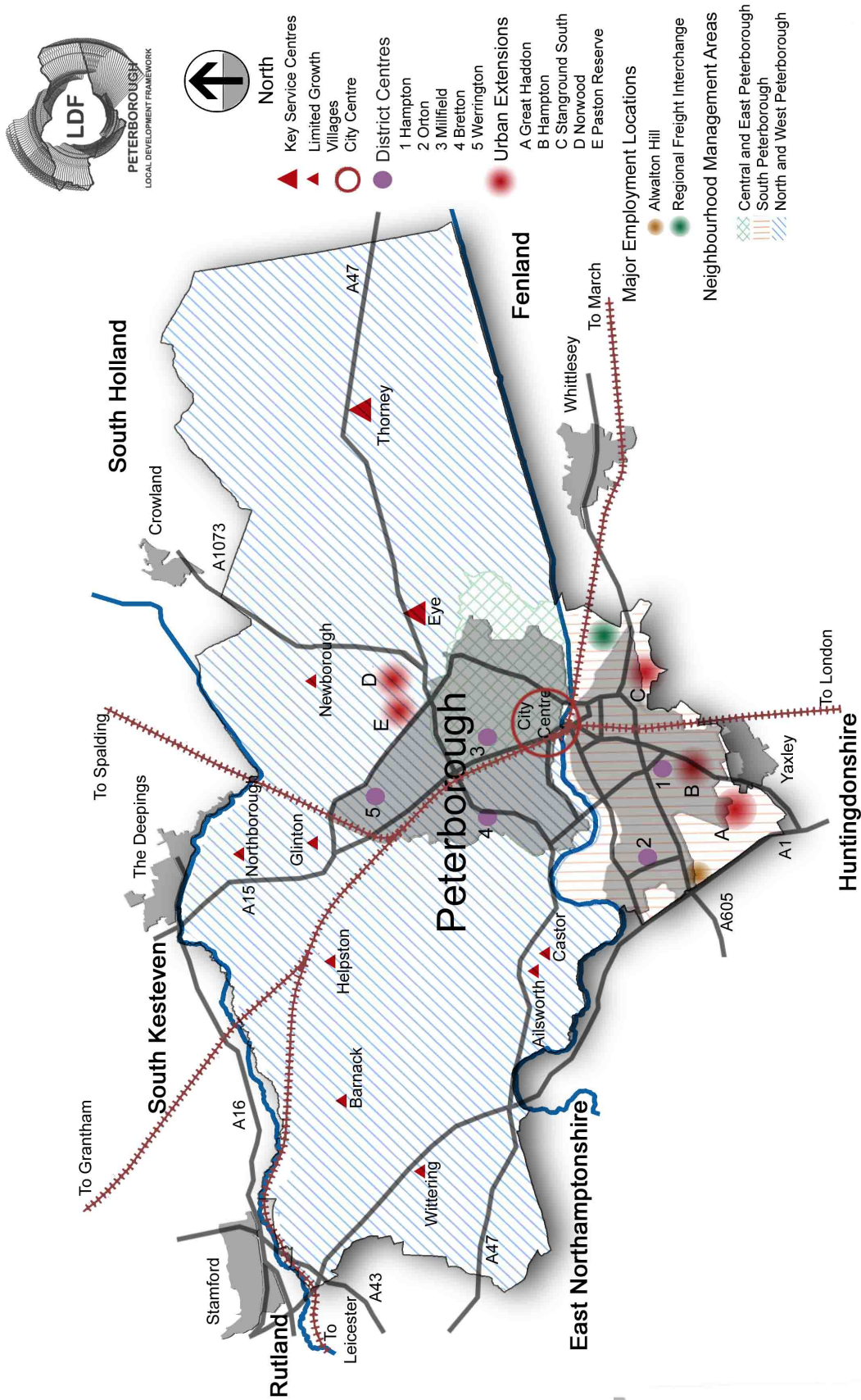
- OB1 - Delivery
- OB10 - Environmental Business Cluster
- OB12 - Local Trade and Traditional Business
- OB19 - Climate Change

### Policy and Evidence Sources

- PPG13 Transport, DETR, 2001
- The East Of England Plan (2008) - policies E2, E3, T1, T10 and PB1
- Regional Freight Strategy for the East of England Region, EERA, November 2008
- East Midlands Strategic Distribution Study, MDS Transmodal Ltd, Roger Tym & Partners and Savills on behalf of the East Midlands Development Agency, November 2006
- Peterborough Integrated Development Programme (IDP), 2009
- East of England Implementation Plan (Draft), EERA & EEDA, 2009

The Spatial Strategy

Map 1 The Key Diagram



## The Spatial Strategy



## 6 The Core Policies

### 6.1 Introduction

- 6.1.1** In this part of the document we address a series of topics which lie at the heart of our strategy. For each one, we set out our policy and the reasoned justification for it. This justification includes a reference to the outcome of the sustainability appraisal of the policy, a list of the objectives which the policy will help to deliver, and the policy and evidence sources on which it is based.
- 6.1.2** The section is structured so that it tackles the issues identified in chapters 2 to 4. The policies can be broadly grouped as follows:
- Policies CS8 and CS9 are about meeting people's basic needs for a decent home in a decent community. This includes policy on new homes, including meeting the needs of all those in our society.
  - Policies CS10 to CS14 are around delivering the infrastructure to support our growth and regeneration, including a locally specific desire to put in place the infrastructure to support Peterborough's ambition to be UK's Environment Capital.
  - Policy CS15 then turns to our community hubs of 'Centres' whether that be Local, District or the City Centre. Such Centres are at the heart of any functioning neighbourhood or settlement, and this policy support their continued role, function and regeneration.
  - Finally, policies CS16 to CS22 are a collection of policies ensuring that the built development is high quality, in terms of issues such as design, layout, setting, character, multi-functionality and safety. These core policies are essential, high-level tools for Development Management and will be supported further by more detailed 'planning policies' in a forthcoming Peterborough Planning Policies DPD.

### 6.2 Meeting Housing Needs

- 6.2.1** Proposals for the overall scale and broad distribution of new housing development have been set out in the spatial strategy (policy CS2).
- 6.2.2** Three of the key objectives of this Core Strategy are to ensure that this proposed new housing delivers a balanced mix of tenures and sizes (objective OB7), delivers sufficient affordable housing (objective OB8) and improves the overall quality of the stock (objective OB9). In short, a key task for this Core Strategy is to present a policy that will deliver housing that meets all needs.
- 6.2.3** At a strategic level, this issue of meeting all needs can be subdivided into matters relating to the mix of dwellings of different sizes that will satisfy need and demand; the provision of housing for those households unable to meet their needs in the open market; and the provision of housing for those with special requirements.
- 6.2.4** It is a key objective of national policy for housing that there should be a wide choice, variety and mix of housing, which addresses both market and affordable housing (PPS3, paragraphs 9, 10, and 20 to 25). This will help to achieve sustainable mixed communities. Provision of a variety of housing in terms of size, type and tenure helps to meet the need for appropriate family housing, young professional and executive housing, prestige homes aimed at the senior professional and managerial market as well as smaller dwellings suitable for first-time buyers and newly-forming households.

## The Core Policies

- 6.2.5** Affordable housing is housing that is provided, with subsidy, for people who are unable to meet their housing needs in the open market, locally, because of the relationship between housing costs and income.
- 6.2.6** Policy H2 of the RSS requires LDDs to set appropriate targets for affordable housing, taking into account a range of factors, including local assessments of affordable housing need. There is an expectation that some 35% of new housing (across the region as a whole) will be affordable.
- 6.2.7** It is important that the strategy for the future of Peterborough helps to meet the housing needs of all sectors of society, particularly those who are vulnerable or have special requirements that might not normally be met by the market. In the interests of accessibility and inclusiveness, housing provision must address the needs of:
- The frail elderly
  - Persons with a medical condition
  - Persons with a physical disability
  - Persons with a mental health problem
  - Persons with a severe sensory disability
- 6.2.8** Our policy to address these needs is set out below (but it should be noted that Gypsies and Travellers are a separate group with particular housing needs, addressed by policy CS9).

### Policy CS8

#### Meeting Housing Needs

**The strategy will be to secure a wide choice of high quality new homes that meet the needs of all members of the community, widening the range of property sizes available in response to future needs and demand, providing houses that will help to encourage employees to live locally rather than commute into Peterborough from elsewhere, and supporting the economic development strategy of this Core Strategy.**

**Developers will be encouraged to bring forward proposals for housing which will provide a mix of housing types and size that will meet the identified need for Peterborough in order to secure mixed communities.**

**On all development sites on which 15 or more dwellings are proposed (whether as new-build or conversion), the City Council will seek provision, through negotiation, of:**

**(a) 30% of the dwellings as affordable houses (unless the proposed development is itself for more than 30% affordable housing); and**

**(b) 70% of any affordable dwellings to be in the form of social rented homes and 30% in the form of intermediate homes.**

**The Council will negotiate with developers to secure affordable housing on the basis of the above targets, but will take into account the financial viability of any individual scheme (using a recognised viability model).**

**Affordable housing shall be provided on the development site, unless the developer can demonstrate exceptional circumstances which necessitate provision on another site, or the payment of a financial contribution (of broadly equivalent value) to the Council to enable some housing need to be met elsewhere.**

## The Core Policies

The Council may release a site adjacent to a village envelope for the provision of affordable housing, as an exception to the normal policy of development restraint in the countryside, provided that:

- the site is otherwise suitable for residential development in the light of all other policies in the development plan; and
- a specific local need for affordable housing has been demonstrated, over and above that which could be met through the operation of the affordable housing policy set out above; and
- the proposed development would provide affordable housing of a number and type which meets (or contributes towards meeting) the local need.

Working in partnership with developers, housebuilders, registered social landlords and other stakeholders, the Council will seek housing solutions that meet the particular needs of all sectors of the community. Until such time as the construction of all dwellings to Lifetime Homes Standards becomes a mandatory part of the national Code for Sustainable Homes, on all development sites on which 15 or more dwellings are proposed, there will be a requirement to provide 20% of the dwellings to Lifetime Homes standards. On all development sites on which 50 or more dwellings are proposed, there will be an additional requirement to provide 2% of the dwellings as wheelchair homes.

- 6.2.9** This policy brings together a number of requirements relating to mix, size, type and tenure to ensure the provision of housing that will meet the needs and aspirations of Peterborough's existing and future population and to create balanced mixed communities.
- 6.2.10** The policy does not specify a particular mix of house types that must be achieved in any development, but more advice on this matter is available as part of the Peterborough Sub-Regional Strategic Housing Market Assessment (SHMA), which will be periodically updated every few years (the latest versions at time of writing being in 2008 and 2010).
- 6.2.11** If the economic development strategy of growth based on the attraction of new and expanding companies in the environmental and knowledge-based industries is to succeed, there will be a need for large, top-of-the-range houses that will enable business leaders to live locally. Evidence from the SHMA shows that Peterborough has the lowest proportion of dwellings of 4 rooms and over, compared with all the other authorities in the housing market area. The provision of more houses in this size range would encourage and enable more people who currently work in Peterborough but live elsewhere, to live locally. This would help to create a more sustainable pattern of development, reducing the current major daily commuting flows into Peterborough.
- 6.2.12** Developers will be encouraged to bring forward proposals which will, in overall terms, secure the market and affordable housing mix as recommended by the up to date SHMA evidence (which will be made available on the Council's website). For example, and for affordable housing specifically, at the time of writing and based on the latest 2010 SHMA evidence, the recommended longer term average split is set out in the table below.

Table 5 Affordable Housing Mix

	1 & 2 bedrooms	3 bedrooms	4 bedrooms & more
Affordable housing	61%	33%	6%

## The Core Policies

- 6.2.13** This affordable housing mix is not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics/circumstances. However, the above figures will, unless revised SHMA evidence and/or financial viability indicate otherwise, be sought on “larger development schemes”, which can be defined as schemes which provide more than 200 new dwellings, in order to secure balanced, mixed communities.
- 6.2.14** Paragraph 6.2.11 refers to the relative shortage of large houses at the top end of the market, and the policy makes reference to widening the range of property sizes available. Through its Site Allocations DPD, the Council will allocate and safeguard some sites (or parts of sites) specifically for large houses at low densities.
- 6.2.15** The policy sets an overall target for 30% affordable housing. For many years, it has been difficult for local people on lower incomes to secure market housing. Although house prices in Peterborough are generally lower than those across the region as a whole, so too are average incomes. A limited supply of new affordable properties, and the loss of existing affordable homes through ‘right to buy’ and ‘right to acquire’ provisions have tended to exacerbate housing problems for those in need. The SHMA has calculated the current and future need for affordable housing in relation to supply, and reached the conclusion that there is a total annual affordable housing requirement of 808 dwellings, although only 578 of these are required each year to meet newly-arising need (the remainder being required to overcome current outstanding need). For the future, it is calculated that each year, some 766 out of a total of 1,959 newly forming households (representing 39%) are unable to buy or rent in the open market.
- 6.2.16** However, the Peterborough Affordable Housing Financial Viability Assessment shows that residential development across Peterborough would not be viable if the Core Strategy was to require 39% of all new dwellings to be provided as affordable homes. Instead, whilst accepting that the viability of new development will vary over time and between one site and another, a target of 30% would be reasonable for the plan period as a whole, based on what would be financially viable.
- 6.2.17** It should be noted that this 30% is not a ceiling; a higher proportion may be achievable where there are no abnormal development constraints and there are opportunities for early promotion and planning with developer partners and the Homes and Communities Agency.
- 6.2.18** The policy sets a site size threshold (i.e. the size of residential development site at and above which an element of affordable housing will be required) of 15 dwellings. PPS3 says that the national indicative minimum site size threshold is 15 dwellings. There do not appear to be any circumstances particular to Peterborough which warrant a departure from this national threshold.
- 6.2.19** The policy seeks, via negotiation and through taking account of a scheme’s financial viability, any affordable housing provision to be divided into 70% social rented homes and 30% intermediate homes. This is to prioritise the provision of homes that people can reasonably afford and reflects the Council’s priority for social rented accommodation identified in the Housing Strategy. The split is supported by evidence as part of two SHMAs (2008 and 2010 refresh) and an Affordable Housing Financial Viability Assessment (2009).
- 6.2.20** The overall spatial strategy set out in policy CS2 limits the scope for residential development in rural areas, and due to the size and scale of development in most villages, it is unlikely that the needs of the rural communities as identified through the SHMA can be met through a standard site size threshold approach. Therefore to enable the provision of affordable housing in villages the policy sets out the criteria under which the release of land as a “rural exception” site would be acceptable.

## The Core Policies

- 6.2.21** The policy seeks housing solutions that meet the particular needs of vulnerable sectors of the community. Peterborough City Council is a Supporting People administering authority and has published a Supporting People Five Year Strategy. The programme offers vulnerable people the opportunity to improve their quality of life by providing a stable environment that enables greater independence. It aims to deliver high quality and strategically planned housing-related services that are cost effective and reliable, and complement existing care services.
- 6.2.22** Ultimately, the Supporting People Strategy can only meet people's needs if there is accommodation of a suitable standard. Evidence from the SHMA 'Stage One Report: Needs Analysis' shows that around 19% of all households in Peterborough have one or more members in an identified special needs group. Over 9% have one or more members with a physical disability, and there is a clear need for better provision of fully accessible homes. This is a characteristic of a genuine sustainable development – provision that will enable easy adaptation to future lifestyle requirements. Around 24% of households contain only older people (above state pension age) and life expectancy is increasing, so that there will be an increasing need for older persons accommodation. The need for such accommodation is likely to change, to take account of choice of location and type of provision and support. Advice from the Peterborough Primary Care Trust is that the future is likely to see a mixed model of provision including retirement village(s), extra care housing (independent living with targeted support as necessary) and care homes.
- 6.2.23** At a national level, this issue is recognised by the Government in its national strategy for housing in an ageing society 'Lifetime Homes, Lifetime Neighbourhoods' (2008) in which proposals to make Lifetime Homes Standards houses a mandatory part of the Code for Sustainable Homes are set out.
- 6.2.24** The 20% figure for Lifetime Homes in the policy takes as its starting point the evidence from the Needs Analysis that over 9% of households have a physical disability, but it is increased to improve the opportunity to match those households in need with the particular design of individual properties, and to reflect the national policy drive to greater social inclusion as a fundamental element of a more sustainable future. The policy makes it clear that these percentages and thresholds will apply until the Government makes construction to Lifetime Homes Standards mandatory for all dwellings through the Code for Sustainable Homes, which is likely to be 2011 for all public sector funded housing and 2013 for all new housing. The policy therefore accords with national policy advice in PPS1, paragraphs 6, 13(iv), 14, 16, 27(iii) and 39, and the Government's national strategy.
- 6.2.25** The site size threshold for the provision of Lifetime Homes is the same as that for affordable housing, for consistency.
- 6.2.26** For the purposes of the policy 'wheelchair homes' means homes designed in accordance with the Housing Corporation Scheme Development Standards, 2003.
- 6.2.27** Taken as a whole, the policy is consistent with, and helps to deliver, the Peterborough Housing Strategy. It conforms to the RSS policy H2. And it contributes to the key priority of the Sustainable Community Strategy 'Delivering Substantial and Truly Sustainable Growth' and the high level outcomes of 'Creating Better Places to Live', 'Creating a Truly Sustainable Built Environment', 'Regenerating Neighbourhoods' and 'Building Community Cohesion'.
- 6.2.28** **Outcome of Sustainability Appraisal** - The results from the SA do not identify any significant negative effects arising from the policy. There will be significant positive effects in relation to the following sustainability objectives: help make suitable housing available and affordable for everyone; support rural communities and rural practices to make a vibrant rural economy. In terms of affordable housing, the SA notes that the proportion sought is lower than that

## The Core Policies

calculated by the SHMA because, from the evidence of the Affordable Housing Financial Viability Assessment, that proportion would not be viable. The same applies to the social rented/intermediate split.

### Relationship to Objectives

**6.2.29** This policy will help to deliver the following Core Strategy objectives:

- OB7 - Balanced Mixed Housing
- OB8 - Affordable Housing
- OB9 - Housing Quality and Density

### Policy and Evidence Sources

- PPS1: Delivering Sustainable Development, ODPM (2005)
- PPS3: Housing, CLG (2010)
- Delivering Affordable Housing, CLG (2006)
- The East of England Plan (2008) - policies H2 and PB1
- Peterborough Sub-Regional Strategic Housing Market Assessment, Fordham Research Group (2008)
- Peterborough Sub-Regional SHMA Stage One Report: Needs Analysis, Fordham Research Group (2008)
- Peterborough Housing Strategy, Peterborough City Council (2008)
- Peterborough Supporting People Five Year Strategy, 2005-2010, Peterborough City Council (2005)
- Peterborough Integrated Growth Study, Arup (2008)
- 'Lifetime Homes, Lifetime Neighbourhoods - a National Strategy for Housing in an Ageing Society', CLG in partnership with DH and DWP (2008)
- Peterborough Affordable Housing Financial Viability Assessment, Adams Integra (2009)
- The Need for 'Top of the Market' Prestige Homes in Peterborough, Peterborough City Council (2009)

## 6.3 Gypsies and Travellers

**6.3.1** Although some Gypsy and Traveller households have been able to meet their accommodation needs in permanent dwellings, throughout many parts of the country in recent years, the Gypsy and Traveller community has experienced difficulties in securing sufficient caravan sites to meet their needs.

**6.3.2** The provision of additional pitches (whether for permanent occupation or transit use) can be achieved through the normal process of the submission of a planning application and the granting of planning permission; and, if necessary, through the identification and allocation of land in the Site Allocations DPD.

**6.3.3** In Peterborough there are currently 2 Council owned sites and 9 private sites. The Council owned sites are located at Oxney Road and Paston Ridings on the eastern side of the City and are large in size. The private sites are located in the urban and rural areas to the north and east of the City and the number of pitches on each site varies, with the largest site accommodating an extended family on eight pitches.

**6.3.4** From the experience of the Council in managing its sites, and from views expressed by residents of sites within Peterborough, it is clear that future provision should aim to deliver smaller sites which have a maximum capacity of 15 pitches, and in many cases, considerably fewer.

- 6.3.5** There is currently no transit site in Peterborough where Gypsies and Travellers can stay on a purely temporary basis before moving elsewhere. The need for a transit site is justified by the scale and frequency of unauthorised roadside encampments. The development of a transit site would meet the seasonal and emergency stopping needs of Gypsies and Travellers, and provide the Council and Police with greater powers to move caravans off land where they have no authorisation.

## Policy CS9

### Gypsies and Travellers

The City Council will maintain a local assessment of need for Gypsy and Traveller pitches (permanent and transit) and Travelling Showpeople plots. The outcome of these assessments will assist the Council, if necessary, in the identification and allocation of land for sites for permanent pitches in the Site Allocations DPD, and in the determination of applicable planning applications.

The criteria which will be used to identify suitable new Gypsy and Traveller caravan sites and associated facilities, the identification of which may form part of a larger residential-led allocation in the Site Allocations DPD, are:

- (a) the site and its proposed use should not conflict with other development plan policies or national planning policy relating to issues such as floodrisk, contamination, landscape character, protection of the natural and built environment or agricultural land quality;
- (b) the site should be located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school;
- (c) the site should enable safe and convenient pedestrian and vehicle access to and from the public highway, and adequate space for vehicle parking, turning and servicing;
- (d) the site should be served, or be capable of being served, by adequate mains water and sewerage connections; and
- (e) the site should enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of occupiers of nearby properties or the appearance or character of the area in which it would be situated.

The Council will be prepared to grant permission for sites in the countryside (i.e. outside the Urban Area and Village Envelopes) provided that there is evidence of a need (as identified in the local assessment), that the intended occupants meet the definition of Gypsies and Travellers, as set out in Government guidance, and provided that the above criteria (a) to (e) are met. In the countryside, any planning permission granted will restrict the construction of permanent built structures to small amenity blocks associated with each pitch.

The Council has identified a clear need for a Gypsy and Traveller transit site, and therefore intends to safeguard a site for such purposes in the Site Allocations DPD, guided by the above criteria.

The above criteria will also be used for development control purposes, and planning permission will only be granted for the development of land as a Gypsy or Traveller caravan site if each one can be satisfied.

## The Core Policies

- 6.3.6** The policy provides the guidance necessary to meet needs and steer Gypsy and Traveller developments to appropriate sites.
- 6.3.7** Although the Community Strategy does not make specific mention of Gypsies and Travellers or Travelling Showpeople, the policy will help to deliver two of its priorities: 'Creating Opportunities – Tackling Inequalities' and 'Creating Strong and Supportive Communities'.
- 6.3.8** **Outcome of Sustainability Appraisal** - The results from the SA identify no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the following sustainability objective: help make suitable housing available and affordable for everyone.

### Relationship to Objectives

**6.3.9** This policy will help to deliver the following Core Strategy objectives:

- OB7 - Balanced Mixed Housing
- OB8 - Affordable Housing

### Policy and Evidence Sources

- ODPM Circular 01/2006 'Planning for Gypsy and Traveller Sites'
- DCLG Circular 04/2007 'Planning for Travelling Showpeople'
- Accommodation for Gypsies and Travellers and Travelling Showpeople in the East of England - Revision to the Regional Spatial Strategy for the East of England (2009) - policy H3
- Department for Communities and Local Government: Designing Gypsy and Traveller Sites: Good Practice Guide, May 2008

## 6.4 Environment Capital

- 6.4.1** In response to concerns over climate change, the Government has committed itself to reducing the levels of UK carbon dioxide emissions. Current Government targets stipulate that 10% of the UK's electricity needs should be met from renewable energy sources by 2010, and 20% by 2020. National Planning Policy Statement 22 requires inclusion of policies in the LDF which promote renewable energy, low-carbon and microgeneration technology within major development. The UK is committed to achieving a 12.5% cut in carbon dioxide and greenhouse gas emissions by 2012 from their 1990 levels under the requirements of the Kyoto Protocol, and the Climate Change Act 2008 sets a national target of reducing carbon dioxide emissions by 80% from their 1990 levels by 2050. A key method of achieving this objective will be to increase the amount of power generated from renewable sources.
- 6.4.2** Making more efficient use of energy also means that buildings themselves are designed to reduce carbon emissions. But we must also be aware that demand for electricity is increasing, and the UK is already a net importer of gas due to the decline of the coal industry and closure of coal fired power stations. If the 'status quo' is maintained in the future, the UK will become increasingly dependent on gas imports to meet our electricity needs. This will carry a risk, as although gas imports will come from a number of sources, excessive dependency on countries less politically stable than our own may result in interruptions to energy supply.
- 6.4.3** As explained in chapter 2, the Sustainable Community Strategy has at its heart the ambition that Peterborough should become famous as the Environment Capital of the UK. It is referred to in the Strategy's Vision, and it forms one of the four priorities of the Strategy.



## The Core Policies

- 6.4.4** This ambition has been carried forward into the vision for the Core Strategy, and it forms one of the objectives (OB2). All actions that the Council and its stakeholders in the Local Strategic Partnership can take in pursuit of this ambition will contribute to the national agenda.
- 6.4.5** Given Peterborough's growth agenda and Environment Capital aspirations, the Core Strategy must make a strong and achievable response to climate change obligations while striking a balance between sustainability and the viable delivery of housing, employment and other development.
- 6.4.6** The Environment Capital policy does this by requiring development to make a positive contribution, whilst offering the developer flexibility in the way in which that contribution is made.

### Policy CS10

#### Environment Capital

**Development proposals will only be supported where they make a clear contribution to the aspiration of the Peterborough Sustainable Community Strategy for Peterborough to become the Environment Capital of the UK. As a minimum, all development proposals of any scale must not compromise the ability of the City to achieve such a status.**

**All development proposals of one dwelling or more, and other non-dwelling proposals concerning 100 square metres or more, should explicitly demonstrate what contribution the development will make to the Environment Capital agenda over and above that which would be required by the Building Regulations in force at the time, other development plan policies or any other consents as required through regional and national legislation.**

**Examples, although not an exhaustive list, which the Council will take into account to determine whether the proposal will make a clear contribution will include:**

- **Achieving a greater reduction in carbon dioxide emissions than that required by national Building Regulations in force at the time, especially through the use of energy efficiency measures;**
- **Achieving a sustainability rating that results in higher levels of performance against the Code for Sustainable Homes or BREEAM than is prescribed nationally at the time;**
- **The use of innovative resource efficiency measures, which aim to minimise demand for water, energy or other natural resources beyond that which would normally be required or expected;**
- **Provision for the generation and distribution of electricity or heat from decentralised renewable or low carbon sources, or connecting to or establishing area-wide energy networks;**
- **Creation of areas of high biodiversity or other green infrastructure, beyond that which would normally be expected or required via other policies in the development plan; and**
- **An urban design layout which has made particular efforts to take advantage of site-based opportunities which are aligned with the environmental agenda, such as capturing passive solar gain, provision of exceptional choice for non-car travel, and innovative waste and recycling facilities.**

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Where, in the opinion of the Council, no clear contribution to achieving the Environment Capital status is being made and where there is no evidence as to why such a contribution should not be made, then development proposals will be refused. Where technical feasibility issues preclude any of the above, a financial contribution may be sought instead, to secure resource or energy savings elsewhere within Peterborough.

Where a housing developer complies with the policy by providing homes to a higher CSH Level than is required by Building Regulations at the time, the Council will be prepared to consider a reduction in the proportion of affordable housing that it will seek, in order to maintain the viability of the scheme.

Where a developer complies with the policy by providing development to a BREEAM Level which demonstrably results in the environmental performance of the development being higher than is required by Building Regulations at the time, the Council will be prepared to consider a reduction in the proportion of overall planning obligation contributions that it will seek, in order to maintain the viability of the scheme.

Further guidance on how this policy will be implemented, including further guidance and illustration of what constitutes a clear contribution, will be forthcoming in an SPD, which will be kept up to date to reflect the latest Environment Capital targets and the latest environmental technology and thinking.

- 6.4.7** The policy will help to achieve the aims of PPS1, policy ENG1 of the RSS and the Sustainable Community Strategy. For Peterborough, becoming the Environment Capital will create a place which encourages and supports its people in making significant and real improvements to their quality of life. Through this we will deliver truly sustainable growth for the city, ensuring a cleaner, greener, healthier and more vibrant place to live, work and visit.
- 6.4.8** The policy acknowledges the proposed Government timeline for meeting certain levels of the Code for Sustainable Homes (CSH), but it encourages developers to deliver more sustainable solutions in advance of these. The development of the 'Carbon Challenge' site on the South Bank for around 350 to 380 dwellings to Level 6 of the CSH will demonstrate locally how such standards can be achieved and should act as an exemplar for others who wish to follow.
- 6.4.9** For its part, the Council, in partnership with Opportunity Peterborough, will work towards the development of an energy supply company, with the potential to establish energy action zones in different parts of the area, and with local heat and electricity supply networks. Once established, these will enable easy connection by new developments, thereby encouraging greater use of power from renewable sources.
- 6.4.10 Outcome of Sustainability Appraisal –** The results from the SA conclude that the policy is considered to have a positive impact on overall sustainability in Peterborough. There will be significant positive effects in relation to the following sustainability objectives: minimise non-renewable energy consumption and 'greenhouse' emissions; keep water consumption within carrying capacity limits and protect water resources; minimise consumption of non-renewable natural resources; and help deliver sustainable development through driving waste management up the waste hierarchy. No significant negative effects are identified.

### Relationship to Objectives

- 6.4.11** This policy will help to deliver the following Core Strategy objectives:
- OB2 - Environment Capital

- OB19 - Climate Change
- OB27 - Utilities Infrastructure
- OB28 - Power

### Policy and Evidence Sources

- The East of England Plan (2008) - policies SS1, ENG1 and ENG2
- PPS1: Delivering Sustainable Development, DCLG, 2005
- Supplement to PPS1: Planning and Climate Change, DCLG, 2007
- PPS22: Renewable Energy, ODPM, 2004
- Planning for Renewable Energy, A Companion Guide to PPS22, ODPM, 2004
- Peterborough City Council Climate Change Strategy 2007
- Peterborough Energy Study (Baseline Study and Energy Options), ECSC, 2009
- Peterborough Resource Efficiency Viability Study, CEN, 2009
- DCLG Code for Sustainable Homes: Setting the Standard in Sustainability for New Homes, 2008
- DCLG Code for Sustainable homes – Technical Guide May 2009 Version 2, 2009
- DCLG Report on carbon reductions in new non-domestic buildings – report from UK Green Building Council; 2007
- Defra and DCLG Water Efficiency In New Buildings: A Joint Policy Statement, 2007
- Climate Change Act 2008
- Climate Change and Sustainable Energy Act 2006
- TCPA 'Sustainable Energy by Design', 2006
- Cyril Sweett. A cost review of the Code for Sustainable Homes – Report for English Partnerships and the Housing Corporation, 2007
- DCLG Cost Analysis of The Code for Sustainable Homes, 2008
- DCLG Definition of Zero Carbon Homes and Non-Domestic Buildings: Consultation, 2008
- DCLG Costs and Benefits of Alternative Definitions of Zero Carbon Homes, 2009
- Ministerial Statement: The Rt Hon John Healey MP - Eco-towns and zero carbon homes, 2009
- The UK Renewable Energy Strategy 2009
- The UK Low Carbon Transition Plan 2009

## 6.5 Renewable Energy

- 6.5.1** Burning fossil fuels for energy emits carbon dioxide and other greenhouse gasses. These emissions are heating the earth's atmosphere, and as a result are contributing to climate change. Fossil fuels are also finite in supply. The Government has committed itself, via the Kyoto Protocol, the UK Low Carbon Transition Plan and legislation such as the Climate Change Act 2008 to reduce the levels of UK carbon dioxide emissions. Key methods of achieving this objective include reducing our demand for energy, improving our resource efficiency through sustainable design and construction principles and increasing the amount of energy, heat and power generated from decentralised, renewable or low-carbon sources, in that order of priority.
- 6.5.2** There is also an ever increasing demand for electricity, and the UK is already a net importer of gas due to the decline of the coal industry and closure of coal fired power stations. If the 'status quo' is maintained in the future we will become increasingly dependent on gas imports to meet our electricity needs. This will carry risks, as although gas imports will come from a number of sources, excessive dependency on foreign supply could result in interruptions to

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supply and price fluctuations, creating a volatile market unsuitable for economic development. The supply could, of course, simply run out quicker than we anticipate, leaving the UK in a difficult position.

- 6.5.3** National and regional guidance, in the form of PPS22, the UK Renewable Energy Strategy and the Regional Spatial Strategy (RSS) all encourage the inclusion of policies in the LDF which promote the generation of energy from renewable sources.
- 6.5.4** Given the Council's twin aims of delivering successful, sustainable growth alongside transforming Peterborough into the UK's Environment Capital, we need to ensure our energy policies make a strong and achievable response to climate change obligations while striking a balance between sustainability and economic objectives. An increasing number of applications are being received for wind turbines and other renewable energy systems in the district; the Council considers these issues to merit the inclusion of a policy defining our approach to renewable energy provision within the Core Strategy and consideration of further studies into this matter in the future.

### Policy CS11

#### Renewable Energy

**In addition to seeking reductions in energy demand and carbon emissions, opportunities to deliver on-site or decentralised renewable or low-carbon energy systems will be supported on appropriate sites. A proportion of the energy supply for new developments is expected to be gained from on-site and/or decentralised renewable or low-carbon energy sources, especially for Major Developments, as part of meeting the requirements of the Building Regulations (including such elements of the Code for Sustainable Homes) and, potentially, policy CS10.**

**Proposals for development involving the provision of renewable and/or low-carbon technologies including micro-generation technologies, together with ancillary buildings and additional infrastructure, will be supported and encouraged, except where the proposal would have unacceptable impacts which are not outweighed by local and wider environmental, economic, social and other considerations of the development.**

**Permission will only be granted if the developer has satisfactorily addressed the following on an individual case by case basis:**

- **use of the most appropriate technology for the site;**
- **the impact of the development on air traffic operations, radar and air navigational installations;**
- **measures to mitigate any adverse effects on the amenities of occupiers of nearby properties during the construction, operational lifespan and decommissioning of the equipment/infrastructure;**
- **provision for the protection, preservation and/or mitigation for any features of strategic, cultural, agricultural, ecological, historic and/or archaeological importance, including landscape character - where relevant (as described in detail within other policies in the development plan).**

**The Council will particularly welcome proposals where the capacity for supplies of energy from a decentralised or on-site renewable and/or low carbon technology source exceeds likely consumption, offering scope for surplus energy to be supplied locally via a private wire/heat network or back into the National Grid.**

**Commercial-scale renewable energy generation developments will be supported at locations where other policies of the development plan can be satisfied. Developments of this type will be subject to an Environmental Impact Assessment (EIA) which will be based on relevant regional and national guidance/best practice and the individual and unique circumstances of the case. When considering such assessments, regard will be given to the wider benefits of providing energy from renewable sources as well as the potential effects at the local scale.**

- 6.5.5** The UK is committed to achieving a 12.5% cut in greenhouse gas emissions from their 1990 levels by 2012 under the requirements of the Kyoto Protocol, at least a 26% cut in CO<sub>2</sub> emissions by 2020 and an 80% cut in CO<sub>2</sub> emissions by 2050 under the Climate Change Act, while Peterborough City Council also signed up to the Nottingham Declaration on Climate Change in 2004.
- 6.5.6** Increasing the proportion of energy generated from renewable sources will help to deliver the Council's aspiration to make Peterborough the UK's 'Environment Capital', and support the Sustainable Community Strategy's aim of adopting and implementing innovative solutions to climate change. Specifically, the policy contributes to the key priorities of the Sustainable Community Strategy 'Delivering Substantial and Truly Sustainable Growth' and 'Creating the UK's Environment Capital'.
- 6.5.7** The policy will also honour the findings of the "Your Peterborough" consultation, in which 92% of the 515 respondents agreed that all development should have as little impact on the environment as possible.
- 6.5.8 Outcome of Sustainability Appraisal** - The SA identifies no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the following sustainability objectives: minimise pollution of natural resources; minimise pollution that causes disturbance; minimise non-renewable energy consumption and 'greenhouse' emissions; and minimise consumption of non-renewable natural resources.

### Relationship to Objectives

- 6.5.9** This policy will help to deliver the following Core Strategy objectives:
- OB2 - Environment Capital
  - OB19 - Climate Change
  - OB28 - Power

### Policy and Evidence Sources

- PPS 22: Renewable Energy, ODPM (2004)
- Planning for Renewable Energy: A Companion Guide to PPS22, ODPM (2004)
- Supplement to PPS1: Planning and Climate Change, DCLG (2007)
- The East of England Plan (2008) – policies SS1, ENG1 and ENG2
- DTI Energy White Paper 'Our Energy Future – creating a low carbon economy' (2003)
- Climate Change Act 2008
- Select Committee on Economic Affairs 4th Report: The Economics of Renewable Energy 2007-08
- Planning and Energy Act 2008
- Peterborough Energy Study (Baseline Study and Energy Options), ECSC, 2009
- Peterborough Residential Design Guide 2002
- Peterborough City Council Climate Change Strategy 2007

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- The UK Renewable Energy Strategy 2009
- The UK Low Carbon Transition Plan 2009

### 6.6 Infrastructure

- 6.6.1** The major growth and expansion of Peterborough, which forms the essential feature of this Core Strategy, poses many issues; not only how to accommodate growth, but also how to ensure that the provision of all the relevant supporting infrastructure is in place to help in the creation of sustainable communities.
- 6.6.2** The proposed levels of growth will place a significant burden on our existing infrastructure and services, and will require the provision of new and improved services and facilities. The necessary investment will come from a variety of sources, including the City Council, Government Departments, public agencies, utility service providers and the private development industry.
- 6.6.3** Infrastructure includes matters such as transport, flood defences, education facilities, medical facilities, sport and recreation facilities, open space, affordable housing, utilities (including water and wastewater) and a wide range of other social, environmental and economic infrastructure. Failure to provide this infrastructure could result in detrimental impacts to communities and the environment.
- 6.6.4** The purpose of the Core Strategy is not to detail the wide range of infrastructure requirements of the city; rather it is to demonstrate that there is sufficient understanding of the strategic infrastructure requirements that are necessary to deliver the vision for Peterborough, and to ensure there is a reasonable prospect of the timely provision of this infrastructure.
- 6.6.5** The planning system can be used to help secure contributions from developers towards the provision of infrastructure. The overall approach to developer contributions is set out in policy CS13. However, developer contributions cannot fund all infrastructure requirements and many items of infrastructure will be provided by other public and private bodies. Some external agencies and companies such as utility providers have their own processes and finance arrangements for the provision of infrastructure. It is therefore important to engage in partnership working, to understand providers' priorities and delivery mechanisms.
- 6.6.6** With a range of responsible infrastructure providers, it is unlikely that all investment cycles would be perfectly synchronised at any one time. It is therefore important that the relevant providers are clearly aware of the levels and locations of development proposed in the Core Strategy and of the related service provision tasks they need to face and overcome.
- 6.6.7** To ensure that investment cycles will be informed with the right information and that any infrastructure constraints are understood, the City Council and Opportunity Peterborough, together with other partners, will prepare and maintain a number of evidence documents that will influence future decisions about infrastructure.
- 6.6.8** The role of these evidence documents is to demonstrate that there is reasonable prospect of infrastructure delivery. The certainty provided by adoption of the Core Strategy will feed into the forward and investment planning processes, enabling infrastructure providers to ensure that adequate financial and service provision is in place in time to meet the development timetable in the Strategy.
- 6.6.9** In particular, Peterborough City Council, in partnership with Opportunity Peterborough, has developed the evidence to understand in more detail what infrastructure will be required, when this will be required and to provide certainty that it will be forthcoming. The mechanism for this work is the Integrated Development Programme (IDP). IDPs are costed, phased and

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prioritised programmes of infrastructure development to respond to economic and housing growth. The value of the IDP is to bring together key infrastructure requirements and any constraints to the development of, for example, major housing sites and urban extensions and, subsequently to enable decisions regarding the priority and timing of public funding for such infrastructure. An important element of an IDP is that it has the ability to be regularly updated as and when infrastructure is identified, built, costed or details firmed up, and this is something the Core Strategy is not capable or designed to do.

**6.6.10** However, having acknowledged the iterative nature of the IDP and the unsuitability of repeating large elements of it within the Core Strategy, a number of key pieces of infrastructure identified in the December 2009 IDP are likely to be fundamental to the delivery of the growth identified in the Core Strategy. These include:

- A package of transport measures, including 'Travelchoice' work, demand management works, and highway improvements (such as junction improvements). These are to be refreshed as part of preparing the Local Transport Plan 3, which is due for submission to Government in March 2011. It should be noted that there is no major piece of highways or other transport infrastructure required to deliver the growth ambitions of this Core Strategy.
- The provision of appropriate education facilities, including, though not critical to the delivery of the Core Strategy, a new university.
- A package of green infrastructure works, as prioritised in the IDP and the Green Grid Strategy.
- Provision of upgraded utility services, especially electricity network to support growth to the south and an upgrade of the Flag Fen Sewage Works to support growth in a more sustainable way.

**6.6.11** Using information identified in the IDP, there will often be a direct link between the provision of infrastructure and the phasing of development (including the development of new urban extensions at Norwood and Great Haddon). The City Council will work in partnership with other delivery bodies, authorities, developers and other agencies in order to secure and co-ordinate the delivery of this infrastructure.

**6.6.12** While every effort has and will be made to ensure the timely provision of infrastructure, the following policy will be used to restrict development from being commenced or, in certain cases, from being permitted, in the absence of proven infrastructure capacity.

### Policy CS12

#### Infrastructure

**New development should be supported by, and have good access to, infrastructure.**

**Planning permission will only be granted if it can be demonstrated that there is or will be sufficient infrastructure capacity to support and meet all the requirements arising from the proposed development and mitigate the impact of that development on existing community interests within environmental limits. Conditions or a planning obligation are likely to be required for many proposals to ensure that new development meets this principle.**

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**Consideration will be given to the likely timing of infrastructure provision. As such, development may need to be phased either spatially, or in time, to ensure the provision of infrastructure in a timely manner. Conditions or a planning obligation may be used to secure this phasing arrangement.**

- 6.6.13** Where there is a major development proposal which requires its own (on-site and/or off-site) infrastructure, and the proposal is subject to EIA and/or project level Appropriate Assessment under the Habitats Regulations, the Council will require the developer to consider the likely effects of the development and all of its supporting infrastructure as a whole, so that potential in-combination effects can be fully assessed before any decisions are taken.
- 6.6.14 Outcome of Sustainability Appraisal** – The results from the SA conclude that the policy is expected to have mixed sustainability effects. Significant positive effects are expected on access to services and facilities. Positive effects are also expected on diversifying the economy and increasing economic vitality. However, by supporting potential upgrades to transport infrastructure, and thus facilitating travel, this policy may reduce the effectiveness of other policies designed to reduce travel. Appraised in isolation, the policy could have some significant negative effects, but these are generally mitigated by other policies, particularly policies CS10, CS11 and CS14.

### Relationship to Objectives

- 6.6.15** This policy will help to deliver a large number of Core Strategy objectives, but will be particularly significant for the following:
- OB1 – Delivery
  - OB4 – Local Services
  - OB5 – Health and Emergency Services
  - OB6 – Education
  - OB15 – Bus Services and Congestion
  - OB16 – Walking and Cycling
  - OB22 – Open Space and Sport
  - OB24 – River Nene
  - OB27 – Utilities Infrastructure
  - OB28 – Power

### Policy and Evidence Sources

- ODPM Circular 05/2005: Planning Obligations (2005)
- The East of England Plan (2008) - policy PB1
- Peterborough City Council and Opportunity Peterborough Draft Planning Obligations Strategy and Consultants Report, prepared by Navigant Consulting, 2007
- Peterborough Integrated Development Programme (IDP), Peterborough City Council and Opportunity Peterborough (2009)
- Peterborough Water Cycle Study, Hyder Consulting for Peterborough City Council and Opportunity Peterborough (2010)
- Peterborough Integrated Growth Study, Arup (2008)
- Peterborough Energy Study (Baseline Study and Energy Options), ECSC, 2009



## 6.7 Developer Contributions to Infrastructure Provision

- 6.7.1** Since the need for many new or improved services, facilities and other infrastructure arises to meet the requirements of new developments, it is both logical and reasonable to require developers to contribute to meeting that need. When infrastructure cannot be provided within, or is not appropriate to be located on, the development site itself, developers will be expected to make a contribution to the cost to provide what is necessary to support the new development. Contributions will be in the form of planning obligations, also known as developer contributions, secured under section 106 of the Town and Country Planning Act 1990 (as amended).
- 6.7.2** Historically, developer contributions have been secured through negotiations with developers on each individual site, seeking to ensure the necessary services and facilities are in place to allow that development to go ahead. This creates an ad hoc approach which is inconsistent, providing little certainty for developers. It fails to address the cumulative impact or requirement arising from numerous small developments and does not always result in the most appropriate outcomes.
- 6.7.3** The scale and nature of contributions to be sought from developers must be in accordance with Circular 05/2005. This indicates that local authorities should negotiate planning obligations according to five tests, these being:
1. relevant to planning;
  2. necessary to make the proposed development acceptable in planning terms;
  3. directly related to the proposed development;
  4. fairly and reasonably related in scale and kind to the proposed development; and
  5. reasonable in all other aspects.
- 6.7.4** The Circular encourages use of formulae and standard charges where appropriate, as part of the framework for negotiating and securing planning obligations. This should include charges to be applied in preparing and completing the section 106 agreement.

### On and Off-Site Infrastructure

- 6.7.5** For some development proposals, some infrastructure will be most appropriately included on-site. This infrastructure provision will be secured through either conditions or a planning obligation.
- 6.7.6** For many developments, off-site infrastructure will almost certainly be required to support and meet all the requirements arising from the proposed development and mitigate the impact of that development on existing community interests. Such infrastructure could be (a) in the very near vicinity of the site; (b) in the local neighbourhood; and/or (c) at the strategic level. Reflecting the fact that, especially for (c) and possibly (b), other development proposals will also require the same infrastructure, the City Council will pool contributions from all proposals in an equitable way. Contributions to cover (a), (b) and (c) will be secured via a planning obligation.

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### Policy CS13

#### Developer Contributions to Infrastructure Provision

Where a planning obligation is required in order to meet the principles of policy CS12 'Infrastructure' then this may be negotiated on a site-by-site basis. However, to speed up and add certainty to the process, the City Council will encourage developers to enter into a planning obligation for contributions based on the payment of a standard charge. Subject to arrangements as set out in a separate Planning Obligations Implementation Scheme SPD, contributions received via this standard charge may be assembled into pools at an authority-wide level and to the relevant Neighbourhood Management Area (as described in policy CS6).

The use of a standard charge approach will ensure that any contribution is reasonably related to the scale and type of development that is proposed. The Planning Obligations SPD will set out detailed arrangements for the operation of the standard charge and formulae based upon needs assessments, viability studies and associated business plans, which will be kept under review. The SPD will include the level of the charge for different types of development, by unit of development, and the basis for the calculation of that level of charge; any minimum size thresholds which will apply; any arrangements for pooling, including the split between pools; any arrangements for staged payments; long-term management and maintenance of infrastructure; any arrangements to address collection and management of pools; and inflation proofing measures.

The City Council will be prepared to negotiate a variation from the standard charge(s) in cases where actual provision of neighbourhood or strategic infrastructure is provided as part of the development proposals or other material consideration. The SPD will include an explanation of where exemptions from or variations to the charge may occur.

Additional contributions may also be negotiated to mitigate a significant loss of a facility on the site, such as public open space.

In the event that the Community Infrastructure Levy (CIL) regulations remain in place (or similar regulations introduced), then the City Council may adopt such a CIL (or similar) to replace the standard charge arrangements set out in this policy.

- 6.7.7** The introduction of a standard charge and the ability to pool contributions will help ensure all necessary and required infrastructure, services and facilities are in place in line with the phased growth of the city. It offers a degree of certainty to potential developers about the likely costs associated with a planning obligation.
- 6.7.8** This approach will help to speed up the process of granting a planning permission, as developers will have some degree of certainty about what the Council will be seeking from an obligation, and there will be greater scope for standard heads of terms, agreements/undertakings and model clauses, leading to the more rapid conclusion of legal documentation.
- 6.7.9** Subject to more detailed arrangements in a Planning Obligations LDD, contributions secured from planning obligations could be split into three tiers and could cover the following:

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Table 6

Infrastructure Tiers	Collected & Used	Examples of Possible Contributions
<b>1. Site Related Infrastructure</b>	Negotiated and provided on-site	<ul style="list-style-type: none"> <li>• Affordable housing</li> <li>• Local open space &amp; landscaping</li> <li>• Footway/ cycleway provision</li> <li>• Waste collection/recycling/treatment</li> <li>• Environmental improvements and/ or enhancements</li> <li>• If site is large enough, items from list below in Tier 2</li> </ul>
<b>2. Neighbourhood Infrastructure</b>	Pooled contributions to the Neighbourhood Management Area in which the development would be situated	<ul style="list-style-type: none"> <li>• Items from Tier 1, especially if not provided on site</li> <li>• Communications - traffic management, public transport, cycling &amp; walking</li> <li>• Education and learning provision – early years, childcare, primary and secondary</li> <li>• Leisure facilities - arts, culture, heritage, libraries, public art, play, sports, open space and publicly accessible greenspace managed for biodiversity</li> <li>• Waste collection/recycling/treatment</li> <li>• Health and adult social care facilities</li> <li>• Neighbourhood and village halls</li> </ul>
<b>3. Strategic Infrastructure</b>	Pooled contributions authority-wide	<ul style="list-style-type: none"> <li>• Communications - major road or public transport improvements</li> <li>• Leisure facilities – strategic open space, arts, sport, heritage and leisure facilities</li> <li>• Environmental facilities - central waste management facility, flood defences and floodrisk management</li> <li>• Emergency Services facilities</li> <li>• City Centre improvements</li> <li>• Green Infrastructure</li> </ul>

**6.7.10** The introduction of a three tier approach will allow for individual site requirements to be negotiated and taken into account as well as providing certainty that funding will be available for neighbourhood (Tier 2) and strategic (Tier 3) infrastructure. The pooling of contributions at these two levels will allow the cumulative effect of new development to be taken into account. The policy also allows for an element of flexibility by requiring any site-specific requirements to be negotiated individually.

**6.7.11** For the avoidance of doubt, it should be noted that the standard charge will not cover the provision of affordable housing. Any provision of affordable housing to meet the requirements of policy CS8 will need to be made (through a planning obligation if necessary) in addition to payment of the standard charge.

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- 6.7.12** All detailed requirements and thresholds are contained in the separate Planning Obligations Implementation Scheme SPD. This also sets out a mechanism to guarantee developer funded infrastructure expenditure is made in an efficient manner and monitored accordingly. This is consistent with the advice in Circular 05/2005 (in particular, paragraphs B25, B26, B33, B34 and B35 of Annex B).
- 6.7.13** By capturing developer contributions in a consistent and effective way, the policy will assist in delivering all the priorities and high level outcomes of the Sustainable Community Strategy.
- 6.7.14** There is also the potential ability during the time span of this Core Strategy for the Council to introduce a Community Infrastructure Levy (CIL). The Council has not determined if, and when, it may introduce a CIL, but reserves the right to do so once the legislation is fully in place to enable it to do so.
- 6.7.15 Outcome of Sustainability Appraisal** - The SA concludes that the policy is consistent with the guidance in ODPM Circular 05/2005 Planning Obligations and provides a sound framework for the proposed detailed LDD on this subject to build upon. No significant negative effects arising from the policy are identified. There will be significant positive effects in relation to the sustainability objective of helping everyone to access basic services and facilities locally, easily, safely and affordably. The policy offers some clear advantages over an ad-hoc approach. The use of standard charges brings greater certainty for developers about the likely total cost (including planning obligations) of a proposal as well as transparency and a likely reduction in administrative costs and increased speed of the planning process. The tiered approach allows contributions towards shared infrastructure to be captured from all sizes of developments, including smaller ones whose cumulative requirements can be significant, whilst retaining the flexibility to negotiate appropriate contributions towards and provision of on-site infrastructure for large developments.

### Relationship to Objectives

- 6.7.16** This policy will help to deliver a large number of Core Strategy objectives, but will be particularly significant for the following:
- OB1 – Delivery
  - OB4 – Local Services
  - OB5 – Health and Emergency Services
  - OB6 – Education
  - OB15 – Bus Services and Congestion
  - OB16 – Walking and Cycling
  - OB22 – Open Space and Sport
  - OB24 – River Nene
  - OB27 – Utilities Infrastructure

### Policy and Evidence Sources

- ODPM Circular 05/2005: Planning Obligations (2005)
- ODPM Planning Obligations Practice Guidance (August 2006)
- The East of England Plan (2008) - policy PB1
- Peterborough City Council Planning Obligations Implementation Scheme Supplementary Planning Document, 2010
- Peterborough City Council and Opportunity Peterborough Draft Planning Obligations Strategy and Consultants Report, prepared by Navigant Consulting, 2007

## 6.8 Transport

- 6.8.1** In accordance with The Transport Act 2000 and, later, the Full Guidance on Local Transport Plans, published in December 2004, Peterborough City Council submitted a second Local Transport Plan (LTP2) to Government in 2006, covering the period 2006-2011.
- 6.8.2** LTP2 was developed against a very different background to that of the first LTP in 2000. Then, development rates in the city were slow and the level of economic activity generated little opportunity for large scale expansion. In 2004, all of this had changed when the Peterborough sub-region was included in the Government's Sustainable Communities Plan. As a result, Peterborough now forms part of the London-Stansted-Cambridge-Peterborough Growth Corridor and the Council has undertaken substantial research to consider the scale and infrastructure impacts of growth. As has been previously explained, the Regional Spatial Strategy contains policies for rapid expansion, with a requirement for the provision of over 25,000 new homes and over 20,000 jobs in Peterborough.
- 6.8.3** The LTP2's development reflects a growing Peterborough and is very much a choice-based document. As such, it tackles congestion by balancing the need to maintain good accessibility to private motorised vehicles, as required through the 'Traffic Manager' function (as defined in the Traffic Management Act 2004), against the requirement to meet the growing need for travel by the promotion of attractive and safe sustainable alternatives through travel mode choice. Infrastructure will be provided where necessary (by the public and private sector) to support new development, whilst continued support will be given through LTP budgets and policy to maximise the use of sustainable means of travel.
- 6.8.4** LTP2 concentrates on four shared priorities: tackling congestion, safer roads, accessibility, and air quality; and an additional local priority of maintaining the highway network. In addition, the RSS and Regional Transport Strategy (RTS) stress the need to promote opportunity for travel by modes other than the private car and the need to make better use of existing infrastructure. The growth of the city will pose challenges for transport, while effective transport provision will be pivotal to the successful delivery of growth. Land-use planning needs to be closely integrated with the transport strategy, as the physical location of new services and facilities will be critical to their level of accessibility.
- 6.8.5** In addition to a continuing review of the key objectives in the light of emerging national, regional and local policy and an assessment of how these contribute overall to the four shared priorities, work has started on a Long Term Transport Strategy (LTTS) which will tie in to the Council's corporate objectives for the period up to 2026, in the light of the planned growth and sustainable development policies contained in this Core Strategy. This will, in turn, inform LTP3, which will cover the period 2011-2016 (possibly longer) and will set the short-medium term transport capital programme. Key items of infrastructure identified through the above processes are dealt with in the Integrated Development Programme (IDP), as referred to in the Implementation and Monitoring Section of this document. The transport requirements and implications of the development proposed in the Core Strategy have been tested through the Peterborough Transport Model. This has demonstrated that the transport network will be able to cope with the projected volumes of traffic, provided there is appropriate and timely investment in transport infrastructure (as defined in the IDP and emerging LTTS). There are alternative potential solutions and these will be explored and assessed through the LTTS, with identified infrastructure being included in the IDP as it is rolled forward.
- 6.8.6** The policy for transport reduces the need to travel by private car and delivers a sustainable transport package capable of supporting growth and our Environment Capital aspirations.

## The Core Policies

### Policy CS14

#### Transport

The transport strategy for Peterborough is to: (i) reduce the need to travel, especially by private car; (ii) deliver a sustainable transport package capable of supporting a bigger and better Peterborough; (iii) support our UK Environment Capital aspirations; and (iv) assist in improving the quality of life of people.

The detailed strategy, targets and delivery arrangements to achieve the transport strategy are set out in the Local Transport Plan (as updated on a 5-year basis) or its successor document.

When allocating new development sites in its Local Development Framework the Council will give high regard to those sites that best support delivery of the transport strategy. In addition, all new development should demonstrate that appropriate and viable opportunities have been taken to achieve (or assist in achieving) the following aims:

#### Reducing the need to travel, especially by private car

- i. Minimising the need to travel
- ii. Supporting greater integration between different means of travel, through provision of facilities such as Park & Ride and cycle parking
- iii. Supporting proposals to develop and enhance the City Centre and District Centres in order to improve connectivity and reduce the need to travel, especially by private car
- iv. Providing high quality and accessible information to encourage travel by sustainable modes

#### Delivering a sustainable transport package capable of supporting a bigger and better Peterborough

- v. Ensuring an effective and efficient transport network is in place to support a bigger and better Peterborough
- vi. Providing attractive opportunities to make necessary journeys on foot, cycle, public transport, car share or water
- vii. Where adequate facilities do not already exist, providing new or enhanced public transport, walking and cycling links, routes and infrastructure
- viii. Seeking to maximise the viability of non-car initiatives through a review of current car parking strategies
- ix. Supporting local economic performance by facilitating the provision of a high quality, high frequency integrated public transport network in accordance with the Peterborough Bus Strategy
- x. Supporting economic growth by making the best use of existing transport infrastructure and enhancing it where additional needs are created as a result of development

xi. Ensuring that new developments are fully equipped, where necessary, with Intelligent Transport Systems (ITS) equipment to reduce congestion and improve public transport services. This includes the implementation of on-site real time passenger information (RTPI) technology and bus priority measures (including traffic signal priority) to ensure this data is fed through to existing systems such as Urban Traffic Management Control (UTMC) and the Peterborough common database.

#### **Supporting our UK Environment Capital aspirations**

xii. Reducing the environmental impacts of transport through mitigation and appropriate design

xiii. Delivering reductions in greenhouse gas emissions from transport within Peterborough, taking account of cross-border journeys

xiv. Securing and implementing robust travel plans for existing workplaces where 50 or more staff are employed and for all new developments (school, workplace and residential) in accordance with DfT Guidance on Transport Assessments

#### **Assisting in improving the quality of life of people**

xv. Improving community health and wellbeing by facilitating the increased uptake of active travel and reducing transport related pollution

xvi. Providing better accessibility for all, with particular reference to those living in rural areas and those with mobility difficulties

xvii. Reducing the number of personal injury accidents amongst all travellers and reducing travel related crime through appropriate design-related solutions and information/education

New development in Peterborough will be required to ensure that appropriate provision is made, in line with the Peterborough Transport User Hierarchy\*, for the transport needs that it will create. This must include ensuring that, where possible, public transport and strategic walking/cycling networks have the most direct route through the development and where possible are segregated from car traffic. Car traffic should have an indirect route through the development at a speed limit less than the maximum speed limit for public transport throughout the development.

Developers will be required to ensure proposals for major\* new developments are assessed, using appropriate software and methodologies, for their probable transport impacts in accordance with relevant national, regional and local guidance. For smaller scale developments a Transport Statement may suffice.

\* See Glossary for definitions of Transport User Hierarchy and Major Development.

- 6.8.7** Major development can contribute to improving public transport provision, walking and cycling. The policy makes the best use of existing infrastructure while recognising the need to provide new components where necessary. It provides sustainable alternatives for improving access to new development and ensures that the carbon footprint made by the transport sector is reduced.

## The Core Policies

- 6.8.8** The policy supports research undertaken in 2008 for the Travelchoice Team which found that 90% of respondents favoured the introduction of measures which made sustainable travel a priority in planning and transport policy. It also supports the findings of our earlier "Your Peterborough" consultation, where 61% of respondents agreed that a reliable transport system was more important than convenient car parking facilities.
- 6.8.9** The policy will make a valuable contribution to all of the four priorities of the Sustainable Community Strategy, with its emphasis on safety, health and wellbeing, supporting economic performance and environmentally sustainable means of travel.
- 6.8.10** The Local Transport Plan, which is updated on a 5 year cycle (next due to be finalised in 2011), and other Council plans and strategies set, or will set, a number of detailed indicators and targets which are directly related to policy CS14. These targets will, in association with policy CS14, be material considerations in the determination of planning applications.
- 6.8.11** The lead agencies in the delivery of transport projects are Peterborough City Council, the Highways Agency, the Department for Transport and Network Rail. Partnership working with these agencies to deliver transport projects and services is expected.
- 6.8.12** The development of Peterborough offers tremendous opportunities for a radical new approach to transport. The scale of growth proposed for Peterborough is significant. Peterborough's topography is relatively flat, and the climate is relatively dry, therefore walking and cycling should not be challenging. Encouragement of sustainable transport as opposed to private car use will help Peterborough to retain its Environment City status and move towards even bigger aspirations to become the Environment Capital of the UK.
- 6.8.13 Outcome of Sustainability Appraisal** - The SA identifies no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the sustainability objectives of reducing the need/desire to travel and promoting alternatives to road and air based travel.

### Relationship to Objectives

- 6.8.14** This policy will help to deliver the following Core Strategy objectives:
- OB1 - Delivery
  - OB2 - Environment Capital
  - OB4 - Local Services
  - OB13 - City Centre
  - OB14 - District Centres
  - OB15 - Bus Services and Congestion
  - OB16 - Walking and Cycling
  - OB19 - Climate Change

### Policy and Evidence Sources

- PPG13: Transport, DETR, 2001
- The East Of England Plan (2008) - policies T1, T2, T4, T7, T8, T9, T13, T14 and PB1
- 2nd Peterborough Local Transport Plan (2006-2011), March 2006
- Peterborough City Council: Peterborough: Sustainable Travel Demonstration Town - Travel Behaviour Research Baseline Survey, February 2005
- Peterborough Integrated Growth Study, Arup (2008)
- Department for Transport: Delivering a Sustainable Transport System, November 2008



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- Peterborough: Sustainable Travel Demonstration Town -Travelchoice Final Evaluation Report, Socialdata & Sustrans, March 2009
- Peterborough Integrated Development Programme (IDP), Peterborough City Council and Opportunity Peterborough, 2009
- Peterborough Core Strategy Traffic Assessment Technical Note, Atkins (September 2009)

### 6.9 Retail

- 6.9.1** Retailing is a dynamic industry. The past few decades have witnessed growth in out-of-centre retailing, a decline in the number of small shops, particularly in rural areas, increased competition between centres (with a willingness on the part of consumers to travel greater distances to higher order centres), and changing formats of retail provision. There has been a significant expansion in internet sales which have captured some of the available expenditure at the expense of traditional shops. More recently, the UK economy has deteriorated, having far-reaching implications for available income and, consequently, expenditure. In response to these changes, the most successful retail centres are those which are able to adapt, providing a broader range of facilities and services in a high quality environment.
- 6.9.2** In Peterborough, there is a hierarchy of centres, accompanied by out-of-centre shops, which is well established, notwithstanding recent changes in provision. Planning Policy Statement 4: Planning for Sustainable Economic Growth (Annex B) sets out a typology for centres and their main characteristics. Peterborough city centre is at the top of the hierarchy of such centres, with by far the largest retail floorspace (approximately 153,000 square metres gross) and a full range of other services, performing a regional role and with a retail catchment for comparison goods shopping that extends into the East Midlands region as well as the East of England. It is identified in policy E5 of the RSS as a regional centre of strategic importance for retail and other town centre purposes. Within the overall city centre, there will be a need to identify a specific Primary Shopping Area, in accordance with Annex B of PPS4, and this will be done through the CCAAP.
- 6.9.3** As there are no towns in Peterborough, there are no centres in the second level of the PPS4 typology (town centres). Evidence from the Peterborough Retail Centres Hierarchy Study (2009) confirms that there are five locations which qualify as District Centres at Bretton, Hampton, Millfield, Orton and Werrington, based on the scale of retail provision (with retail floorspace in the range 4,000 square metres to 27,500 square metres) and the availability of other community services and facilities. Finally, there are a number of Local Centres, serving the day-to-day needs of their local neighbourhood. This hierarchy will form the basis for decisions on planning applications for retail development, including application of the sequential approach.
- 6.9.4** For clarity, there is no direct policy relationship between the retail hierarchy and the settlement hierarchy.
- 6.9.5** Of the existing District Centres, Hampton (including Serpentine Green) is relatively modern and there is space for further development in-centre; Bretton has recently been remodelled and improved with considerable investment; and Orton is undergoing substantial redevelopment, although there is scope for further regeneration in subsequent phases. Together with Orton, the centres now in most need of further investment are Werrington and Millfield.

## The Core Policies

- 6.9.6** During the time horizon for this Core Strategy, there is likely to be scope for growth in retail floorspace in Peterborough. The Peterborough Retail Study (2009) and subsequent updates demonstrated that there is potential for approximately 21,000 to 27,000 square metres (net) floorspace for comparison goods (items not purchased on a frequent basis) by 2016, rising to approximately 55,000 to 60,000 square metres (net) by 2021 and approximately 93,000 to 98,000 square metres (net) by 2026. Up to 2011 there is little scope for new convenience goods (everyday essential items) floorspace, but subsequently there is forecast to be capacity for approximately 500 to 3,000 square metres (net) by 2016, rising to approximately 3,000 to 5,000 square metres (net) by 2021 and approximately 5,000 to 7,000 square metres (net) by 2026. These forecasts are based on current market share and are expressed as a range, depending on whether outstanding retail commitments (planning permissions) are or are not implemented. The Council recognises the importance of reviewing retail forecast figures, and it will endeavour to undertake reviews on a regular basis to take into account the latest information on population and expenditure growth.
- 6.9.7** This capacity for retail growth will enable Peterborough to expand its city centre offer; regenerate centres that have suffered from a lack of investment, thereby contributing to the regeneration priorities of the Council in accordance with policy CS6; overcome deficiencies in provision; and meet the needs of proposed new communities. In particular, the development of urban extensions as part of the overall spatial strategy of this Core Strategy, will require new centres to meet the shopping and other needs of new residents, in order to create fully sustainable communities.
- 6.9.8** As a general principle, new shops selling primarily convenience goods should be located close to, and easily accessible by, the community that they are intended to serve, with a priority to development in centres. This includes the city centre, as the spatial strategy envisages considerable residential development (and, therefore, population growth) here. Applying the national policy approach in PPS4 to the selection of locations for new comparison goods shops implies concentration in the city centre (specifically, the Primary Shopping Area within the city centre) and, to a lesser extent, District and Local Centres, with edge-of-centre and out-of-centre development only where all the PPS4 tests are satisfied.

### Policy CS15

#### Retail

The strategy for retail development in Peterborough is to:

- support and regenerate the city centre, through retail and other development, in order to maintain its position at the top of the retail hierarchy;
- support, and regenerate where necessary, existing District Centres and Local Centres to ensure they continue to cater for the retail needs of communities that they serve;
- provide, in the proposed urban extensions, retail development (in the form of new centres) to serve the retail needs of the new communities created, thus assisting in creating a 'bigger and better Peterborough'; and
- apply, in decision making, the national policy approach in PPS4.

#### Existing Centres

The hierarchy of centres in Peterborough is as follows:

- City Centre - Peterborough City Centre (Primary Shopping Area)

## The Core Policies

- District Centres - Bretton, Hampton, Millfield, Orton, Werrington (Primary Shopping Areas)
- Local Centres - Amberley Slope (Werrington), Ayres Drive (Stanground), Bamber Street/Gladstone Street, Broadway, Central Avenue (Dogsthorpe), Central Square (Stanground), Chadburn (Paston), Church Drive (Orton Waterville), Copeland, Crown Street/Lincoln Road, Eastfield Road - North, Eastfield Road - South, Eldern, Eye, Fleet Way, Fletton High Street, Fulbridge Road/Mountsteven Avenue, Gladstone Street/Russell Street, Gunthorpe Road, Hampton Hargate, Hampton Vale, Heltwaite, Herlington, Hill Close/Eastfield Road, Hodgson, Langford Buildings/Alexandra Road, Lincoln Road/Geneva Street, Lincoln Road/Paston Lane, London Road, Loxley, Malvern Road, Matley, Mayors Walk, Napier Place, Netherton, Newark Avenue, Oakleigh Drive, Oundle Road, Parnwell, Russell Street, St Pauls Road, Taverners Road/Lincoln Road, The Parade (Lawson Venue), The Pyramid Centre (Bretton), The Triangle/Lincoln Road, Thorney, Valley Park/Sugar Way, Warwick Road, Welland (Scalford Drive), Welland Road, Werrington Village, Westwood (Hampton Court), Wittering.

Each Centre will have a Primary Shopping Area (PSA). For the City Centre, the PSA will be smaller than the extent of the centre as a whole, and will be determined by the City Centre Area Action Plan. In District and Local Centres, the relationship between the extent of the PSA and the extent of the centre as a whole will vary from one centre to another. The extent of each centre will be determined by the Peterborough Site Allocations DPD and the extent of each PSA will be determined by the Peterborough Planning Policies DPD.

### New Retail Development

New retail development will be encouraged to maintain and enhance the vitality and viability of centres, with a requirement that the nature and scale of any retail development should be appropriate to the role and function of the centre in which it would be situated.

To enhance the role of Peterborough City Centre as a key regional centre, all major comparison goods retail proposals will be directed to its Primary Shopping Area as a first preference. Sites to accommodate major retail development in this general location will be identified through the City Centre Area Action Plan. Planning permission will only be granted for comparison goods retail development elsewhere if it is demonstrated that it would (a) satisfy sequential assessment requirements as outlined in PPS4; (b) not have an adverse impact on the City Centre; and (c) not conflict with proposals in any Council plans or strategies for expanding the City Centre retail offer.

The priorities for the provision of new or additional convenience goods floorspace are at the City Centre (of appropriate scale to serve areas of major new residential development), at Werrington Centre and at new centres in the proposed urban extensions.

Decisions about the scale of new retail provision, whether for new centres created or for proposals at existing centres, will take into account quantitative need (as identified in an up to date retail forecast study) plus evidence related to qualitative and local catchment needs.

For the urban extensions, the scale of new retail floorspace should be appropriate to serve the retail needs of the new communities created, and such floorspace should be provided as part of the creation of new centres.

The District Centres which are priorities for regeneration, including environmental improvements, are Millfield, Orton (phase 2) and Werrington.

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### Village Shops

**A new village shop, or the extension of an existing village shop, will be permitted where this is in connection with the planned growth of the village or where it would help to achieve a more sustainable rural community, subject always to amenity and environmental considerations, and the requirement that the scale of any additional retail provision should be appropriate for the size of the village and its catchment.**

**The loss of an existing village shop will only be permitted if provision to replace the facility is made or it is demonstrated that the present use is no longer viable. Every effort will be made to prevent the loss of an existing village shop which sustains the village community, by permitting additional uses which would help to improve its financial viability.**

- 6.9.9** The policy is in line with national policy, expressed in PPS4, and regional policy, expressed in policy E5 of the East of England Plan, which recognises Peterborough city centre as one of the regional centres where major new retail and complementary town centre uses should primarily be located.
- 6.9.10** The policy makes the distinction between the extent of centres and the extent of Primary Shopping Areas within them, but delegates the decision about their precise boundaries to the City Centre Area Action Plan, the Site Allocations DPD and the Planning Policies DPD, as that is a matter of detail rather than strategy.
- 6.9.11** The policy makes reference to qualitative need for retail development, and, in line with PPS4, this will be considered along with quantitative need. The need to provide genuine choice, increased competition and retail mix, and regeneration of a deprived area are some of the factors that will be considered.
- 6.9.12** In recent years, the city centre has experienced a decline in its rating when compared with other competing centres due to its static retail offer. It is important that major retail expansion within the City Centre PSA is not compromised by other retail development elsewhere, and the policy reflects this.
- 6.9.13** If there is a need to set a local floorspace threshold for the scale of edge-of-centre and out-of-centre development which should be subject to assessment under policy EC16.1 of PPS4 and to specify the geographic areas to which these thresholds will apply, this will be discussed and progressed through the Peterborough Planning Policies DPD.
- 6.9.14** District and local centres all have a role to play in providing retail facilities suitable to their functions. The policy singles out Werrington Centre as the District Centre with priority for additional convenience goods floorspace, because this is the centre which remains in greatest need of investment in better shopping provision and environmental improvements. The City Centre is also highlighted as a general location for more convenience goods shopping, along with new centres in the proposed urban extensions; these are justified in order to meet the needs of residents in the areas planned for substantial residential intensification and expansion. Meeting those needs is likely to result in a District Centre and two Local Centres at Great Haddon, two Local Centres at Hampton Leys, a Local Centre at Stanground South and a Local Centre at Paston Reserve/Norwood.
- 6.9.15** The policy enables retail investment of an appropriate scale at local centres and in villages, because this can help improve viability or deliver more sustainable communities. Where possible, within the limits of planning powers, protection will be afforded to village shops in order to safeguard these vital facilities in rural areas.

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- 6.9.16** Finally, the policy helps to deliver two of the priorities from the Sustainable Community Strategy - 'Creating Opportunities – Tackling Inequalities' and 'Delivering Substantial and Truly Sustainable Growth'.
- 6.9.17 Outcome of Sustainability Appraisal** - The results from the SA do not identify any significant negative effects or outcomes arising from the policy. There will be a significant positive effect in relation to the sustainability objective of promoting a more vibrant Peterborough City, and there will be a number of uncertain or significant mixed effects.
- 6.9.18** The SA concludes that locating major new retail development in residential centres rather than out-of-town locations is more sustainable in that it reduces the need to travel and it also has a greater potential to support the regeneration of the City Centre and District Centres such as Werrington that require investment.

### Relationship to Objectives

**6.9.19** This policy will help to deliver the following Core Strategy objectives:

- OB4 - Local Services
- OB13 - City Centre
- OB14 - District Centres

### Policy and Evidence Sources

- PPS4: Planning for Sustainable Economic Growth, CLG (2009)
- The East Of England Plan (2008) - policies SS6, E5 and PB1
- Peterborough Retail Centres Hierarchy Study (2009)
- Peterborough Retail Planning Strategy – A review of Key Issues, Drivers Jonas (2006)
- Peterborough Integrated Growth Study, Arup (2008)
- Peterborough Retail Study, GVA Grimley, April 2009
- Peterborough Retail Study Amendments April 2010, GVA Grimley, 2010

## 6.10 Urban Design and the Public Realm

- 6.10.1** Urban design and the quality of the public realm play a significant part in people's everyday lives. Good design can help to create attractive places and spaces for people to live, work, play, relax and visit. It is at the heart of the vision for a more sustainable Peterborough because it contributes to our quality of life in so many ways.
- 6.10.2** The design and layout of new developments establish people's views and image of the city and its surrounding villages. But good design is not just about appearance. It is also about the way places function – enabling and encouraging people to live healthy lifestyles, reducing opportunities for crime, creating accessible environments which are inclusive for all sectors of society, increasing opportunities for social interaction and allowing easy cleansing and maintenance.
- 6.10.3** The quality of design and the public realm varies considerably across Peterborough. Many of the villages are undoubtedly attractive, with sensitive modern infill development complementing local vernacular architecture, and there are examples of good design in Peterborough itself, all of which add to the city's local distinctiveness. However, the overall current public perception is that many parts of the city have poor standards of design and a lack of local identity. The planned growth and regeneration of Peterborough offer a unique opportunity to turn this around, securing the highest design standards and quality in new

## The Core Policies

developments to deliver attractive, lively, distinctive, safe, healthy and sustainable communities. They offer the chance to improve the public realm and the quality of the City's major gateways.

- 6.10.4** It is important to achieve higher design standards and an improved public realm at a strategic level, whilst allowing innovative design solutions that respond to differences in location and changing contexts over the coming years.

### Policy CS16

#### Urban Design and the Public Realm

High quality and inclusive design will be required for all new developments as part of a strategy to achieve an attractive, safe, healthy, accessible and sustainable environment throughout Peterborough. Design solutions should take the following principles into account:

- New development should respond appropriately to the particular character of the site and its surroundings, using innovative design solutions where appropriate; make the most efficient use of land; enhance local distinctiveness through the size and arrangement of development plots, the position, orientation, proportion, scale and massing of buildings and the arrangement of spaces between them; and make use of appropriate materials and architectural features.
- New development should improve the quality of the public realm, with the creation of safe and attractive public open spaces and street scenes, incorporating pedestrian and vehicular surface treatments, public art, street lighting, street furniture and landscaping which is appropriate for their location and which protects or enhances biodiversity.
- Vulnerability to crime and the fear of crime should be addressed in the design, location and layout of all new development. The distinction between any public and private spaces should be clearly defined.
- New development should be designed in a way that is accessible to all potential users and by a range of modes of transport, taking into account the transport user hierarchy of the Peterborough Local Transport Plan. There should be good connections with the wider area and a clear network of legible routes through the site for pedestrians and cyclists, supported by a network of open space and green corridors, where justified by the scale of the development.
- Buildings and places should be designed to be safe in all respects, and to be adaptable environments, capable of responding to changing social, economic and technological needs, and potential changes in climate over their planned lifespan.
- New development should not result in unacceptable impact on the amenities of occupiers of any nearby properties.
- The design of new development should promote environmental mitigation, including measures which will contribute towards Peterborough's Environment capital aspirations (in accordance with policy CS10), and the provision of appropriate facilities for waste recycling.

The Council will improve the quality of the public realm, with a particular focus on the city centre, district and local centres, and other priority regeneration locations identified through the Neighbourhood Management approach described in policy CS6.

## The Core Policies

- 6.10.5** This policy has been derived from planning guidance and best practice advice. It is consistent with national planning policy set out in PPS1 and PPS3.
- 6.10.6** By establishing key principles, the policy promotes the creation of a high quality physical environment through good design and layout, but without restricting innovative design solutions. It therefore allows scope for the development industry to respond to meet the challenges arising from climate change and the need for improved energy efficiency, and to take advantage of technological advances in materials and construction techniques. The key principles of the policy should be taken into account for all major projects, but they could also be relevant for alterations and extensions to existing buildings.
- 6.10.7** The principles set out in the policy are consistent with RSS policy ENV7, which places a requirement on LDDs to require new development to be of high quality; and its supporting text favours the need for further local guidance to take into account local circumstances.
- 6.10.8** The policy helps to deliver three of the priorities from the Community Strategy. With its emphasis on designs that are accessible, inclusive and safe, the policy contributes to 'Creating Strong and Supportive Communities'; and with its emphasis on quality of appearance, sustainable construction and resource efficiency, it contributes to 'Creating the UK's Environment Capital' and to 'Delivering Substantial and Truly Sustainable Growth'.
- 6.10.9** It is intended that the broad principles of urban design included in the policy will be supported by further documents, which will provide more detailed design guidance for specific areas or sites. These could include district-wide design guidance, design briefs or design codes for specific sites and village design statements. This will create a layered approach with many items of supporting material eventually forming part of the LDF. Many of these already exist as former supplementary planning guidance, and the Council will consider the need to prepare them as SPDs through forthcoming iterations of its LDS.
- 6.10.10** The key principles of the policy cover all of the main design issues identified during the formative stages for this Core Strategy. Design should evolve from an understanding of the site, its context and surroundings, rather than unimaginative standards which could apply to any location. Applications for new development must be supported by a Design and Access statement, in line with current planning legislation. Design and Access statements must address issues such as how the site and its surroundings have been taken into account as well as the design principles set out in the policy. Travel Plans (where sought in accordance with policy CS14) should be considered at an early stage to factor in sustainable transport solutions and influence the design outcome.
- 6.10.11 Outcome of Sustainability Appraisal** - The SA identifies no significant negative effects or outcomes arising from the policy. There will be significant positive effects in relation to the following sustainability objectives: promote a more vibrant Peterborough City; minimise non-renewable energy consumption and 'greenhouse' emissions; help deliver sustainable development through driving waste management up the waste hierarchy; minimise consumption of non-renewable natural resources; and keep water consumption within local carrying capacity limits and protect water resources (taking account of climate change). There are uncertain effects in relation to the following sustainability objectives: protect and enhance landscape and townscape character, retaining local distinctiveness and protecting historic and cultural assets; and reduce vulnerability to flooding, including sea level rise (taking account of climate change).

### Relationship to Objectives

- 6.10.12** This policy will help to deliver the following Core Strategy objectives:

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- OB2 - Environment Capital
- OB3 - Urban and Rural Character and Distinctiveness
- OB9 - Housing Quality and Density
- OB25 - New Development
- OB26 - Urban Fabric and Public Realm

### Policy and Evidence Sources

- PPS1: Delivering Sustainable Development, ODPM, 2005
- PPS3: Housing, CLG, (2010)
- By Design - Urban Design in the Planning System: Towards Better Practice, DETR and CABE, 2000
- By Design – Better Places to Live: A Companion Guide to PPG3, DTLR 2001
- The East of England Plan (2008) - policy ENV7
- Peterborough Residential Design Guide, Peterborough City Council, 2002
- Village Design Statements for Barnack and Pilsgate (2001), Helpston (2001), Ufford (2002), Wansford (2003), Castor and Ailsworth (2004), Thorney (2005), Wothorpe (2006), Glinton (2007)
- Preparing Design Codes – A Practice Manual, CLG, 2006

## 6.11 The Historic Environment

- 6.11.1** Peterborough is an ancient settlement with a strong past and character stretching back to prehistoric times, which has been transformed into a modern city, often closely associated with its New Town background. In an area of predominantly recent buildings, the older structures and street patterns, boundary walls, buried archaeological remains and other features of the city and its villages represent an important record of the area's social and economic history and a valued amenity for residents and visitors. The city itself stands in contrast to the surrounding rural area, containing areas of high quality historic environment.
- 6.11.2** The area includes historic places and structures of international and national significance, including the Bronze Age remains at Flag Fen, the Norman Cathedral with its precincts and associated ecclesiastical buildings in the heart of the city, and the magnificent Burghley House, gardens and parkland in the north-west of the District. There is a growing appreciation of the life and work of the 'peasant poet' John Clare, whose cottage at Helpston is now in the hands of the National Education and Environment Trust.
- 6.11.3** However, the value of the historic environment is by no means confined to the most important places. The city and surrounding villages and settlements all have varied and unique characters and appearance. Once lost, the historic environment is irreplaceable and therefore every effort should be made to ensure appropriate protection and enhancement. This can be achieved through the application of national and local policies and the identification and designation of listed buildings, conservation areas, scheduled ancient monuments, buildings of local importance, and parks and gardens of special historic interest.
- 6.11.4** In Peterborough, there are over 60 scheduled ancient monuments, and many other sites of special archaeological importance. There are just over 1,000 listed buildings which are recognised to be of special architectural or historic interest. There are also a number of other buildings which have been identified as buildings of "local importance". Although these are not afforded the same special protection as listed buildings, they make a positive contribution to the character and appearance of the area in which they are situated or have local historic significance, and so justify a degree of protection.



## The Core Policies

- 6.11.5** Of the 1,000 listed buildings, approximately two percent are deemed to be at risk and in need of repair. It is important that the integrity of each of these buildings is maintained and others are not allowed to fall into a state of disrepair.
- 6.11.6** There are currently 29 conservation areas throughout the urban and rural parts of Peterborough, and the Council is part way through a programme of conservation area character appraisals; these may result in boundary changes.
- 6.11.7** A fundamental feature of the spatial strategy for Peterborough is substantial residential, employment and related growth in accordance with the requirements of the Regional Spatial Strategy, with an emphasis on intensification within the urban area. With the anticipated scale of this growth, it is vital that the value and character of the historic environment is not put at risk. In the past, heritage issues have often been seen as an obstacle stifling development. However, if sensitively implemented, change and growth can help to enhance the existing built environment. This is a key message that came out of the consultations on issues and options for the Core Strategy – the desire to maintain and enhance the distinctiveness of different places (frequently derived from their built heritage) and to ensure appropriate protection for the environment, in all its aspects.
- 6.11.8** Therefore, the key issue for this Core Strategy is the establishment of a strategic framework for the historic environment, consistent with RSS policy ENV6, which protects and enhances our heritage whilst at the same time enabling growth.

### Policy CS17

#### The Historic Environment

**The Council will protect, conserve and enhance the historic environment throughout Peterborough, through the special protection afforded to listed buildings, conservation areas and scheduled ancient monuments and through careful control of development that might adversely affect non-scheduled, nationally important archaeological remains; other areas of archaeological potential or importance; historic features and their settings; buildings of local importance; and areas of historic landscape or parkland (including, but not limited to, those on the English Heritage Register of Parks and Gardens of Special Historic Interest).**

**All new development must respect and enhance the local character and distinctiveness of the area in which it would be situated, particularly in areas of high heritage value. There will be particular emphasis on the following:**

- **a presumption against development that would unacceptably detract from critical views of Peterborough Cathedral by virtue of its height, location, bulk or design;**
- **the use of Conservation Area Appraisals and associated Management Plans to ensure the preservation and enhancement of the individual character of each of Peterborough's conservation areas;**
- **the identification and protection of important archaeological sites and historic environment features and their settings;**
- **the identification and protection of (non-listed) Buildings of Local Importance and their settings; and**
- **the avoidance of harm to the character and setting of Burghley Park, Milton Park, Thorpe Park, and the grounds and parkland associated with Bainton House, Ufford Hall, Walcot Hall and the Abbey Fields, Thorney.**

## The Core Policies

- 6.11.9** The protection, conservation and enhancement of Peterborough's historic environment is an integral part of the future strategy for the area. This is particularly important for a location which will experience substantial pressures for growth, because such growth will only be truly sustainable if it acknowledges environmental considerations.
- 6.11.10** The policy accords with, and supplements, RSS policy ENV6, which requires planning authorities, in their plans, policies, programmes and proposals, to protect, conserve and enhance the historic environment.
- 6.11.11** This policy will help to deliver two of the priorities from the Community Strategy. With its emphasis on the distinctiveness of Peterborough's heritage, the policy contributes to 'Creating Strong and Supportive Communities' and to 'Creating the UK's Environment Capital'.
- 6.11.12** It is important to note that the policy does not seek to prevent or unnecessarily restrict development in the historic environment. It allows for suitable development to take place in these areas, so that they may make an appropriate contribution to the growth priorities of the Core Strategy. For example, new development does not have to mimic the past; carefully considered, high quality designs that provide a successful contrast with their surroundings can conserve and enhance character, as can schemes that employ authentic historical forms and features. This view is supported by the results of the preliminary Issues questionnaire – for example, three quarters of respondents supported the need for development and the creation of jobs in rural areas, as long as any development supports the local community and respects the character and appearance of the village.
- 6.11.13** The policy refers to non-listed Buildings of Local Importance. The Council is committed to producing and maintaining an organised inventory of such buildings, with selection based on robust criteria. The identification of buildings for the inventory will follow a process of consultation and the inventory will be included in the Peterborough Planning Policies DPD.
- 6.11.14 Outcome of Sustainability Appraisal** - The SA identifies that the policy will have a significant positive effect on the following sustainability objective: protect and enhance landscape and townscape character, retaining local distinctiveness and protecting historic and cultural assets. No negative or uncertain effects are identified.

### Relationship to Objectives

**6.11.15** This policy will help to deliver the following Core Strategy objectives:

- OB2 - Environment Capital
- OB3 - Urban and Rural Character and Distinctiveness
- OB26 - Urban Fabric and Public Realm

### Policy and Evidence Sources

- PPS5: Planning for the Historic Environment, CLG (2010)
- Building in Context, English Heritage/CABE, 2001
- Environmental Quality in Spatial Planning: the Countryside Agency, English Heritage, English Nature and the Environment Agency, 2005
- The East Of England Plan (2008) - policy ENV6
- Peterborough City Council Historic Environment Record
- Schedule of Ancient Monuments, Peterborough entries
- List of Buildings of Special Architectural or Historic Interest, Peterborough entries
- Peterborough List of Buildings of Local Importance

## The Core Policies

- English Heritage Register of Parks and Gardens of Special Historic Interest, Peterborough entries
- Peterborough programme of Conservation Area Character Appraisals and Management Plans

### 6.12 Culture, Leisure and Tourism

- 6.12.1** A key objective of the Core Strategy and, therefore, the sustainable growth of Peterborough, is the creation of a thriving city centre. Successful and vibrant cities have a number of similar characteristics; they have a strong cultural and leisure sector offering a wide range of services and facilities, which all help to create a lively and attractive environment where people want to live, work and visit, with a common vision and sense of belonging for all communities.
- 6.12.2** Culture and leisure can cover a wide range of facilities, activities and events including performing arts, craft and design, museums and galleries, built heritage, built sports and recreational facilities, tourism and visitor attractions as well as festivals and events. Culture and leisure could also cover open space and other recreational facilities; however the strategy for these facilities is addressed in section 6.13.
- 6.12.3** The City of Peterborough and the surrounding areas have a number of popular leisure, cultural and tourist facilities and events which attract many visitors, such as the Museum where visitor numbers have been increasing over the last few years (and attracts on average over 75,000 visitors a year), and the Nene Valley Railway (which attracts over 50,000 visitors a year). The City also holds a number of large events such as the East of England Show and the Summer Festival, all of which bring investment into the local economy. The different events held at the East of England Showground throughout the year attract approximately 800,000 visitors. However, if Peterborough is to continue to grow and be successful, more needs to be done to improve the range and quality of the existing facilities and increase visitor numbers, particularly to the City's regionally significant attractions such as the Cathedral, John Clare Country and Flag Fen Bronze Age Excavation.
- 6.12.4** The 2003-2008 Cultural Strategy (superseded by an updated Cultural Strategy, February 2009) highlighted Peterborough's strengths, but also acknowledged the fact that the majority of people preferred to travel elsewhere for cultural activities. The city has two city centre theatres and an events venue in Bretton, which attract many people to the various shows and performances; however, these venues are not large enough to meet the needs of the city, or have the technical facilities to support large-scale productions.
- 6.12.5** Although Peterborough has a number of successful tourist attractions, it is not always seen as an obvious tourist destination and is often left competing against neighbouring areas and cities such as Cambridge. The latest Regional Tourism Strategy proposes joining six neighbouring authorities to create a Greater Cambridge and Peterborough Tourism Confederation; this will enable Peterborough to exploit the reputation of Cambridge through joint marketing strategies, in a more coherent way. The emerging Heritage Strategy continues this theme of collaborative working between key heritage sites within the city and surrounding areas.
- 6.12.6** The overall spatial strategy proposes the intensification and regeneration of the city centre with the provision of an additional 4,300 homes. This offers an ideal opportunity to help improve the range of facilities and attractions and the image of the city. This is already beginning to happen with the proposed mixed-use development of the opportunity areas, particularly the North Westgate development which will focus on new retail provision but will also include housing and leisure, with the possible development of a cinema. The CCAAP will provide more detail on the location and type of culture, leisure and tourism facilities proposed for the city centre.

## The Core Policies

- 6.12.7** Whilst the city centre is seen as the focus for major new cultural and leisure facilities, the latter will be provided across the district to meet the needs of the existing and growing population, such as the provision of smaller scale sports facilities that meet the needs of a local community and larger scale sports facilities that have a substantial land-take.

### Policy CS18

#### Culture, Leisure and Tourism

The Council will encourage the development of new cultural, leisure and tourism facilities that will:

- Help to improve the range, quality, and distinctiveness of facilities that the city and surrounding areas have to offer and meet the needs of the population;
- Ensure that all areas of Peterborough have good access by sustainable transport modes (walking, cycling and public transport modes including water taxis on the River Nene) to a range of local leisure and cultural facilities to serve the direct needs of the local community;
- Meet the needs of the growing population, particularly in the proposed new urban extensions of Great Haddon and Paston Reserve/Norwood;
- Help to promote the image of Peterborough and attract more visitors;
- Give priority to areas identified for regeneration;
- Maximize economic potential from these uses;
- Not result in unacceptable adverse impacts on the occupiers of nearby properties; and
- Be accessible by a choice of sustainable transport modes.

As part of the overall spatial policy for the intensification and regeneration of the city centre, there will be a particular focus on the provision of new and improved cultural, leisure and tourism facilities here. This will include the identification of areas to promote and focus these uses through mixed-use development. New cultural and leisure facilities in the city centre should:

- Make the most of the existing facilities and assets such as the river frontage and the embankment, protecting this for future events and uses such as festivals and concerts;
- Aim to promote a regionally/nationally flexible multi-use venue which can host a range of activities and large-scale events, including concerts, sports, arts, theatre events, a sport village/centre of excellence, leisure pool complex etc. to attract many visitors;
- Improve the evening and night time economy, offering a wide range of activities that are socially inclusive and meet the needs of different communities and different age groups, and that also take into account issues of community safety;
- Reduce the impact of new development on traffic, congestion and carbon dioxide emissions, through the provision of access by sustainable transport modes; and
- Link to and support the development of a University, through the promotion of new facilities such as sports or libraries that can be shared.

New facilities and venues that will regularly attract large number of visitors should be located in the city centre, so that they are easily accessible by a range of transport modes. However, in exceptional circumstances when there is no appropriate site, due to the nature and scale of the proposed development, other locations will be considered in accordance with a sequential approach to the site selection process.

## The Core Policies

The development of new tourist attractions which maximise the opportunities arising from the presence of a particular feature or asset will be encouraged, provided that the site is otherwise suitable for tourist development in the light of all other policies in the development plan.

Steps will be taken to maximise the success of existing tourist attractions such as the museum and the cathedral, and to encourage new exhibitions and attractions in the city centre and surrounding areas, with a particular focus on:

- An improved image for Peterborough by joint marketing with Cambridge and surrounding areas through a regional tourism strategy;
- Diversification of the tourism offer through improving and expanding the city's business tourism sector, the provision of more conference and catering facilities and venues, high quality hotels and accommodation;
- Improving and maintaining the number and quality of guesthouses in the city centre; and
- Creation and enhancement of water navigation facilities, to include provision of a publicly accessible water transport option.

The existing cultural, leisure and tourism facilities will be protected and enhanced. Planning permission will only be granted for a scheme which would result in the loss of an existing cultural, leisure or tourism facility if it can be demonstrated that the use is no longer viable, or an appropriate alternative is to be provided, which is at least equivalent to that lost in terms of quantity and quality and is in a sustainable location to best meet the needs of users.

- 6.12.8** A strong leisure and cultural sector is seen as fundamental in the creation of a vibrant city. There is a need to improve the existing evening economy so that it is more socially inclusive with uses and events for all ages, and not just more bars and clubs for the younger generations. There is a need for more restaurants, a cinema and a larger theatre which would attract larger shows and productions to the city. Increasing the range of facilities will help create a place where all parts of the community feel safe and welcome throughout the day and night.
- 6.12.9** The policy encourages such development. Together with the CCAAP, it will allow priority areas to be identified for different uses, including mixed-use schemes with a strong focus on leisure, culture and tourism. This approach will not restrict these areas to leisure and culture development and will still allow these uses in other parts of the city.
- 6.12.10** The policy accords with RSS policies PB1, C1 and C2, which recognise the positive contribution that culture can make to regeneration.
- 6.12.11** The cultural vision identified in the Cultural Strategy (February 2009) is “To ensure that culture is at the heart of the City’s growth so that those who live here now and in the future will enjoy a great place to live, work and play”. The policy helps to deliver this vision.
- 6.12.12** The development of a national or regional venue would bring many benefits to the city. All stages of public consultation have identified significant public support for a large-scale venue, particularly the need for an arena or entertainment venue. RSS policy C2 supports the development of regionally significant cultural, leisure and tourism facilities, particularly in a city or town centre where the different means of transport can be maximised.

## The Core Policies

- 6.12.13** The policy positively promotes the development of such a nationally or regionally significant facility. This could include the development of a multi-use venue, which could be used to host large-scale concerts and events, or it could include the provision of a sporting village that could improve or replace the existing regional pool and athletics track. This proposed large-scale venue could also be designed to include the provision of conferencing and hospitality facilities, to help improve existing provision, promoting and expanding Peterborough's business tourism sector, and in turn, helping to regenerate the city.
- 6.12.14** The policy has a role to play in delivering each of the Sustainable Community Strategy's four priorities.
- 6.12.15 Outcome of Sustainability Appraisal** - The SA identifies that the policy will have significant positive effects in relation to the following sustainability objectives: help everyone access basic service and facilities locally, easily, safely and affordable; promote a more vibrant Peterborough City; and diversify the economy and increase economic vitality to aid regeneration (including reducing vulnerability and harnessing opportunities arising from the global economy and climate change). No significant negative effects are identified. Uncertain/neutral effects are identified in relation to the following sustainability objectives: protect and enhance landscape and townscape character; and minimise non-renewable energy consumption and 'greenhouse' emissions.

### Relationship to Objectives

- OB13 – City centre
- OB18 – Mixed Use Development
- OB21 – Leisure and Culture Offer
- OB23 – Tourism, Festivals and Events
- OB24 - River Nene

### Policy and Evidence Sources

- Good Practice Guide on Planning for Tourism, DCLG, July 2006
- Greater Cambridge and Peterborough Tourism Strategy and Action Plan, 2007
- The East of England Plan (2008) - policies E6, C1 and C2
- Cultural Gap Analysis for Peterborough City Centre Area Action Plan, BOP for Opportunity Peterborough, August 2008

## 6.13 Open Space and Green Infrastructure

**6.13.1** Peterborough is a place with large areas of attractive, publicly accessible open spaces and green infrastructure that offer important opportunities for recreation, sport and play, as well as delivering benefits for biodiversity. Green Infrastructure is the sub-regional network of protected sites, nature reserves, green spaces, waterways and greenway linkages. In addition to its functions as places for recreation and the protection of biodiversity, green infrastructure has a role to play in:

- water management
- sustainable transport corridors
- community food growing
- the protection of environmental heritage
- forestry or biomass production.

## The Core Policies

- 6.13.2** The number of publicly accessible local nature reserves has increased in recent years and the city benefits from areas such as Ferry Meadows Country Park, which can be easily accessed by most local residents, and also provides a good range of recreation facilities. There are two parks managed to 'Green Flag' standards. Many villages have playing fields, play areas and allotments.
- 6.13.3** The New Townships of Orton, Bretton and Werrington were all designed to include a generous provision of open space. These areas have well integrated green infrastructure, which is easily accessible by all local residents. However, some play areas are too small and suffer from vandalism and anti-social activities, because of the absence of opportunities for casual surveillance. Many of the older urban areas of the city are less well provided, with difficulties of access to open spaces; and what is accessible is often of poor quality and viewed as unsafe. The Council recognises the wide range of benefits that effectively planned and designed open space and green infrastructure can bring to an area, and aims for high quality provision in the planned growth of the area.
- 6.13.4** As part of the evidence base for the Core Strategy and other elements of the LDF, the Council has undertaken and commissioned, a number of studies. These include an open space audit, carried out in line with the requirements of PPG17 to provide a quantitative and qualitative assessment of public open space; and a strategy document with recommendations, to help ensure the necessary provision of additional open space and the protection of open spaces in areas with a deficiency.
- 6.13.5** To ensure that the provision and protection of green infrastructure goes hand in hand with the proposed growth of the city, a green infrastructure strategy known as the Green Grid Strategy has been produced. This document provides a strategic framework for green space provision and includes a comprehensive vision that seeks to improve the connectivity of the area. The proposals and action plan of the Strategy will need to be taken into account and, where possible, supported in new developments to ensure that the required open space is provided to support the growth of the city.
- 6.13.6** The planned provision of over 25,000 new homes could place a huge strain on the natural environment. The policy has been written to ensure that there is no adverse effect on the integrity of International and European sites as a result of additional recreational pressure, by requiring the provision of new open space of sufficient size and quality from all new residential development.
- 6.13.7** Where urban extensions are to be created to accommodate the growth of the city, then it is important that green infrastructure is included as an integral element of their design and layout and that they are well integrated and linked to the existing urban area.
- 6.13.8** The policy sets out the overall framework for the provision of new open spaces and green infrastructure and the protection and enhancement of existing spaces, to support the growth of the city. It should be read in conjunction with policy CS21, which seeks to secure additional accessible natural greenspace/Local Nature Reserves with the object of achieving and, if possible, exceeding the provision of 1 hectare per 1,000 people.

## The Core Policies

### Policy CS19

#### Open Space and Green Infrastructure

Peterborough and its villages will be provided with a range of all types of publicly accessible open space and green infrastructure that deliver places for recreation, sport and play as well as delivering benefits for biodiversity. There will be an overall increase in the total area of land for these purposes to meet the needs of a larger population, and accessible open space will be protected, although some rationalisation of under-used and poorly located open spaces will take place.

All new residential development will make appropriate provision for, or improvements to, public green space, indoor and outdoor sports facilities and play facilities. Standards to assist implementation of this policy will be set out in the Planning Policies DPD. Where the scale of a proposed development would be too small to make the provision of open space on-site feasible, the Council will seek contributions towards the provision of open space elsewhere or to the improvement of existing open spaces, in accordance with the Developer Contributions policy CS13 of this Core Strategy and any subsequent SPD. Where a new development has the potential to have an adverse effect on the integrity of an International or European site as a result of additional recreational pressure, the development may be required to provide open space of sufficient size and quality to accommodate that pressure. Suitable new green spaces will be located on or near to development sites.

The neighbourhood management approach to the regeneration of existing areas of Peterborough will include the provision of new open spaces in areas of deficiency and the improvement of existing open spaces, with additional facilities and better management to Green Flag standards, in accordance with policy CS6.

To protect existing open space, planning permission will not be granted for development which would result in the loss of existing open space if that loss would give rise to a deficiency in open space, or would be in an area where there is already a deficiency, unless:

- (a) the proposed development would be ancillary to use of the site as open space, and the benefits to recreation would outweigh any loss of open area; or
- (b) alternative provision is made, whether in open space or recreation facilities or both, that is at least as accessible to users, by walking, cycling and public transport, and at least equivalent in terms of size, usefulness, attractiveness and quality as the open space that would be replaced.

The Council, working in partnership with local communities, developers and statutory agencies will seek to develop an integrated network of high quality and multi-functional green infrastructure within and linking urban and rural environments across the City, reflecting the broad strategic framework set out in the Peterborough Green Grid Strategy Report (2007). Strategic and major development proposals should incorporate, where appropriate, opportunities for green infrastructure provision, reflecting the objectives of the Peterborough Green Grid Strategy to enrich biodiversity habitats, enable greater connectivity, provide sustainable access for all and promote diverse patterns of landscape and townscape character. Key features of this Green Grid will include (but not be restricted to) the following:



- the promotion of the River Nene, River Welland and adjoining land as sub-regional corridors for biodiversity and landscape retention, restoration and creation; and the promotion of access, navigation and recreation;
- the promotion of the Catswater Drain, Maxey Cut, Stanground Lode and River Nene (Old Course) as local corridors for biodiversity and landscape enhancement and creation;
- the promotion of the Nassaburgh limestone character area as a sub-regional corridor for biodiversity and landscape retention, restoration and creation;
- the continued development of a network of green spaces, water bodies, paths and cycleways within the former brickpits to the south of Peterborough as the 'South Peterborough Green Parks';
- the upgrading and extension of the Green Wheel Cycleway network and rights of way network, including improved connectivity to areas of green infrastructure outside the local authority boundary; and
- the provision of strategically significant green spaces, for example a country park, in association with areas of development proposed in this Core Strategy around the edge of the existing urban area of the City, including in particular, at Great Haddon and Norwood.

- 6.13.9** This policy provides a comprehensive, strategic framework for the protection and provision of publicly accessible open space and green infrastructure.
- 6.13.10** It is vital that the appropriate infrastructure is in place to support the growth of Peterborough, not only for such things as transport, health and education, but also for all open space of public value. The policy will ensure that new developments make provision within the context of an overall strategy and that residents already living in Peterborough benefit from the growth that will take place.
- 6.13.11** The importance of the provision of good quality open spaces can be highlighted by the number of benefits that they can bring. The quality of the surrounding environment can play a vital role in contributing towards the creation of sustainable communities and improving people's quality of life. Open space can bring a number of benefits such as improved health (both physical and mental), by creating more opportunities for play, sport, walking and cycling. Attractive and accessible open space can also help improve the character and appearance of an area, creating more desirable neighbourhoods.
- 6.13.12** Green infrastructure can also bring many environmental benefits, such as the promotion of biodiversity, the attenuation of surface water flows to prevent flooding and the delivery of improved micro-climate control.
- 6.13.13** For further information on the Green Grid vision, recommendations and proposed range of specific initiatives and projects, reference should be made to 'Peterborough's Green Grid Strategy' report, produced in 2007 by consultants on behalf of the Peterborough Green Grid Partnership. The Council will consider the possibility of using this document as the basis for a Green Grid SPD.
- 6.13.14 Outcome of Sustainability Appraisal** - The SA identifies no significant negative effects or outcomes arising from this policy. There will be significant positive effects in relation to the following sustainability objectives: protect and enhance biodiversity and geo-diversity (taking account of climate change); reduce vulnerability to flooding, including sea level rise (taking account of climate change); and protect and enhance landscape and townscape character, retaining local distinctiveness and protecting historic and cultural assets.

## The Core Policies

### Relationship to Objectives

**6.13.15** This preferred option will help to deliver the following Core Strategy objectives:

- OB2 - Environment Capital
- OB4 - Local Services
- OB16 - Walking and cycling
- OB22 - Open Space and Sport
- OB24 - River Nene

### Policy and Evidence Sources

- PPG17: Planning for Open Space, Sport and Recreation, ODPM (2002)
- Assessing Needs and Opportunities: A Companion Guide to PPG17, ODPM (2002)
- The East of England Plan (2008) – policies SS8, ENV1 and PB1
- Peterborough Sustainable Community Strategy
- Peterborough's Green Grid Strategy, The Landscape Partnership on behalf of the Green Grid Partnership (May 2007)
- Peterborough Open Space Survey 2004/2005 Results, PCC (2006)
- Peterborough Open Space Strategy Consultants Report, Atkins (2006)
- Green Space Strategies: a Good Practice Guide, CABE Space (2006)
- How to Create Quality Parks and Open Spaces, CLG (2007)

### 6.14 Landscape Character

- 6.14.1** The character of the landscape in Peterborough varies considerably across the administrative area. Within this relatively small area, there are five different Countryside Character Areas, as identified and mapped by Natural England. There are no national designations in Peterborough (for example, National Parks or Areas of Outstanding Natural Beauty) but that does not mean that the character of the landscape is not valued in its own right. Conserving and enhancing the distinct landscape setting of the area is integral to protecting the identity of Peterborough.
- 6.14.2** The RSS for the East of England has provided Peterborough with high target figures for housing and employment growth. As a consequence, there is a need for substantial land take-up in both brownfield and greenfield locations. The way that this growth takes place will need to be appropriate and sensitive to the landscape in which it will be situated. It is therefore important for the Core Strategy to establish a consistent approach to avoid unnecessary damage to the quality and distinctiveness of our landscapes; and to capture enhancements to the landscape where development is to take place.
- 6.14.3** The Core Strategy must respond to the overall framework set by the RSS – specifically policy ENV2, which deals with landscape conservation.

#### Policy CS20

#### Landscape Character

**New development in and adjoining the countryside should be located and designed in a way that is sensitive to its landscape setting, retaining and enhancing the distinctive qualities of the landscape character area and sub area in which it would be situated.**

There are six landscape character areas (with associated sub-areas), which have been identified in the Peterborough Landscape Character Assessment. Their general extent is shown on Map 2. They are:

- Nene Valley
- Nassaburgh Limestone Plateau
- Welland Valley
- Peterborough Fens
- Peterborough Fen Fringe
- South Peterborough Claylands

For each Landscape Character Area and sub area, specific details of which are provided in the Landscape Character Assessment, criteria will need to be satisfied in order for development to be approved.

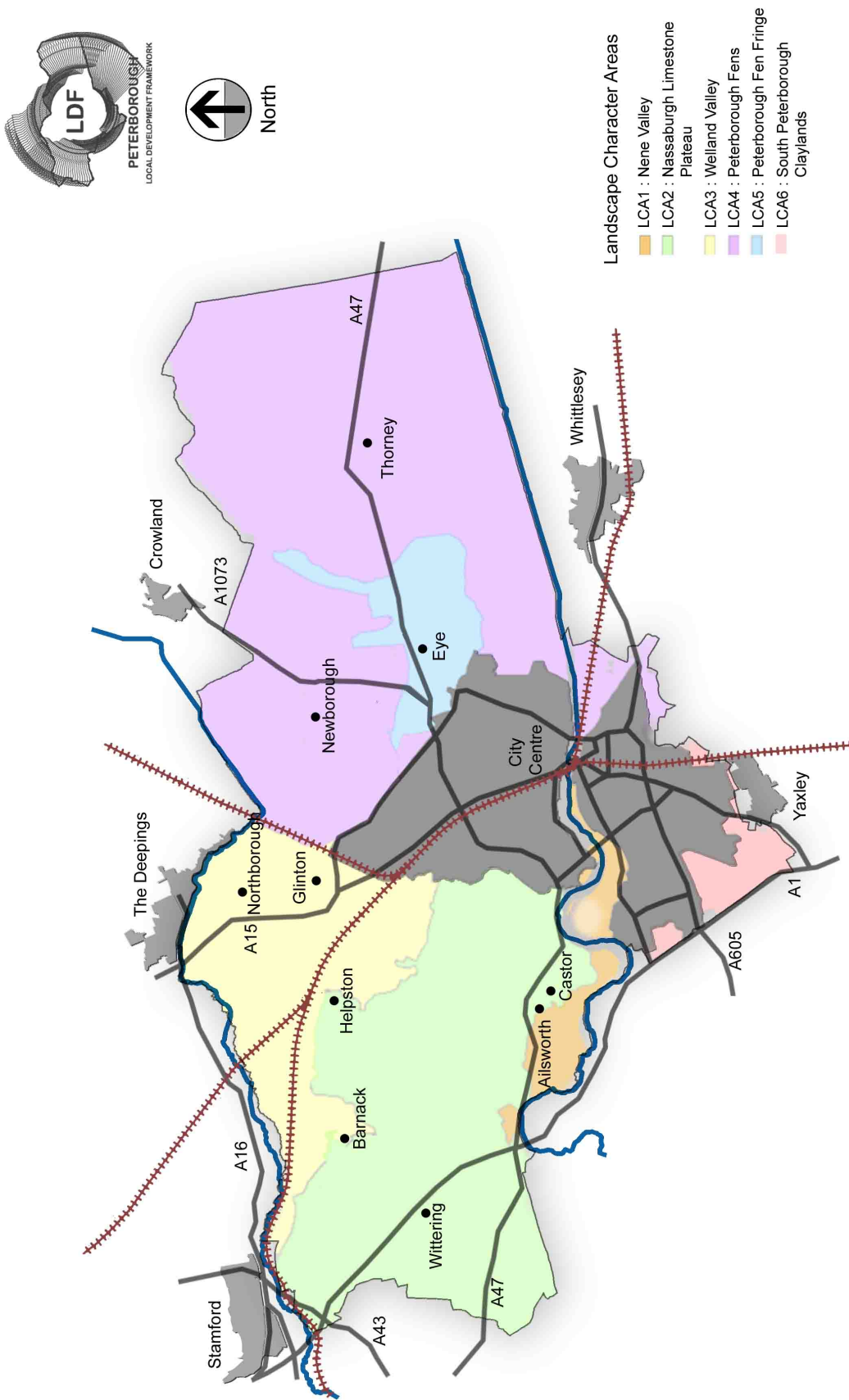
Planning permission will only be granted if the proposed development would:

- (a) recognise and, where possible, enhance the character and qualities of the local landscape through appropriate design and management ;
- (b) reflect and enhance local distinctiveness and diversity;
- (c) make adequate provision as far as is reasonably practicable for the retention of features and habitats of significant landscape, historic, wildlife and geological importance;
- (d) safeguard and enhance important views within the development layout;
- (e) protect the landscape settings and separate identities of settlements; and
- (f) provide appropriate landscape mitigation proportionate in scale and design, and/or suitable off-site enhancements.

- 6.14.4** Outside the City itself, Peterborough is predominantly a rural district; therefore its landscapes are an important part of its character. They have physical, historical, cultural, visual and aesthetic value, impacting on the day to day life of Peterborough's residents and visitors. The criteria based approach offers a comprehensive, detailed methodology for landscape conservation, enhancement and creation, offering individual guidance for the different landscape character areas and sub areas and protecting Peterborough's landscape in a more efficient and complete manner.
- 6.14.5** The policy contributes to the overall aspiration of the Community Strategy to secure the growth of the area in a sustainable way, managing and seeking to minimize aspects of environmental impact.
- 6.14.6** The policy is supported by the evidence collected and presented through the Peterborough Landscape Character Assessment, which has been subject to processes of stakeholder engagement.
- 6.14.7 Outcome of Sustainability Appraisal** - The policy provides a sound basis for protection and enhancement of the wider landscape. It is compliant with national and regional policy and provides greater flexibility for development proposals that are in accordance with the criteria than a more restrictive policy based on local landscape designations. There will be significant positive effects in relation to the protection and enhancement of Peterborough's landscape and townscape. No significant negative effects were identified.

# The Core Policies

Map 2 Landscape Character Areas



## Relationship to Objectives

**6.14.8** The policy will help to deliver the following Core Strategy objectives:

- OB2 - Environment Capital
- OB3 - Urban and Rural Character and Distinctiveness
- OB20 - Sites of Environmental Importance

## Policy and Evidence Sources

- Cambridgeshire Landscape Guidelines: A Manual for Management and Change in the Rural Landscape, Cambridgeshire County Council (1991)
- PPS 7: Sustainable Development in Rural Areas, ODPM (2004)
- The East of England Plan (2008) - policy ENV2
- Landscape Character Assessment – Guidance for England and Scotland (Inc Topic Paper 6 on Landscape Sensitivity and Capacity), Countryside Agency and Scottish Heritage (2002)
- Peterborough Landscape Character Assessment, The Landscape Partnership (2007)

## 6.15 Biodiversity and Geological Conservation

**6.15.1** Peterborough's natural environment is a resource that should be protected and enhanced so that future generations can enjoy it. As one of the four UK Environment Cities, Peterborough is aiming for environmental excellence in all its strategies and activities, incorporating biodiversity and geological conservation wherever possible.

**6.15.2** Our area is rich in a network of internationally, nationally and locally protected sites, as well as those without formal designation. Green links and buffers between these sites are necessary to maintain and enhance biodiversity connectivity and prevent fragmentation. Fragmentation of high value conservation sites is considered a major threat to their long-term viability. Although there are no natural outcrops of rocks in Peterborough, there are exposures resulting from human activity, and Regionally Important Geological/Geomorphological Sites have been identified.

**6.15.3** Although the RSS places a requirement on Peterborough for high levels of housing and employment growth, it also seeks development which is sustainable, in all senses, with appropriate attention to biodiversity and earth heritage issues through policy ENV3. Carefully managed substantial future growth of Peterborough would create opportunities for genuine environmental sustainability to be achieved alongside economic development and social progress – for example, by enabling greater investment in habitat restoration and re-establishment or environmentally sensitive management regimes.

**6.15.4** In the urban area of Peterborough, previously developed (brownfield) land provides a key source of biodiversity, but also provides a key source of land for redevelopment. Whilst not all brownfield sites are valuable to wildlife, many support significant biodiversity and some contain as many "Red Data" and nationally scarce invertebrate species as ancient woodlands. Invertebrates are the most common form of wildlife to be of conservation importance on brownfield sites especially Araneae (spiders), Hymenoptera (ants, bees and wasps), Diptera (flies) and Coleoptera (beetles). The botanic interest of brownfield sites may also be high as the high plant diversity is supplemented by garden escapees and exotics. Brownfield sites also provide important habitats for reptiles and amphibians, as well as nesting sites for birds or roosts for bats where built structures still exist.

## The Core Policies

- 6.15.5** Climate change is an issue that cuts across all policy areas, and biodiversity is no exception. Rapidly shifting climate zones and rising sea levels will put increasing pressure on species. Consultation at the Issues stage for this Core Strategy demonstrated the importance that people place on the need to protect all aspects of our natural environment, with a specific need to introduce measures – for example, appropriate migration corridors – that respond to the issues raised by long-term changes to our climates.
- 6.15.6** The Core Strategy will protect, enhance and promote the biodiversity and geological interest of Peterborough in a manner that achieves sustainable development, consistent with the substantial growth targets set by the RSS.

### Policy CS21

#### Biodiversity and Geological Conservation

The City Council, working in partnership with all relevant stakeholders, will conserve, enhance and promote the biodiversity and geological interest of the area. Decisions will be informed by the hierarchy of international, national and local designations (including locally-designated County Wildlife Sites (CWS), Local Nature Reserves (LNR), Regionally Important Geological/Geomorphological Sites (RIGS)), and recognised areas of Ancient Woodland, which exists in Peterborough. The selection of individual sites for development to meet the scale and broad distribution of growth identified in this Core Strategy will acknowledge the important contribution of biodiversity and geological conservation to the achievement of sustainable development.

Statutory protection will apply to Special Protection Areas, Special Areas of Conservation, Ramsar Sites and Sites of Special Scientific Interest.

Planning permission will only be granted for development which would be likely to have an adverse effect on any LNR, CWS or RIGS if no alternative sites are available, and if there are demonstrable reasons for the proposed development (in accordance with the Sustainable Community Strategy) which outweigh the need to safeguard the nature/geological conservation value of the site; in such circumstances, mitigation and/or compensatory measures will be sought in the first instance, keeping damage to the conservation interest to a minimum and achieving, where possible, a net gain for biodiversity/geological conservation.

Through the processes of development control, grant aid (where available), management agreements and positive initiatives, the Council will:

- contribute to the achievement of the Cambridgeshire and Peterborough Biodiversity Action Plan targets, aiding the management, protection, enhancement and creation of priority habitats. For Peterborough, these include limestone grasslands, woodlands and hedgerows, wet woodlands, rivers and flood meadows;
- promote the management of biodiversity in the light of the threats and opportunities arising from climate change and invasive non-native species. This will include, for example, the provision of wildlife corridors and stepping stones which will be essential for the migration, dispersal and exchange of wild species, all contributing to the creation of an effective, functioning “Green Grid” across Peterborough that links to green infrastructure in adjoining local authority areas;
- avoid demonstrable harm to habitats, water quality or species which are of importance to biodiversity. However, where there is an overriding need for development which would have an adverse impact on such habitats or species, the Council will require

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**appropriate mitigation and/or compensatory measures to offset any harm and achieve, where possible, a net gain for biodiversity;**

- **safeguard the value of previously developed land (PDL) where it is of significant importance for biodiversity;**
- **require the inclusion of beneficial features for biodiversity in new developments, as part of good design and as a matter of common practice; and**
- **seek to secure additional accessible natural greenspace/Local Nature Reserves, with the objective of achieving and, if possible, exceeding 1 hectare of provision per 1,000 people.**

- 6.15.7** One of the features of Peterborough, compared with other local authority areas in the East of England, is the very high levels of residential and employment growth that it is expected to deliver. This needs to be achieved in a truly sustainable way, which involves striking an appropriate balance between growth and the strongly expressed views through public consultation, that biodiversity should be protected and enhanced. In this respect, the policy is in accordance with national policy contained in PPS9, as it seeks to integrate biodiversity into planning and development proposals and aims to minimise impacts, and where possible enhance the biodiversity resource. It also meets the requirements of policy ENV3 of the RSS as it recognises the hierarchical approach to conservation, and the importance of wildlife corridors. It also accords with policy ENV1 in its aim to contribute to green infrastructure.
- 6.15.8** The policy will contribute directly to two of the four priorities of the Sustainable Community Strategy: Creating the UK's Environment Capital; and Delivering Substantial and Truly Sustainable Growth. In addition, because biodiversity is a central part of natural processes and a key feature of sustainable communities, it is beneficial to health, education, social inclusion and quality of life. In this respect, the policy will also contribute to the health and education elements of a third Community Strategy priority: Creating opportunities – Tackling Inequalities.
- 6.15.9** Climate change is likely to lead to variations in the natural ranges of species and habitats. Stakeholder feedback during preparation of this Core Strategy identified the need for sensitive management of biodiversity in response to this issue, and the policy addresses it by emphasising the importance of a connected network of green infrastructure in the form of a Green Grid for Peterborough.
- 6.15.10** An inherent feature of the policy is an acknowledgement that there will be instances where the need for development will outweigh existing biodiversity considerations. Where this is the case, it is essential that measures are implemented to compensate and mitigate for the loss of biodiversity and ensure the net retention of biodiversity in the Peterborough area. There is a particular issue with previously developed land ("brownfield"), which is a priority for development in preference to the use of greenfield sites, both nationally and regionally (RSS policy SS2). However, previously developed land can present a valuable, relatively unrealised, resource of biodiversity and it will be important to assess the significance of that resource as part of the decision-making process on planning applications for development.
- 6.15.11** The Habitats Regulations Assessment for the Core Strategy identifies a potential issue of damage to the habitat of the Orton Pit SAC arising from changes in air quality, as a result of the cumulative effect of development in Peterborough on local traffic volumes. The situation (particularly with respect to nitrogen deposition) is not clear and will depend on a wide variety of factors including changes in background nitrogen levels generally, the volume of local traffic, speed of traffic and improvements in vehicle technology over the time horizon of the Core Strategy. The City Council, in conjunction with Natural England if appropriate, will agree and co-ordinate a regime to monitor levels of air pollution in and around Orton Pit

## The Core Policies

SAC, with a view to implementing appropriate measures if there is evidence that there are changes in air quality which have a significant effect on the integrity of the site. The technical and administrative details of this approach will be dealt with prior to any development which may impact on this site.

- 6.15.12** Local Biodiversity Action Plans (BAPs) are important management tools for biodiversity. The BAP for Cambridgeshire and Peterborough presents a 50 year vision for the area, with targets to boost priority habitats and species.
- 6.15.13** The Peterborough Water Cycle Study includes an approach to water management and this will be carried forward through the Peterborough Water Cycle Study Implementation Group. The provision of Sustainable Drainage Systems referred to in policy CS22 also serves to protect water quality by addressing pollution from surface water.
- 6.15.14 Outcome of Sustainability Appraisal** - The SA identifies no significant positive or negative effects or outcomes arising from this policy. The protection offered is strong but there is nevertheless potential for adverse effects on Peterborough's valued biodiversity because of the large scale of development which is required by the East of England Plan and the fact that such development will often be in close proximity to high value biodiversity sites. As a result, the SA identifies a number of sustainability objectives where the effects are mixed or uncertain.

### Relationship to Objectives

**6.15.15** This policy will help to deliver the following Core Strategy objectives:

- OB2 - Environment Capital
- OB19 - Climate Change
- OB20 - Sites of Environmental Importance
- OB24 - River Nene

### Policy and Evidence Sources

- PPS 9: Biodiversity and Geological Conservation, ODPM, 2005
- Planning for Biodiversity and Geological Conservation: A Guide to Good Practice, ODPM, 2006
- ODPM Circular 06/2005: 'Biodiversity and Geological Conservation – Statutory Obligations and their Impact within the Planning System'
- The East of England Plan (2008) - policies ENV1 and ENV3
- Cambridgeshire and Peterborough Biodiversity Action Plans
- Upon this Rock - The Peterborough Geology Audit, Peterborough Environment City Trust, 2000
- Geological Conservation and Development - former Peterborough Supplementary Planning Guidance, 2000
- Peterborough Water Cycle Study, Hyder Consulting for Peterborough City Council and Opportunity Peterborough (2010) and Peterborough Water cycle Study Addendum (2010)

## 6.16 Flood Risk

**6.16.1** Flooding is an issue gaining more importance in spatial planning due to its cross-cutting impacts on social, environmental and economic matters. As the effects of climate change are being realised, planning with flood risk in mind is integral for sustainable, safe development.



## The Core Policies

- 6.16.2** The city of Peterborough lies just a few metres above sea-level and much of the district lies below sea-level, making the area particularly vulnerable to the effects of climate change. Peterborough, as an aspirational Environment Capital with Climate Change and Sustainable Community Strategies, will seek to promote development which has the ability to adapt to climate change and promotes flood risk reduction.
- 6.16.3** There are two particularly relevant issues to Peterborough: potential development in flood risk areas and surface runoff caused by development.
- 6.16.4** The RSS for the East of England requires Peterborough to deliver high figures for housing and employment growth. As the first section of the Core Strategy explains, this will be reflected in the volume of land needed for development in both brownfield and greenfield locations. Such a scale of development has the potential to create a large amount of surface water run-off that could provide a source of flooding, regardless of the effects of climate change.
- 6.16.5** Surface water drainage is a particular issue, for example, in the Padholme area of Peterborough. The area benefits from a strategic flood protection strategy and has special requirements for development to be approved. Further work to outline a strategic approach to surface water management throughout Peterborough will be developed in line with existing and emerging national policy.
- 6.16.6** The 2008 Level 1 Strategic Flood Risk Assessment (SFRA) for Peterborough identifies considerable areas of land in the east and north of the area as being particularly at risk from flooding; this includes the fens that, without drainage and pumping, would be constantly submerged. There is also land to the south associated with Stanground Lode that poses a potential risk.
- 6.16.7** A Level 2 SFRA has been prepared to provide more detailed information about current and future flood risks, specifically with regard to key strategic development sites.
- 6.16.8** Parts of the River Nene, River Welland and River Great Ouse catchments are located within the administrative area. These catchments include tributaries and areas of functional flood plain that represent many of the areas at higher probability of flooding, and are explored at a more strategic level in their respective Catchment Flood Management Plans.
- 6.16.9** The suitability of any new land for development will need to be considered in accordance with the sequential approach advocated in Planning Policy Statement 25: Development and Flood Risk (PPS25). This has been a key factor in determining the broad locations for development in the spatial strategy, but it will also be relevant when decisions are made about the allocation of individual sites and the granting or refusal of planning permissions.
- 6.16.10** Long-term management of flood risk is particularly important as it is very likely that climate change will have a greater impact in the future. Policies will, therefore, need to extend beyond the life of this Core Strategy. The Level 2 SFRA contains information for flood risk to 2100. Policies will be based on these predictions as well as long-term strategies and actions contained within the 50-100 year Catchment Flood Management Plans for the River Nene and River Welland.
- 6.16.11** Together, the Peterborough Level 1 SFRA (2008) and Level 2 SFRA (2009) have identified the extent and nature of the risk of flooding in Peterborough, taking into account the effects of climate change. They provide the evidence to enable a sequential approach to be applied to any future development.

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### Policy CS22

#### Flood Risk

The allocation of sites for development and the granting or refusal of planning permission on such sites and any other site will be informed by:

- the Peterborough Level 1 SFRA (2008)\*;
- the Peterborough Level 2 SFRA (2009)\*;
- the sequential test and if necessary the exception test; and
- an appropriately detailed site specific flood risk assessment.

(\* Or any equivalent subsequent assessment)

Development in Flood Zones 2 and 3 will only be permitted following the successful completion of a sequential test, exception test if necessary, suitable demonstration of meeting an identified need, and through the submission of a site specific flood risk assessment demonstrating appropriate flood risk management measures and a positive approach to reducing flood risk overall.

No development will be permitted in rapid inundation zones, or areas not defended to an acceptable standard, other than in exceptional circumstances, unless the proposed development is classified as a water compatible use or essential infrastructure (subject to the exception test). In Zone 3a, residential development will only be permitted where the site consists of previously developed land.

All appropriate development should employ sustainable drainage systems (SUDS) to manage surface water run-off where technically feasible and appropriate to that part of the catchment. SUDS will be expected for all developments where run off or flash floods may threaten the integrity of any international or European site of nature conservation importance. Where such a threat exists and SUDS are not feasible, development will not be permitted. Long-term management and maintenance of SUDS should be agreed early on in the process. Economic constraints will not be accepted as a justification for non-inclusion of SUDS.

Where appropriate, development should help achieve the flood management goals from the River Nene and River Welland Catchment Flood Management Plans (CFMP).

**6.16.12** The policy arises from national policy contained in PPS25 and, at a regional level, in policy WAT4 of the RSS. It will allow development to be located appropriately, taking into account both flood risk and other sustainability objectives.

**6.16.13** Development pressures exist within the city centre and other potential areas that are at an increasing risk from flooding arising from climate change. Following the sequential test, development in flood risk areas will be avoided wherever possible. However, where there are no reasonable alternatives, such as regeneration of previously developed sites, less vulnerable uses will be given higher priority than more or highly vulnerable development. For development in those areas at greatest risk, it should be shown through its Site Specific Flood Risk Assessment (SSFRA), regardless of the development's vulnerability classification in table D.3, PPS25, that it is possible for the site to be developed and used safely in the long term prior to any permission being granted.

## The Core Policies

**6.16.14** The growth of Peterborough has the potential to cause increased surface water runoff and greater storm flows. Therefore, the use of Sustainable Urban Drainage Systems (SUDS) will be important in the management of water flows, as SUDS attempt to mimic the natural drainage of a site prior to development. The term 'appropriate development' used in the policy means development that has some drainage requirements or implications, as some development (such as change of use) may not have any effect on drainage or run-off. The water bodies and greenspace incorporated into new developments to provide flood storage or as part of SUDS should also, where possible, be designed to meet objectives for:

- the protection / enhancement of biodiversity;
- the protection / enhancement of landscape;
- reduction of mains water consumption through rainwater harvesting or grey water treatment.

**6.16.15** Long-term strategies such as the Catchment Flood Management Plans for the River Nene and Welland will be material considerations in decision-making, allowing Peterborough to contribute to long-term management of rivers and wider flood alleviation projects both within and beyond the local authority administrative boundary.

**6.16.16** The policy contributes to two of the priorities of the Sustainable Community Strategy: Creating the UK's Environment Capital; and Delivering Substantial and Truly Sustainable Growth. In particular, it will help to achieve the High Level Outcomes 'Creating Better Places to Live' and 'Building the Sustainable Infrastructure of the Future'.

**6.16.17 Outcome of Sustainability Appraisal** - The SA identifies no significant positive or negative effects or outcomes arising from this policy. Given the considerable existing flood risk throughout Peterborough and the expected expansion of flood zones with the effects of climate change, coupled with the large scale of development which is required by the East of England Plan, there are likely to be uncertain or mixed effects for the sustainability objectives of helping make suitable housing available and affordable for everyone, and reducing vulnerability to flooding, including sea level rise.

### Relationship to Objectives

**6.16.18** This preferred option will help to deliver the following Core Strategy objectives:

- OB19 - Climate Change
- OB29 - Flood Risk

### Policy and Evidence Sources

- PPS 25: Development and Flood Risk, CLG, 2010
- PPS 25 Development and Flood Risk Practice Guide, DCLG, 2009
- Environment Agency Flood Zone Maps
- The East of England Plan (2008) - policy WAT 4
- Peterborough Level 1 Strategic Flood Risk Assessment (2008) and Level 2 Strategic Flood Risk Assessment (2010)
- Peterborough Integrated Growth Study, Arup (2008)
- Peterborough Sustainable Community Strategy
- River Nene Catchment Flood Management Plan (2005)
- River Welland Catchment Flood Management Plan – Scoping Report (Nov 2006)

## The Core Policies

## Implementation and Monitoring

### 7 Implementation and Monitoring

- 7.0.1** This section outlines how the Core Strategy policies will be implemented and monitored. It seeks to show how specific policies will be delivered and by whom, and when. The detailed implementation of policies will vary depending on their nature. In some cases, this will be via other DPDs such as the Site Allocations DPD or Planning Policies DPD as well as through Supplementary Planning Documents. The decision to undertake Supplementary Planning Documents will be based upon an identified need to enhance deliverability.
- 7.0.2** The primary implementation responsibility of the Core Strategy lies with Peterborough City Council through both its 'place-shaping' promotional and regulatory functions. Delivery will also be through projects promoted by our partner urban regeneration company, Opportunity Peterborough, and through coordination with various agencies/partners such as Anglian Water, the Highways Agency, the National Grid and the Greater Peterborough Partnership (GPP). The level of involvement of each of these may differ based on their statutory duties and responsibilities. Investment will also come from the private sector, including housebuilding companies, developers, retailers and business companies. Effective partnership working with a wide range of public, private and voluntary sectors will therefore be key to the successful implementation of the Core Strategy policies.
- 7.0.3** Implementation of this strategy will depend heavily on the necessary infrastructure, such as roads, schools, water supplies, and electricity capacity being in place. It is important that key infrastructure is secured to support new communities. Our approach (as referred to in section 6.6) is to prepare and maintain a Peterborough Integrated Development Programme (IDP). This draws from a wide range of sources including the Water Cycle and Energy studies to ensure that all appropriate requirements are understood. It provides the level of information that is required to demonstrate that there is a good understanding of infrastructure requirements and that there is a reasonable prospect of timely provision. The IDP is a live document, updated regularly, and used to inform the Core Strategy monitoring process.
- 7.0.4** Monitoring, review and implementation are key aspects of the Government's 'plan, monitor and manage' approach to the planning system (PPS12). Preparation of a plan is not a 'one-off' activity; it is part of a process that involves keeping a check on how successful the plan is in delivering what it sets out to do, and making adjustments to that plan if the checking process reveals that changes are needed. An important aspect of the new planning system is the ability to produce various local development documents at different times. This allows the Council to respond quickly to changing circumstances and priorities in Peterborough.
- 7.0.5** Monitoring is crucial to the successful delivery of the Core Strategy because it takes a future oriented approach by identifying the key challenges and opportunities and enabling adjustments and revisions to be made if necessary. One of the tests of soundness of a Core Strategy is whether there are clear mechanisms for implementation and monitoring. The Council is therefore committed to the effective monitoring of the Peterborough Core Strategy, in particular to achieve the vision and the strategic objectives underlying the significant amount of growth that is proposed.
- 7.0.6** The purposes of monitoring are:
- to assess the extent to which policies in the Core Strategy are being implemented
  - to identify policies that may need to be amended or replaced
  - to measure the performance of the Core Strategy against the vision and strategic objectives
  - to establish whether policies have had unintended consequences

## Implementation and Monitoring

- to establish whether assumptions and objectives behind policies are still relevant
- to establish whether targets are being achieved

**7.0.7** The Council has used the Core Strategy objectives and policies to identify a series of monitoring indicators and targets. The indicators have been selected in the light of the new national indicator set, the national LDF Core Output indicators and the indicators proposed for the Peterborough Local Area Agreement. In addition, they have been selected to ensure that there is no duplication of effort in respect of indicators that are more appropriately monitored elsewhere (for example, for the Council's Local Transport Plan); and to ensure that the scale of monitoring work is commensurate with the resources available to undertake it.

**7.0.8** The Local Area Agreement (LAA) for Peterborough has been put together by all the partners within the framework of the Greater Peterborough Partnership, Peterborough's local strategic partnership, with the specific objective of driving forward the vision of the future. The implementation plan seeks to demonstrate how the Core Strategy policies relate and contribute towards these priorities.

**7.0.9** Monitoring outcomes will normally be reported on an annual basis for a year which begins on 1 April and ends on 31 March, unless data is not available for such a time period. The key delivery vehicle for reporting the outcome of monitoring the Core Strategy will be the Peterborough Annual Monitoring Report (AMR). The AMR will be published by the end of each year. Each development plan document will be monitored individually and the results will be brought together in the AMR.

**7.0.10** The tables below show our implementation and monitoring strategy.

**7.0.11** Following the implementation and monitoring tables, Table 7 provides details of the expected delivery of additional dwellings for each of the years to 2025/26 according to location, and divided between those which are committed (at 1 April 2009) and those which are proposed. It forms the basis for the housing trajectory illustrated in Figure 2 (section 5.5). Net housing completions will be monitored annually for each of the location categories contained in the table, so that the Council can assess (and report via the AMR) the extent to which the spatial strategy for residential development is being achieved. This will help the Council and its partners to identify when some intervention or other management action is necessary to ensure successful implementation of the strategy.

**7.0.12** The monitoring strategy for policy CS2 includes an indicator about the percentage of new and converted dwellings on previously developed land, and the target is that, cumulatively, over the time horizon of the Core Strategy, this should be greater than 60%. The cumulative average up to 31 March 2010 (since 1 April 2001) is 87.2%. Figure 3, at the end of this chapter, shows our trajectory for housing development on previously developed land. The bars for overall dwelling completions (actual and projected) are identical to those in Figure 2 'Housing Trajectory 2001 – 2026'. The cream bars show completions that have been achieved to date. The brown bars show projected completions on previously developed land and the green bars show projected completions on greenfield land.

## Implementation and Monitoring

<p><b>Policy CS1</b> <b>The Settlement Hierarchy and the Countryside</b></p>	<p><b>Objectives</b> <b>OB1, OB3, OB4, OB7</b></p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers Rural Parish Councils</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p> <p>Achieving a 'sound' Site Allocations DPD, which matches the thrust of this overarching policy, will be key to the successful delivery of the policy.</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p>	<p><b>Targets and dates</b></p>
<p>The Planning Policies DPD will have site specific policies to inform planning applications Site Allocations DPD will allocate sites in accordance with the settlement hierarchy Through the ongoing submission and determining of planning applications</p>	<p>Net additional dwellings provided (by location - as per CS2 categories)</p> <p>Number of additional dwellings in the countryside</p>	<p>1420 per year (cumulative average - split as per CS2)</p> <p>Minimise</p>
	<p><b>Risks</b></p>	<p><b>Contingencies</b></p>
	<p>Significant change in settlement facilities Pressure for 'quick-win' development in villages and countryside if development in more sustainable locations is less than planned</p>	<p>Review planning policies Development of further local guidance Review settlement hierarchy</p>
	<p><b>Phasing</b></p>	
	<p>No specific restrictive phasing policy</p>	

## Implementation and Monitoring

<p><b>Policy CS2</b> <b>Spatial Strategy for the Location of Residential Development</b></p>	<p><b>Objectives</b> OB1, OB7, OB8, OB13, OB14</p>	<p><b>National Indicators</b> NI154 (Net additional homes provided), NI159 (Supply of ready to develop housing sites)</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Developers and housebuilders Housing associations Registered social landlords Private and public land owners</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. There is a need for the IDP to be kept up to date. Delivery is dependent on partnership working across the entire sector, the state of the national economy and the availability of funding from financial institutions. Delivery will rely on private (predominantly) and public (proportionally significantly less) funding.</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p>	<p><b>Targets and dates</b></p>
<p>Planning Policies DPD will provide detailed policies for housing Site Allocations and City Centre Area Action Plan DPDs will identify and allocate land for future housing development Masterplans or other studies for District Centres will identify scope for further residential intensification Continuous partnership working with relevant organisations to ensure targets are met Housing Strategy Funding from the National Affordable housing programme and PCC affordable housing grant Use of planning obligations or conditions attached to planning permissions to secure affordable housing The IDP will set out the detailed infrastructure requirements required to support the policy The Peterborough Delivery Partnership will work with partners to tap into funding sources Through the ongoing submission and determining of planning applications Through the provision of a pro-active pre-application service</p>	<p>Net additional dwellings provided (by location)</p> <p>Net additional dwellings (cumulative) since April 2001</p> <p>Percentage of new and converted dwellings on previously developed land</p> <p>Supply of ready to develop housing sites (assessed annually)</p> <p>Proportion of new residential development within 30 minute public transport time of a</p> <ul style="list-style-type: none"> <li>- GP</li> <li>- Hospital</li> <li>- Primary school</li> <li>- Secondary school</li> <li>- Areas of employment</li> <li>- Major retail centres</li> </ul>	<p>1420 per year (cumulative average)</p> <p>Monitored against the housing trajectory in Figure 2 (section 5.4) and Table 7</p> <p>Greater than 60% (cumulative average)</p> <p>At least 5 years housing land supply at any point in time</p> <p>95% for each service</p>



## Implementation and Monitoring

<p><b>Policy CS2</b>  <b>Spatial Strategy for the Location of Residential Development</b></p>	<p><b>Objectives</b>  <b>OB1, OB7, OB8, OB13, OB14</b></p>	<p><b>National Indicators</b>  <b>NI154 (Net additional homes provided),</b>  <b>NI159 (Supply of ready to develop housing sites)</b></p>
	<p><b>Risks</b></p> <p>State of national economy, and impact on housebuilding sector</p> <p>Lending policies of financial institutions</p> <p>Lack of developer interest in housing sites</p> <p>Committed sites not being developed</p>	<p><b>Contingencies</b></p> <p>Review planning policies and site allocations</p> <p>Seek further engagement with developers and OP to identify why development is not coming forward</p> <p>Work with developers to overcome site-specific obstacles</p>
	<p><b>Phasing</b></p> <p>No specific restrictive phasing policy. Table 7 (Housing Trajectory) sets out an estimate of when this policy will be delivered over time.</p>	

## Implementation and Monitoring

<p><b>Policy CS3</b> <b>Spatial Strategy for the Location of Employment Development</b></p>	<p><b>Objectives</b> OB1, OB10, OB12, OB18</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Peterborough Regional Economic Partnership Developers Inward-investors</p> <p><b>How will the policy be implemented?</b></p> <p>Planning policies DPD will provide detailed policies for employment Individual sites for employment use will be identified and allocated via Site Allocations DPD and City Centre Area Action Plan DPD Active promotion of Peterborough as a business location</p> <p>The Peterborough Delivery Partnership will work with partners to tap into funding sources The IDP will set out the detailed infrastructure requirements required to support the policy Through the ongoing submission and determining of planning applications</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p> <p><b>Indicators</b></p> <p>Supply of land developed for employment use Number of years employment land supply available at current take-up rate Take up of employment land by location and type of use</p> <p><b>Risks</b></p> <p>State of national economy, and impact on development sector Lending policies of financial institutions Lack of progress in education to develop knowledge based industry Lack of developer interest in employment sites Committed sites not being developed</p> <p><b>Phasing</b></p> <p>No specific restrictive phasing policy</p>	<p><b>Targets and dates</b></p> <p>Deliver at least 215 hectares from 2007 to 2026 At least 5 years' worth Increase</p> <p><b>Contingencies</b></p> <p>Review planning policies and site allocations Seek further engagement with developers and OP to identify why development is not coming forward Seek further promotional measures to enhance the attractiveness of Peterborough Work with developers to overcome site-specific obstacles</p>
<p><b>Comments:</b> Employment concerns use classes B1 (Business), B2 (General Industrial), B8 (Storage or Distribution)</p>		

<p><b>Policy CS4</b> <b>The City Centre</b></p>	<p><b>Objectives</b> OB3, OB7, OB9, OB13, OB16, OB17, OB21, OB24, OB26, OB29</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Service providers, Higher Education (for the University) including HEFC</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. Preparation of a CCAAP.</p>	
<p><b>How will the policy be implemented?</b></p> <p>Produce a City Centre Area Action Plan (CCAAP) DPD to guide the development of the City Centre. Produce a Public Realm Strategy to improve the environmental quality in the city centre. South Bank Master Plan Station Quarter development brief Adoption of City Centre Area Action Plan DPD Adoption of Public Realm Strategy Publication of master plan and brief Through the ongoing submission and determining of planning applications</p> <p>Through the proactive work of the Peterborough Delivery Partnership (PDP)</p>	<p><b>Indicators</b></p> <p>Amount of completed A1 floorspace (gross and net) Amount of completed A2 - 5 floorspace (gross and net) Number of completed dwellings in the City Centre Amount of completed gross external floorspace for B1</p>	<p><b>Targets and dates</b></p> <p>Maintain and increase by 2026 Maintain and increase by 2026 4,300 dwellings by 2026 Approximately 80,000 sq m by 2026</p>
	<p><b>Risks</b></p> <p>Reliance on private sector funding and developer interest Lack of developer interest in city centre sites Committed sites not being developed</p>	<p><b>Contingencies</b></p> <p>Review planning policies Development of further guidance Seek further promotional measures to enhance the attractiveness of Peterborough City Centre Seek further engagement with developers and OP to identify why floor space and the number of completed dwellings are not being increased</p>
	<p><b>Phasing</b></p>	<p>No specific restrictive phasing policy. However, the CCAAP may introduce phasing of specific sites if appropriate.</p>

## Implementation and Monitoring

<p><b>Policy CS5 Urban Extensions</b></p>	<p><b>Objectives</b> OB1, OB3, OB6, OB7, OB9, OB12, OB18, OB20, OB25</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and private developers Developers and Housebuilders Utility providers</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p> <p>Delivery of the policy will require a considerable amount of complementary infrastructure, all of which will be determined precisely via the planning application negotiation stage – the IDP provides an initial guide.</p>	
<p><b>How will the policy be implemented?</b></p> <p>Close partnership working to identify suitable sites for future development Site boundaries for urban extensions will be identified in the Site Allocations DPD The IDP will set out the detailed infrastructure requirements required to support the policy Adoption of Site allocations DPD Through the ongoing submission and determining of planning applications Through the agreement, and implementation, of a s106 legal agreement (to ensure, for example, the timely provision of infrastructure)</p>	<p><b>Indicators</b></p> <p>Status of each of the urban extensions i.e. not started, outline permission, full permission, or under construction; rate of housing delivery compared with housing trajectory</p> <p><b>Risks</b></p> <p>State of national economy, and impact on housebuilding sector Lending policies of financial institutions Reliance on private sector funding and developer interest Dependent upon the timely provision of infrastructure For Great Haddon - the outcome of a project level appropriate assessment under the Habitats Regulations</p>	<p><b>Targets and dates</b></p> <p>No specific target; depends on the site circumstances Need to monitor any problems of infrastructure delivery in development areas</p> <p><b>Contingencies</b></p> <p>Review planning policies Review trajectory and consider the phasing Seek further engagement with developers and OP to identify why development is not coming forward Seek further engagement with utility providers to identify and overcome any infrastructure constraints</p>

## Implementation and Monitoring

<p><b>Policy CS5 Urban Extensions</b></p>	<p><b>Objectives</b> OB1, OB3, OB6, OB7, OB9, OB12, OB18, OB20, OB25</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Phasing</b></p> <p>No specific restrictive phasing policy. Table 7 (Housing Trajectory) sets out an estimate of when this policy will be delivered over time.</p> <p>At a planning application stage for the delivery of these sites, there may be a phasing condition attached, for example in relation to the provision of key infrastructure or for s106 contributions to be made.</p>		

## Implementation and Monitoring

<p><b>Policy CS6 Neighbourhood Regeneration</b></p> <p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Developers and Housebuilders Service providers Community groups and parish councils</p>	<p><b>Objectives</b> OB1, OB4, OB5, OB6, OB14, OB26</p> <p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. Implementation of the POIS (tariff) SPD or any subsequent similar system (such as CIL).</p>	<p><b>National Indicators</b> NI5 (overall satisfaction with local area)</p>
<p><b>How will the policy be implemented?</b></p> <p>Production of Neighbourhood and Parish plans Close partnership working with service providers and other relevant organisations Use of developer contributions and grant-aid for regeneration Investment according to evidence and locally determined needs. Adoption of Neighbourhood and Parish plans</p>	<p><b>Indicators</b></p> <p>Indices of Multiple Deprivation Community satisfaction surveys</p> <p><b>Risks</b></p> <p>Reliance on private sector funding and developer interest Shortage of public sector funding</p> <p>Phasing</p> <p>No specific restrictive phasing policy</p>	<p><b>Targets and dates</b></p> <p>Maintain or exceed the 2005 overall values Improve or maintain</p> <p><b>Contingencies</b></p> <p>Review planning policies Development of further local guidance Seek further engagement with developers and OP to identify why development is not coming forward Explore alternative funding sources, including EU grants</p>

## Implementation and Monitoring

Policy CS7 Regional Freight Interchange	Objectives OB1, OB10, OB12, OB19	National Indicators N/A
<p><b>Key responsible organisations</b></p> <p>Private Developers</p> <p>Peterborough City Council Fenland District Council Cambridgeshire County Council Opportunity Peterborough Utility providers Environment Agency Natural England Internal Drainage Boards (IDBs) Network Rail</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p> <p>Delivery of the policy will be dependent on the granting of planning permission either by Ministers (following consideration by the Major Infrastructure Planning Unit) or by Peterborough City Council, Fenland District Council and Cambridgeshire County Council, working through a joint committee approach.</p> <p>Policy CS7 sets out a number of issues which a prospective developer must satisfy before the project can be delivered.</p> <p>It is not anticipated that public money will be spent to support delivery of the scheme.</p>	
<p><b>How will the policy be implemented?</b></p> <p>Implementation will be by a private sector developer, following the determination of a planning application either by Ministers (following consideration by the Major Infrastructure Planning Unit) or by Peterborough City Council, Fenland District Council and Cambridgeshire County Council, working through a joint committee approach.</p>	<p><b>Indicators</b></p> <p>Progress on implementing the development N/A</p> <p><b>Risks</b></p> <p>Lack of funding available for the scheme Lack of developer interest Insufficient evidence base Difficulties in overcoming obstacles to development and/or providing appropriate mitigation</p> <p><b>Contingencies</b></p> <p>Review proposals and evidence base Seek further engagement with prospective developers and agencies</p> <p><b>Phasing</b></p> <p>No specific restrictive phasing policy from a planning perspective. However, others may impose such restrictions from an implementation perspective, such as Network Rail and the capacity of the rail line to take additional freight.</p>	

## Implementation and Monitoring

Policy CS8 Meeting Housing Needs	Objectives OB7, OB8, OB9	National Indicators NI155 (Number of affordable homes delivered (gross))
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Developers and Housebuilders Housing associations Registered social landlords Private and public land owners Homes and Communities Agency</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p>	
<p><b>How will the policy be implemented?</b></p> <p>Planning Policies DPD will provide detailed policies for housing Site Allocations DPD will identify and allocate land for future housing development Masterplans or other studies for District Centres will identify scope for further residential intensification Continuous partnership working with relevant organisations to ensure targets are met Funding from the National Affordable housing programme and PCC affordable housing grant Use of planning obligations or conditions attached to planning permissions to secure affordable housing The IDP will set out the detailed infrastructure requirements required to support the policy Through the ongoing submission and determining of planning applications</p>	<p><b>Indicators</b></p> <p>Housing mix broken down by 1, 2, 3 and 4+ beds in the market housing sector</p> <p>Affordable housing mix broken down by 1, 2, 3 and 4+ beds in the social rented sector</p> <p>Proportion (and number) of affordable homes completed on sites with 15 or more dwellings</p> <p>Proportion of new homes meeting Lifetime Homes Standard on sites with 15 or more dwellings</p> <p>Proportion of new homes meeting wheelchair homes standard on sites with 50 or more dwellings</p> <p><b>Risks</b></p>	<p><b>Targets and dates</b></p> <p>As recommended by evidence in an up-to-date Strategic Housing Market Assessment</p> <p>As recommended by evidence in an up-to-date Strategic Housing Market Assessment</p> <p>30% of the total dwellings as affordable houses</p> <p>20% of the dwellings to be built to Lifetime Homes Standards</p> <p>2% of the dwellings to be built to wheelchair homes standards</p> <p><b>Contingencies</b></p>



<p><b>Policy CS8 Meeting Housing Needs</b></p>	<p><b>Objectives OB7, OB8, OB9</b></p> <p>Lack of developer interest in housing sites Committed sites not being developed Shortage of funds from Homes and Communities Agency</p>	<p><b>National Indicators NI155 (Number of affordable homes delivered (gross))</b></p> <p>Review planning policies Seek further engagement with developers and OP to identify why development is not coming forward</p>
<p><b>Phasing</b></p>		
<p>No specific restrictive phasing policy</p>		

## Implementation and Monitoring

<p><b>Policy CS9 Gypsies and Travellers</b></p>	<p><b>Objectives OB7, OB8</b></p>	<p><b>National Indicators N/A</b></p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers and landowners Homes and Communities Agency</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The implementation of this policy is not dependent upon any strategic infrastructure projects.</p> <p>Funding for provision of sites will be via developer contributions (s106 or tariff), direct grants from HCA and/or PCC (especially where an identified site is in the ownership of the City Council)</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p>	<p><b>Targets and dates</b></p>
<p>Allocation and identification of land for Gypsies and Travellers transit pitches Adoption of Site Allocations DPD</p> <p>Through the ongoing submission and determining of planning applications</p> <p>Up-to-date preparation of assessments of local need</p> <p>S106 / tariff / CIL contributions</p>	<p>Net additional authorised public and private pitches for Gypsies and Travellers to meet the identified local need</p> <p><b>Risks</b></p> <p>Lack of landowner interest in Gypsy and Traveller sites Identified sites not being utilised Lack of funding</p>	<p>To meet targets and dates set by local assessments of need</p> <p><b>Contingencies</b></p> <p>Review planning policies Seek further engagement with Gypsies and Traveller representatives to identify why additional pitches are not coming forward Seek to maximise funding</p>
	<p><b>Phasing</b></p>	<p>No specific restrictive phasing policy. However, if no 'need' for further pitches is identified at any point in time then planning applications will be looked at less favourably than if there is an identified need (e.g. applications in the open countryside, where applications may be looked at favourably as an exception if there is a clear identified local need)</p>

## Implementation and Monitoring

<b>Policy CS10 Environment Capital</b>	<b>Objectives OB2, OB19, OB27, OB28</b>	<b>National Indicators N/A</b>
<b>Key responsible organisations</b>	<b>What is the delivery of the policy dependent upon?</b>	
Peterborough City Council Opportunity Peterborough Public and Private developers Greater Peterborough Partnership (GPP)	The implementation of this policy is not dependent upon any strategic infrastructure projects.  Successful preparation and implementation of the Environment Capital SPD	
<b>How will the policy be implemented?</b>	<b>Indicators</b>	<b>Targets and dates</b>
Through the preparation of the Environment Capital SPD  Effective partnership working Through the ongoing submission and determining of planning applications Adoption of Planning Policies DPD Through the ongoing activities of Greater Peterborough Partnership (GPP)	Proportion of approved developments supported by a reasonable contribution to the Environment Capital Agenda	100%
	<b>Risks</b>	<b>Contingencies</b>
	Contributions to the Environment Capital agenda constraining or deterring development	Review planning policies Seek further engagement with developers and OP to identify why developments are not supported by a reasonable contribution Develop further local guidance (SPD) on what is considered to be a reasonable contribution
	<b>Phasing</b>	
	No specific restrictive phasing policy	

## Implementation and Monitoring

<p><b>Policy CS11 Renewable Energy</b></p>	<p><b>Objectives</b> OB2, OB19, OB28</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Renewables East (advisory) East of England Development Agency (EEDA)</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p>	<p><b>Targets and dates</b></p>
<p>Adoption of Environment Capital SPD Effective partnership working</p>	<p>Installed capacity for renewable energy generation (by type)</p>	<p>Increase by 2026</p>
<p>Creation of energy action zones Through the ongoing submission and determining of planning applications</p>	<p><b>Risks</b></p> <p>Renewable energy targets constraining development Environmental constraints limiting opportunities for renewable energy developments Lack of funding available Radar problems (for windfarms)</p>	<p><b>Contingencies</b></p> <p>Review of policies Development of further guidance, in partnership with Renewables East, using latest best practice guidance.</p>
	<p><b>Phasing</b></p>	
	<p>No specific restrictive phasing policy</p>	

## Implementation and Monitoring

<p><b>Policy CS12 Infrastructure</b></p>	<p><b>Objectives</b> OB1, OB4, OB5, OB6, OB15, OB16, OB22, OB24, OB27, OB28</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and private developers Developers and Housebuilders Highways Agency Network Rail Utility providers</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. Keeping the IDP up to date.</p>	
<p><b>How will the policy be implemented?</b></p> <p>The IDP will set out the detailed infrastructure requirements required to support the policy Adoption of Site Allocations DPD Adoption of Planning Policies DPD Through the ongoing submission and determining of planning applications Through the work of the Peterborough Water Cycle Study Implementation Group</p>	<p><b>Indicators</b></p> <p>All new infrastructure required to be delivered in conjunction with the development of allocated sites</p>	<p><b>Targets and dates</b></p> <p>N/A</p>
	<p><b>Risks</b></p> <p>State of national economy, and impact on development sector Reliance on private sector funding and developer interest Lead in time for infrastructure projects Shortage of public sector funds</p>	<p><b>Contingencies</b></p> <p>Review planning policies Review trajectory and consider the phasing. Seek further engagement with developers and OP to identify why development is not coming forward</p>
	<p><b>Phasing</b></p> <p>The policy effectively is a 'phasing' policy for the whole Core Strategy. It stipulates very clearly that without adequate infrastructure there can be no growth. Individual planning permissions may have conditions attached, to phase development in line with planned infrastructure.</p>	

## Implementation and Monitoring

<p><b>Policy CS13 Developer Contributions to Infrastructure Provision</b></p>	<p><b>Objectives</b> OB1, OB4, OB5, OB6, OB15, OB16, OB22, OB24, OB27</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers Service providers</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. Up-to-date POIS or CIL.</p>	
<p><b>How will the policy be implemented?</b></p> <p>The IDP will set out the detailed infrastructure requirements required to support the policy Ensure all appropriate opportunities are taken to secure necessary infrastructure to support new development Planning Obligations Implementation Scheme adopted as a document to aid the implementation of the policy POIS and s106 contributions monitored (via a dedicated team within the Council) Effective partnership working Through the ongoing submission and determining of planning applications</p>	<p><b>Indicators</b></p> <p>Amount of funds secured through developer contributions for:</p> <ol style="list-style-type: none"> <li>1. Site related infrastructure</li> <li>2. Neighbourhood infrastructure</li> <li>3. Strategic infrastructure for both on-site and off-site</li> </ol>	<p><b>Targets and dates</b></p> <p>Appropriate level of funding secured to enable delivery of necessary infrastructure (as set out in the IDP)</p>
<p>Amount of funds spent on the intended purpose</p>		
<p><b>Risks</b></p> <p>Level of developer contributions not viable Contributions not sufficient to secure the necessary infrastructure requirements</p>		
<p><b>Contingencies</b></p> <p>100% of S106 planning obligations fully complied within agreed time scales</p>		
<p><b>Phasing</b></p> <p>Review of obligations strategy and infrastructure delivery plan, consideration of community infrastructure levy (subject to legislation being passed). Seek further engagement with developers and OP to identify why funds are not being secured</p>		
<p>Phasing in conjunction with policy CS12</p>		

## Implementation and Monitoring

<p><b>Policy CS14 Transport</b></p>	<p><b>Objectives</b> OB1, OB2, OB4, OB13, OB14, OB15, OB16, OB19</p>	<p><b>National Indicators</b> NI175 (Access to services and facilities by public transport, walking and cycling)</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Highways Agency Local Public transport operators</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy. Successful preparation, and implementation, of LTP3 and subsequent LTPs (including sufficient funding coming forward)</p>	
<p><b>How will the policy be implemented?</b></p> <p>Completion of the Peterborough Long-Term Transport Plan and LTP3 Traffic management projects through the Council's capital programme Request for travel plans for new larger schemes Encourage high density development New development to be in accordance with Local Transport Plan Mainly implemented through the Council, working in partnership with relevant partners including Travelchoice and Opportunity Peterborough Through the ongoing submission and determining of planning applications Adoption of Planning Policies DPD Bids for funding (as they arise)</p>	<p><b>Indicators</b></p> <p>Indicators for this policy are determined via an up-to-date Local Transport Plan (LTP)</p> <p><b>Risks</b></p> <p>Lack of funding</p> <p><b>Phasing</b></p> <p>No specific restrictive phasing policy. However, there are linkages between this policy and CS12 and CS13 which indirectly could result in phasing of development and the implementation of this policy.</p> <p>Level of funding received via LTP3 and subsequent LTPs could also result in a phased approach to delivery of the infrastructure referred in this policy.</p>	<p><b>Targets and dates</b></p> <p>As set out in an up-to-date LTP</p> <p><b>Contingencies</b></p> <p>Review planning policies Development of further guidance Seek further engagement with Travelchoice team to identify why public transport targets are not being met Explore alternative funding sources, including EU grants</p>

## Implementation and Monitoring

<p><b>Policy CS15 Retail</b></p>	<p><b>Objectives OB4, OB13, OB14</b></p>	<p><b>National Indicators N/A</b></p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Chamber of Commerce</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p>	
<p><b>How will the policy be implemented?</b></p> <p>The Planning Policies DPD will have detailed policies to inform planning applications Through the ongoing submission and determining of planning applications</p> <p>Through the proactive work of the Peterborough Delivery Partnership (PDP)</p> <p>Through refreshes of retail studies and on-going monitoring of retail floorspace</p>	<p><b>Indicators</b></p> <p>Amount of completed A1 floorspace (gross and net) by location</p> <p>Amount of completed A2 - A5 floorspace (gross and net) by location</p> <p><b>Risks</b></p> <p>Reliance on private sector funding and developer interest Lack of developer interest in retail sites Committed sites not being developed Out-of-centre developments reducing the capacity to support in-centre development</p> <p><b>Phasing</b></p> <p>No specific restrictive phasing policy. However, the policy includes specific targets which could impact upon the timing of development coming forward.</p>	<p><b>Targets and dates</b></p> <p>Increase by 2026</p> <p>Increase by 2026</p> <p><b>Contingencies</b></p> <p>Review planning policies Seek further engagement with developers and OP to identify why floor space is not being increased Seek further promotional measures to enhance the attractiveness of Peterborough</p>



## Implementation and Monitoring

<p><b>Policy CS16</b> <b>Urban Design and the Public Realm</b></p>	<p><b>Objectives</b> OB2, OB3, OB9, OB25, OB26</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Local amenity groups Local Design Review Panel CABE</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The implementation of this policy is not dependent upon any strategic infrastructure projects.</p>	
<p><b>How will the policy be implemented?</b></p> <p>All development proposals should embrace all aspects of design, including sustainable construction, energy efficiency measures, security and accessibility Where necessary, planning applications must be accompanied by robust design and accessibility statements Offer guidance to applicants on design issues City Centre Area Action Plan DPD Public Realm Strategy  Village Design Statements Design guidance and briefs</p>	<p><b>Indicators</b></p> <p>Community satisfaction surveys to determine public satisfaction with quality of the built environment.</p>	<p><b>Targets and dates</b></p> <p>N/a</p>
	<p><b>Risks</b></p> <p>Failure of developments to translate guidance into practice Lack of funding available</p>	<p><b>Contingencies</b></p> <p>Review planning policies Development of further guidance Seek further public engagement to identify causes of dissatisfaction</p>
<p><b>Phasing</b></p> <p>No specific restrictive phasing policy</p>		

## Implementation and Monitoring

<p><b>Policy CS17</b> <b>The Historic Environment</b></p>	<p><b>Objectives</b> OB2, OB3, OB26</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers Natural England English Heritage</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The implementation of this policy is not dependent upon any strategic infrastructure projects.</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p>	<p><b>Targets and dates</b></p>
<p>The use of conservation area appraisals in determining planning applications Identification and protection of buildings of local importance Identification and protection of unscheduled archaeological remains Application of PPS5. Through the ongoing submission and determining of planning applications</p>	<p>Number of entries for Peterborough on English Heritage's Buildings at Risk Register</p>	<p>Reduce</p>
	<p>Number and areas of designated conservation areas and Article 4 Directions.</p>	<p>Conserve or increase</p>
	<p>Number of conservation areas with up to date conservation area appraisals and management proposals</p>	<p>Over 80% at any one time</p>
	<p>Change in the number of Listed Buildings and scheduled monuments</p>	<p>Conserve or increase</p>
	<p><b>Risks</b></p>	<p><b>Contingencies</b></p>
	<p>Lack of funding available to identify and protect buildings of local importance.</p>	<p>Review planning policies Review of conservation area appraisals Seek further engagement with English Heritage to identify why the condition of buildings have not been maintained</p>
	<p><b>Phasing</b></p>	
	<p>No specific restrictive phasing policy</p>	

## Implementation and Monitoring

Policy CS18 Culture, Leisure and Tourism	Objectives OB13, OB18, OB21, OB23, OB24	National Indicators N/A
<b>Key responsible organisations</b>	<b>What is the delivery of the policy dependent upon?</b>	
Peterborough City Council Public and Private developers Sport England English Heritage Greater Peterborough Partnership (GPP)	The implementation of this policy is not dependent upon any strategic infrastructure projects.	
<b>How will the policy be implemented?</b>	<b>Indicators</b>	<b>Targets and dates</b>
The following will complement the policy: City Centre Area Action Plan Cultural Strategy Sports Strategy Heritage Strategy Tourism Strategy Library Services Strategy Arts Strategy	Total number of completed cultural, leisure and tourism facilities	Increase by 2026
	Number of people visiting tourist attractions e.g. cathedral, museum	Increase
	Numbers employed in Tourism, Culture and Leisure industries.	Increase
Culture, leisure and tourism projects through the Council's capital programme	Change in the amount of open space for recreation and leisure.	Increase
Effective partnership working to attract leisure providers to the city Effective partnership working to increase participation in cultural activities Adoption of DPDs and strategies Through the ongoing submission and determining of planning applications	<b>Risks</b>  Policies and strategies not being effective Lack of funding available	<b>Contingencies</b>  Review planning policies Development of further local guidance Review the effectiveness of complementary strategies Work with partners to identify causes of targets not being met Seek further promotional measures to enhance the attractiveness of Peterborough City Centre as a cultural, leisure and tourist destination
<b>Phasing</b>		
No specific restrictive phasing policy		

## Implementation and Monitoring

<p><b>Policy CS19</b> <b>Open space and Green Infrastructure</b></p>	<p><b>Objectives</b> OB2, OB4, OB16, OB22, OB24</p>	<p><b>National Indicators</b> N/A</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers Sport England GO-East (for allotments) Natural Networks</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p>	
<p><b>How will the policy be implemented?</b></p> <p>Identify any shortfall in provision and where appropriate ask developers to contribute/provide The Planning Policies DPD will set out detailed open space standards to be applied for new residential development Provision of green infrastructure in line with the Green Grid Strategy Open space/play space projects through the Council's capital programme</p> <p>Protection of open space in areas of deficiency Effective partnership working with responsible agencies Through the ongoing submission and determining of planning applications</p>	<p><b>Indicators</b></p> <p>Area of new accessible open space provided as part of residential developments</p> <p>Area of new accessible open space provided in areas of deficiency</p> <p>Change in number of sites with Green Flag Status</p>	<p><b>Targets and dates</b></p> <p>Increase in line with new residential development</p> <p>Increase</p> <p>Maintain and increase</p>
	<p><b>Risks</b></p> <p>Guidance not implemented Lack of funding available to provide and maintain areas of open space</p>	<p><b>Contingencies</b></p> <p>Review planning policies Development of further guidance Seek further engagement with developers and OP to identify why increased areas of open space have not been provided</p>
	<p><b>Phasing</b></p> <p>No specific restrictive phasing policy</p>	

<b>Policy CS20 Landscape Character</b>	<b>Objectives OB2, OB3, OB20</b>	<b>National Indicators N/A</b>
<b>Key responsible organisations</b>	<b>What is the delivery of the policy dependent upon?</b>	
Peterborough City Council Public and Private developers Natural England	The implementation of this policy is not dependent upon any strategic infrastructure projects.	
<b>How will the policy be implemented?</b>	<b>Indicators</b>	<b>Targets and dates</b>
Develop policies in the Planning Policies DPD for the six Landscape Character Areas Through the ongoing submission and determining of planning applications	N/a	N/a
	<b>Risks</b>	<b>Contingencies</b>
	Policies and strategies not being effective	Review planning policies Development of further guidance
	<b>Phasing</b>	
	No specific restrictive phasing policy	

## Implementation and Monitoring

<p><b>Policy CS21 Biodiversity and Geological Conservation</b></p>	<p><b>Objectives</b> OB2, OB19, OB20</p>	<p><b>National Indicators</b> N197 (Improve local biodiversity)</p>
<p><b>Key responsible organisations</b></p> <p>Peterborough City Council Public and Private developers Biological Records Centre Natural England</p>	<p><b>What is the delivery of the policy dependent upon?</b></p> <p>The implementation of this policy is not dependent upon any strategic infrastructure projects.</p>	
<p><b>How will the policy be implemented?</b></p>	<p><b>Indicators</b></p> <p>Change in total area of RAMSAR, SPA, SAC, SSSI and NNRS</p> <p>Number and area of county wildlife sites</p> <p>Condition of RAMSAR, SPA, SAC, SSSI, NNRS and County Wildlife Sites</p> <p>Number and area of land designated as Local Nature Reserves</p> <p>Improved local biodiversity - active management of local sites</p> <p>Air quality in and around Orton Pit</p>	
<p>Requirement for biodiversity and geological assessment for planning applications</p> <p>Project-level Habitats Regulations Assessment, where necessary through the ongoing submission and determining of planning applications</p> <p>Local Biodiversity Action Plans</p>	<p><b>Targets and dates</b></p> <p>Priority habitats to be unaffected by the proposed development</p> <p>Maintain and increase</p> <p>Maintain and improve</p> <p>Increase</p> <p>Improve</p> <p>No reduction in quality to the extent that there is a significant effect on the integrity of the site</p>	
<p><b>Risks</b></p> <p>A risk of low quality biodiversity and geological assessments</p> <p>Lack of funding available to provide and maintain protected sites</p>		
<p><b>Contingencies</b></p> <p>Review planning policies</p> <p>Development of further local guidance</p> <p>Seek further engagement with partners to identify why biodiversity and geology are not being conserved.</p>		
<p><b>Phasing</b></p> <p>No specific restrictive phasing policy</p>		

## Implementation and Monitoring

<p><b>Policy CS22 Flood Risk</b></p> <p><b>Key responsible organisations</b></p> <p>Peterborough City Council Opportunity Peterborough Public and Private developers Environment Agency Internal Drainage Boards (IDBs)</p>	<p><b>Objectives</b> OB19, OB28</p> <p><b>What is the delivery of the policy dependent upon?</b></p> <p>The IDP provides up to date details on the necessary infrastructure projects required to implement the Core Strategy.</p> <p>Effective WCS, SFRA and SWMP, and associated funding to deliver on the requirements set out in such documents.</p>	<p><b>National Indicators</b> N/A</p>
<p><b>How will the policy be implemented?</b></p> <p>Site based flood risk assessments Through the ongoing submission and determining of planning applications</p> <p>Up-to-date Water Cycle Studies (WCS), Strategic Flood Risk Assessments (SFRA) and Surface Water Management Plans (SWMP)</p>	<p><b>Indicators</b></p> <p>Number of planning permissions granted contrary to the advice of the Environment Agency on flood risk and water quality grounds</p> <p>Percentage of new dwellings in flood risk zones, 2, 3a &amp; 3b*</p> <p>The number of new dwellings on greenfield sites in flood risk zones 3a and 3b</p> <p>Number of developments incorporating SUDS**</p> <p><b>Risks</b></p> <p>A risk of low quality flood risk assessments</p> <p><b>Phasing</b></p> <p>No specific restrictive phasing policy</p>	<p><b>Targets and dates</b></p> <p>No planning permissions granted contrary to the advice of the Environment Agency</p> <p>None in 3b</p> <p>None</p> <p>All appropriate development should incorporate SUDS</p> <p><b>Contingencies</b></p> <p>Review planning policies Development of further locally specific guidance Engage with partners, including the Environment Agency Seek further engagement with developers and OP to identify why increased flood risk measures are not being incorporated into development</p>
<p><b>Comments:</b> *Flood Zones as defined in PPS25. ** SUDS - Sustainable Drainage Systems</p>		

## Implementation and Monitoring

Table 7 Housing Trajectory 2010 to 2026 data

Year ending 31st March		2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026			
City of Peterborough	City Centre	C	90	72	156	130	140	68	0	0	0	0	0	0	0	0	0	0	0		
	District Centres	P	0	0	0	200	200	200	150	200	250	330	350	300	350	300	310	300	300		
		C	134	94	25	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
	Urban Areas	P	0	0	0	0	70	100	150	150	150	100	200	100	100	100	53	70	60	60	
		C	286	460	433	291	40	40	40	44	0	0	0	0	0	0	0	0	0	0	0
Urban Extensions	Hampton	P	0	0	100	207	200	250	100	100	130	200	200	200	200	170	150	150	150	150	
		C	438	479	286	250	300	350	400	400	400	260	0	0	0	0	0	0	0	0	
	Paston Reserve	P	0	0	0	0	0	0	0	0	0	0	0	0	100	100	100	100	100	100	
		C	20	130	172	175	190	175	210	90	50	0	0	0	0	0	0	0	0	0	0
	Norwood	C	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Rural	Stanground South	P	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
		C	0	30	80	150	200	200	200	200	200	200	65	0	0	0	0	0	0	0	0
	Great Haddon	P	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
		C	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
	Key Service Centres	P	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
C		71	108	67	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Limited Growth Villages	P	0	0	0	20	20	30	30	30	30	30	30	30	30	30	30	30	30	30	30	
	C	12	45	87	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Small Villages	P	0	0	20	20	20	20	20	20	20	20	20	20	20	20	20	20	20	20	20	
	C	23	31	10	1	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Countyside	P	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
	C	4	8	5	3	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	



Year ending 31st March	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	2024	2025	2026
Total	1078	1457	1441	1447	1380	1433	1650	1684	1680	1690	1545	1500	1600	1620	1553	1480	1360

Figures represent the number of additional dwellings

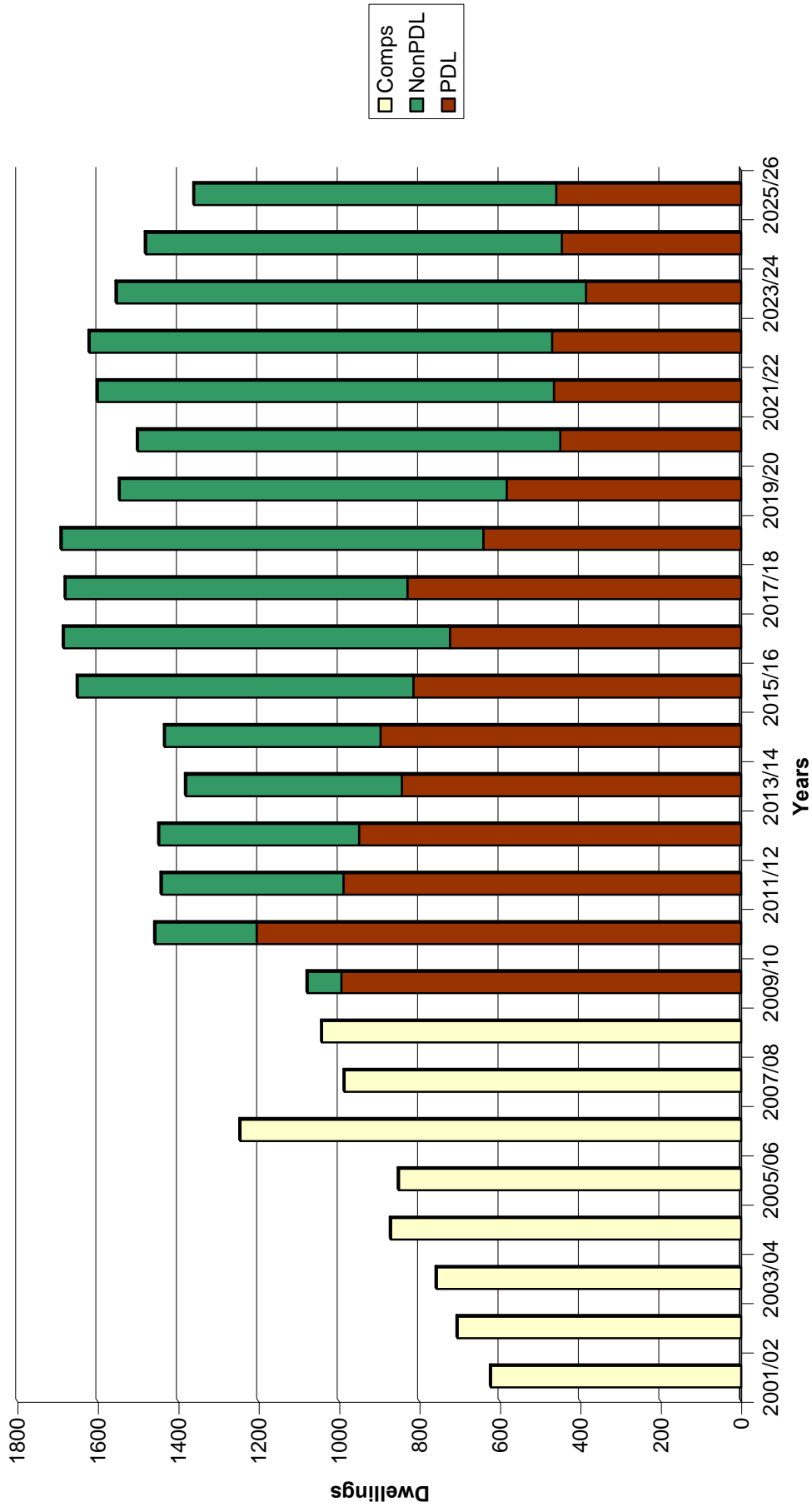
C = Committed Sites i.e. known sites with planning permission

P = Sites that will be brought forward in the Peterborough Site Allocations DPD

Note: The data above has been used to help construct the Housing Trajectory 2001 to 2026 graph shown in section 5.5

Implementation and Monitoring

Figure 3  
Trajectory for Housing on Previously Developed Land 2001 - 2026



## Appendix A: Local Plan Policies to be replaced

### Appendix A: Local Plan Policies to be replaced

The current local plan for the area covered by this Core Strategy is the Peterborough Local Plan (First Replacement), which was adopted by the Council on 20 July 2005. The majority, but not all, of the policies in that Plan were saved by a Direction from the Secretary of State for Communities and Local Government beyond 20 July 2008. This appendix explains which of the saved policies in that Plan are replaced by policies in this Core Strategy. Accordingly, policies in the right hand column ceased to have effect from 23 February 2011 (the date of adoption of this Core Strategy).

Table 8

Core Strategy Policy	Policies in the Peterborough Local Plan (First Replacement) which are Replaced
CS1: The Settlement Hierarchy and the Countryside	H11, H12, LNE1
CS2: Spatial Strategy for the Location of Residential Development	
CS3: Spatial Strategy for the Location of Employment Development	CF5
CS4: The City Centre	CC8
CS5: Urban Extensions	
CS6: Neighbourhood Regeneration	
CS7: Regional Freight Interchange	
CS8: Meeting Housing Needs	H20, H21, H22, H23
CS9: Gypsies and Travellers	
CS10: Environment Capital	U4
CS11: Renewable Energy	
CS12: Infrastructure	
CS13: Developer Contributions to Infrastructure Provision	IMP1, LT2
CS14: Transport	T1, T3, T5, T7, CC14
CS15: Retail	R1, R2, R3, R4, R10
CS16: Urban Design and the Public Realm	DA1, DA2, DA4, DA5, DA7, DA11, CC18
CS17: The Historic Environment	CBE1, CBE2, CBE3, CBE4, CBE6, CBE7, CBE8, CC17, LNE7
CS18: Culture, Leisure and Tourism	CC4, CC5, LT9, LT10
CS19: Open Space and Green Infrastructure	

## Appendix A: Local Plan Policies to be replaced

Core Strategy Policy	Policies in the Peterborough Local Plan (First Replacement) which are Replaced
CS20: Landscape Character	LNE5, LNE6
CS21: Biodiversity and Geological Conservation	LNE11, LNE14, LNE15, LNE16, LNE17, LNE18, LNE19
CS22: Flood Risk	U2, U5, U6

For the avoidance of doubt, adopted Local Plan policies not listed above, along with the current Proposals Map continue to remain 'saved' as part of the Development Plan until they are replaced by policies in future DPDs.

It should be noted that certain policies in the Cambridgeshire (Aggregates Minerals) Local Plan and the Cambridgeshire and Peterborough Waste Local Plan have been saved by Direction of the Secretary of State and so apply to the area covered by this Core Strategy. However, none of these are proposed to be replaced by any policy in this Core Strategy.

## Appendix B: Glossary

### Appendix B: Glossary

**Adoption** - the formal decision by the Council to approve the final version of a document, at the end of all the preparation stages, bringing it into effect.

**Affordable Housing** - housing available at a significant discount below the market value, provided to specified eligible households whose needs are not met by the market. It includes social rented and intermediate housing (such as shared equity products, low cost homes for sale and intermediate rent).

**Amenity** - a general term used to describe the tangible and intangible benefits or features associated with a property or location, that contribute to its character, comfort, convenience or attractiveness.

**Annual Monitoring Report (AMR)** - a document produced by the local planning authority and submitted to Government by 31 December each year to report on the progress in producing the local development framework and implementing its policies.

**Area Action Plan (AAP)** - a particular type of LDD which provides a planning framework for any area where significant change and/or conservation is needed.

**Areas of Strategic Greenspace Enhancement** - areas identified as having opportunities to expand and create further greenspace.

**Biodiversity** - all species of life on earth including plants and animals and the ecosystem of which we are all part.

**Brownfield Land (also known as Previously Developed Land)** - land which is or was occupied by a permanent structure, including the curtilage of the developed land and any associated fixed surface infrastructure. Development of such land is preferable to development of greenfield land under the sequential approach.

**Community infrastructure** - facilities available for use by all the community, such as church or village halls, doctor's surgeries and hospitals, even public houses. Community facilities could also include children's playgrounds and sports facilities.

**Compulsory Purchase Order (CPO)** - power given to a local authority to obtain land for redevelopment purposes. This may include development undertaken by the private sector.

**Conservation Area** - a formally designated area of special historic or architectural interest whose character must be preserved or enhanced.

**Core Strategy** - a Development Plan Document (DPD) which contains the spatial vision, main objectives and policies for managing the future development of the area.

**Department for Communities and Local Government (DCLG)** - the Government Department which issues national planning policy guidance and statements; was formerly known as Office of the Deputy Prime Minister (ODPM)

**Development Plan** - see Statutory Development Plan.

**Development Plan Document (DPD)** - one of the types of LDD; they set out the spatial planning strategy, policies and/or allocations of land for types of development across the whole, or specific parts, of the LPA's area.

## Appendix B: Glossary

**Environmental Impact Assessment (EIA)** - the process by which information will be collected about the environmental impact of a project. This is then taken into account by the local planning authority when determining an application for planning permission.

**Examination** - a form of independent public inquiry into the soundness of a submitted DPD, which is chaired by an inspector appointed by the Secretary of State. After the examination has ended the inspector produces a report with recommendations which are binding on the Council.

**Greater Peterborough Partnership (GPP)** - the group of public, private, community and voluntary bodies which form the local strategic partnership for the area and have responsibility for preparing the Sustainable Community Strategy.

**Greenfield land** - land which has not been developed before, other than for agriculture or forestry buildings or buildings associated with parks, recreation grounds and allotments.

**Green Infrastructure** - a network of protected sites, nature reserves, green spaces, waterways and greenway linkages (including parks, sports grounds, cemeteries, school grounds, allotments, commons, historic parks and gardens and woodland). It offers opportunities to provide for a number of functions, including recreation and wildlife as well as landscape enhancement.

**Housing Needs Assessment** - an assessment of housing requirements in the area to help establish such things as the size and type of dwellings that are needed, and the need for affordable housing.

**Infrastructure** - a collective term which relates to all forms of essential services like electricity, water, and road and rail provision.

**Infrastructure Planning Commission** - a national, independent body, established by the Planning Act 2008, which was responsible for considering and making decisions on significant infrastructure planning applications. It was effectively replaced by a Major Infrastructure Planning Unit, reporting to Ministers.

**Intermediate Affordable Housing** - housing at prices and rents above those of social rent, but below market price or rents, and which meet the specific criteria for affordable housing. These can include shared equity products (eg Homebuy), other low cost homes for sale and intermediate rent.

**Key Diagram** - a diagram (not on an Ordnance Survey base map) to show the general location of key elements of the Core Strategy; this would include, for example, the broad locations for development in the area.

**Lifetime Homes** - homes which are built to an agreed set of national standards that make housing more functional for everyone including families, disabled people and older people. They also include future-proofing features that enable cheaper, simpler adaptations to be made when needed.

**Local Development Document (LDD)** - any document, prepared in accordance with the statutory requirements, which sets out the LPA's policies, including supplementary policies and guidance, relating to the development and use of land in their area. All LDDs are part of the LDF. There are different types of LDD.

**Local Development Framework (LDF)** - the collective term for the whole package of planning documents which are produced by a local planning authority to provide the planning framework for its area. The LDF includes LDDs, the LDS and the AMR.

**Local Development Scheme (LDS)** - a document which sets out the local planning authority's intentions and timetable for the preparation of new LDDs (including DPDs, SPDs and the SCI).

## Appendix B: Glossary

**Local Planning Authority (LPA)** - the local authority which has duties and powers under the planning legislation. For the Peterborough area, this is Peterborough City Council.

**Major Development** - development involving any one or more of the following: (a) the provision of dwelling houses where (i) the number of dwelling houses to be provided is 10 or more; or (ii) the development is to be carried out on a site having an area of 0.5 hectare or more and it is not known whether the development falls within paragraph (a)(i); (b) the provision of a building or buildings where the floor space to be created by the development is 1,000 square metres or more; (c) development carried out on a site having an area of 1 hectare or more; or (d) waste development.

**Minor Development** - any development which is not major development.

**Mitigation measures** - actions necessary to restrict or remedy the negative impacts of a particular development.

**Open Space and Recreational Land** - areas of undeveloped or largely undeveloped land for leisure purposes - including village greens, allotments, children's playgrounds, sports pitches and municipal parks.

**Planning Inspectorate (PINS)** - an agency of the DCLG which provides independent adjudication on planning issues.

**Planning Policy Statement (PPS)** - one of a series of Statements issued by the Government to set out national policies for different aspects of planning. Each Statement (dealing with a particular aspect of planning) has its own PPS number. PPSs are sometimes accompanied by Companion Guides which offer more detailed guidance on the operation of national policy.

**Preferred Options** - one of the stages in the preparation of a DPD that was required before the Regulations (and accompanying guidance) were amended in 2008. At this stage the local planning authority published, for public consultation, a document which explained which option(s) the authority preferred, in relation to the subject matter of the DPD, and which other options had been considered and rejected.

**Previously Developed Land (PDL)** - see Brownfield Land.

**Proposals Map** - a map on an Ordnance Survey base map which shows where policies in DPDs apply. For an interim period it will also show where saved policies from Local Plans apply. It needs to be revised as each different DPD is adopted.

**Rapid Inundation Zone** - an area which is at risk of rapid flooding should a flood defence structure be breached or overtopped. The zones at highest risk of rapid inundation are typically located close behind the flood defences.

**Regional Spatial Strategy (RSS)** - a document published by the Secretary of State for Communities and Local Government, providing statutory planning policies for a region. In the East of England region the RSS is known as the East of England Plan. The RSS is part of the statutory Development Plan for an area.

**Registered Social Landlord (RSL)** - a body which is registered with the Housing Corporation under the 1996 Housing Act. Examples include Cross Keys Homes, Nene Housing and North British Housing Association.

**Residential Infilling** - development of a site between existing buildings.

## Appendix B: Glossary

**Sequential Approach** - an approach to planning decisions which may require certain sites or locations to be fully considered for development before the consideration moves on to other sites or locations. The approach could apply to issues such as retail development, the use of previously developed land or the use of land at risk from flooding.

**Settlement Hierarchy** - settlements are categorised into a hierarchy based on the range of facilities, services and employment opportunities available, plus the ability to access other higher ranking settlements by public transport.

**Social Rented Housing** - rented housing owned and managed by local authorities and registered social landlords, for which guideline target rents are determined through the national rent regime. It may also include rented housing owned or managed by other persons and provided under equivalent rental arrangements to the above, as agreed with the local authority or with the Housing Corporation as a condition of grant.

**Spatial Planning** - this concept brings together policies for the development and use of land with other policies and strategies which too have ramifications for the nature of places and how they operate.

**Statement of Community Involvement (SCI)** - one of the types of LDD; it sets out the council's approach to how and when it will consult with the community in the preparation of planning documents, and making decisions on planning applications.

**Statutory Development Plan** - the overall term for a number of documents which, together, have a particular status under the planning legislation in decision-making. The Development Plan includes the Regional Spatial Strategy and all adopted DPDs for the area. For an interim period it may include all or part of certain structure plans and local plans.

**Statutory Organisations** - these are organisations which the LPA must consult at specific stages of the process, such as when a new draft document is produced. Organisations are typically neighbouring local authorities, such as South Kesteven District Council.

**Submission stage** - the stage at which a DPD or SCI is sent to the Secretary of State as a prelude to its examination, having previously been published for public inspection and formal representations.

**Supplementary Planning Document (SPD)** - one of the types of LDD; they expand on policies or provide further detail to policies contained in a DPD.

**Sustainability Appraisal (SA)** - a formal, systematic process to assess the environmental, economic and social effects of strategies and policies in an LDD from the start of preparation onwards. The process includes the production of reports to explain the outcomes of the appraisal.

**Sustainable Community Strategy** - a document which plans for the future of Peterborough across a wide range of topics, setting out a vision and a series of aspirations. The local strategic partnership (Greater Peterborough Partnership) has responsibility for producing the document which sets out four main priorities that all partners work towards. It does not form part of the LDF.

**Sustainable Development** - usually referred to as "development which meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland, 1987).

**Sustainable Transport** - can be any form of transport other than the private car. Generally, the term most commonly relates to travel by bus, train or light rail, but walking and cycling are sustainable means of transport as well.



## Appendix B: Glossary

**The Act** - the Planning and Compulsory Purchase Act 2004, which put in place the statutory framework for preparing the LDF.

**The Regulations** - the Town and Country Planning (Local Development) (England) Regulations 2004, as amended by the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2008 and the Town and Country Planning (Local Development) (England) (Amendment) Regulations 2009; and the Town and Country Planning (Transitional Arrangements) Regulations 2004.

**Transport User Hierarchy** - a hierarchy for Peterborough which says that in all matters of land-use and transportation planning, consideration will be given to the needs of user groups in the following priority order:

- pedestrians and those with mobility difficulties;
- cyclists;
- public transport including coaches and taxis/private hire vehicles;
- motorcycles;
- rail freight;
- commercial and business users including road haulage;
- car borne shoppers and visitors;
- car borne commuters.

**Use Classes Order** - a piece of national secondary legislation which groups types of use of premises into classes, so that no development is involved if a building is changed from one use to another within the same class. Changing the use of a building from one class to another constitutes development, and needs planning permission, but in certain circumstances this may be automatically permitted without the need to submit a planning application. Use Classes referred to in this Core Strategy are:

Class B1 - Business

Class B2 - General Industrial

Class B8 - Storage or Distribution

**Village Design Statement (VDS)** - a document produced by members of a village community, describing the character of a village or parish, its landscape and the form of the settlement, characteristics of buildings and open spaces in the village. It provides guidance to planners, developers and other bodies about what is of importance to that particular location and influences the design of new developments in the village.

**Windfall Site** - a previously developed site which has not been specifically identified as available through the development plan process, but which unexpectedly becomes available for development. A windfall dwelling is a dwelling which is delivered from such a site.

## **Appendix B: Glossary**