

CABINET	AGENDA ITEM No. 5.2
14 December 2009	PUBLIC REPORT

Cabinet Member responsible:	Councillor P Croft (Cabinet Member for Strategic Planning, Growth and Human Resources)	
Contact Officers:	Shahin Ismail (Head of Delivery)	Tel. 452484
Reporting Officer:	Richard Kay (Planning Policy Manager)	863795

PETERBOROUGH INTEGRATED DEVELOPMENT PROGRAMME

R E C O M M E N D A T I O N S	
FROM : Head of Delivery	Deadline date : 14 December 2009
<p>1. That Cabinet approves the Peterborough Integrated Development Programme (IDP) and agrees to its publication on the City Council's website.</p>	

1. ORIGIN OF REPORT

1.1 This report has been requested by the Cabinet Member for Strategic Planning, Growth and Human Resources.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to enable Cabinet to consider and approve the Peterborough Integrated Development Programme (IDP).

2.2 The recommended IDP is available on the Council's website <http://democracy.peterborough.gov.uk/ecSDDisplay.aspx?NAME=SD247&ID=247&RPID=83143&sch=doc&cat=13030&path=13030> and copies have been placed in each of the Members' Group Rooms.

2.3 This report is for Cabinet to consider under its Terms of Reference No.3.2.4 to promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO
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4. PETERBOROUGH INTEGRATED DEVELOPMENT PROGRAMME

Introduction

4.1 In short, the IDP:

- Summarises key growth strategies and plans for Peterborough, and shows how they complement one another.

- Sets out what infrastructure and support Peterborough needs for the next 15 years or so, why we need it, who will deliver it, and what it might cost. For a variety of audiences, it shows, and gives confidence to them, that we have a coordinated plan of action on infrastructure provision.
 - Forms the basis for bidding for Council wide funding, whether that be from: Government; Government Agencies; lottery and other grants; charities; private sector investment; and developer contributions (s106 and potentially CIL).
- 4.2 It is worth noting upfront that the IDP does not set new policy, strategy or business plan document; rather it is a programme and management tool which pulls all its information together from already agreed existing (but dispersed) plans, strategies and business plans to enable the effective delivery of those said plans and strategies (e.g. the Sustainable Community Strategy and the Core Strategy).
- 4.3 The IDP is in two parts:
- (i) a main document (around 50-60 pages) - an executive summary of this main document is attached at Appendix 1 to this report.
 - (ii) a schedule of infrastructure items, costs etc (separate excel database)
- 4.4 It is important to note that the IDP schedule of infrastructure items can only be regarded as a 'snapshot' in time. Infrastructure items will be added, deleted or amended regularly, with the intention of this being at least on a quarterly basis. The schedule, therefore, should be regarded as a 'live' database.

Origin of the IDP

- 4.5 The IDP is not a statutory document. Its existence has come about via an EEDA / Regional Cities East initiative, whom for a couple of years have been trialling the IDP process with a select few places in the East of England, Peterborough being one of them. EEDA's aim is for all major growing places in the East to prepare an IDP, so as to assist places in justifying, and set the context for, bids for funding from EEDA and other public sector funders
- 4.6 EEDA has prepared a 'toolkit' to help places prepare an IDP. The toolkit is very much a flexible guide and as such places have gone about preparing their IDP in different ways and to differing levels of detail. The Peterborough draft under consideration today can be regarded as one of, if not the, most comprehensive and detailed IDP prepared to date in the region.
- 4.7 The reason this comprehensive route was taken for Peterborough is fourfold:
- (a) there was a desire to prepare something which was useful and long lasting, rather than a 'glossy brochure' type document (and which would risk having limited real impact or purpose);
 - (b) we want something which was a bidding document for more than just EEDA funds;
 - (c) we want to use the IDP as our required evidence base to justify 'charging' developers a financial contribution for wider infrastructure (via the s106 route, or potential Community Infrastructure Levy (CIL) in the future).
 - (d) we are to use the IDP as our 'infrastructure strategy' in support of the Peterborough Core Strategy, thus meeting the requirements of Government's PPS12 on development plan making whereby we are required to prepare such an infrastructure strategy.
- 4.8 As such, we have prepared an IDP to act as a key, robust document which meets other necessary requirements in addition to EEDA's 'basic' IDP toolkit.

IDP as a financial tool and bidding document

- 4.9 The most crucial aspect of delivering infrastructure is securing funding. The IDP will act as an essential base document for any bids for funding which the city makes; as officers across the City Council will testify, the most successful bidders are those who set out a clear evidence base of funding need, a clear context for the bid, and can demonstrate clear governance and delivery arrangements. The IDP meets these criteria.
- 4.10 It is very difficult to accurately predict what infrastructure is needed (short or long term), what it will cost and who will fund it. The IDP can only be regarded as an attempt in this regard. But it does help to log all our infrastructure needs (from essential needs to more aspiration needs), and helps coordinate the delivery of such infrastructure, which in itself can bring considerable cost saving through efficiency of delivery.

Structure and Content of the IDP

- 4.11 The IDP is fundamentally structured around a 'package' approach to infrastructure. These packages are 'spatial' (e.g. the city centre, urban extensions etc) and 'thematic' (e.g. transport, utilities, education etc). The Executive Summary at Appendix 1 has further details on this, and the other elements which make up the structure and content of the IDP.

5. CONSULTATION

- 5.1 Throughout 2009, the IDP has had extensive consultation internally with officers, and selectively with external bodies (eg PCT). There has not been, nor is there any intention to have, any direct wider public consultation on the document. However, because the IDP will form the evidence base of the Core Strategy and other Council strategies (most notably those relating to developer contributions), then indirectly the IDP will be available for comment and scrutiny by the public when those respective strategies which rely upon it are themselves subject to consultation.
- 5.2 Consultation with the Sustainable Growth Scrutiny Group took place on 16 November. In summary, observations and questions were asked around the following areas:
- There was currently no provision for young people detailed within the IDP. The poor provision for young people was one of the main issues within Peterborough and we needed to build more assets for them.
 - The Eldern Pub in Orton had recently been closed again and the local community were keen to use it as a youth facility. Was the City Council able to do something about this?
 - The Alconbury Airfield had recently been sold. Due to the large number of proposed housing in the City, could any of our allocation be transferred to that development?
 - During the life of the Plan there may be a change of Government and it could be possible that EERA could disappear along with housing targets. What incentive was there to keep the IDP if those two things happened? *(Officers responded to the Group that they were not sure how radical future changes would be. The IDP detailed what we would be looking at in the long term and as it was a live document it could be adapted very quickly.)*
 - The document made reference to the Community Infrastructure Levy which was up to individual Councils to decide whether they wanted to implement it within their area. Had a decision on whether to implement the Levy in Peterborough been made? *(Officers responded by stating that the intention was to take the Planning Obligations Strategy to Cabinet in February 2010 and this document would probably make a brief reference to the CIL. Endorsement from Cabinet would be sought for officers to research the CIL in detail for submission to a future Cabinet meeting towards the end of 2010/early 2011.)*
 - How realistic were the proposals contained within the IDP as the document appeared to contradict what was actually happening on the ground? *(Officers responded to the Group by stating that we needed to be realistic about what we wanted to achieve as it would not be possible to ask for the best of everything as it would not be viable. We needed to ask what as a city we wanted to see from developments such as Great Haddon. Officers had been identifying the gaps of the funding for the growth agenda*

and public funds would not be able to deliver all of the IDP aspirations. The IDP was a starting point and officers would be happy to bring updates to future meetings.)

5.3 The Sustainable Growth Scrutiny Group Recommended to Cabinet that:

- (i) youth provision is seriously looked at within the IDP; and
- (ii) examine what the City Council delivers on the ground is what we aspire to within the IDP.

6. ANTICIPATED OUTCOMES

6.1 It is anticipated that Cabinet will approve the IDP.

7. REASONS FOR RECOMMENDATIONS

7.1 Cabinet is recommended to approve the IDP because it will help coordinate the delivery of our growth aspirations and help secure funding for the associated infrastructure to support that growth.

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 There is no statutory requirement to prepare an IDP. However, if the Council were not to do so, the Council would be more at risk of failing to secure sufficient infrastructure funding, and would be at risk of delivering infrastructure in a less coordinated and less efficient manner.

9. IMPLICATIONS

9.1 The IDP does not have direct implications for society. However, if we are to achieve the vision, objectives and target of the SCS and LAA, we will need timely provision of infrastructure. As such, if the IDP is successfully produced, used and updated, the gains (financial, economic, social and environmental) that can be achieved through the IDP could be substantial (through successful bids, improved cross-departmental efficiency, working and coordination, and through encouraging investment by virtue of having a sound and coherent growth 'story'). If Cabinet adopts the IDP, the Council is well ahead of its 'competitor councils' in this regard, and should reap rewards accordingly, because very few local authorities have even attempted to undertake the challenging task of preparing a comprehensive IDP.

9.2 Legal Implications: There is no legal requirement to prepare an IDP. In addition, the IDP does not set out any new Council policy or strategy within the document, and as such there are no legal requirements to adhere to, or are being set, in this regard.

9.3 Financial Implications: There are no immediate financial implications flowing from the approval of the IDP. The detailed financial implications will be assessed as individual development schemes and infrastructure items develop.

10. BACKGROUND DOCUMENTS

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

The IDP refers to, and been informed by, a wide range of publicly available documents, including: the Sustainable Communities Strategy, the various documents forming the Local Delivery Framework, and regional documents (such as the East of England Plan and the Regional Economic Strategy). Full details are contained within the IDP document.

Peterborough Integrated Development Programme (IDP) (for Cabinet on 14 December 2009)

EXECUTIVE SUMMARY



Opportunity Peterborough
urban regeneration company



EXECUTIVE SUMMARY

Introduction and Purpose of an IDP

The Peterborough Integrated Development Programme (IDP) provides a single delivery programme for strategic capital-led infrastructure. The purpose of the IDP is to:

- Summarise key strategies and plans for Peterborough, highlight their individual roles and importantly show how they complement one another.
- Set out what infrastructure and support Peterborough needs for the next 15 years or so, why we need it, who will deliver it, and what it might cost. For a variety of audiences, it shows, and gives confidence to them, that we have a coordinated plan of action on infrastructure provision.
- Form the basis for bidding for funding, whether that be from: Government; Government Agencies; lottery and other grants; charities; private sector investment; and developer contributions (s106 and potentially CIL).

In this context, the IDP is the fundamental bedrock to support two emerging policy documents of the City Council: the Core Strategy (CS) and the Planning Obligations Implementation Scheme (POIS).

The IDP identifies key strategy priorities and infrastructure items which will enable the delivery of the city's growth targets. The projects that are proposed are priorities for funding. They are not unstructured 'wish-lists', instead they are well evidenced investment priorities that will contribute to enhancing the area's economic performance, accommodating physical growth and providing a basis for prosperous and sustainable communities.

Document Preparation

The document has been prepared by Peterborough City Council (PCC) and Opportunity Peterborough (OP), with the assistance from EEDA and other local strategic partners within Peterborough.

Key strategies and plans for Peterborough

The IDP summarises key plans, strategies and associated targets within them, including:

- The Sustainable Community Strategy, with its vision of a 'bigger and better Peterborough';
- The Core Strategy, with its emerging targets of around 26,000 new homes and complementary job growth;
- Growth aspirations, such as the proposed Great Haddon urban extension;
- Regeneration aspirations, such as the intensification of the City Centre and the regeneration of our Neighbourhoods; and
- Regional aspirations for Peterborough, as set out in documents such as the East of England Plan and Regional Economic Strategy.

The IDP also makes commentary on the latest social and economic issues which the City faces, such as employment and unemployment rates, job creation, and skill levels.

Issues, Opportunities and Infrastructure Needs

To deliver the targets and aspirations of the key plans and strategies there is a need for significant amounts of infrastructure. The IDP groups these needs into 'packages' of infrastructure requirements, under two broad headings:

- Spatial packages i.e. infrastructure needs to deliver large scale spatial initiatives such as the city centre and urban extensions.
- Thematic packages i.e transport, environmental, utilities, etc, infrastructure needs to complement the growth.

Infrastructure Schedule

To complement the main IDP report is a schedule of named infrastructure items, listed under the aforementioned spatial and thematic packages. This schedule is intended to be 'live' and updated frequently as and when infrastructure is completed, added or deleted.

Total Infrastructure Cost

Whilst only regarded as a 'snap shot' in time, the following illustrates the kind of financial cost of providing the infrastructure to support the growth (with full details and breakdown in the schedule):

Infrastructure theme	Infrastructure Cost (min est)	Infrastructure Cost (max est)
Transport	£500m	£1,000m
Education	£175m	£200m
Environment	£65m	£120m
Utilities / Services	£120m	£200m
Employment	£10m	£20m
Community Infrastructure (including affordable housing)	£380m	£465m
Totals (appx)	£1.250bn	£2.005bn

Governance Arrangements and Funding the Infrastructure

The IDP sets out, in brief terms, how the City intends to manage its infrastructure programme, though it notes this is under review at the moment partly reflecting the outcome of this IDP and other key documents such as the imminent final draft Core Strategy.

The IDP also sets out some preliminary ideas as to how the infrastructure will be funded. This is not a straight forward issue, and will involve contributions from a wide range of public sources (councils, agencies and government departments) and private sources (utility companies; private sector developers). The IDP itself will be an essential tool in bidding for funds and justifying contributions from such public and private partners.

Future IDP Reviews

The IDP is holistic. It is founded on a database for infrastructure provision that reflects delivery by the private sector, the City Council and a range of agencies and utilities. All partners are committed to developing the IDP's breadth further through engagement with a broader range of stakeholders, including those from the private sector.

This document shows a "snap shot" in time and some elements will need to be reviewed in the context of activity on the growth agenda such as the emerging Core Strategy, City Centre Area Action Plan (CCAAP), and the Long Term Transport Strategy (LTTS) plus other strategic and economic strategies and plans that are also identifying key growth requirements. As such, it is intended that this IDP will continue to be refreshed in order to remain fit-for-purpose.

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