

CABINET	AGENDA ITEM No. 5.4
8th February 2010	PUBLIC REPORT

Cabinet Member responsible:	Councillor P Croft (Cabinet Member for Strategic Planning, Growth and Human Resources)	
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PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH SITE ALLOCATIONS DOCUMENT (PREFERRED OPTIONS STAGE)

R E C O M M E N D A T I O N S	
FROM : Head of Delivery	Deadline date : 8 th February 2010
<ol style="list-style-type: none"> 1. That, subject to 2, Cabinet approves the publication of the Peterborough Site Allocations Document (Preferred Options version), together with associated supporting documents, for six-week public consultation starting in March 2010; and 2. That Cabinet delegates authority to officers to make any minor, inconsequential amendments to the Document prior to its publication (in order to correct matters of fact or aid clarity to the reader). 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following approval of the Council's Local Development Scheme by the Secretary of State for Communities and Local Government.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to enable Cabinet to agree for public consultation in March 2010 the Site Allocations Development Plan Document (Preferred Options Version) (hereafter referred to as the 'Site Allocations Document').

2.2 The officer-recommend Site Allocations Document is available on the Council's web site at: <http://democracy.peterborough.gov.uk/ecSDDisplay.aspx?NAME=SD258&ID=258&RPID=96491&sch=doc&cat=13030&path=13030> and copies have been placed in the political group rooms. In addition, attached to this agenda report (Appendix 1), is a list of all sites considered by officers, and includes a summary of comments received during the Issues and Options consultation in October 2008 and January 2009.

2.4 This report is for Cabinet to consider under its terms of reference No. 3.2.1 To take collective responsibility for the delivery of all strategic Executive functions within the Council's Major Policy and Budget Framework and lead the Council's overall improvement programmes to deliver excellent services.

3. **TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Council Meeting	Later in 2010 (but not this version of the Document)
		Date for submission to Government Dept	Later in 2010 or early 2011

4. **PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH SITE ALLOCATIONS DOCUMENT (PREFERRED OPTIONS STAGE)**

Introduction

- 4.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of plan-making, which is known as the Local Development Framework (LDF). One of the documents that the Council must produce as part of the LDF is the Site Allocations Document, which itself sits beneath (and takes it lead from) the ‘Peterborough Core Strategy’.
- 4.2 The Core Strategy, which Members will recall is well advanced in its preparation, sets out the vision, objectives and overall strategy for the development of Peterborough up to 2026, together with a limited number of policies that are core to achieving or delivering that strategy. The Core Strategy is accompanied by a ‘key diagram’ which shows pictorially some of the key elements of Peterborough’s development strategy, but it does not have a ‘proposals map’ drawn on an Ordnance Survey base. This is the primary role of the Site Allocations Document.
- 4.3 Thus, the detailed site boundaries of all allocations (for example, housing, employment, gypsies & travellers, safeguarded land, district centres, and many more) are being proposed through the Site Allocations Document. Members will recall that all potential and developer-promoted sites were previously consulted upon between October 2008 and January 2009.
- 4.4 There is, however, one exception to the rule: all land within the City Centre is excluded from the Site Allocations Document as any detailed allocations for new development in this location will be determined via the forthcoming City Centre Area Action Plan (CCAAP).
- 4.5 It is also worth reminding Members that there is still a considerable way to go in finalising the document, as this simple 4-stage process illustrates:

Stage 1	Issues and Options Public Consultation	Completed Oct 08 – Jan 09
Stage 2	Council agrees its Preferred Option, and consults the public	Now Until April 2010
Stage 3	Council agrees its recommended final Document, and consults the public	Due Summer / Autumn 2010
Stage 4	Independent Examination and finalisation (‘adoption’) of the Document	Late 2010 Or Early 2011

Preferred Options

- 4.6 The regulations and guidance on the preparation of documents which form the LDF provide for various stages (as illustrated above), with differing opportunities for public involvement at each stage. More recently, Government has relaxed some of those regulations, making it more flexible when and how LDF documents are prepared and consulted. Nevertheless, whilst not strictly required, it is common practice for LDF documents such as the Site Allocations Document to reach a key stage known as the ‘Preferred Options’. At this stage, the Council must show what options for allocating land have been considered, which land

is its preference for allocating, and why. In effect, this gives consultees a clear idea of where the Council is heading in terms of its finished Site Allocations Document, subject to consideration of all the responses that are received on the 'preferred options' version.

Summary of the Officer-Recommended Preferred Options

- 4.7 Many of the recommended Preferred Options for the Site Allocations Document are derived from the Core Strategy, but a great deal of additional work has been undertaken by Planning Officers in direct consultation with the public (via the earlier Issues and Options consultation stage), stakeholders, other Council Departments, Government agencies, utility companies and private individuals. It is a statutory requirement that policies must be subject to formal sustainability appraisal (incorporating strategic environmental assessment), and, if necessary, Habitats Regulations Assessment, and this is a continuing, iterative process that also contributes to decisions on the recommended preferred options. In summary, the outcome of all of this work is a Site Allocations Document which stems from the Core Strategy agreed by the Council.
- 4.8 Planning Officers have now reached their recommended package of 'preferred' sites and allocations to take forward and in the following section some of the key features as found within the Document are summarised.
- 4.9 **Housing** – The Core Strategy requires the Site Allocations Document to identify 'new' land (i.e. in addition to land already committed for development, such as Hampton and Paston Reserve) to accommodate 16,200 dwellings between 2009 and 2026. Only land capable of accommodating 10 or more dwellings are allocated (with all smaller sites classed as 'windfall' sites and not officially allocated in advance on a Proposals Map).
- 4.10 Whilst numerous sites are proposed, some of the larger and/or potentially contentious allocations include:
- Great Haddon – 5,350 dwellings (Broadly identified through the Core Strategy)
 - Norwood – 2,300 dwellings (Broadly identified through the Core Strategy)
 - District Centres - 1,280 dwellings in total (Bretton, Hampton, Milfield, Orton and Werrington)
 - St Augustines Walk/Oundle Road Allotments – 45 dwellings
 - Felton High Street Allotment Land – 154 dwellings
 - Land off Itter Crescent – 25 dwellings
 - East of Eye Development Area – 250 dwellings
- 4.11 **Employment** – In order to provide a degree of flexibility and variety of sites for potential inward investors, the Core Strategy requires a range of 95.5 to 125.5 hectares of 'new' land capable of accommodating new employment development. A significant amount of this land has been broadly identified in the Core Strategy through the urban extensions of Great Haddon (65ha) and Norwood (2ha). The Core Strategy also identified the Regional Freight Interchange at Stanground, though this is a 'regional' allocation rather than an allocation to meet our local targets.
- 4.12 The Site Allocations Document is therefore required to (a) identify the precise boundaries of the above Core Strategy broad allocations; and (b) identify a further 23 – 53 ha of 'new' land. Some of the principal locations for this new employment development are recommended to be:
- Red Brick Farm - 30.0 ha (approx)
 - Oxney North – 7.9 ha
 - Perkins North - 4.2 ha
- 4.13 **Gypsy, Travellers and Travelling Showpeople** – The Regional Spatial Strategy requires Peterborough to provide 55 permanent Gypsy and Traveller pitches between 2006 and 2021. Eight pitches are committed, three pitches are to be refurbished and brought back

into use and a further 30 pitches have been identified through the Core Strategy (15 at Great Haddon and 15 at Norwood). Therefore the Site Allocations Document must identify sites for the remaining 14 pitches. Through detailed assessments the following sites are recommended:

- East of Eye Development Area - 10 Permanent Pitches, and 6 travelling Showpeople plots (as part of a wider housing and employment allocation)
- Land West of Peterborough Road, Farcet – 4 Permanent Pitches (part of a wider housing allocation)
- Land adjacent to Norwood Lane – A Transit site able to accommodate 10 pitches.

4.14 **Safeguarding Land** - The delivery of the growth proposed in the Core Strategy and identified through the Site Allocations Document will require the provision of key infrastructure such as new roads and railway stations. Some of this infrastructure may not be viable or needed in the short term but is likely to be crucial to the future development of the City, therefore it is vital that the land required to provide this infrastructure is safeguarded from other forms of development.

4.15 The Site Allocations Document also safeguards land as 'green wedges', safeguards the Hampton Country Park, and introduces three new allocations to be known as 'Character Areas' (Wothorpe, Thorpe Road and Ashton) where additional conservation principles will be applied.

4.16 **Other allocations (summary)** - As well as allocating land for future development, this document also identifies (or reconfirms existing) boundaries for:

- The Urban Area
- The City Centre (CCAAP boundary)
- The District Centres
- Local Centres
- The Villages (Village Envelopes)

5. CONSULTATION

5.1 Consultation on the Issues and Options report has been touched upon above and can be summarised as:

- October 2007 – developers and land owners asked to suggest sites and land for development
- October 2008 – January 2009 – Issues and Options consultation on all sites submitted to the council (and can be viewed at: <http://consult.peterborough.gov.uk/portal>)

5.2 Detailed site assessments have now been carried out by Planning Officers and the emerging recommendations have been considered by:

- (a) Local Development Framework Scrutiny Group (17th December 2009). Comments from that Scrutiny Group have been considered in the final preparation of the Document, though none were of a fundamental nature (i.e. they were predominantly matters of detail or site specific).
- (b) Planning and Environment Protection (PEP) Committee (26th January 2010). Two particular issues were raised by this Committee which they requested be brought to the attention of Cabinet:
 - (i) The Committee was concerned with the officer's recommended distribution of new Gypsy and Traveller sites, and requested Cabinet to reconsider this matter.
 - (ii) The Committee was concerned with all allocations which, if eventually adopted in the final Document, would result in the loss of allotment land, and asked Cabinet to consider this matter.

- 5.3 In response to PEP Committee concerns, officers can advise Cabinet that a detailed and thorough appraisal of all potential sites for Gypsies and Travellers has been undertaken. Recommended sites have been chosen on the basis of a method subsequently supported by Go-East (i.e. the method is to allocate sites which: (a) meet Council approved Core Strategy Policy CS7 'Gypsies and Travellers'; (b) form part of larger development sites, so as to enable deliverability; (c) are located in areas which have nearby facilities capable of meeting the basic needs of the Gypsy and Travelling community (such as schools, basic health facilities and other public services); and (d) are in areas which are close to routes frequented by the Gypsy and Traveller community).
- 5.4 In relation the allotment land issue raised by PEP, a number of allotment sites were submitted by the Estates section of the Council as candidate sites for disposal for development. Planning officers appraised all such sites, and rejected some but are recommending others. The basis for rejecting sites usually related to the lack of available sites or other open space in the vicinity, whereas recommended sites tend to have availability nearby and such sites could therefore be regarded as surplus. Nevertheless, this issue is not straight forward as future potential demand for allotments is not easy to predict. Cabinet should note, however, that if it rejects officer recommendations to allocate some allotments sites for development, then this will have a negative impact on the overall housing targets being achieved through the Plan (and would likely mean alternative sites needing to be found elsewhere in the district, outside of the urban area).
- 5.4 If approved by Cabinet today, the Site Allocations Document will be subject to a six-week public consultation starting in early March 2010. Further formal and informal consultation will also take place throughout 2010. It is anticipated that the Neighbourhood Councils will receive regular updates and opportunities for input and comment, including at the next round of meetings in March.

6. ANTICIPATED OUTCOMES

- 6.1 It is anticipated that Cabinet will approve the Site Allocations Document (Preferred Options) for public consultation in March 2010.

7. REASONS FOR RECOMMENDATIONS

- 7.1 Cabinet is recommended to approve the Site Allocations Document (preferred options version) for public consultation because it will help deliver the City's growth targets set out the Core strategy, will encourage and support investment in the City, will provide more clarity as to what and where the Council wants to see growth occur (subject to consultation) and will provide local residents with an opportunity to comment on proposals.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 It is a statutory requirement to produce the Site Allocations Document therefore the alternative option of not producing this document was rejected.
- 8.2 Alternative sites could have been recommended for development, but this would have meant such sites were either or both: (a) contrary to the Core Strategy, (b) contrary to sustainable development principles.

9. IMPLICATIONS

- 9.1 The Site Allocations will have implications for all sectors of the community throughout the Local Authority area.
- 9.2 **Legal Implications** - The Council must follow due Regulations in preparing the Site Allocations Document. Eventually, once the final development sites are adopted in 2011, the Council has a legal duty to determine planning applications in accordance with those allocations.

9.3 **Financial Implications** - There are no immediate financial implications flowing from the approval of the Site Allocations Document (Preferred Options), simply because this is not the 'final' plan. However, Members should be aware of two future financial implications:

- (a) The Council, as landowner, submitted a number of possible sites for development. Following an open and transparent appraisal of all sites, some of those sites are been recommended for development whilst others have been rejected (normally for reasons of loss of open space in an area with deficiencies). To be clear, all Council (Estates Section) promoted sites have been appraised and treated like all other developer and landowner suggested sites. The allocation or not of each Council owned site could have a financial implication on the value of that site.
- (b) There could be indirect financial implications arising from the development of sites (e.g. provision of infrastructure and services for the new residents, s106 arrangements, and increased council tax or other receipts).

10. **BACKGROUND DOCUMENTS**

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

- Peterborough Local Development Framework Site Allocations Document (Issues and Options October 2008)
- Peterborough Core Strategy Proposed Submission Version (as approved by Council December 2009 and scheduled for publication in January 2010).