

CABINET	AGENDA ITEM No. 6
20 June 2022	PUBLIC REPORT

Report of:	Adrian Chapman, Executive Director Place and Economy	
Cabinet Member(s) responsible:	Cllr Wayne Fitzgerald, Leader of the Council	
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TOWNS FUND BUSINESS CASES

RECOMMENDATIONS	
FROM: Executive Director, Place and Economy	Deadline date: 20 June 2022
<p>It is recommended that the Cabinet, following the endorsement of the Town Deal Board on 14 March 2022 in respect of the business cases for River Nene Pedestrian Bridge, Lincoln Road and Peterborough Station Quarter, delegate authority to the Monitoring Officer, Director of Resources (s151 officer) and the Executive Director Place and Economy to;</p> <ol style="list-style-type: none"> 1. Approve Town Deal Summary Documents, as set out at Appendix 1, 2 and 3 of this report, and submit them to Department for Levelling Up, Housing and Communities (DLUHC) for approval in line with our agreed Towns Fund programme. 	

1. ORIGIN OF REPORT

- 1.1 The report is submitted to Cabinet as recommended by the Executive Director Place and Economy, as part of the internal assurance process for the submission of Towns Fund project summaries to DLUHC for subsequent project funding.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to set out the necessary steps to secure funding, allocated to Peterborough City Council through the 2021 Peterborough Town Deal, in relation to three of the Town Deal projects.
 - Submission of the business cases and subsequent funding provides £6.0m investment which will deliver a pedestrian bridge over the River Nene, providing a walking and cycling route between the Embankment and Fletton Quays and also support the ambition of opening up the waterfront for regeneration.
 - Upgrade Lincoln Road through public realm improvements to the streetscape, through improving pedestrian experiences, improving vitality and vibrancy of businesses and encouraging social interaction. This will be achieved through various improvements including resurfacing of footway and frontages within the curtilage of businesses with block paving, new pedestrian crossings, soft landscaping and street furniture.
 - Improve accessibility and connectivity between Peterborough Station and the city centre through the provision of a ramp at the Bus Station and a number of other walking and cycling improvements.

- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.4, ‘To be responsible for budget planning, monitoring and expenditure/savings over £500,000, including Discretionary Rate Relief, with the exception of any time-critical decision, which may be determined by the relevant portfolio holder.’

3. TIMESCALES

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	N/A
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4. BACKGROUND AND KEY ISSUES

- 4.1 In late 2020 Peterborough submitted a Town Investment Plan (TIP) to government. The Heads of Terms (HOT) offered to Peterborough as a result of the TIP were signed in January 2021. The HOT outlined that Government will provide up to a total of £22.9 million from the Towns Fund to enhance Peterborough city through economic growth and development and in return Peterborough would seek to secure the match funding set out in the TIP and deliver projects which resulted in agreed social, economic and environmental outcomes for the city.
- 4.2 A suite of projects were proposed and the Council has prioritised these projects within the funding envelope offered. Funding for individual projects is released by submission of business case summary documents which set out detailed project development and analysis against Her Majesty’s Treasury 5 Case model, setting out the Strategic, Economic, Financial, Commercial and Management Cases for the project. The full business case is reviewed and assured at a local level and then submitted in summary to DLUHC.
- 4.3 Upon DLUHC approval of the summary documents, funding will be awarded to the Council for the projects within 3 months. There are three projects offered here as part of the local assurance process.
- 4.4 The DLUHC funding requested is as follows for the three projects:

Project Name	Total Towns Fund (‘000)	Towns Fund total capital (‘000)	Towns Fund total revenue (‘000) PMO at 3%
River Nene Pedestrian Bridge	2,000	1,940	60
Lincoln Road	2,500	2,425	75
Peterborough Station Quarter	1,500	1,455	45
Total	6,000	5,820	180

- 4.5 The governance timeline for these three projects is:
- 14 March – Town Deal Board endorsed timeline
 - 8 June - Business Cases assurance by Senior Responsible Officer and S151
 - 20 June - Cabinet recommendation presented
 - 15 July - Submission of summary documents to DLUHC (appended)
 - September – DLUHC approval to PCC of submission
 - September / October - Towns Fund monies received by PCC

- 4.6 The key highlights of the three projects for the Cabinet to consider:

River Nene Pedestrian Bridge

An Outline Business Case (OBC) has been completed for the River Nene Pedestrian Bridge Project. The River Nene Pedestrian Bridge will provide a new focal point on the River Nene, providing a sustainable travel connection between the two major investment sites (Fletton Quays and the Embankment), as well as removing severance caused by the River Nene. The current walking and

cycling routes between the two sites are long and indirect, alongside busy city centre roads. One of Peterborough's ambitions is to become a 'walkable, liveable city', by making it easier to travel on foot and by bicycle. The provision of a new bridge will support this ambition. It will also open up the waterfront for users to enjoy and maximise the benefit of the two regeneration sites.

Lincoln Road Public Realm Improvements

An Outline Business Case has been completed for the Lincoln Road Project. An audit of Millfield District Centre undertaken by Living Streets in 2017 found the following key issues need to be resolved in the area to unlock the area's full socioeconomic growth and development potential. These issues have been exacerbated since the 2017 audit, reflecting the impact of the COVID19 pandemic and wider structural challenges impacted retail and commerce on High Streets:

- Poor footway surfacing
- Litter problems, particularly on private forecourts, in bins, on the pavement and in the road
- Illegal and ad-hoc parking provision
- Frontages and street space that could benefit from investment
- Absence of greenery or places to rest
- Negative perceptions of crime and safety

To overcome these issues, the preferred option for the project is defined as encompassing the following activities:

- Reallocation of carriageway space to footway and green landscaping
- Resurfacing of retained carriageway
- Resurfacing of retained footway and frontages within the curtilage of businesses with quality block paving, to provide a consistent approach to pedestrian routes through the District Centre
- Provision of two new pedestrian crossings either side of the Lincoln Road / Alma Road junction to facilitate pedestrian movements across Lincoln Road
- Provision of soft landscaping
- Provision of street furniture including benches, signage and replacement bins
- Provision of two 7kw electric vehicle (EV) charging points
- Installation of a community art project

Peterborough Station Quarter

A Strategic Outline Business Case (SOBC) has been produced for the Peterborough Station Quarter Project. This is for accessibility improvements at the Peterborough Station Quarter.

Peterborough Station is located approximately 500 metres west of the city centre (defined as Cathedral Square) and 200 metres west of the Queensgate Shopping Centre and the Queensgate Bus Station. However, despite its proximity, the station feels isolated from the city centre, both visually and from an active modes' perspective.

There is currently no accessible and level pedestrian and cycle link between the heart of the city and the train station. The underpasses under Crescent Bridge are difficult to navigate by wheelchair. The access into Queensgate Shopping Centre from Bourges Boulevard is stepped, requiring those with accessibility needs to take alternative routes which are in-direct and in need of refurbishment.

The Peterborough Station Quarter project has proposed improvements for the provision of a ramp at the stepped access to Queensgate Shopping Centre from Bourges Boulevard and the realignment of the ramp and crossing facilities at Queensgate Bus Station. These are both at the preliminary design stage. Other accessibility measures are at feasibility stages and are off-road improvements that are not expected to be complex in engineering terms and will provide a clearly sign-posted route across Bourges Boulevard. These include cycling improvements on Westgate and Bright Street, footway widening to the west of the Perkins Yellow Car Park and public realm improvements between the station and city centre.

This Station Quarter Project is just one part of a wider Station Quarter Masterplan, which aims to transform this area of the city, including station improvements and enhancements, a western entrance and car parking and release of land for commercial and residential development. A funding application for elements of this wider masterplan for up to £50million is being sought through the Government's Levelling Up Fund. This report refers only to the Towns Fund accessibility

improvements that can be delivered as a stand-alone project.

5. CONSULTATION

5.1 This document has been produced in collaboration with colleagues across the Place and Economy Directorate and its partners. The Towns Fund Programme has a governance structure including a Towns Fund Board and internal Boards that advise and contribute to the programme. These Boards are held on a regular basis. Communications and stakeholder engagement have taken place internally and externally for the programme. Stakeholders include: planning department, strategic finance, property, legal services, Towns Fund Board, Growth and Regeneration Board, Ward Councillors and residents. Consultation and engagement have occurred through different means:

- Towns Fund website section created, with specific pages on each project
- E-newsletter launched which is published quarterly
- Meetings held with key stakeholder groups in private and public sector to talk about Towns Fund aims and objectives and give details on projects and how they interlink
- Board meeting agenda and minutes published online
- Press releases at key milestones of each project, or the Towns Fund programme calendar overall

River Nene Pedestrian Bridge

- January 2020 - CPCA Local Transport Plan included public consultation during its development (2019) and the River Nene Pedestrian Bridge (Fletton Quays Footbridge) is included as a future project. (<https://cambridgeshirepeterborough-ca.gov.uk/wp-content/uploads/documents/transport/local-transport-plan/LTP.pdf>). It will also be a priority in the new Local Transport & Connectivity Plan which is out to public consultation until 4 August.
- November 2021 - Images of a provisional bridge design were included in the Embankment Masterplan engagement carried out requesting public feedback
- January 2022 – Meeting with Ward Councillors to provide a briefing on the River Nene Pedestrian Bridge
- February 2022 – Meeting with Ward Councillors to provide an overview of the provisional design of the River Nene Pedestrian Bridge
- March 2022 – Press release regarding Towns Fund projects

Lincoln Road Public Realm Improvements

- February 2021 – Communication to key stakeholders following secured funding from DLUHC for the project (subject to business case approval)
- June 2021 – Scope of project announced
- July 2021 – Community meetings to understand local issues
- December 2021 – Meetings held with local Ward Councillors to discuss the project
- March 2022 – Press release regarding Towns Fund projects

Peterborough Station Quarter

- 2020 - PCC, Network Rail and LNER funded a feasibility study for the Station, which was pulled through into the Towns Fund Investment Plan in 2021 and for which £1.5m towns fund capital was allocated.
- Autumn 2021 - PCC secured funding from CPCA and each of the partners to develop a Strategic Outline Business Case (SOBC) to set out a case for investment in dramatically enhanced station facilities, improve connectivity with the city and create new development opportunities.
- March 2022 – Bid submitted for Peterborough to host the headquarters of Great British Railways. Also, press release regarding Towns Fund projects
- April 2022 – A Local Growth Fund EOI was submitted for match funding

5.2 **Other consultations to be undertaken:**

River Nene Pedestrian Bridge

Following approval of the Outline Business Case and completion of the Provisional Design, the Detailed Design phase will begin. Within this phase, public consultation will take place to allow feedback from stakeholders which can be included in the design where appropriate. There is a Communications Strategy for a comprehensive breakdown of planned engagement opportunities.

Lincoln Road Public Realm Improvements

Following approval of the Outline Business Case and completion of the Provisional Design, the Detailed Design phase will begin. Within this phase, public consultation will take place to allow feedback from stakeholders which can be included in the design where appropriate. There is a Communications Strategy for a comprehensive breakdown of planned engagement opportunities.

Peterborough Station Quarter

Following the approval of the Strategic Outline Business Case, the Design Phase will begin. A public consultation is planned for Autumn 2022. Although the concept and goals are decided, stakeholders can be engaged on the type of route used, location and additional features. There is a Communications Strategy in place which also links to the wider Peterborough Station Quarter Masterplan.

6. ANTICIPATED OUTCOMES OR IMPACT

6.1 River Nene Pedestrian Bridge

The project will deliver a number of outcomes including:

- Less pressure on City Centre walking and cycling routes
- New north-south cycle route for pedestrians and cyclists
- Improved connectivity between Fletton Quays and the Embankment
- Safe walking and cycling route with access for all
- Improved environment for pedestrians and cyclists
- Support growth agenda and tourism

Lincoln Road Public Realm Improvements

The project will deliver a number of outcomes including:

- Increased footfall (5% growth) and dwell time for visitors to the District Centre
- Improved streetscape, visual aesthetic and urban environment in area
- Mode shift from car use to walking, with more pedestrian friendly access to and within Millfield District Centre
- Increased demand for residential and commercial property owing to improved urban environment
- Improved perception/image/reputation of Lincoln Road and proximate neighbourhoods near Millfield District Centre
- Increased pride in neighbourhood for local residents and businesses

Peterborough Station Quarter

The project will deliver the following outcomes:

- Improve the accessibility between the Station and the city centre
- Improve the active travel infrastructure between the Station and the city centre

7. REASON FOR THE RECOMMENDATION

7.1 River Nene Pedestrian Bridge

The Primary objectives for the River Nene Pedestrian Bridge are:

- Create a new pedestrian crossing over the River Nene to reduce severance
- Improved pedestrian journey times between Fletton Quays and the Embankment
- Improve the quality of sustainable travel links between Fletton Quays and the Embankment
- Improving the riverfront and creating a landscaped features to enjoy
- Protect and improve the biodiversity value of the study area

The Secondary Objectives are:

- Assist in creating a walking, liveable city
- Reduce pressure of City Centre traffic routes.

Lincoln Road Public Realm Improvements

- Enhance streetscape of the Millfield District Centre
- Increase pedestrian and cycling activity and reduce primacy of car use
- Increase visitation to and use of Millfield District Centre
- Support existing business and employment activities in Millfield District Centre
- Support community cohesion and reduce criminal activity and anti-social behaviour in the District Centre by fostering increased sense of place and pride
- Improve socioeconomic outcomes for Millfield's resident and business community.

Peterborough Station Quarter

The Peterborough Station Quarter project is a transport scheme and can have both primary and secondary objectives. The primary objectives are the fundamental outputs required from the scheme and therefore must be achieved. Secondary objectives are other outputs that are achieved along the way but are not necessary to the success of the scheme. The secondary objectives tend to be delivered because of delivering the primary objectives.

The primary objectives therefore represent the transport outcomes required by the scheme as stated above:

- Improve the accessibility between the Station and the city centre
- Improve the active travel infrastructure between the Station and the city centre

The project will also provide secondary objectives:

- Assist in creating a walking, liveable city
- Support the wider redevelopment of the Station Quarter

8. ALTERNATIVE OPTIONS CONSIDERED

8.1 The following options were considered and rejected:

To do nothing. This option was considered and rejected because the Council would lose £6.0m investment into Peterborough and the benefits expected to be delivered through the schemes would not be realised.

River Nene Pedestrian Bridge

In 2012, a Feasibility and Concept Report was produced for the River Nene Pedestrian Bridge, outlining four options. Since the 2012 report, significant redevelopment of Fletton Quays has occurred, and the re-development of the Embankment Area is coming forward. An Embankment Masterplan will guide the townscape, green space and connectivity for pedestrians and cyclists, all of which will impact on the northern landing of the structure. In addition, technical design standards have been updated with changes to the Design Manual for Roads and Bridges, and the Eurocode Design Standards.

In light of these changes, an outline technical review has been undertaken of the four options, considering design, construction, maintenance and inspection, aesthetics and use, and opportunities for value engineering. The options were also evaluated based on their comparative costs, the risk of cost variation based on findings of this report, and the visual appeal.

Options considered were as follows:

- Option 1: Cable Stay Bridge (a cable stayed structure)
- Option 2: The Compass (a cable stayed steel bridge deck supported on an inverted V shaped bipod mast)
- Option 3: The Butterfly (a "Butterfly" bow string arch supporting a bridge deck which is made up of a steel open spandrel truss arch spanning over the river)
- Option 4: The Boat (a counterbalanced cable stay bridge with an inclined inverted V bipod mast and a suspended deck that is also V shaped in plan)

Option 1, a Cable Stay Bridge, scored highest considering all of the review criteria listed above, therefore options 2, 3 and 4 were rejected at this stage. Further design work will confirm the exact form of the Footbridge which will be confirmed within the Full Business Case.

Lincoln Road Public Realm Improvements

Historic options considered the potential for including pedestrianisation of Lincoln Road at the Millfield District Centre, as well as partial road closure and one-way systems. Ultimately it was determined that the volume of traffic that requires access to this section of Lincoln Road was too high to enable road closures. Further, the presence of high volumes of delivery vehicles, taxis and buses all undermined any option associated with full or partial road closure. Even where diversions to alternate routes could be accommodated in terms of highways impact, there would be real and perceived impact on the residents of alternative roads that would see an increase in traffic. Whilst Taverner's Road and Bourges Boulevard were suggested as possible diversions to re-route this traffic, this would only serve to put pressure of an area of the network which already sees existing issues with congestion.

Instead, it was considered to be more appropriate to target intervention towards an enhanced public realm scheme along with rationalising loading/unloading, eliminating on-pavement and illegal parking and more control/enforcement of bus movements into and out of the Stagecoach depot.

Further design options were considered for appraisal within the business case:

- Option 1: Resurfacing-focussed intervention on the stretch of Lincoln Road corridor between Serjeant Street/Lincoln Road and Windmill Street/Lincoln Road junctions (i.e., at the heart of Millfield District Centre), that sought to improve public realm and streetscape through carriageway conversion to footway, soft-landscaping/green infrastructure provision, and an emphasis on improving existing footway assets.
- Option 2: Similar in extent and geographic location to Option 1, but with explicit provision of cycle infrastructure in line with LTN1/20 requirements, through provision of on-road cycle lanes in place of some car parking on both sides of the carriageway.

Option 1 is the focus of the Outline Business Case; however, Option 2 is still to be considered pending feedback in the public consultation.

Peterborough Station Quarter

The Peterborough Station Quarter Project is at the Strategic Outline Business Case stage, therefore, a few options have been considered to improve walking and cycling connectivity.

Options considered at this stage:

- Option 1: Improvements for the provision of a ramp at the stepped access to Queensgate Shopping Centre from Bourges Boulevard and the realignment of the ramp and crossing facilities at Queensgate Bus Station.
- Option 2: To improve walking and cycling connections at surface level through the Crescent Bridge roundabout into Cowgate. However, there were a few complexities with this project including the need for pedestrian traffic signals and an elevated footway / cycleway on the inside of Crescent Bridge. There are a number of technical considerations and the cost associated with this option would be more than the available budget so this was discounted.
- Option 3: To create a cycleway on Thorpe Road. The option would cost more than the available budget and would not directly improve access from the rail station into the city centre. Therefore, this option was discounted for this funding allocation from Towns Fund.

Option 1 is the focus of the Strategic Outline Business Case as it is within the budget envelope and achieves the outcomes.

9. IMPLICATIONS

Financial Implications

- 9.1 The financial implications of this Cabinet report are set out in the main body of the report. The main development of the projects is grant funded; consideration of any on-going maintenance will be managed through PCC's maintenance budget.

Legal Implications

9.2 **River Nene Pedestrian Bridge**

There are no current legal implications pertaining to the funding application. The detailed design will need to be submitted for Planning approval, which is a legal process and will be handled as such.

Lincoln Road Public Realm Improvements

Highways and Legal expertise for the project has been sought to advise on the appropriate approach to developing privately owned frontages. An engagement exercise will follow with landowners based on this advice. The project can be delivered using PCC's permitted development rights bestowed under the Highways Act (1980) and The Town and Country Planning (General Permitted Development) (England) Order 2015 and therefore the legal Planning process is not required based on the currently proposed scheme.

Peterborough Station Quarter

Three of the schemes will involve works being undertaken on third party land so agreement with the landowner(s) will be required in order for these works to be progressed.

Equalities Implications

9.3 **River Nene Pedestrian Bridge**

There will be no considered disproportionate impacts as a result of this proposal.

Lincoln Road Public Realm Improvements

There will be no considered disproportionate impacts as a result of this proposal.

Peterborough Station Quarter

There will be no considered disproportionate impacts as a result of this proposal.

Rural Implications

9.4 **River Nene Pedestrian Bridge**

The bridge will be situated within a City Centre location; however, it will allow for better cycle and pedestrian access for those within a particular vicinity to utilise.

Lincoln Road Public Realm Improvements

Lincoln Road is situated within a City Centre location; however it will allow for better cycle and pedestrian access for those visiting and residing in the local area.

Peterborough Station Quarter

The Peterborough Station Quarter is in the City Centre; however, it will allow for better accessibility to and from the station in terms of cycle and pedestrian access.

Carbon Impact Assessment

9.5 **River Nene Pedestrian Bridge**

The technical design of the bridge needs to take into consideration the sustainable use of materials and the long-term durability of the structure to minimise its environmental impact. Within the context of the River Nene Pedestrian Bridge, the aim will be to reduce the use of carbon intensive materials such as high strength steels and concrete, and to re-use and recycle materials wherever possible.

Lincoln Road Public Realm Improvements

By increasing the provision of active mode travel in Millfield District Centre, it will improve the ability of people to travel to and through Millfield District Centre on foot, therefore reducing the carbon emissions. Provision of two 7kw EV charging points to be installed on the road, which will promote electric car usage to local residents and visitors.

Peterborough Station Quarter

The project is likely to overall have a positive impact on the city's carbon emissions. By providing

high quality active travel mode infrastructure, and infrastructure that provides access for all, it encourages the use of active travel modes. More journeys undertaken by active travel modes can reduce journeys undertaken by vehicles and therefore reduce carbon emissions.

10. **BACKGROUND DOCUMENTS**

Used to prepare this report, in accordance with the Local Government (Access to Information) Act 1985) and The Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012

Peterborough Town Investment Plan

11. **APPENDICES**

11.1 The appendices have the Summary table details that are to be submitted to DLUHC and the Monitoring and Evaluation reports.

Summary Tables:

- Appendix 1
 - Project Summary Table Annex C River Nene Pedestrian Bridge
 - Annex 2_Towns Fund ME Plan template Bridge
- Appendix 2
 - Project Summary Table Annex C Lincoln Road Public Realm Improvements
 - Annex 2_Towns Fund ME Plan template Lincoln Road
- Appendix 3
 - Project Summary Table Annex C Peterborough Station Quarter
 - Annex 2_Towns Fund ME Plan template PSQ

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