



Peterborough
Investment Partnership

Project Plan for Fletton Quays



Artist's impression of possible layout

June 2015

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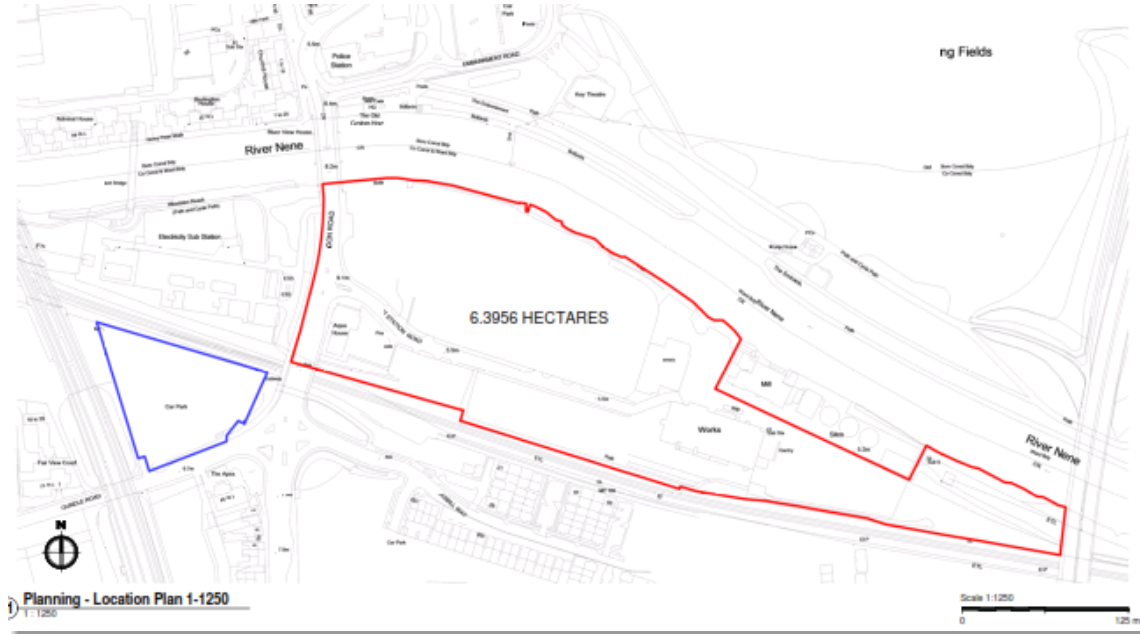
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PURPOSE OF THIS DOCUMENT

This document provides an overview of the Partnership's proposal for a scheme for Fletton Quays, covering an outline of the most relevant planning policy, the site constraints, and a description of the intended range of land uses. It is a pre-development document, designed to give early sight of intent and broad ambition for the scheme. The scheme, structure, timeline and financials provided are necessarily indicative based on what is known at the current point in the development process.

SITE IDENTIFICATION AND LOCATION

This Project Plan covers the redevelopment of two adjacent Peterborough Investment Partnership sites, which have a total area of about 17 acres.



The Fletton Quays Site

This is a brownfield site to the south of the city centre of Peterborough, located between the River Nene (which forms its northern river front boundary) and the Peterborough to March railway line to the south. To the east is the A1139 Frank Perkins Parkway, with London Road forming the western boundary. The site was most recently used as a commercial retail hub, which included the former Matalan and B&Q stores and a council office (Bridge House), all of which have now been demolished. The site now only has two Grade II listed railway sheds and another disused office block (at the highway entrance to the site from London Road), known as Aqua House. Aqua House will be demolished as part of the development.

The site also contains the locally listed Whitworth Mill with ancillary structures facing onto the river at the north east. These do not form part of the Council’s ownership and are not required for the proposed development to come forward.

To the south of the site there is a substantially complete Morris Homes carbon challenge housing site (with 295 units, formally called Vista) and the Peterborough football stadium. The stadium has been the subject of a recent stand redevelopment with new offices co-located within the north stand. Immediately north of the site, beyond the River Nene, lies an area of green space known locally as the Embankment. The space provides a high quality area of open amenity space that is also used through the year as a location for major events in the city such as outdoor music concerts.

The Pleasure Fair Meadows Site

This site is located across the road junction from Fletton Quays. It is currently a car park, with the East Coast mainline running along its western boundary and the Felixstowe to Nuneaton freight railway line running along its northern boundary. Immediately across from the northern boundary is the primary city centre electricity substation. The eastern boundary is Town Bridge, a main arterial route across the river to the city centre, and this is significantly elevated about the ground level of the site. To the south is the highway access, which leads on to Oundle Road. The site has been included with Fletton Quays as part of this Project Plan as this site would support development of Fletton Quays, potentially for additional car parking. Fletton Quays can be reached indirectly from this site via a pedestrian underpass, which leads through under Town Bridge to the Vista housing scheme, from where there is a pedestrian route over the bridge to the Fletton Quays site.

COUNCIL OBJECTIVES FOR SITE

The Council has long-desired to encourage greater use of the riverside area in the south of the city, with the regeneration of Fletton Quays seen as an important component in achieving this. Improving linkages from this area forms a key part of this desire, with a new footbridge across the Nene a possible method of better connecting this site to both the Embankment and, through that, the main city centre.

Enhancing access from Town Bridge down to the river frontage is also desirable, as is creating a pedestrian route along the river front and under the bridge, connecting the site to a route that leads ultimately to Ferry Meadows Country Park. Recognising that the site has significant development and viability challenges, in February 2014 the Council committed to taking a long-term lease on offices on the site for its back-office functions, subject to a) a detailed business case that demonstrates at worst cost neutrality from that move, and b) an effective re-use of Bayard Place and the residual parts of the Town Hall (the latter to be retained in Council ownership, the civic suite retained and a customer service hub integrated into the building).

RELEVANT PLANNING POLICY

In respect of the application site, the planning framework comprises the following documents. Of these, the most specific detail relating to Fletton Quays is contained within the City Centre DPD, though consideration of relevant aspects of the whole framework will necessarily be given in developing a planning application.

Development Plan Documents	
Core Strategy	Adopted February 2011
Site Allocations DPD	Adopted April 2012
Planning Policies DPD	Adopted December 2012
City Centre DPD	Adopted December 2014

City Centre Development Plan Document

The City Centre Development Plan Document (CCDPD) contains policies specific to the Council's aspirations for the Fletton Quays site. The CCPDP (para.5.5.7) states:

'the Fletton Quays Opportunity Area will be transformed from an underused and derelict part of the city into a vibrant and attractive residential, leisure and cultural area, providing active uses such as bars and cafes along the river frontage. These will help attract visitors to this part of the city and to establish the river as a prominent feature of the city. Development will incorporate a pedestrian route alongside the river as well as an iconic pedestrian/cycle bridge over the river, connecting to other parts of the city centre.'

CCP Policy CC6 (Riverside South Policy Area) allocates 400 new dwellings to the Fletton Quays Opportunity Area. The policy states:

"Within the Fletton Quays Opportunity Area, planning permission will be granted for a mixed-use development which delivers approximately 400 new dwellings. Offices, culture and leisure uses (excluding a cinema, unless it can be demonstrated that this cannot be provided within the city core), with restaurants and bars along the river frontage will also be acceptable. Development should:

- *maximise the advantages of the riverside setting with a high quality design solution;*
- *deliver an attractive public riverside walk and cycle path with a new foot/cycle bridge across the River Nene to the Embankment;*
- *Incorporate and enhance the listed buildings (railway engine sheds and goods sheds) and building of local importance (the Mill), with imaginative new uses;*
- *Incorporate appropriate flood risk mitigation measures, as identified through a site-specific flood risk assessment;*
- *deliver opportunities to naturalise the river corridor and enhance biodiversity in ways that complement existing river functions and in line with the objectives of the Nene Valley Nature Improvement Area.*

Any retail uses will be limited to that which is ancillary to serve the Opportunity Area itself. Individual proposals for development which would prejudice the comprehensive redevelopment of this Opportunity Area will not be permitted."

Policy CC11 of the City Centre DPD requires all developments being brought forward to provide an appropriate provision of public realm improvements, cycle and pedestrian infrastructure and a rationale for the level of car parking. The policy seeks to improve the strategic links across the city centre by improving sustainable travel connections and improved public realm space.

PLANNING AND OTHER CONSTRAINTS

A variety of constraints need to be accounted for as the scheme develops. In outline, these include:

- a) **Flood Risk**- Parts of the Fletton Quays site are within an area of flood risk. The majority of the site is designated within Flood Zone 1 (low risk) within the Environment Agency's national map of flood risk but some parts of the site are within Zone 2 (medium risk) and 3a (high risk). A sequential approach will be taken that looks to prescribe the more vulnerable aspects of the scheme (residential) onto the area of land subject to Flood Zone 1, the lowest category of risk. There will be flood risk mitigation costs associated with the redevelopment of the site.
- b) **Heritage**- The railway engine sheds and workshops are Grade II Listed buildings. A refurbishment to commercial or community use would be acceptable subject to finding an appropriate heritage solution. The City of York Council's use of former railway buildings as a new headquarters demonstrates what can potentially be achieved.
- c) **Ecology**- To the east of the site lies the SSSI, SPA, SCA and RAMSAR designations at Nene Washes. Careful consideration will need to be given to the impact of any proposals on these designations. The site itself will have to be surveyed for any protected species.
- d) **Contamination**- The site is known to have contamination due to its historic industrial uses, and an appropriate remediation strategy will need developing in line with proposed uses.
- e) **Highways**- The existing vehicular access is from East Station Road, and improvements to this access are likely to be required. It should be noted that the Council's Planning Committee will carefully consider the amount of parking made available on site.
- f) **Noise and Air Quality**- A railway line runs along the southern boundary of the site. The masterplan will need to be carefully designed to ensure appropriate amenity standards for residential properties in terms of noise, air quality and so on in order to take this into account.
- g) **Key Views**- Views towards the Cathedral from certain vantage points will need to be retained. The CCPDP identifies two key areas of open space from which views will need to be protected. The Fletton Quays site should not impact on either but further discussions are needed to identify whether there are any other views of importance, particularly on key transport corridors such as the railway line and London Road.
- h) **Affordable Housing Provision** – The Council has a policy requirement of 30% affordable housing provision, which is significant; the impact of this will need to be carefully assessed in terms of the overall viability of the scheme.

IDENTIFIED COMMERCIAL DEVELOPMENT OPPORTUNITY

It is important to stress that this is a commercial proposal consistent with the Council's adopted planning policies, and not one reliant on public subsidy. Public funding is unlikely to be available although any opportunities to secure potential infrastructure will be identified and pursued to support the viability of the development.

Fletton Quays offers the opportunity for large scale regeneration and investment on a site of strategic importance to Peterborough. It also offers a combination of commercial opportunities that can satisfy potential occupier requirements on an individual and combined basis, which will help provide assurance that the site can be physically delivered successfully.

A key component to bringing forward growth in all sectors is the availability of well-designed, good quality accessible living accommodation to meet demand in the city. We would look to provide riverside residential developments to match the quality of that available within the M25, providing the opportunity for those commuting into London to make use of the excellent rail link to Kings Cross as well as encouraging those with the skills and expertise to assist in the growth of Peterborough to base themselves in the city, expanding the skills base and adding to the local economy.

The layout of this residential element is capable of being brought forward in several phases, allowing adaption of design to suit market forces and demand over the delivery period. It will be important to commence with a high-end product that needs to be well-designed and maximises the benefits of the locality, such as city centre links, cathedral views, the riverside location and good transport links.

Initial site due diligence and desktop reviews of the historical investigation reports indicate that there are a number of site infrastructure constraints that need to be managed by the offtake purchaser/site developer. The estimated cost of addressing these is significant, and cover such items as site preparation, new road and junction improvements, flood risk mitigation and certain works to the Listed buildings to bring these back into an agreed use, though this latter aspect will depend on the final use proposed.

It is likely that in order to deliver the infrastructure to enable the overall site to be delivered a commercial development will be required to act as a "pump primer". Whilst the London Road frontage site offers potential for hotel and leisure development, this will be a complimentary development rather than a primary one, and such uses are unlikely to be sufficient to generate the level of funding required to secure the wider regeneration of the larger Fletton Quays proposals and see delivery at pace.

In February 2014, the Council resolved that it would move its back office functions over to Fletton Quays, subject to a supporting business case being viable. Such offices would help mitigate the infrastructure risk from a developer perspective and would support the early sale of the site in either one or a number of phases, depending on the type of market operators. The strong Council covenant would ensure there was sufficient funding to support the delivery of infrastructure immediately, upon planning consent, ensuring an early sale and thus delivering regeneration within a much shorter timescale. It would also help with delivering a high quality housing product.

INDICATIVE SITE MASTER PLAN

Following the demolition of Aqua House and improved highway arrangements onto London Road, the site will offer the opportunity to accommodate a hotel and leisure frontage providing an appropriate gateway development to both the Fletton Quays development and the city centre itself. The relocated access road will run along the southern boundary distancing the development within the site from the railway line whilst both providing ease of access to the east of the site and removing the potential conflict between the treatment of the Listed buildings and potential traffic movements.

The hotel and bulk of the residential development will be constructed on a sacrificial deck that will allow this important part of the site to be brought forward whilst dealing with flood risk in key parts of the site. The lower-ground floor area can accommodate servicing and parking for both the hotel and residential buildings above allowing and also allowing a landscaped communal area between the residential buildings and leading onto the river frontage. Both the hotel and residential buildings are orientated on a north south axis to allow maximum benefit of the both the cathedral/riverside views and natural light.

Commercial units will front the river and, coupled with quality public realm, help deliver an active, inviting river front. As proposed, new office accommodation will bring activity through the site and, upon the possible construction of a new pedestrian river crossing, through the area between the historic buildings, creating greater footfall on the route back to the city past the theatre.

The provision of modern functional office space within a newly constructed unit at the east end of the site will allow the necessary parking in an area unsuitable for development due to the proximity of the Parkway flyover and narrowing site constraints. The larger of the former railway sheds could be incorporated into the office accommodation with minimal alteration to the original structures by means of utilising the space as meeting/hot desk/break-out space. The potential future incorporation of the mill buildings has been allowed for in the master-planning of the site but a solution will be developed that will not be dependent on their inclusion as they are in separate ownership.

Summary of Proposed Use

- New build offices, dependent upon demand, with one block integrated with the existing listed railway shed building to bring this back into use as meeting / breakout area
- In the order of 250 units of high quality residential apartments
- A new hotel
- Commercial A3-A5 food and beverage units
- Appropriate car parking allocated for the residential and other uses

Development of an alternative masterplan (without offices)

An alternative option is also being considered without new build office accommodation on the site, but retaining the key aspects of the indicative masterplan,

- In the order of 400 high-quality residential apartments
- A new hotel
- Commercial A3-A5 food and beverage units
- Appropriate car parking

PLANNING APPLICATION STRATEGY

The planning strategy for Fletton Quays is to submit a single outline planning application across the site. The application will provide means of access in detail, with all other matters reserved. This planning strategy represents a conventional approach taken for major mixed-use developments that require a planning consent to be flexible. The approach allows detailed design proposals to come forward at a later stage in line with end-user requirements via 'reserved matters' applications. The outline planning application will seek to secure permission for an upper limit of new and refurbished floor space across the site for a series of prescribed land uses (residential, offices, hotel and food/leisure).

Parameter plans will establish some key principles to be fixed as part of the planning permission such as building heights, scale and massing and points of access. All other elements of the application will substantially be provided in 'illustrative form' i.e. not intended to be fixed as part of an outline planning permission. The illustrative material and its written commentary shall form an essential part of the planning application. It will provide a narrative as to how the design proposals have been shaped and developed through pre-application engagement with planners, stakeholders and the local community; it will demonstrate how design quality will be embodied within the future development scheme; and it will show how the composite parts of the scheme will interface with one another and the surrounding city.

The Fletton Quays site offers great potential; by virtue of its scale, location and riverside setting the site can support the delivery of a vibrant new city quarter. The planning application will be expected to demonstrate how the design proposals make best use of the site and can ensure that extensive regeneration, social and economic benefits are achieved through the delivery of the site masterplan.

Community Consultation

Due to the scale of the project, consultation will be an important part of the planning application process, and allow input from various stakeholders and the local community. This is likely to be undertaken alongside the pre-applications discussions, and detail developed in the coming weeks.

TIMESCALE FOR ACHIEVING NECESSARY CONSENTS

A challenging timetable has been set for moving the scheme forward, with an application for outline planning permission to be submitted in September 2015.

Timetable Assuming Environmental Statement not required									
May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb
Submit pre-app document/ Appoint Ecology Transport Air Quality Noise Archaeology	Issue Screening Request/ Pre-app Meeting	Pre—app formal feedback and Screening Opinion	Undertaken Community Consultation	Submit planning application			Decision Issued Committee 8 th Dec.	JR Period Clearance of Conditions	JR Period

VIABILITY AND TIMELINE

At this early stage, only outline design and assessment work has been completed. This indicates development of the site is broadly viable, based on assumptions elsewhere within this project plan. Once the plan has been approved and full budget available for detailed work to commence, the designs and the necessary commercial information will be iterated and refined further, and the marketing of the site to potential off-take partners will commence by the PIP.

There are significant costs associated with the planning application process, particularly on a complex and large brownfield regeneration site such as Fletton Quays. These include statutory planning application fees, professional services costs and all of the necessary reports and studies to support the planning application (ecology, flood risk, transport, contamination, engineering, archaeology, architecture, ground conditions, utilities etc). It is estimated that the costs of securing planning permission will be up to £1.5m, with a potential off-take sale value for the site of between £6m and £9m, reflecting the constraints of the site. The final value will be dependent upon the outcome of the planning application process, the final scheme design and future market values. Some detailed costs will only be known after detailed site investigation work has taken place.