



Peterborough Preliminary Draft Local Plan

January 2016

Draft for Cabinet 7 December 2015

Peterborough City Council

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Foreword

This is the first draft of the new Peterborough Local Plan, which will set out how the city will grow and change over the next 20 years.

This document is available for public consultation between XX January and XX February 2016. We welcome your comments and views on this important document, it is your chance to make a real difference and help make Peterborough and the surrounding villages a great place to live, work and visit. The Preface sets out how you can get involved.

Foreword

Introduction

Peterborough City Council is preparing a new Local Plan, this is an important document as it will determine what Peterborough and the surrounding villages will look like in the future and how it will become an even better place to live, work and visit.

The new Local Plan will replace the following adopted Development Plan Documents (DPD):

- Core Strategy DPD (2011),
- Site Allocations DPD (2012),
- Planning Policies DPD (2012) and
- City Centre DPD (2014)

It will not replace any adopted Minerals and Waste DPDs.

We are currently at the first stage in the process and are consulting on a Preliminary Draft version of the Local Plan, which sets out the emerging planning policies and proposals for growth and regeneration. This is still a draft plan. Your views are therefore essential.

How to make comments

This is the first opportunity for you to make comments on the emerging plan and we encourage you to take this opportunity to let us know your views and help inform the future growth of Peterborough.

The Preliminary Draft Local Plan can be viewed at: [Weblink to be added] where comments can also be made online. Alternatively a Comments Form (Form A) is available at the council's customer service centre at Bayard Place or can be downloaded and returned by e-mail or post to:

planningpolicy@peterborough.gov.uk

or

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Please clearly let us know exactly which part of the document you are commenting on.

The closing date for all comments is **11.59 pm on XX February 2016**.

Please note that all comments will be uploaded to our online consultation portal and will not be confidential.

All comments received will be taken into consideration and will help inform the Further Draft Local Plan to be published for public consultation in summer 2016.

What stage are we at?

This is the first stage in a lengthy process of producing a new Local Plan. This Preliminary Draft Plan captures the key issues that we already know about and sets a steer as to how we will tackle the gaps. It does not yet include specific allocations for new development.

A Further Draft Plan incorporating suggested sites for development will be published for consultation in summer 2016. The Local Plan timetable is summarised below:

Preface

2016												2017												2018					
Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec	Jan	Feb	Mar	April		
1						2							3			4					5			6			7		

Stage		Description
1	Preliminary Draft Local Plan public consultation	Opportunity for interested parties and statutory consultees to consider the options for the plan before the final document is produced.
2	Further Draft Local Plan public consultation	Opportunity for interested parties and statutory consultees to consider the preferred policies and sites for the plan before the final document is produced.
3	Proposed Submission public consultation	The council publishes the Local Plan for a six week period when formal representations can be made on the Local Plan prior to submission to government.
4	Submission	The council submits the Local Plan to the Secretary of State together with the representations received during the Proposed Submission stage.
5	Independent Examination Hearing	Held by a Planning Inspector into objections raised on the Local Plan.
6	Inspector's Report	This will report whether if the Plan is 'Sound' or 'Unsound'. The Inspector may make recommendations to make the plan 'sound'.
7	Adoption of the Local Plan	Final stage, the council will formally need to adopt the Local Plan and it will then be used in making planning decisions.

Additional Consultation

As well as consulting on the contents of this Preliminary Draft Local Plan we are also giving you the opportunity to suggest:

- New sites to be allocated for future housing, Gypsy and Traveller, employment, retail, leisure and cemetery sites;
- Any amendments to a village envelope; or
- Any sites to be considered as a Local Green Space.

Site Allocations

This version of the plan does not include any sites for new development. To submit potential sites for consideration please fill in the Site Suggestion Form (Form B) and return to us, using the above e-mail or postal address, by XX February 2016. Full details are set out in Section D of this plan.

All sites suggested will be assessed against a detailed assessment criteria as set out in Section D. The preferred sites will be included in the further draft version of the plan due for publication in summer 2016. We will also publish an evidence report which will set out the reason for the inclusion of a site or not.

As part of the assessment process we will need to demonstrate that a site is available and deliverable. We will review all sites identified in the adopted Site Allocations DPD and City Centre DPD that had not been granted planning permission at 31 March 2015. However, to help with the assessment please could you re-submit your site even if it is an existing allocated site. This will help to ensure that the site information is up to date, that we have the same level of detail for each site, and all sites can be considered fairly.

Village Boundaries

As part of the production of the Local Plan, village boundaries (also known as village envelopes) will be reviewed. The boundaries will be changed if any new sites are proposed for allocation. We may also make other minor 'tweaks' to the boundary to reflect any changes in the village. As part of the consultation we would like to know if you have any suggested changes to village boundaries. Please fill in the Suggested Changes to Village Boundary Form (Form C) and return to us by XX February 2016.

All suggested changes will be assessed against the following criteria:

- Would the suggested change be logical (in defining the limits of the built-up area of the village) and follow a physical or natural landscape feature?
- Is the land that would be brought within the village boundary brownfield (i.e. previously developed) or a garden (Greenfield)
- Would the suggested change not create a significant sized developable site within the village (i.e. one which ought to more appropriately be considered as a site allocation)?

If the answer is 'yes' to all the above, then we are likely to accept the change, but not always (e.g. If it is a very large garden, there may be reason to exclude the land). An evidence document will be produced to support the decision. Any proposed changes will be consulted on in summer 2016.

Local Green Spaces

Local Green Space is a new national policy designation that aims to protect green areas or spaces which are demonstrably special to a local community and hold a particular local significance. Local Green Space designation will not be appropriate for most green areas or open space. Local Green Space Designation can be used where the green space is:

- In reasonably close proximity to the community it serves; and
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including playing fields), tranquility or richness of its wildlife; and
- local in character and is not an extensive tract of land.

Local communities have the opportunity through the production of the Local Plan (or through their own Neighbourhood Plan) to identify Local Green Spaces for designation.

We are therefore asking you to submit sites that you think meet the above criteria, by filling in the Suggested Local Green Spaces Form (Form D) and return to us, using the above e-mail or postal address, by XX February 2016. Full details are set out in Appendix B of this plan.

The preferred areas will be included in the next version of the Local Plan due for public consultation in Summer 2016.

Preface

Status of Preliminary Draft Local Plan January 2016 for Decision Makers

When reading this preliminary draft Local Plan please note the following information about its status.

This Plan has been produced in accordance with National Planning Policy Framework (NPPF). The NPPF was issued by Government in March 2012, followed by the 'live' National Planning Practice Guidance (NPPG) from March 2014. This Preliminary Draft Local Plan has been written to complement the NPPF and comply with the guidance in the NPPG. Should the NPPF or NPPG be revised in the future then references to the NPPF and NPPG in this document should be checked against the latest version of the NPPF and NPPG in force at that point in time. This Local Plan does not repeat policies in the NPPF; it builds on them when necessary and ensures locally specific issues are covered.

The NPPF clarifies the position on the status of emerging plans. It states:

Paragraph 216: From the day of publication, decision makers may also give weight to relevant policies in emerging plans according to:

- *the stage of preparation of the emerging plan (the more advanced the preparation, the greater the weight that can be given)*
- *the extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and*
- *the degree of consistency of the relevant policies in the emerging plan to the policies in this Framework (the closer the policies in the emerging plan to policies in this framework the greater the weight that may be given).*

In accordance with NPPF paragraph 216, the policies contained within this emerging plan will be used (alongside the current development plans and other material considerations) in determining planning applications, especially where it contains 'new' policy not currently found in either the current Local Plans or the NPPF. In helping determine proposals, the amount of 'weight' to be given to the content of this emerging plan in comparison with the amount of weight given to other plans, strategies and material considerations, will be a matter for the decision maker to decide and will vary depending on the specific elements of the proposal. However, at this draft stage of plan preparation, the weight is likely to be limited.

Policies Map

Any reference to the terms Policies Map in the Preliminary Draft Local Plan relates to the adopted Policies Map (2012) and updated Inset 2 (2014). At this stage no changes are proposed to the Policies Map. Any changes to the Policies Map will be included in the next version of the Local Plan due to be published for consultation in summer 2016.

OS Map - Copyright Note

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PART A - Setting the Scene

1 Introduction	1
2 Influences and Overarching Issues	5
3 Our Vision	9
4 Our Objectives	11

PART B - The Spatial Strategy

4 The Spatial Strategy	13
------------------------------	----

PART C - The Policies

5 The Policies	25
----------------------	----

PART D - The Sites

6 The Sites	71
-------------------	----

The Appendices

A Glossary	73
B Local Green Spaces	75
C Buildings of Local Importance	77
D Neighbourhood Planning	79

List of Policies

Policy LP1: Sustainable Development and the Creation of the UK's Environment Capital	13
Policy LP2: The Settlement Hierarchy and the Countryside	15
Policy LP3: Spatial Strategy for the Location of Residential Development	17
Policy LP4: Spatial Strategy for the Location of Employment Development	18
Policy LP5: Urban Extensions and other Nearby Large Scale Allocations	20
Policy LP6: The City Centre - Overarching Strategy	22
Policy LP7: Health and Wellbeing	25
Policy LP8: Meeting Housing Needs	26
Policy LP9: Self-build and Prestige Homes	28
Policy LP10: Gypsy and Travellers	29
Policy LP11: General Employment Areas and Business Parks	30

Contents

Policy LP12: Development in the Countryside	33
Policy LP13: Retail and Other Development in Centres	36
Policy LP14 Transport	40
Policy LP15: Infrastructure to Support Growth	42
Policy LP16: Safeguarded Land for Future Key Infrastructure	43
Policy LP17: Urban Design and the Public Realm	44
Policy LP18: Amenity Provision in Residential Development	45
Policy LP19: Shop Frontages, Security Shutters and Canopies	46
Policy LP20: Heritage Assets	49
Policy LP21: Special Character Areas	50
Policy LP22 - Open Space and Green Infrastructure	53
Policy LP 23 Local Green Spaces	55
Policy LP24: Nene Valley	56
Policy LP25: Hampton Country Park	56
Policy LP26: Green Wedges	57
Policy LP27: Landscape Character	58
Policy LP28: Landscape and Biodiversity	62
Policy LP29: Ancient, Semi-Natural Woodland and Ancient and Veteran Trees	63
Policy LP30: Culture, Leisure and Tourism	64
Policy LP31: East of England Showground	65
Policy LP32: Renewable and Low Carbon Energy	66
Policy LP33: Flood and Water Management	68
Policy LP34: Development on Land affected by Contamination	69

Part A - Setting the Scene

- 1.1** This is the Preliminary Draft Local Plan for Peterborough. It contains the emerging proposals for planning policies for the growth and regeneration of Peterborough and the surrounding villages over the next 20 years.
- 1.2** Within this document you will find a draft vision for what Peterborough could be like in 2036. There are also some objectives to explain what is trying to be achieved and proposed policies setting out what and how much development should take place. This Plan is structured as follows:
- Part A - sets the overall vision and objectives;
 - Part B - identifies the spatial distribution and broad areas of growth;
 - Part C - includes the detailed policies and standards that will be used in determining planning applications;
 - Part D - will identify the sites, however at this draft stage it only sets out the site selection process.

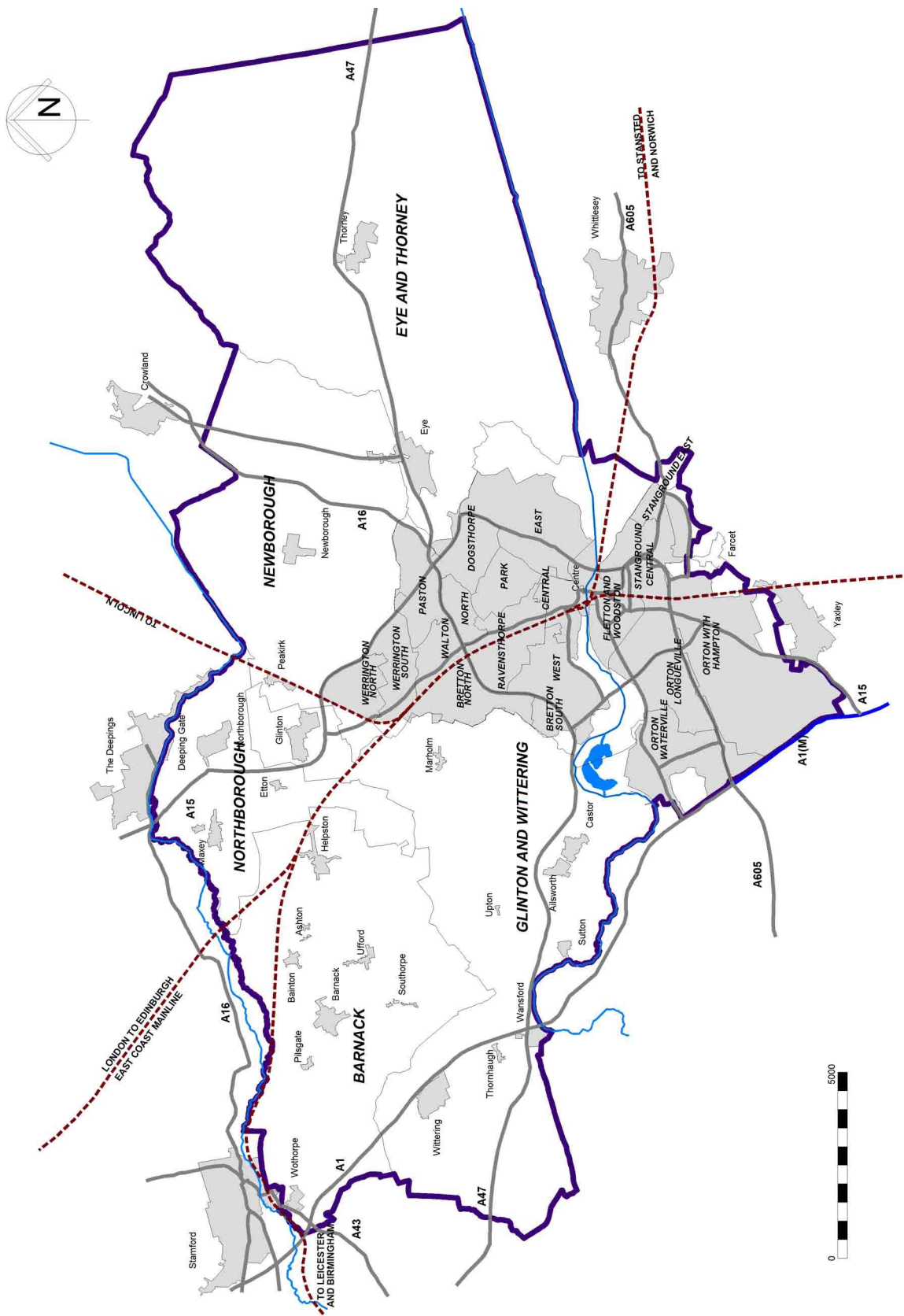
Peterborough in Context

- 1.3** 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, Huntingdonshire, East Northamptonshire, Rutland, South Kesteven and South Holland. The total population of Peterborough is estimated as 188,400 (at mid 2013).
- 1.4** 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.
- 1.5** There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen. 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. It remains one of the fastest growing cities in England. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area.
- 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.
- 1.7** Peterborough has a diverse economy, ranging from innovative small business to large global headquarters. The high performing business sectors include engineering and manufacturing; agriculture, food and drink; digital and creative; energy and environment and financial services. Peterborough fared well during the national and global economic downturn with increased investment underpinned by the city's ambitions and new initiatives to support economic growth.

Introduction

- 1.8** A particularly important characteristic of Peterborough is the concentration of companies engaged in environment-related activities. There is also 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.
- 1.9** The City of Peterborough continues to grow, with 2014/15 seeing the highest number of new homes built in 25 years. The most noticeable growth areas are at Hampton, where a major urban extension is underway on reclaimed brickfields, and the urban extension at Stanground South. In recent years there has been increased development within the city centre, however, there remain vacant and underused sites close to the city centre which offer the opportunity for further investment to regenerate the area.

Map A



Introduction

Influences and Overarching Issues

Introduction

2.1 The Local Plan is required to be consistent with the National Planning Policy Framework (NPPF) and the National Planning Practise Guidance (NPPG) and to have regard to any other plans, policies and strategies, particularly the council's Sustainable Community Strategy. To help identify the key issues that are then used to develop objectives for the Local Plan a review of the following plans, policies and strategies has been carried out as part of the Local Plan Sustainability Appraisal Scoping Report (November 2015):

- Sustainable Community Strategy
- Housing Strategy
- Parish Charter
- Air Quality Strategy
- Bus Strategy
- Cultural Strategy
- Biodiversity Strategy (draft being prepared alongside this Local Plan)
- Director of Public Health's Annual Report 2015
- Adjoining local authorities plans

Council's Strategic Priorities

2.2 The Local Plan will also help to deliver the council's strategic priorities (as at September 2015):

- Drive growth, regeneration and economic development
- Improve educational attainment and skills
- Safeguard vulnerable children and adults
- Implement the Environmental Capital agenda
- Support Peterborough's culture and leisure trust Vivacity
- Keep all our communities safe, cohesive and healthy
- Achieve the best health and wellbeing for the city

2.3 Through these priorities the council aims to improve the quality of life for all residents and communities and to create a truly sustainable Peterborough.

Environment Capital

2.4 The council is committed to creating the UK's Environment Capital. Not only is it one of the council's key strategic priorities, but it's one of the key priorities of the Sustainable Community Strategy. Creating the UK's Environment Capital means changing the way we do things as a city, to ensure that by 2050 we are living within the resources of one planet.

2.5 In April 2014 the Environment Capital Action Plan was adopted by the council. It provides a clear vision of how Environment Capital will be achieved. The action plan comprises ten themes (see below), each with a 2050 vision along with interim targets (currently to 2016).

Influences and Overarching Issues



Local Transport Plan

- 2.6** The transport strategy for Peterborough is set out in the Long Term Transport Strategy (LTTTS) (2011 to 2026) and the Local Transport Plan (LTP) (currently 2011 to 2016). The LTTTS sets out the longer term strategy for the area, whereas the LTP covers the shorter term, specifically the first five years of the LTTTS. Together they aim to meet the ambitious goals of tackling climate change, supporting economic growth, improving quality of life, promoting a healthy natural environment, contributing to better safety, security and health and promoting equality of opportunity.
- 2.7** The LTP is currently being reviewed and is due for approval by the council in April 2016. We have worked closely with transport colleagues to ensure that the two plans align. The LTTTS will also be refreshed, with the aim for adoption alongside the Local Plan adoption in 2018.

Other Strategies and Plans

- 2.8** On our website you will find a library of documents which have been produced to support the Preliminary Draft Local Plan. This library will continue to grow as the Local Plan progresses to adoption.

Influences and Overarching Issues

Overarching Issues

- 2.9** A good understanding of the needs, constraints and issues facing Peterborough is essential to inform the Local Plan. An extensive review of all strategies, plans, policies and other local and national information was undertaken through the SA Scoping Report. This has identified that Peterborough faces a range of challenges, set out below.
- 2.10** The issues have been categorised into a number of topic areas based on the ten Environment Capital Themes. It is emphasised that these are issues that the Local Plan must take into account, but it does not follow that it has to address them all. Some will be addressed by other means outside the Local Plan process. The order of overarching issues set out below does not imply any relative importance of one over another

Overarching Issues:

Zero Carbon - Peterborough's energy consumption and carbon emissions are lower than the national average. There is potential for increased renewable energy use.

Sustainable Water - The existing drainage network struggles to cope with short durations of intense rainfall. Growth is likely to put pressure on already limited water resources.

Land Use and Wildlife - Peterborough has a high quality natural environment that needs protecting and enhancing. Peterborough has an overall good provision and network of open space, but with deficiencies within some inner city wards.

Local and Sustainable Food - There are opportunities to increase the provision of allotments to help encourage people to grow their own food.

Sustainable Materials – Opportunities for Peterborough to become a lead authority in driving forward the concept of becoming a circular economy.

Zero Waste - Peterborough currently has good recycling and composting records, although this is below the council's target.

Sustainable Transport - Peterborough has good rail links to London and other major cities. There is a need to improve public transport and to reduce travel by private car. There are opportunities to improve walking and cycling networks.

Culture and Heritage – Peterborough hosts many cultural events attracting many visitors to the city. There are opportunities to increase the cultural and leisure offer and improve the evening economy. There are many important heritage assets that need to be protected and enhanced.

Equality and Local Economy - Peterborough has a diverse economy, however there is a need to attract more high tech businesses to the area. The unemployment rate is slightly higher than the national average. There is a need to identify suitable land to meet future employment needs, particularly the need for high quality office development in the city centre. There is currently a shortage of school places in Peterborough. There are opportunities to improve school attainment. There are increasing levels of deprivation in some areas of the city.

Health and Wellbeing - There are significant health inequalities within Peterborough, and average life expectancy is below the national average. House prices in Peterborough are below the national average, but there is still a lack of affordable and range of housing types to meet all needs of the community.

Influences and Overarching Issues

Introduction

- 3.1** This section describes our current draft vision for Peterborough over the period to 2036. Your views on it are welcome.

Our vision for Peterborough

By 2036 Peterborough will have become a destination of choice, a bigger and better city, growing in the right way to meet the needs of its growing population, and providing a range of high quality attractions and facilities making it a distinctive place to live, work and visit.

Peterborough city centre, with its iconic cathedral and historic core, will have maintained and strengthened its position as the top retail centre in the area, drawing visitors from the wider region to enjoy the shopping, leisure, culture and entertainment it has to offer, including a redeveloped riverfront and enhanced city core, with a range of restaurants and bars supporting a safe and vibrant night time economy.

A walkable, liveable city, with a network of footpaths and cycleways, providing safe, efficient and enjoyable ways to move around. Sustainable transport options will link all parts of the city, including the railway station and the River Nene, to the wider regions beyond.

A strong and resilient economy powered by a diverse and highly skilled workforce, supporting and retaining existing businesses whilst creating the right environment to attract and help grow new businesses.

A place where attractive, inclusive and well-designed neighbourhoods provide a range of quality housing to meet the present and future needs and aspirations of all communities.

A network of characterful villages set within an attractive rural landscape, each with local services and facilities providing for community needs, together with a vibrant and diverse rural economy.

Peterborough will be heralded as the UK's Environmental Capital, a smart city where flows of materials, goods, services, people and data work to achieve a self-sufficient, truly 'circular city', living within its means and operating in a truly sustainable way.

Our Vision

Our Objectives

Our Objectives

4.1 To achieve our vision we have identified a set of overarching objectives. These objectives have evolved from the review of relevant plans and programmes undertaken for the sustainability appraisal process. The objectives have been grouped around the ten Environmental Capital Action Plan themes, though many objectives will contribute to more than one theme.

	1: Zero Carbon	1.1 To reduce reliance on fossil fuels, maximise the use of renewables and reduce carbon dioxide / methane emissions
		1.2 To minimise pollution which affects human health
	2: Sustainable Water	2.1 To reduce vulnerability to flooding
		2.2 To minimise pollution of water resources
		2.3 To minimise water consumption and encourage water re-use
	3: Land Use and Wildlife	3.1 To protect and enhance landscape, biodiversity and geodiversity and minimise the pollution of natural resources
	4: Sustainable Materials	4.1 To minimise the consumption of non-renewable natural resources and maximise the re-use of materials
	5: Local and Sustainable Food	5.1 To promote the conservation and wise use of productive land
	6: Zero Waste	6.1 To reduce waste not put to any use
	7: Sustainable Transport	7.1 To encourage walking, cycling and the use of public transport and reduce the need to travel by car
	8: Culture and Heritage	8.1 To promote a more vibrant Peterborough
		8.2 To protect and enhance townscape character, retain local distinctiveness and protect and enhance heritage and cultural assets
	9: Equity and Local Economy	9.1 To support rural communities in creating a vibrant rural economy
		9.2 To diversify the economy and increase economic vitality to aid regeneration and provide economic resilience
		9.3 To give everyone access to learning, training, skills and work opportunities
		9.4 To reduce poverty and inequality and enable everyone to have a comfortable standard of living
		9.5 To provide easy and affordable access for everyone to basic services and facilities
	10: Health and Wellbeing	10.1 To provide safe and healthy environments, reduce health inequalities and help everyone to live healthy lifestyles
		10.2 To make suitable housing available for everyone
		10.3 To reduce crime and the fear of crime

Our Objectives

- 4.2** The NPPF clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development ‘which should be seen as a golden thread running through both plan-making and decision-taking’. In order to fully integrate the aims and aspirations of Environment Capital into the new Local Plan these objectives have been used in a consistent way in both the Sustainability Appraisal (SA) framework and the Local Plan.
- 4.3** Each Local Plan policy, and all reasonable alternative options, have been assessed against the above sustainability objectives. The results are set out in the SA report which is published alongside this draft Local Plan.
- 4.4** To help demonstrate how each policy meets the sustainability objectives, for any policy that scores either a positive effect (+) or a significant positive effect (++) the relevant Environment Capital symbol, as shown below, will be placed above each policy.

Sustainability Objectives



Part B - The Spatial Strategy

- 4.1** This section of the Local Plan sets out the overall strategy for meeting the future growth of Peterborough to 2036. It sets out how much growth is needed and how it will be distributed to ensure that the Local Plan vision and sustainability objectives can be met. Part C of this plan sets out the detailed planning policies.

Sustainable Development

- 4.2** Development in Peterborough should contribute to our ambition to create the UK's Environment Capital. This approach fits with the overarching national policy in the NPPF, which has a presumption in favour of sustainable development.
- 4.3** The proposed policy below is broadly a carry over of policy PP1 and CC1 in the current adopted development plan.



Policy LP1: Sustainable Development and the Creation of the UK's Environment Capital

When considering development proposals, the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will seek to work proactively with developers and investors to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area, and in turn helps Peterborough create the UK's Environment Capital.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

Spatial Strategy

The Settlement Hierarchy and the Countryside

- 4.4** A settlement hierarchy ranks settlements according to their size and range of services and facilities. 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 terms, a hierarchy helps decision making achieve more sustainable communities, bringing houses, jobs and services closer together in settlements that already offer the best range of services and facilities.
- 4.5** The settlement hierarchy identified in policy LP2 below has been used to assist in determining the overall distribution of growth and for identifying which villages, subject to consideration of constraints, would be more suitable for future growth.
- 4.6** 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.

The Spatial Strategy

- 4.7** 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 4,500 people. In other words, there are no market towns.
- 4.8** In order to identify a hierarchy the council has produced a Peterborough Settlement Hierarchy Study. This identifies 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 Settlement Hierarchy Study concludes that the hierarchy in the adopted Core Strategy (2011) was robust and therefore does there is no proposal to change it.
- 4.9** 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.
- 4.10** In the hierarchy set out in policy LP2 below:
- **A Large Village** is a settlement that contains 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 Medium Village** is a village which includes some, but not all, of the services and facilities that are characteristic of a Large Village. 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 (or within walking distance of a primary school).
- 4.11** It is emphasised 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.
- 4.12** This policy together with policy LP3 and policy LP4, 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.
- 4.13** This policy does not set an absolute restriction on the number of dwellings or other development that would be acceptable. This would be determined by applying Local Plan policies relating to such matters as density, amenity, traffic implications and greenspace provision.
- 4.14** It is emphasised 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.

The Spatial Strategy

- 4.15** For many years the council has defined on the Policies Map, for each village within the District, a village envelope which sets the limit of the physical framework of the built-up area. The primary purposes of the envelopes, and the policies which apply within and outside them, are to prevent the spread of development into the countryside, to maintain the essential character of each settlement and control the growth within and outside each settlement in accordance with the settlement hierarchy in policy LP2.
- 4.16** Changes to some of the village envelopes will be made in the final version of this Local Plan if a new site is allocated in the village. Also other minor changes may be made taking into account comments received during this consultation.
- 4.17** It is Government policy that development in the countryside should be controlled, in order to conserve its character and natural resources. By identifying the settlement hierarchy and distinguishing between settlements and the countryside, the policy approach places a restriction on types of development other than those where a rural location might be justified. Policy LP12 sets out further criteria for development in the countryside.
- 4.18** The proposed policy below is broadly a carry over of policy CS1 in the current adopted development plan.



Policy LP2: 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 urban extensions
Large Villages:	Eye (including Eye Green) and Thorney
Medium Villages:	Ailsworth, Barnack, Castor, Ginton, 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

The Village Envelope for each village is identified on the Policies Map. Land outside the village envelopes and outside the Peterborough Urban Area boundary is defined as countryside. 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 LP8; and to minerals or waste development in accordance with the separate Minerals and Waste Development Plan Documents.

The Spatial Strategy

The Level and Distribution of Growth

- 4.19** The NPPF expects the overall level of growth in a Local Plan to be based on the 'Objectively Assessed Need' (OAN) for market and affordable housing. The OAN for Peterborough has been determined through the preparation of a Strategic Housing Market Assessment (SHMA) (July 2014) for the Peterborough sub market housing area including the adjoining local authorities of South Holland, South Kesteven and Rutland. Some elements of the SHMA, including the OAN figure, were refreshed in October 2015 to ensure it is based on the most up to date population and household projections, and must be read alongside the 2014 version.
- 4.20** The OAN figure for Peterborough is 1,005 dwellings per year between 2011 and 2036, resulting in a total need for 25,125 new homes over the 25 year period. The housing growth target is closely linked to the scale of employment growth, with the SHMA identifying the need for 22,024 jobs between 2011 and 2036.
- 4.21** The council's current position is to accommodate in full, in this Local Plan, its objectively assessed need for both dwellings and jobs growth.
- 4.22** In addition, in 2013 the Cambridgeshire authorities, including Peterborough, signed a 'memorandum of cooperation' to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need arising in the Cambridgeshire Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). This amounts to an additional 2,500 dwellings. This collaborative approach was undertaken as part of the requirements of the duty to co-operate as set out in the Localism Act 2011.
- 4.23** This means that the housing requirement for Peterborough increases to 27,625 dwellings between 2011 and 2036.
- 4.24** However, we must take account of any completions since 2011 (the base date of the Local Plan for the purpose of housing and employment forecast). The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2015) identifies that between 1 April 2011 and 31 March 2015 a total of 3,718 (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2015 and 31 March 2036 for 23,907 net dwellings, or an average of 1,138 per year.

Table 1 Overall Requirements for Residential Growth

Dwelling provision for 2011 to 2036	Number of dwellings
Objectively Assessed Need 2011 to 2036	25,125
Memorandum of Co-operation Additional Dwellings 2011 to 2031	2,500
Local Plan requirement 2011 to 2036	27,625
Dwelling provision for 2015 to 2036	
Net additional dwellings completed 2011 to 2015	3,718
Local Plan Requirement 2015 to 2036	23,907

- 4.25** The Housing Monitoring Report notes that at the end of March 2015, a total of 1,231 dwellings remained to be completed on sites where construction had started. Full planning permission existed for 954 dwellings on sites where no construction had started, and outline planning

The Spatial Strategy

permission existed for a further 6,139 dwellings. Subsequently, Great Haddon is minded to receive consent for a further 5,350 dwellings, subject to finalising legal agreements. In total, this amounts to a commitment of 13,674 dwellings. (Note: apart from Great Haddon, other permissions (or similar since 31 March 2015) have not been taken into account as a 'commitment' at this stage, but they will be as this plan progresses). Linked to this commitment information, our latest Five Year Land Supply report (Oct 2015) indicates that we have sufficient deliverable sites to enable 8,373 homes to be built in the period 2016-21, at an average of 1,675 per year.

- 4.26** Overall, at this emerging stage of preparing the Local Plan, there is a need to identify land for 10,233 new dwellings between 2015 and 2036, though some of this is likely to be met through re-allocating sites in the current Site Allocations DPD
- 4.27** The SHMA identifies 22,024 jobs which translates in to XXXha [*to be added before public consultation*] of employment land. Since 2011 there has been a net increase of XXX ha of employment land. Therefore the Local Plan needs to identify land to deliver XXXha

The Spatial Strategy for Residential Growth

- 4.28** The proposal at this draft stage of preparing the Plan is to continue the spatial strategy as set out in the current Core Strategy, which makes provision for housing growth in 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.
- 4.29** Your views on this approach are welcome, and we will during the first half of 2016 prepare a separate Growth Study that will take a fresh look at the distribution of growth.
- 4.30** The proposed policy below is an update of policy CS2 in the current adopted development plan.



Policy LP3: Spatial Strategy for the Location of Residential Development

It is proposed that the overall development strategy is to continue to focus the majority of new development in, around and close to 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 of approximately 23,907 additional dwellings over the period from April 2015 to March 2036. Of this around 14,000 dwellings already have planning permission (or similar status), leaving around 10,000 new homes to be allocated on either carried forward allocations or on new allocations or (and most likely) a combination of both.

Early indications are that the broad distribution of dwellings, including commitments, will be as follows:

The Spatial Strategy

Location	Percentage of Growth	Number of dwellings 2015 to 2036
Urban Area of Peterborough	30 -35%	6,217 - 7,598
Urban Extensions to Peterborough and/or large scale growth locations close to the urban area of Peterborough	60 - 65%	15,190 - 16,571
Villages	5%	1,119
Total	100%	23,907

Away from the city of Peterborough, the strategy for planned growth will be on Large Villages and, to a lesser extent, on Medium Villages. In these categories of settlement, new residential development sites for 10 dwellings or more and potential employment allocations, will be allocated in some or all of the settlements. Other development in these villages will be limited to infill or redevelopment of sites of a scale appropriate to the village

In Small Villages, no new sites for development will be formally allocated, with development limited to infilling or a group of small redevelopment sites, of a scale appropriate to the village.

NOTE: Individual sites to deliver the scale of housing growth set out above will be identified in the next version of the Local Plan due to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken.

The Location of Employment Development

- 4.31** The proposal at this draft stage of preparing the Plan is to continue the employment growth strategy as set out in the current Core Strategy.
- 4.32** During the first half of 2016 we will prepare an employment study that will look at local demand and need for employment land. This will help inform the site selection process and will make sure that the preferred sites will meet the needs of the market.
- 4.33** All existing employment allocations will be reviewed as part of the site selection process, this will include an assessment of availability. The preferred sites and overall spatial distribution will be consulted on at the further draft consultation stage in summer 2016.
- 4.34** The proposed policy below is an update of policy CS3 in the current adopted development plan.



Policy LP4: Spatial Strategy for the Location of Employment Development

The proposed 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.

Employment development will be mainly focused on the urban area, urban extensions and/or nearby large scale allocations 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 xxx hectares [*to be consulted upon at the next draft plan stage*] of employment land over the period from April 2013 to March 2036, including land already committed with planning permission. There will be a range of locations, types and sizes of employment land.

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.

NOTE: Individual sites to deliver the scale of employment growth set out above will be identified in the next version of the Local Plan to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken.

Urban Extensions and /or Nearby Large Scale Allocation(s)

- 4.35** The policies set out above for the location of new housing and employment land refer to the need for sustainable urban extensions and potentially other large scale allocations close to the city of Peterborough, in order to deliver the scale of growth that is expected of Peterborough up to 2036 and beyond.
- 4.36** The continued development of Hampton, Stanground South and Paston Reserve is a key part of the overall spatial strategy.
- 4.37** A new urban extension at Norwood, adjacent to Paston Reserve, is included in the current Core Strategy and Site Allocations DPD. It is likely that this allocation will continue to be taken forward in this new Local Plan. If so, this urban extension 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.
- 4.38** A further urban extension at Great Haddon was also identified in the Core Strategy. The council is minded to grant consent for this site, subject to finalising legal agreements. This scheme includes approximately 5,350 new homes and other facilities.
- 4.39** One or more new urban extension or other nearby large scale allocation may need to be allocated in this Local Plan and any suggestion as to where would be welcomed.
- 4.40** It is important that 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.
- 4.41** New urban 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.
- 4.42** The proposed policy below is an update of policy CS5 in the current adopted development plan.

The Spatial Strategy



Policy LP5: Urban Extensions and other Nearby Large Scale Allocations

The proposed spatial strategy for Peterborough includes growth of the existing built-up area of the city by means of sustainable urban extensions and potentially via other large scale allocation(s) of at least 500 dwellings. These will include extensions already permitted at Hampton, Stanground South, Paston Reserve and (subject to legal agreements) Great Haddon.

(NOTE: Potential urban extensions/new settlements will be reviewed during 2016. Any proposed new urban extensions and/or nearby large scale allocations will be identified in the next version of the Local Plan due to be published in summer 2016, see Part D of this Plan for more details on the approach to be taken).

Development of a new urban extension or other large scale allocations must comply with all the relevant policies set out in the remainder of the Local Plan, and must be planned and implemented in a comprehensive way that is linked to the delivery of key infrastructure. In particular they 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, on or off site, towards the provision of a Gypsy and Traveller need, 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 development;
- 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.

The City Centre

4.43 In December 2014, a new City Centre Plan was adopted, and set out plans for widespread improvements, growth and regeneration. It is proposed that the plan be merged into this new Local Plan, but predominantly carried forward in terms of its approach and content.

The Spatial Strategy

- 4.44** The area forming the city centre is shown on Map C. The city centre extends from the former District Hospital site in the west to Fengate in the east. It includes the residential areas in the vicinity of Lincoln Road and Bright Street in the north and the Peterborough United football ground in the south, as well as the principal shopping, office and entertainment areas and Cathedral Precincts in the very centre.
- 4.45** The city centre map identifies eight 'policy area'. Individual policies for each area setting out the vision, and potential development opportunities and planning requirements for the area will be included in Part D of the next version of the plan to be published in summer 2016, though it is expected to be very similar in content to the December 2014 City Centre Plan. Part D of this plan explains this in more detail.
- 4.46** 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.
- 4.47** Within the city centre lie the cathedral, many other important listed buildings and heritage assets. 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.
- 4.48** 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.
- 4.49** Currently the city centre has relatively few houses and flats, when compared to other towns and cities of a similar size and scale, but this is changing and new housing will continue to be supported.
- 4.50** Recent investment in the public realm around Cathedral Square, Bridge Street, Cowgate and King Street which has attracted new retailers, restaurants and bars to this part of the city. Extensions to the Queensgate Shopping Centre have accommodated national retail and restaurant operators. Further development is also planned.
- 4.51** The cultural offer is not fully developed and there is a significant opportunity to attract visitors into the city centre, particularly in the evening. The evening economy has improved in the last few years with new restaurants, particularly around Cathedral Square and linked to the wider public realm improvements. However, this is still a limited offer when compared to other towns and cities of a similar size.
- 4.52** There has been little new office development in the city centre for many years. The city centre has not been able to successfully compete for investment with business parks located on the edge of the city. The city centre office stock is generally ageing and some is poor quality, some of which has been converted to residential development, consequently new office stock is needed.
- 4.53** The River Nene is one of the city's most important assets but it currently fails to maximise its potential for leisure and is poorly connected to other parts of the city centre. Again this needs to be addressed.
- 4.54** The transport network in and around the city centre currently prioritises accessibility by car at the expense of pedestrians and cyclists. Improvements have been made with the new pedestrian crossings points along Bourges Boulevard improving access to and from the railway station into the city core.
- 4.55** The proposed policy below is broadly a carry over of policy CS4 in the current adopted development plan.

The Spatial Strategy



Policy LP6: The City Centre - Overarching Strategy

Peterborough City Centre will be developed and promoted to maintain its position as a centre of regional significance.

Major new retail, 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. A Primary Shopping Area (PSA) will continue to be defined, which will be the highest level in the hierarchy of centres for retail planning in Peterborough.

The city centre will be promoted as a location for substantial new residential development at a range of densities according to location. 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, especially outside the PSA.

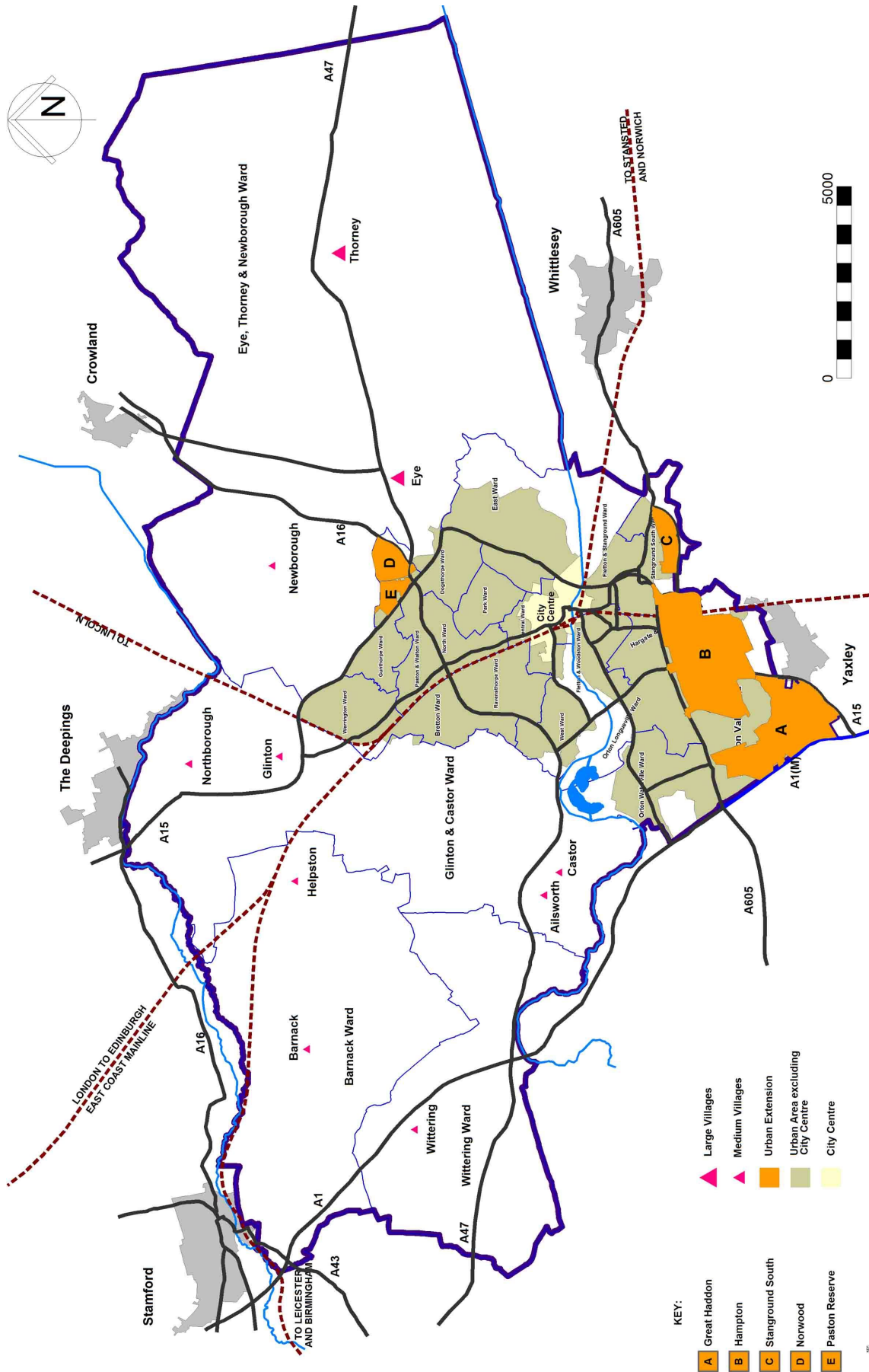
Improvements to the public realm throughout the city centre will continue to be promoted, with a particular focus on the pedestrian environment and connections between Cathedral Square, lower Bridge Street, the Embankment, Fletton Quays and Rivergate. Enhancement of the public realm and natural environment, 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 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, protecting or enhancing the setting or views of heritage assets.

NOTE: Individual policies for the different Policy Areas and individual sites will be included in the next version of the Local Plan, due to be published in summer 2016, see Part D of this Plan for more details.

The Spatial Strategy

Map B - The Key Diagram



The Spatial Strategy

Map C - The City Centre



Part C - Development Management Policies

Introduction

- 5.1** In this part of the Local Plan we set out various criteria based policies which will be used to appraise, and reach decisions on, all planning applications.

Health

- 5.2** A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles, this helps in delivering sustainable development. Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health.
- 5.3** The proposed policy is a new policy.



Policy LP7: Health and Wellbeing

We intend to have a policy in the Local Plan that will require Health Impact Assessments (HIA) to support planning applications. However, the threshold for this is still to be determined, and will be consulted on as part of the further draft Local Plan in summer 2016. Your views on this are welcome.

We are also considering whether in this policy or separate policy to require large scale major development, which is aimed at attracting visitors, should incorporate 'changing places' toilet facilities as set out in www.changing-places.org

Meeting Housing Needs

- 5.4** Three of the key objectives of the Local Plan are to ensure that proposed new housing delivers a balanced mix of tenures and sizes, delivers sufficient affordable housing and improves the overall quality of the housing stock. In short, a key task for the Local Plan is to present a policy that will deliver housing that meets all needs, within the context of an evolving national policy.
- 5.5** At a strategic level, the 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.
- 5.6** Developers will be encouraged to bring forward proposals which will, in overall terms, secure the market and affordable housing mix as recommended by the most up to date SHMA. This affordable housing mix is however not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics/circumstances. However, unless financial viability indicates otherwise, the guidance on mix in the most up to date SHMA will be sought.
- 5.7** Affordable housing is housing that is provided for eligible households who are unable to meet their housing needs in the open market because of the relationship between housing costs and income. It is tightly defined by national policy.

The Policies

- 5.8** The policy will set an overall target 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 latest SHMA (2014 and 2015 update) has calculated that there is a total annual affordable housing requirement of 620 dwellings (approximately 62% of the annual OAN).
- 5.9** The policy could also set additional higher access standards so that sufficient choice is available in the market for people with particular needs, such as the requirement for wheelchair accessible homes and homes which can be adapted to suit people's needs over time. Part M (Volume 1) of Building Regulations, updated on 1 October 2015, sets out these additional higher standards. Category 1 relates to mandatory access standards (visitable dwellings), Category 2 to accessible and adaptable dwellings and Category 3 to wheelchair user dwellings. Any dwellings identified as needing to meet the policy requirement for any of these standards should have regard to this section of the Building Regulations.
- 5.10** The Preliminary Draft version of the Local Plan will undergo a full viability appraisal which will include an assessment of potential affordable housing contributions. The next draft version of the Local Plan, due in summer 2016, will propose an affordable housing requirement.
- 5.11** Please note that the requirements for Gypsy and Travellers are covered by policy LP10
- 5.12** The proposed policy below is broadly a carry over of policy CS8 in the current adopted development plan.



Policy LP8: Meeting Housing Needs

Development proposals for housing will be supported where they provide a range of high quality homes of varying sizes, types and tenures to meet current need, including homes for market rent and plots for self-build.

Affordable housing

Development proposals of XX *[to be consulted upon at the next draft plan stage]* or more dwellings should, through negotiation, provide a minimum of XX% *[to be consulted upon at the next draft plan stage]* affordable housing. As a guide, the proportion of these should be XX tenure split *[to be consulted upon at the next draft plan stage and subject to the latest national policy on this matter]*. Affordable housing should be provided onsite, unless exceptional circumstances can be demonstrated for provision of homes and/or land to be provided off site or through a commuted sum.

Dwellings with Higher Access Standards

Housing should be adaptable to meet the changing needs of people over time. On all development proposals of XX *[to be consulted upon at the next draft plan stage]* or more dwellings, XX% *[to be consulted upon at the next draft plan stage]* of homes should meet Building Regulations Part

M (Volume 1), Category 2. On all development proposals of XX [to be consulted upon at the next draft plan stage] dwellings or more, an additional XX% [to be consulted upon at the next draft plan stage] of homes should meet Building Regulations Part M (Volume 1), Category 3.

NOTE: The affordable housing requirement and dwellings with higher access standards will be consulted on at the further draft Local Plan stage. This will be subject to whole plan viability assessment.

Rural Exception Sites

Development proposals for affordable housing outside of but adjacent to village envelopes may be accepted provided that:

- It meets an identified local need which cannot be met within the village envelope;
- There is demonstrable local support for the proposal; and
- There are no fundamental constraints to delivering the site.

Self-build and Prestige Homes

- 5.13** Policy LP8 requires the provision of a wide choice of homes to meet the needs of the community, including self-build and prestige homes.
- 5.14** The Self-build and Custom Housebuilding Act 2015 places a requirement on Local Planning Authorities to maintain a register of individuals and associations of individuals who have expressed an interest in acquiring land for the purposes of self-build or custom build.
- 5.15** The Housing Bill 2015 which is currently passing through Parliament goes further to require Local Planning Authorities to grant planning permission on sufficient serviced plots of land to meet the identified need for self-build and custom build.
- 5.16** The council to date has had no recorded interest from individuals or associations of individuals interested in self-build or custom build. In light of the Self-build and Custom Housebuilding Act and draft Housing Bill 2015, as well as the evidential take-up of self-build plots in areas such as Hampton, the council is proposing a policy requirement for developers to provide serviced plots for this requirement.
- 5.17** On a separate matter, one of the issues identified for the Local Plan is that a substantial proportion of higher paid people in managerial, professional and technical occupations are commuting into Peterborough for work, whilst living elsewhere in the housing market area (and possibly beyond). Nearly half of the managers and senior officials who work in Peterborough live outside the local authority area.
- 5.18** If Peterborough's 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. Provision will be made for the development of new properties in this sector of the market.
- 5.19** Large existing houses in generous plots, including older properties and those in conservation areas, will also help to meet this particular need. The policy therefore seeks to prevent their loss.
- 5.20** There is no specific definition of 'top of the market' prestige homes, but these can be generally regarded as being at the higher end of the market in terms of value (within the highest 10% price bracket of dwellings in the housing market area as a whole); large (perhaps with 5

The Policies

bedrooms or more); and individually designed, with a high specification, detailing and facilities. Newly-built houses in this sector would be typically aimed at the senior professional and managerial market or would be of a bespoke design for an individual client.

- 5.21** The proposed policy below, in respect of prestige homes, is broadly a carry over of policy PP5 in the current adopted development plan. The self build element is new.



Policy LP9: Self-build and Prestige Homes

All development proposals of 100 units or more should:

- a) set-aside a proportion of land for self-build (as a guide a minimum of 5% net developable area) with individual, serviced plots made available for sale, including restrictions on future occupancy; and
- b) provide a reasonable proportion of the new units as prestige homes (as a guide a minimum of 5% of all units).

Planning permission will not be granted which results in the loss of a prestige home, unless the proposal results in the creation of one or more prestige homes, or there is clear evidence that the dwelling to be lost has been marketed as a dwelling, at a realistic price and for an appropriate period of time, without genuine interest.

Gypsies and Travellers

- 5.22** Throughout many parts of the country the Gypsy and Traveller community has experienced difficulties in securing sufficient caravan sites to meet their needs. The Government's overarching aim is to 'ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community' (Planning Policy for Traveller Sites, August 2015).
- 5.23** The provision of additional pitches (whether for permanent occupation or transit use) can be achieved through the allocation of a site in the Local Plan or through the normal process of the submission of a planning application and the granting of planning permission. Any proposals must take into account the NPPF and the national Planning Policy for Traveller Sites (August 2015).
- 5.24** The Cambridge sub-Regional Gypsy and Traveller Accommodation Needs Assessment (GTANA) 2011 identified a need for 53 Gypsy and Traveller pitches in Peterborough for the period 2011 to 2031, broken down as follows:

Table 2 - Gypsy and Traveller Accommodation Need 2011 to 2031

Time period	Gypsy and Traveller Need
2011 – 2016	10
2016 – 2021	7
2021 – 2026	23
2026 – 2031	13

- 5.25** The council is currently working with neighbouring districts in order to prepare a new GTANA to support the Peterborough Local Plan. It is anticipated that the new GTANA will be published in early 2016 and will identify the need to 2036. The future need and the preferred sites to meet this need will be included in the next version of the Local Plan due to be consulted on in summer 2016. In part D we are seeking any candidate sites you might have for future Gypsy and Traveller provision.
- 5.26** In Peterborough there are currently two council owned sites and nine 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.
- 5.27** 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.
- 5.28** The proposed policy below, in respect of the criteria for determining planning applications, is broadly a carry over of policy CS9 in the current adopted development plan. The requirement to identify sites is new.



Policy LP10: Gypsy and Travellers

An assessment of Gypsy and Traveller Accommodation needs has identified an annual requirement for XX *[figure being determined over winter 2015/16, and to be consulted upon at the next draft plan stage]* new permanent pitches per year XX *[to be consulted upon at the next draft plan stage]* travelling show people plots between 2016 and 2036.

Individual sites to meet the future needs for Gypsy and Traveller accommodation will be identified in the next version of the Local Plan due to be published in summer 2016

Planning permission will be granted for the development of land as a Gypsy and Traveller site on unallocated land if each of the following criteria can be met:

- (a) the site and its proposed use does not conflict with other local or national planning policy relating to issues such as floodrisk, contamination, landscape character, protection of the natural and built environment or agricultural land quality;

The Policies

- (b) the site is located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school. An exception to this may be allowed in the case of Travelling Showpeople, where there is a need to locate the development close to primary road network: in such event, access to primary health care and schools will be necessary;
- (c) the site can 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 is served, or capable of being served, by adequate mains water and sewerage connections and should not place undue pressure on local infrastructure; and
- (e) the site can 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, and the council will ensure, by means of a condition or planning obligation, that the site shall be retained for use as a traveller site in perpetuity.

General Employment Areas and Business Parks

- 5.29** Policy LP4 identifies the overall need for xxx ha of employment land and the overall economic strategy. To reflect the differing locational and amenity requirements of various employment uses, two categories of employment areas are established, forming the basis for future land use decisions - General Employment Areas and Business Parks.
- 5.30** General Employment Areas (GEAs) are considered suitable for a full range of employment uses: offices, research and development facilities, light and general industrial, and storage and distribution (i.e. Use Classes B1, B2 and B8).
- 5.31** Business Parks (BP) are expected to accommodate development within use classes B1 only. Generally, these areas are developed at a lower density than other employment areas and provide a higher quality environment.
- 5.32** The proposed policy below is broadly a carry over of policy SA11 in the current adopted development plan.



Policy LP11: General Employment Areas and Business Parks

NOTE: The existing General Employment Areas and Business Parks will be reviewed as part of the site selection process. The next version of the Local Plan, due to be published in summer 2016 and will identify any changes and/or new areas for consultation.

Within the General Employment Areas (GEA) identified on the Policies Map, planning permission will be granted for development within Use Classes B1, B2 and B8.

Within the Business Parks (BP) identified on the Policies Map, planning permission will be granted for development within use Classes B1. Other development will not be permitted unless ancillary to a B1 use.

Proposals for non B class uses on either GEAs or BPs will only be supported if:

- It can be clearly demonstrated through a robust and substantial marketing exercise that the site is no longer needed for employment and that alternative employment uses suitable for the local or wider jobs market could not occupy the premises;
- There are other benefits to be gained through the proposals that would outweigh the loss of employment space.

Development in the Countryside

- 5.33** Areas outside the urban boundary and the village envelopes are considered as countryside for the purpose of policies in the Local Plan.
- 5.34** Policy LP12 recognises the potential for conversion of redundant rural buildings in the open countryside to dwellings. Given that new housing in the countryside is subject to strict control, applications for residential conversions will be examined with particular care and will only be acceptable where all the criteria of policy LP12 can be met and the development complies with all other relevant policies of the Local Plan.
- 5.35** The replacement of an original dwelling with a new dwelling on a one-for-one basis may be acceptable in certain circumstances and policy LP12 sets out the criteria to be applied. Where a building is of historic or traditional nature or is otherwise worthy of retention, redevelopment will be resisted and proposals for restoration and renovation will be encouraged.
- 5.36** Policy LP12 places a restriction on development in the countryside, although an exception may be justified when required to enable agricultural, forestry and certain other full-time workers to live at, or in the immediate vicinity of, their place of work.
- 5.37** It will often be as convenient and more sustainable for such workers to live in the city of Peterborough, or nearby towns or villages, or suitable existing dwellings, so avoiding new and potentially intrusive development in the countryside. It is recognised however that there will be some cases where the nature and demands of the work concerned make it essential for one or more people engaged in the enterprise to live at, or very close to, the site of their work. This requirement will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any individuals involved.
- 5.38** Where permission is being sought for a dwelling under this policy, the council will require the applicant to supply sufficient information to demonstrate that both the functional and financial tests are satisfied. The functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. In applying this test, the council will consider matters such as:
- the scale and nature of the enterprise
 - the potential for things to go wrong or need attention unexpectedly or at short notice
 - the frequency of such events
 - the ability for a person living off the site to deal with such events
 - the period of time over which events occur.

The Policies

- 5.39** If a functional need is established, the council will then consider the number of workers needed to meet it, and the dwelling should be of a size commensurate with the established functional requirement and economic viability of the enterprise. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of the dwelling that is appropriate.
- 5.40** Any temporary planning permission in association with a proposed or newly established enterprise will only be granted at a location which would be suitable for a permanent occupational dwelling, and will always be subject to a condition requiring the removal of the caravan, mobile home or structure and the reinstatement of the land to its original condition at the end of the temporary period. The council will not normally grant successive extensions to a temporary permission over a period of more than three years.
- 5.41** Whenever permission is granted under policy LP12, suitable conditions will be attached to restrict occupancy of the dwelling and, if necessary, to remove certain permitted development rights relating to residential extensions.
- 5.42** The re-use of buildings outside villages for employment purposes can play an important role in meeting the need for employment in rural areas. It can provide jobs, give renewed use to vacant buildings and reduce the demand for new buildings in the countryside. The re-use of buildings for tourist accommodation and attractions is generally supported because of the contribution to rural diversification and the wider economic benefits for Peterborough.
- 5.43** Successful rural enterprises located in the open countryside, where new development is closely controlled, may need to expand on their current site. This can protect existing jobs and create additional employment in rural areas. However, such development needs to be highly sensitive to its surroundings. Policy LP12 allows such expansion but ensures that it will be carried out in a way which does not cause significant harm to the countryside or amenity.
- 5.44** In order to maximise opportunities for rural working it is also necessary to retain land which provides existing employment. This will be achieved by preventing use for other purposes unless continued employment use is not viable or would be unsuitable for other planning reasons.
- 5.45** Tourism in rural areas would need to be limited to avoid undue harm to the open nature of the countryside. Where accessibility is poor, proposals would need to be limited to small-scale development such as conversion of existing rural building for tourism/leisure use.
- 5.46** In all cases where a tourism, leisure or a cultural facility is proposed in the open countryside and requires the construction of a new building, the council will require a robust business plan, appropriate to the proposed scheme. The business plan must demonstrate the demand and viability of the scheme on an on-going basis. This requirement will help prevent development being permitted in the open countryside, which quickly fails as a business and leads to pressure on the council to permit the conversion of the failed development to another use (e.g. conversion to residential) which the council would not have permitted on that site in the first instance.
- 5.47** The proposed policy below is broadly a merge of policies PP6, PP7 and PP8 in the current adopted development plan.



Policy LP12: Development in the Countryside

Conversion of a building:

In the countryside, planning permission for the conversion of an existing building to residential use will be supported if:

- (a) the use of the building has ceased; and
- (b) the building is not in such a state of dereliction or disrepair that significant reconstruction requiring planning permission would be required; and
- (c) the location would be suitable for a dwelling, having consideration to all other policies in the Development Plan

Replacement of a permanent existing dwelling in the countryside:

Planning permission for the replacement of an existing dwelling in the countryside with a new dwelling will be supported if:

- (d) the residential use of the original dwelling has not been abandoned; and
- (e) the original dwelling is not worthy of retention because of its design or negative contribution to the landscape.

Provided that criteria (d) and (e) can be met, any replacement dwelling should be:

- (f) of an appropriate scale to the plot and its setting in the landscape; and
- (g) of a design appropriate to its setting; and
- (h) located on the site of the original dwelling, unless an alternative suitable site exists within the existing residential curtilage, in which case the existing dwelling will be required to be completely removed immediately (likely to mean no more than one month) after the new dwelling is first occupied.

New dwellings in the countryside:

Planning permission for a permanent dwelling in the countryside to enable an agricultural worker to live at, or in the immediate vicinity of, their place of work will only be granted to support existing agricultural activities on a well-established agricultural unit, provided that:

- (i) there is a clearly established existing functional need (i.e. it is essential for the proper functioning of the enterprise for one or more workers to be on the site for all or most of the time); and
- (j) the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement; and
- (k) the unit and the agricultural activity concerned have been established for at least three years, have been profitable for at least one of them and are currently financially sound with a clear prospect of remaining so; and

The Policies

(l) the functional need cannot be fulfilled by an existing dwelling, or the conversion of an existing building in the area, or any other existing accommodation in the area which is suitable and available for occupation by the worker concerned

These criteria will be applied on a similar basis to proposals for new forestry dwellings and to dwellings which are needed in association with other enterprises where a countryside location is an essential requirement. In the case of the latter, a pre-requisite for any dwelling is that the enterprise itself must have planning permission.

Planning permission will not be granted for a new permanent dwelling in association with a proposed or newly established enterprise in the countryside. In such cases, if a functional need is demonstrated, there is clear evidence of a firm intention and ability to develop the enterprise and there is clear evidence that the enterprise has been planned on a sound financial basis, permission may be granted on a temporary basis for no more than three years for a caravan, mobile home or wooden structure which can easily be dismantled. After the three year temporary permission has expired, permission will only be granted if the above criteria have been met. A further temporary period will not be permitted.

Any such development will be subject to a restrictive occupancy condition.

The Rural Economy:

In the countryside, development involving the expansion of an existing employment use on its current site or the conversion of an existing agricultural building (particularly if it is adjacent to or closely related to a village) will be acceptable for employment uses within Use Classes B1 to B8 or tourism and leisure -related uses, provided that all of criteria (m) to (r) below are met and, in the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.

In villages and the countryside, planning permission for development for employment, tourism, leisure and cultural uses will be granted, provided that the development:

(m) would be consistent in scale with its rural location, without unacceptable environmental impacts; and

(n) would not adversely affect existing local community services and facilities; and

(o) would be compatible with, or would enhance, the character of the village or the landscape in which it would be situated; and

(p) would not cause undue harm to the open nature of the countryside or any site designated for its natural or heritage qualities; and

(q) would be easily accessible, preferably by public transport; and

(r) if it would involve the construction of a new building in the open countryside, is supported by a robust business plan that demonstrates (i) the demand for the development and (ii) that the facilities to be provided would constitute a viable business proposition on a long-term basis.

Retail and Other Development in Centres

5.48 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 is recovering from recession, 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, turning shopping into a leisure (as well as functional) activity.

- 5.49** In Peterborough, there is a hierarchy of centres, accompanied by out-of-centre shops, which is well established, notwithstanding recent changes in provision. 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. Within the overall city centre, there is an identified PSA and Primary Shopping Frontage (PSF), as shown on the Policies Map. These two designations will be reviewed as this Plan progresses.
- 5.50** The designation of primary retail frontages apply only to the ground floor level. Although predominantly in retail use, primary frontages within District Centres can contain a variety of other uses, however without a reasonable proportion of class A1 retail units, the pedestrian flow in the daytime could fall below a level that would maintain the viability of the centre.
- 5.51** Historically and evidence from the Peterborough Retail Centres Hierarchy Study (2016) 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 neighbourhoods. This retail hierarchy will form the basis for decisions on planning applications for retail development, including application of the sequential approach.
- 5.52** 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 has undergone 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.
- 5.53** During the time horizon for this Local Plan (2016 to 2036), there is likely to be scope for significant growth in retail floorspace in Peterborough. The council recognises the importance of reviewing retail forecast figures, and it will endeavour to undertake reviews to take into account the latest information on population and expenditure growth.
- 5.54** This capacity for retail and other growth will enable Peterborough to expand its city centre offer; regenerate centres that have suffered from a lack of investment; 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 the Local Plan, will require new centres to meet the shopping and other needs of new residents, in order to create fully sustainable communities.
- 5.55** 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.
- 5.56** Small scale retail development in rural locations will not be subject to sequential test and makes the distinction between the extent of centres and the extent of PSA within them, both of which are shown on the Policies Map. The meaning of 'edge-of-centre' for the purpose of retail development is a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the boundary of a PSA (or district/local centre for other developments). In

The Policies

determining 'easy walking distance', the council will take into account barriers to pedestrian movement, such as the need to cross major roads or car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the centre.

- 5.57** Other uses such as libraries, medical centres and community facilities should be located in or on the edge of centres where possible, but will not be restricted to those locations if they would be unsuitable or inappropriate in relation to the community that they would serve.
- 5.58** In recent years, the city centre has experienced a decline in its rating when compared with other competing centres. 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.
- 5.59** District and local centres all have a role to play in providing retail and other facilities suitable to their functions. The city centre is highlighted as a general location for more convenience goods shopping, along with existing district centres and 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 and a Local Centre at Paston Reserve/Norwood.
- 5.60** The policy enables retail as well as other 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.
- 5.61** The proposed policy below is broadly a merge of policies CS15, PP9, PP10 and CC2 in the current adopted development plan.



Policy LP13: Retail and Other Development in Centres

The overall strategy for retail and other development within the City, District and Local Centres of Peterborough is to:

- support and regenerate the city centre 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 needs of the communities they serve;
- provide appropriate development in the form of new centres in the emerging and proposed urban extensions, to serve the needs of the new communities created.

Hierarchy of Centres:

The hierarchy of centres in Peterborough is as follows:

1 - Peterborough City Centre*

Peterborough City Centre

1 - Peterborough City Centre***2 - District Centres***

Bretton Hampton Millfield	Orton Werrington
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3 - Local Centres

Amberley Slope (Werrington) Ayres Drive (Stanground) Bamber Street/Gladstone Street	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,
Bellona Drive (Stanground South) Broadway Central Avenue (Dogsthorpe) Central Square (Stanground) Chadburn (Paston) Church Drive (Orton Waterville) Copeland Crown Street/Lincoln Road	Thorney Valley Park/Sugar Way Warwick Road Welland (Scalford Drive) Welland Road Werrington Village Westwood (Hampton Court) Wittering
Eagle Way (Hampton) Eastfield Road – North Eastfield Road – South Eye Fleet Way Fletton High Street Fulbridge Road/Mountsteven Avenue Gladstone Street/Russell Street Gunthorpe Road Hampton Hargate Hampton Hempsted Hampton Vale Herlington Hill Close/Eastfield Road Hodgson Langford Buildings/Alexandra Road	

*For retail development, the PSA will take precedence

The City Centre and District Centres each have a Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF), these are shown on the Policies Map. Local Centres do not have PSF and their PSAs are coterminous with their Local Centre boundaries (also shown on the Policies Map).

New retail and other development will be encouraged to maintain and enhance the vitality and viability of centres. The nature and scale of any development should be appropriate to the role and function of the centre in which it would be situated and the catchment it would serve.

The council will apply a sequential approach to the consideration of applications for retail and other development, in line with the NPPF, with the levels of the sequence as follows:

The Policies

- Level One - within PSA for retail; within City, District or Local Centres for other uses
- Level Two - edge of PSA for retail, edge of centre for other uses
- Level Three - edge of centre for retail
- Level Four - out of centre

All retail proposals in Level Three or Level Four locations which would result in an increase of over 2,500 sq metres of gross external floorspace, will need to be accompanied by an impact assessment. Proposals which are likely to lead to significant adverse impacts will not be permitted, unless it can be clearly demonstrated that the benefits of the scheme clearly outweigh any such impact.

City Centre

To enhance the role of Peterborough City Centre as a key regional centre, all major comparison goods retail proposals will be directed to its PSA as a first preference. Planning permission will only be granted for comparison goods retail development elsewhere if it is demonstrated that it would:

- satisfy the sequential assessment;
- not have an adverse impact on the city centre; and
- not conflict with any council plans or strategies for expanding the city centre retail offer

Within the PSF of the City Centre, development for A1 and A3 uses will in principle be acceptable. Particular support will be given to A3 uses around Cathedral Square. Development for other ground floor uses will only be acceptable if it would maintain a built frontage with a window display, would be likely to maintain or increase footfall along the frontage and would not result in a concentration of non-A1 or non-A3 uses in that location.

District and Local Centres

Within the PSF of the District Centres or within Local Centres, planning permission for any non-A1 use at ground floor level will only be granted if the development would maintain or enhance the vitality and viability of the centre and appearance of the frontage.

Village Shops

The creation of a new or extension to an existing village shop, will only be permitted where it is in connection with the planned growth of the village or where it would help to achieve a more sustainable rural community, subject 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.

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

NOTE: A review of all District and Local Centres will be undertaken. The boundary of the PSAs and PSFs will be reviewed and may be updated. Any changes will be identified in the further draft of the Local Plan and will be consulted upon in summer 2016.

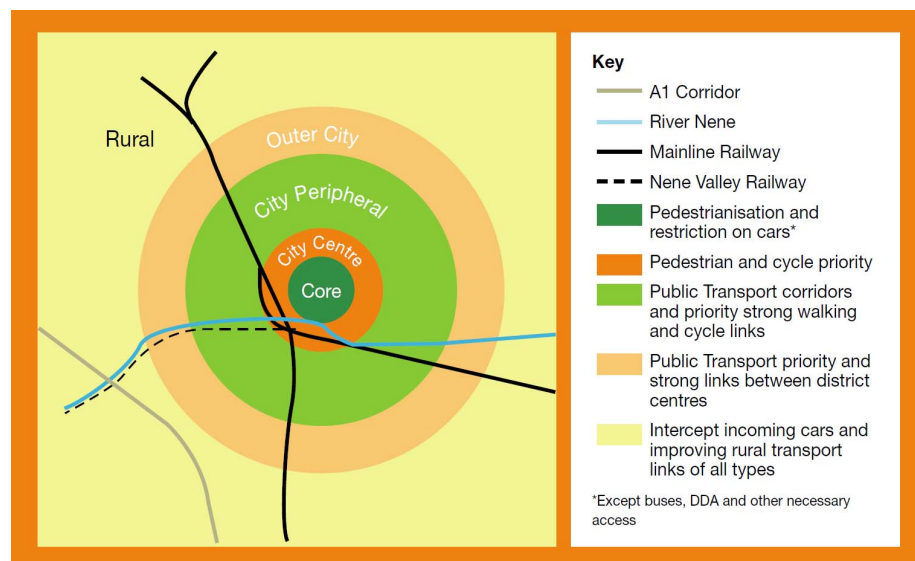
Transport and Infrastructure

Transport

5.62 The Impacts of growth on the city's transport infrastructure will require careful planning.

The Policies

- 5.63** The main transportation policies and infrastructure requirements for Peterborough are set out in the Long Term Transport Strategy 2011 to 2026 (LTTTS) and the Local Transport Plan 2011 to 2016 (LTP).
- 5.64** A draft LTP 2016 to 2021 was consulted on in October and November 2015, and is scheduled for adoption in April 2016. However, it largely carries forward the policies in the current version.
- 5.65** The LTP (current and emerging draft) sets a sustainable transport user hierarchy, providing an order to which consideration will be given to the needs of user groups in relation to land use matters. The hierarchy is set out below :
- Pedestrians and those with mobility difficulties
 - Cyclists
 - Public transport including coaches and taxis/private hire vehicles (PHV) (higher priority for electric and low emission vehicles)
 - Motorcycles (higher priority for electric and low emission vehicles)
 - Rail freight
 - Commercial and business users including road haulage (higher priority for electric and low emission vehicles)
 - Car borne shoppers and visitors (higher priority for electric and low emission vehicles)
 - Car borne commuters (higher priority for electric and low emission vehicles)
- 5.66** In order to help achieve the objectives of LTP the document sets out a spatial diagram of Peterborough along with the modal priority for each area identified. This is set out diagrammatically below:



- 5.67** The diagram shows a clear distinction between the city core and the rest of the city centre. Additional priority will be given to pedestrians in the city core, as well as improving accessibility to all those with mobility issues. Improved facilities for cyclists will encourage cycle use through the city centre and city core whilst also providing alternative routes for those wishing to bypass the city core. The mode priorities for each area are listed in the diagram key and are expanded upon below:
- **City Centre Core:** Reduction of cars and car parking in the core area with a strong emphasis on pedestrians and cycles, but also promoting and accommodating public transport

The Policies

- **City Centre:** Reduction of car use in the city centre would be supported by parking policy generally
- **City Periphery:** The city periphery would encourage walking and cycling with improved facilities and develop strong public transport corridors to enhance these modes
- **Outer City:** Public transport link strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to intercept cars headed for the city centre and core areas to reduce traffic on the parkway and primary highways, and in residential areas
- **Rural:** Public transport link strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations there will be efforts to intercept cars headed for the city centre and core areas to reduce traffic on the parkway and primary highways, and in residential areas

5.68 The policy for transport aims to reduce the need to travel by private car and helps to deliver a sustainable transport package capable of supporting growth and the council's Environment Capital aspirations.

5.69 This policy should be read in conjunction with the Infrastructure Policy LP15, which explains the relationship between the Infrastructure Delivery Schedule (IDS), the Community Infrastructure Levy (CIL) and the Developer Contributions SPD. The IDS identifies a list of infrastructure projects within the authority area. The current IDS is dated August 2014 and a revised IDS is expected to be published in summer 2016 .

5.70 The proposed policy below is broadly a new policy replacing policies CS14, PP12 and CC11 in the current adopted development plan.



Policy LP14 Transport

New development must ensure that appropriate provision is made for the transport needs that it will create, having specific regard to the Peterborough Transport User Hierarchy.

In order to achieve (or assist in achieving) the aims of the Long Term Transport Strategy and Local Transport Plan for Peterborough, all new development proposals should demonstrate that appropriate and viable opportunities have been taken to:

- Reduce the need to travel, especially by car;
- Prioritise bus use over car use across the network in line with the road user hierarchy;
- Seek to develop transport interchanges and travel hubs that provide facilities for transfer between modes of travel;
- Improve walking, cycle and public transport connections to district and local centres, travel hubs and key services, including links from the railway station and the River Nene;
- Make journeys on foot, cycle, public transport, car share or water the more attractive option over private car use, through the use of direct, legible and segregated routes;
- Provide an efficient and effective transport network that is well managed and maintained, using modern technology where appropriate, to allow the safe and efficient movement of

all modes of transport, together with quality information to improve knowledge of available transport options;

- Assist those with access and mobility difficulties;
- Promote improvements to travel security through improvements to lighting, CCTV and underpasses;
- Deliver quality cycle facilities at workplaces including cycle parking, showering and changing facilities; and
- Seek to improve sustainable transport links to travel hubs from rural areas and improve walking and cycle links between villages

Developers will be required to ensure proposals for major new developments are assessed, using appropriate methodologies (such as Travel Plans and Transport Statements), for their likely transport impacts in accordance with relevant national and local guidance.

City Centre

Within the areas identified as the city centre and city core, all development proposals must demonstrate that careful consideration has been given to:

- prioritising access to pedestrians
- improving accessibility for those with mobility issues
- encouraging cyclists to access the city centre and city core
- reducing the need for vehicles to enter the city centre and city core

Parking Standards

5.71 The council is currently considering options for parking standards and would like your views on the options.

Option Parking Standards

Option 1: Continue with the current parking standards as set out in the Planning Policies DPD and City Centre DPD

Option 2: Set new standards for all but residential development (retaining the existing residential standards).

Option 3: Further develop the approach set out in the City Centre DPD, to include a range of standards based on location, e.g. city core, city centre, wider urban area, rural area.

Option 4: Not having any car parking standards.

Option 5: New standards for all types of development

Option 6: Standards only for residential development .

Infrastructure

5.72 The major growth and expansion of Peterborough will be supported by necessary infrastructure such as roads, schools, and health and community facilities to ensure the relevant supporting infrastructure is in place to help in the creation of sustainable communities.

5.73 The Peterborough Infrastructure Delivery Schedule (IDS) (August 2014) identifies infrastructure projects that will support the sustainable growth of the city to 2026 and beyond. This includes:

The Policies

- Community Infrastructure – Community buildings and libraries,
- Transport – highways, cycle and pedestrian facilities, rail, bus, travel management and car parking,
- Environmental Sustainability - Open space and Green Infrastructure projects such as Nene Park, South Peterborough Country Park and the forest of Peterborough,
- Skills and Education – primary school; secondary schools, further and higher education
- Emergency Services – fire, ambulance and police,
- Utilities and Services – water, waste water, flood risk management, electricity and gas.

5.74 The IDS is a live document produced to identify the range of infrastructure types and projects required to support growth. Importantly, it identifies likely funding sources, delivery agents, timescales and priorities, This list is correct at June 2014. This list is due to be updated and agreed by the council in summer 2016 and will also reflect the growth assumptions identified in this Local Plan.

5.75 The necessary infrastructure will come from a variety of sources, including the council, government departments, public agencies, utility service providers and the private development industry. However, it is unlikely that all the different service providers will have the necessary financial arrangements in place at the same time, therefore the role of the IDS is to ensure that all the service providers strategies and investment plans are developed alongside and align with the Local Plan.

5.76 In April 2015 the council adopted the Community Infrastructure Levy (CIL) and a Developer Contributions SPD. The SPD provides detailed guidance on the council's approach to how developers will contribute to the provision of infrastructure, both on and off site. At present the council does not intend to refresh the CIL for the foreseeable future, and is very unlikely to do so prior to the adoption of this Local Plan.

5.77 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.

5.78 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.

5.79 The proposed policy below is broadly a merge of policies CS12 and CS13 in the current adopted development plan.



Policy LP15: Infrastructure to Support Growth

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

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 necessary requirements arising from the proposed development. Development proposals must consider all of the infrastructure implications

of a scheme; not just those on the site or its immediate vicinity. Conditions or planning obligations, as part of a package or combination of infrastructure delivery measures, are likely to be required for many proposals to ensure that new development meets this principle.

Consideration must 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.

Developer Contributions

Developers will be expected to contribute towards the delivery of relevant infrastructure. They will either make direct provision or will contribute towards the provision of local and strategic infrastructure required by the development either alone or cumulatively with other developments.

Further guidance on how this policy will be implemented is set out in the CIL charging schedule and the Developer Contributions SPD.

Safeguarded Land for Future Key Infrastructure

5.80 Sometimes infrastructure which may not be viable or needed in the short-term is likely to be crucial to the future development of the city over the medium to long-term. This may lead to, on a fairly exceptional basis, the need to 'safeguard' land from certain forms of development in order to protect it for future infrastructure needs.

5.81 The proposed policy below is broadly a carry over of policy SA15 in the current adopted development plan.



Policy LP16: Safeguarded Land for Future Key Infrastructure

Planning permission on the following safeguarded land, as identified on the Policies Map, will only be granted for development which does not threaten or otherwise hinder the ability to implement the identified infrastructure project.

Scheme	Location	Planned infrastructure
Passenger Rail Station	Land at Hampton	Railway Infrastructure
Land Beside the A15	Glinton/Northborough bypass	Highway Infrastructure
Former Wansford to Stamford and Peterborough to Wisbech Railway Lines	Wansford - Stamford; Peterborough - Wisbech	Walking and Cycling Infrastructure
A1 Wittering Junction Improvements	A1 adjacent to Wittering	Highway Infrastructure

The Policies

NOTE: The above projects will be reviewed and updated in the next version of the Local Plan due for public consultation in summer 2016.

Urban Design and the Public Realm

- 5.82** 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.
- 5.83** 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 cleaning and maintenance.
- 5.84** The quality of design and the public realm varies considerably across Peterborough. Many of the villages are attractive, with sensitive modern infill development complementing local vernacular architecture. There are also 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 offers a unique opportunity to turn this around, securing the highest design standards and quality in new 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.
- 5.85** 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.
- 5.86** The proposed policy below is broadly a merge of policies CS16 and PP2 in the current adopted development plan.



Policy LP17: Urban Design and the Public Realm

All new development will be required to demonstrate high quality design as part of a strategy to achieve safe, accessible and attractive places. All development should take the following principles into account:

- **Character of Area:** Development should respond appropriately and positively to the character of the area and its surroundings. It should make the most effective use of land through the arrangement of development plots and the design, layout and orientation of buildings. Local distinctiveness should be respected and where possible enhanced, through the use of traditional or innovative design and materials. Development proposals which have a detrimental effect on the character and appearance of an area will not be approved.

- **Quality of Public Realm:** New development should set high standards of, or improve the quality of, the existing public realm, through 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 its location and which protects or enhances biodiversity. Development proposals which would result in a loss of public green spaces or valued private amenity space will not be supported.
- **Crime:** The vulnerability to crime and the fear of crime should be adequately addressed through the design, layout and location of new development. The distinction between any public and private spaces should be clearly defined. Development which creates opportunities for crime and disorder will not be approved.

Amenity Provision in New Residential Development

- 5.87** All new residential development should be livable. This includes residential extensions as well as new dwellings. Livability refers to the adequate provision of internal living space consistent with the minimum standards as set out in the Building Regulations, as well as adequate provision for internal storage.
- 5.88** Livability also relates to outside amenity space, such as gardens in the case of individual dwellings, or balconies and ground floor patios for flatted schemes. Outside amenity space should be designed to meet the needs of occupiers for sitting out, children's play, drying clothes and for plant or vegetable cultivation.
- 5.89** In addition to adequate indoor and outdoor space, new dwellings and residential extensions should be built to maximise the use of natural light, including direct sunlight where possible. This should be designed with appropriate privacy in mind, both for the occupiers of the dwelling and the occupiers of neighbouring dwellings.
- 5.90** The proposed policy below is broadly a merge of policies PP3 and PP4 in the current adopted development plan.



Policy LP18: Amenity Provision in Residential Development

Development proposals should be designed and located to ensure that the needs of occupiers are provided for and should include:

- adequate internal space for living and storage needs; and
- adequate natural light, privacy and noise attenuation; and
- well designed and located private amenity space; and
- well designed and located bin storage and collection areas, including adequate turning space for collection vehicles where appropriate.

New development should not result in an unacceptable impact on the amenity of occupiers of any nearby properties. These impacts may include:

- loss of privacy for the occupiers of any nearby property; or

The Policies

- loss of amenity space; or
- noise and/or other disturbance for the occupiers or users of any nearby property or land; or
- loss of light to and/or overshadowing of any nearby property; or
- overbearing impact on any nearby property; or
- odour and/or pollution (including light pollution)

Buildings and places should be designed with adaptability in mind, capable of responding to changing social, economic and technological needs, and potential changes in climate over their planned lifespan. Buildings should be designed and constructed with longevity as a key objective, especially if materials with a high embodied energy are to be used.

Shop Frontages, Security Shutters and Canopies

5.91 Shop fronts can make a substantial and positive contribution to the visual interest of an area if sympathetically designed, but a degree of control is required if the character of buildings or the overall appearance of a street is not to be destroyed by poor design. Open shop fronts, such as those with expansive glazing and thin metal frames, can create visually unacceptable voids and proposals for their development will generally be resisted. Particular care is necessary in the design of shop fronts in conservation areas, and on listed buildings, or where the shop front would straddle buildings of different designs.

5.92 Security shutters (especially if solid) on shopfronts can be visually unattractive and create a 'dead', hostile appearance, which can reduce natural surveillance and thereby encourage crime. This can also affect the commercial viability of an area. There are other means of improving the security of shop fronts, such as the use of laminated glass, improved lighting, internal security grilles or natural surveillance, that have a less detrimental impact. The city council will strive to achieve a balance between the security requirements of individual shops and the impact on the wider area.

5.93 Canopies are not traditional on most buildings in this country and are frequently not compatible with their style or character. Because of their shape, design, materials and colours, they can be visually very dominant and discordant. It is important, therefore, that they should be used sensitively.

5.94 This policy is supported by the Shop Front Design Guidance SPD (January 2014).

5.95 The proposed policy below is broadly a carry over of policy PP11 in the current adopted development plan.



Policy LP19: Shop Frontages, Security Shutters and Canopies

Planning permission for any new, replacement or altered shop front, including signage, will only be granted if:

- its design would be sympathetic in size, architectural style/proportion, materials and architectural detailing to the building to which it would be fitted; and
- it would not detract from the character or appearance of the street as a whole; and

(c) any advertising material is incorporated as an integral part of the design.

Planning permission for the installation of an external security shutter will only be granted where:

(d) it is demonstrated that there is a persistent problem of crime or vandalism affecting the property which cannot be satisfactorily and reasonably addressed by an alternative measure; and

(e) the property is not a listed building or situated in a conservation area; and

(f) the shutter is designed to a high standard, taking account of the design features of the frontage into which it would be installed; and

(g) the design is open mesh/perforated in style.

A proposal for the installation of a canopy will only be acceptable on the ground floor of a shop, cafe, restaurant or public house, and only if it can be installed without detracting from the character of the building or surrounding area.

Heritage Assets

- 5.96** 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 are a valued amenity for residents and visitors.
- 5.97** We are fortunate to have a rich tapestry of heritage assets including historic places and structures of international and national significance, such as 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 provides a visitor centre and educational facilities.
- 5.98** However, the value of heritage assets is by no means confined to the most important places. The city and surrounding settlements all have varied and unique characters and appearance. These heritage assets are 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 monuments, buildings of local importance, and parks and gardens of special historic interest.
- 5.99** In Peterborough, there are 66 scheduled monuments, and many other sites of special archaeological importance. There are 1,060 listed buildings which are recognised to be of special architectural or historic interest, with over 10% of them being Grade I or Grade II*. There are also over 230 buildings which have been identified as non-designated heritage assets, being locally distinctive. 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. A list of non-designated heritage assets can be found at Appendix C.
- 5.100** There are currently 29 conservation areas and the council has a programme of keeping conservation area appraisals and design guidance up to date. There are a number of areas within the district which do not satisfy conservation area designation but have a distinctive mature character and local identity worthy of protection. These three Special Character Areas

The Policies

(Wothorpe, Ashton and the environs of Thorpe Road, Thorpe Avenue and Westwood Park Road) are designated in the current Local Plan and each have a strong landscape character and low density development patterns that together provide high environmental quality. It is proposed to retain them (see Policy LP21).

- 5.101** Archaeological remains are an important part of Peterborough's historic environment and identity. They constitute an important resource for understanding our past, and often survive as significant landscape features. Archaeological remains are a finite and non-renewable resource and, in many cases, are highly fragile and vulnerable to damage and destruction. There is a presumption in favour of physical preservation of remains in situ wherever possible. In the case of application sites which include, or could potentially include, heritage assets with archaeological interest, the council will require the developer to carry out a preliminary desk-based assessment and/or a field evaluation. The results of these will inform the plan and decision-making processes at pre-determination stage. In advance of the loss of a potential heritage asset at a post-determination stage, further archaeological mitigations may be attained through the implementation of a programme of suitable archaeological investigations.
- 5.102** A fundamental feature of the spatial strategy for Peterborough is substantial residential, employment and related growth, with an emphasis on intensification within the urban area. With this anticipated growth, it is vital that the value and character of the historic environment is not put at risk. If sensitively implemented, change and growth can enhance the historic built environment.
- 5.103** Development proposals affecting any heritage asset will need to reference the Historic Environment Record (HER) as well as other information such as the council's Conservation Area Appraisals, Management Plans, Design and Development in Selected Villages SPD, List of Buildings of Local Importance, Special Character Areas, Landscape Character Assessment and historic maps.
- 5.104** 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 embraces environmental considerations.
- 5.105** In the villages, there are many open areas, substantial walls, hedges, and treed frontages that are an essential and valued feature of village character. As heritage assets, these features are identified on the Policies Map. Green space often provides an important visual or amenity function. An open space or a gap in a built-up frontage allows key views into and out of a village. Substantial treed or hedged frontages, traditional walls or railings are invariably positive features in the street scene.
- 5.106** It is important to note that the policy does not seek to prevent or unnecessarily restrict development within the setting of heritage assets. 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 Local Plan. 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.
- 5.107** The proposed policy below is broadly a merge of policies CS17 and PP17 in the current adopted development plan.



Policy LP20: Heritage Assets

The Council will protect, conserve and enhance heritage assets throughout Peterborough, through the special protection afforded to listed buildings, conservation areas and scheduled 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; non-designated heritage assets; and areas of historic landscape or parkland (including, but not limited to, those on the Historic England 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 important 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 special 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-designated heritage assets 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.

All development proposals that would affect any heritage asset will need to be accompanied by a heritage statement which, as a minimum, should cover the following:

- describe and assess the significance of the asset and/or its setting to determine its architectural, historic, artistic or archaeological interest; and
- identify the impact of works on the special character of the asset; and
- provide a clear justification for the works, especially if these would harm the asset or its setting, so that the harm can be weighed against public benefits.

The level of detail required should be proportionate to the asset's importance and sufficient to understand the potential impact of the proposal on its significance and/or setting.

Special Character Areas

5.108A A number of areas in Peterborough have been designated as conservation areas because of their special architectural or historic interest.

5.109 In addition, whilst not of conservation area quality, three locally specific Special Character Areas have been designated to acknowledge their strong landscape character, architectural quality and development patterns that together provide high environmental quality. All three Special

The Policies

Character Areas are marked by their low-density and generally large dwellings set within spacious grounds. It is important that any development is carefully guided in order to protect each Area's character.

- 5.110** The development criteria identified below are intended to provide additional design guidance in respect of these Special Character Areas.
- 5.111 Wothorpe:** The settlement pattern is set around three bridleways established in the Enclosure Award (1797), now First Drift and Second Drift. Both are un-adopted roads. These bridleways provided access to allotments, which gradually became developed into residential properties. Since Enclosure the pasturelands, hedgerows and woodlands surrounding the village have remained largely unaltered. The area is characterised by low-density development, mainly individually designed family houses set in large landscaped gardens giving a semi-woodland setting. The built environment has a wide range of building styles.
- 5.112 Thorpe Road, Thorpe Avenue, Westwood Park Road:** The character of the area is defined by low density, large detached family dwellings set back behind established building lines in large and typically spacious landscaped gardens. Many of the properties in the area have a sylvan setting. Trees of varied maturity add significantly to the special character of the area.
- 5.113 Ashton:** The settlement is formed by a loose collection of three historic farmsteads, a small number of 19th Century cottages and some post-1950 infill dwellings interspersed with open space along Bainton Green Road and High Field Road. Most buildings are stone and slate construction. Development is very limited and the layout has changed little from the end of the 19th Century.
- 5.114** In addition to conservation areas and Special Character Areas in the rural area, the council has adopted a Design and Development in Selected Villages SPD. This gives additional detailed design policy and will be taken into account when determining applicable development proposals.
- 5.115** The proposed policy below is broadly a carry over of policy SA19 in the current adopted development plan.



Policy LP21: Special Character Areas

To preserve the special character of Wothorpe, Thorpe Road, and Ashton, (as defined on the Policies Map), the city council will assess proposals for development against the following Special Character Area criteria:

- Garden Sub-Division: There should be no sub-division of gardens if this adversely affects the character of the area, amenity space and/or the loss of trees or boundary hedges.
- Extensions and Alterations: Incremental changes in the size and appearance of existing buildings will not be permitted if it harms their character or that of the Area. Alterations should be sympathetic to the original style and of an appropriate scale to maintain their character. Extensions that result in excessive site coverage, immediate or eventual loss of trees or hedges, or preclude the planting of suitable species of trees or hedges will not be supported.
- Design: Any new development must enhance the character and appearance of the Area. It must respect the scale, massing, depth, materials and spacing of established properties.

Integral garages should be avoided. Garages should be sited behind the building line to the side of the dwelling.

- Design and Access Statement: All applications for development should be accompanied by a design and access statement that demonstrates how the proposal takes into account the Area's special character.
- Trees: Where trees are present a detailed tree survey must be carried out that identifies the location, type, height, spread and condition.

The following additional criteria are applicable to the respective Special Character Area:

Wothorpe Area

- All development proposals must ensure that the mature landscape character is maintained through the retention of existing trees, boundary hedges, walls and grass verges. Existing space around buildings should be maintained to preserve large trees.
- Proposals for whole or part demolition of any building or to intensify the use of plots in a way that adversely affects the current integrity of the area will not be supported.
- There will be a presumption against increased access and hard-standings, except where it can be shown to be necessary, and does not dominate the site or harm existing landscaping.
- Existing frontage hedging must be retained. Where this is absent, evergreen hedging species should be used. A combination of hedging and walls may be considered where the hedging predominates.

Thorpe Road Area

- New building designs should incorporate boundary walls, railings or fences with evergreen hedging predominant and allow sufficient space for the planting of native woodland trees to reinforce the landscape around the site.

Ashton Area

- Any development should respect the linear form of Ashton. As such, there is a presumption against all backland development.
- The special relationship between the settlement and its agricultural setting must not be undermined by new development. As such, views of surrounding countryside must be maintained.

Open Space and Green Infrastructure

5.116 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 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 Policies

- 5.117** The number of publicly accessible local nature reserves has increased in recent years and the district 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 five parks managed to 'Green Flag' standards. Many villages have playing fields, play areas and allotments.
- 5.118** The 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 sometimes of poor quality and viewed as unsafe. The council recognises the wide range of benefits that effectively planned, designed and maintained open space and green infrastructure can bring to an area, and aims for high quality provision in the planned growth of the area.
- 5.119** To ensure that the provision and protection of green infrastructure goes hand in hand with the proposed growth of the city, the council's emerging Biodiversity Strategy includes 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.
- 5.120** The following policy ensures 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.
- 5.121** As set out in Policy LP5 where urban extensions are to be created to accommodate the growth of the city, 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.
- 5.122** 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 LP28, which seeks to secure additional accessible natural greenspace/Local Nature Reserves.
- 5.123** 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. 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.
- 5.124** The proposed policy below is broadly a carry over of policy CS19 in the current adopted development plan.



Policy LP22 - Open Space and Green Infrastructure

All new residential development will make appropriate provision for, or improvements to, public open space, in accordance with the standards set out in Appendix X *[to be updated and consulted upon at the further draft stage in summer 2016]*, unless alternative arrangements via the Community Infrastructure Levy (CIL) dictate otherwise. The precise type of on-site provision that is required will depend on the nature and location of the proposal and the quantity/type of open space needed in the area. This should be the subject of discussion/negotiation at the pre-application stage.

If there are deficiencies in certain types of open space provision in the surrounding area, the council may seek variations in the component elements set out in the standards to be provided by the developer in order to help overcome those deficiencies.

In certain circumstances and subject to CIL legislation and the council's local policies on the implementation of CIL it may be acceptable for a developer to make a financial or in-kind contribution towards open space off-site. Such proposals should be agreed at pre-application stage and will only be considered if:

- (a) the provision of open space on-site would not be feasible due to the nature of the proposed development, by virtue of its size and/or other site specific constraints; and/or
- (b) the open space needs of the proposed residential development can be met more appropriately by providing either new or enhanced provision off-site.

Where appropriate, the council will seek to enter into a Section 106 agreement with the developer for the future management and maintenance of the open space provision, before granting planning permission.

Where a new development has the potential to have an adverse effect on the integrity of a designated 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 the development site.

Planning permission will not be granted for development which would result in the loss of existing valued open space, if that loss would give rise to or increase a deficiency, unless the proposed development would be ancillary to the use of the site as open space, and the benefits of the development would outweigh any loss of open area.

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 Biodiversity Action Plan [due to be published in XXX].

Strategic and major development proposals should incorporate, where appropriate, opportunities for green infrastructure provision, reflecting the objectives of the Biodiversity 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 Infrastructure will include (but not be restricted to) the following:

The Policies

- 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 Local Plan around the edge of the existing urban area of the City, including in particular, at Great Haddon and Norwood.

NOTE: This Biodiversity Action Plan and Green Grid Strategy are due to be replaced by a new Biodiversity Strategy which is being prepared alongside this Plan.

Open Space Standards

5.125 The Open Space Standards are currently being reviewed. At present the following options have been identified:

5.126 The preferred Open Space Standards will be consulted upon as part of the further draft consultation in Summer 2016.

Option Open Space Standards

Option 1: Keep the current standards

Option 2: Change the standards

Option 3: No open space Standards

Local Green Space

5.127 Local Green Spaces is a national designation, as defined in the NPPF, which aims to protect green areas or spaces which are demonstrably special to a local community and hold a particular significance. Local Green Space designation can be used when the green space is:

- In reasonable close proximity to the community it serves; and
- demonstrably special to a local community and holds a particular local significance, for example because of its beauty, historic significance, recreational value (including playing fields), tranquillity or richness of its wildlife; and
- Local character and is not an extensive tract of land

5.128 As part of the preliminary draft Local Plan consultation we are asking local communities to identify areas of open space that warrant special protection and designation as Local Green Spaces. Further details are set out in Appendix B.

5.129 The proposed policy below is a new policy.



Policy LP 23 Local Green Spaces

Local Green Spaces [as will be identified and consulted upon at the further draft consultation stage Summer 2016] will be protected in line with the NPPF, which rules out new development on these sites other than in very special circumstances.

Only proposals that will protect and enhance Local Green Space, and are demonstrably supported by the local community, will be permitted.

Nene Valley

- 5.130** The Nene Valley runs west-east across the authority area. It has long been identified as an area of high amenity, landscape, ecological and heritage value and forms part of the Nene Valley Nature Improvement Area.
- 5.131** The council works in partnership with a number of organisations to manage the river environment, both within the boundary defined on the Policies Map and the wider River Nene catchment area. Facilities such as the Ferry Meadows Country Park have been provided within the Nene Valley. However, the council considers that there is still scope for further action to enhance the Nene Valley's role for recreation whilst having due regard to other aspects of the river's environment. It is envisaged that there will be a gradual transition from informal, dispersed activities in the rural area to more organised, formal activities in the urban area.
- 5.132** To the west of the urban area of Peterborough, the Nene Valley has high value landscape features, and, from a nature conservation perspective, parts are also designated as a Site of Special Scientific Interest and County Wildlife Site. East of the city lie the Nene Washes SSSI and other wetland sites. The Nene Washes are of international importance for nature conservation, and are formally designated as a Special Protection Area (in relation to the conservation of wild birds), and a 'Ramsar' site (in relation to wetlands of international importance). Part of the Nene Washes (Mortons Leam) is designated as a Special Area of Conservation for spined loach (a type of rare fish).
- 5.133** Where these designations apply, the duty to further the conservation and enhancement of the features for which the site is of special interest will carry considerable weight in decision-making. In other parts of the Nene Valley recreation development will be encouraged, subject to there not being any unacceptable impact on these considerations.
- 5.134** The proposed policy below is broadly a carry over of policy PP15 in the current adopted development plan.

The Policies



Policy LP24: Nene Valley

Within the area of the Nene Valley as identified on the Policies Map, the council will support development that will safeguard and enhance recreation and/or bring landscape, nature conservation, heritage, cultural or amenity benefits. The proposal will need to be appropriate in terms of use, scale and character within its townscape or landscape setting. Development will be particularly supported if:

- (a) it would enhance navigation along the river for a wide range of recreational, cultural or transport purposes, or create new links with other waterways within and/or surrounding the local authority area; or
- (b) it would create a more natural water's edge and contribute to enhancing biodiversity; or
- (c) it would enable greater public access to the waterspace and the achievement of continuous publicly accessible paths and cycle routes alongside the river.

There will be a general emphasis on development involving low-impact, informal activities in the rural area of the valley, and development involving more formal activities in the urban area. In all cases, new development beside the river will be required to be designed with a frontage or open space to the river which enhances its character.

Development which would increase flood risk, or compromise the performance of flood defences or existing navigation facilities will not be permitted.

Hampton Country Park

- 5.135** Under the terms and conditions of the Hampton planning legal agreement (March 1993), the developer of the Hampton Urban Extension has agreed to the creation, management and maintenance of a country park, covering some 162 hectares of land.
- 5.136** The council will encourage the use of the country park for recreational activities, such as walking, cycling and horse riding. The area around the former brick pit known as Beeby's Pit has potential for more water-based recreational pursuits such as sailing and canoeing.
- 5.137** The proposed policy below is broadly a carry over of policy SA16 in the current adopted development plan.



Policy LP25: Hampton Country Park

Within Hampton Country Park, as identified on the Policies Map, planning permission will be granted for development which is considered appropriate to the use of the area as a country park, especially if it would also contribute to or enhance its landscape character.

Green Wedges

- 5.138** In and around Peterborough specific areas are under considerable pressure for development and which, if built on, would result in the coalescence of the urban area with nearby settlements. These areas have been protected as 'Green Wedges' in current and previous Local Plans. The council proposes to maintain a long-term commitment to these 'green wedges' in this Local Plan.
- 5.139** One of these wedges separates Peterborough from Glington; a second separates Peterborough from Eye; a third separates Stanground from Farcet; and a fourth separates the main part of Peterborough from its suburb of Stanground. Although Stanground forms part of the Urban Area, it is separated from the remainder of the city by an area of undeveloped land. Here, as in the other cases, it is the policy of the council to maintain the separate identity of communities by containing urban sprawl.
- 5.140** Although primarily areas for agriculture and woodland, Green Wedges may, where appropriate, accommodate new woodland planting or open uses such as SuDS, landscaping and open spaces associated with an adjoining allocated site, provided that they do not harm the separation of settlements.
- 5.141** The council may consider additional Green Wedges, if a sound reason for doing so exists. This may partly depend on any new allocations for development which are made.
- 5.142** The proposed policy below is broadly a carry over of policy SA17 in the current adopted development plan.



Policy LP26: Green Wedges

Within the areas identified on the Policies Map as 'Green Wedges', planning permission will not be granted for any development that would reduce the degree of physical and open separation between settlements.

Landscape Character

- 5.143** The character of the landscape across the Peterborough administrative area varies considerably, containing six Landscape Character Areas. There are no 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.
- 5.144** The way that this growth is delivered will need to be appropriate and sensitive to the landscape in which it will be situated. It is therefore important for the Local Plan 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.
- 5.145** The proposed policy below is broadly a carry over of policy CS20 in the current adopted development plan.

The Policies



Policy LP27: 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 D. They are:

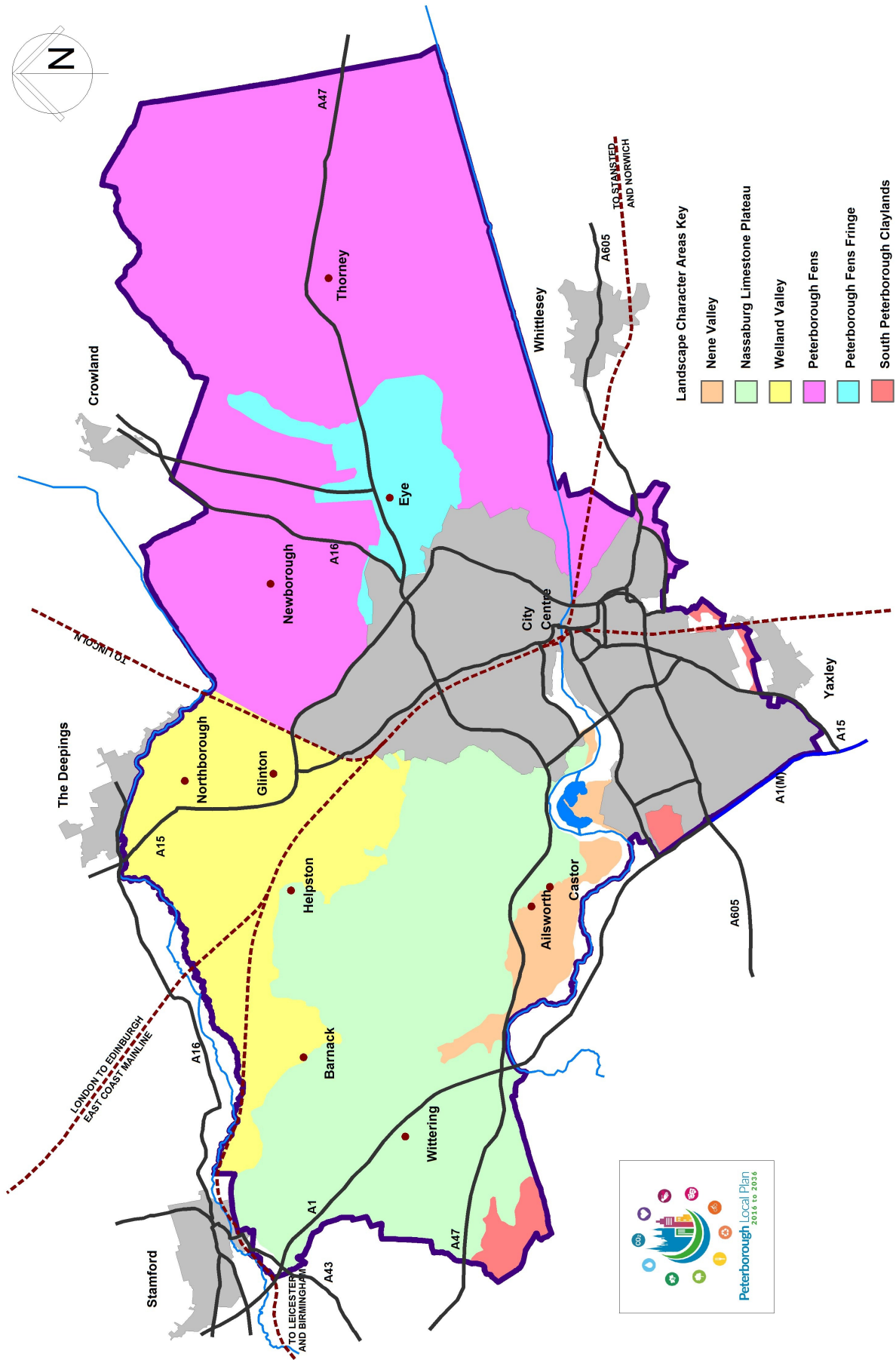
- Nene Valley
- Nassaburgh Limestone Plateau
- Welland Valley
- Peterborough Fens
- Peterborough Fen Fringe
- South Peterborough Claylands

For each Landscape Character Area and sub area, specific details of which are provided in the Landscape Character Assessment, planning permission will only be granted if the proposed development would:

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

The Policies

Map D



The Policies

Biodiversity and Geological Conservation

5.146 Peterborough's natural environment is a valuable resource, rich in internationally, nationally and locally designated 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.

5.147 Designated sites are classified into a hierarchy according to their status and the level of protection they should be afforded. International sites form the top tier of the hierarchy, followed by national and then locally designated sites. International and National sites are shown on the Policies Map. Table 3 below shows the hierarchy of sites in Peterborough.

Table 3 - International and National Sites

International Sites	Ramsar sites Special Areas of Conservation (SAC) Special Protection Areas (SPA)
National Sites	Sites of Special Scientific Interest (SSSI) National Nature Reserves (NNI) Local Nature Reserves (LNR)
Local Sites	County Wildlife Sites (CWS) Country Parks Local Geological Sites (LGS)

5.148 As well as greenfield sites and naturalised sites which provide assets in terms of biodiversity and geodiversity, the urban areas of Peterborough contain some significant brownfield sites, and whilst providing an important source of land for redevelopment, can often be a valuable source of biodiversity.

5.149 Many wildlife species benefit from statutory protection under a range of legislative provisions. Section 41 (S41) of the Natural Environment and Communities Act 2006 contains a list of habitats and species of principal importance. The current list (August 2010) contains 56 habitats of principal importance and 943 species of principal importance. These species therefore do not require a policy in this Local Plan to protect them. Developers are advised to contact the council at an early stage to determine if their proposal would affect any habitat or species of principal importance.

5.150 Where the need for development outweighs other considerations, the NPPF is explicit in stressing that the presumption is one of sustainable development. Where development does take place, it is essential that measures are implemented to incorporate biodiversity within the scheme as much as possible. Where significant harm will result, it should be adequately mitigated, or as a last resort, compensated for. A Habitats Regulations Assessment (HRA) Screening Report will be published alongside the Further Draft Local Plan in summer 2016.

5.151 New development will be expected to provide for the planned retention of existing, and where appropriate the creation of new, habitats and wildlife features. For most development proposals involving construction or engineering works, applicants will be expected to provide a

The Policies

comprehensive site survey as part of the planning application. The information submitted should clearly distinguish trees and other features to be removed from those to be retained. The council is committed to increasing the overall tree canopy cover throughout the district and therefore all new development should seek to result in the planting of more trees.

5.152 Most development near a river or watercourse will have the potential to impact on water quality and biodiversity. A requirement of the Water Framework Directive is that there should be no deterioration in water body status. In addition to water quality, landscaping along watercourses is also a primary factor contributing to ecological status. Naturalisation of riverbanks therefore, where hard landscaping currently exists, can make a significant contribution to biodiversity and in turn water quality.

5.153 The proposed policy below is broadly a merge of policies CS21 and PP16 and PP19 in the current adopted development plan.



Policy LP28: Landscape and Biodiversity

Development which is likely to have an adverse effect on a designated site, including harm to habitats or species of principle importance, will only be permitted where the benefits to development demonstrably outweigh the disbenefits. Where significant harm cannot be avoided, either through developing an alternative site or through effective mitigation, appropriate compensation will be sought. In all cases a net gain in biodiversity should be achieved.

Through the development management processes, management agreements and other positive initiatives, the council will:

- aid the management, protection, enhancement and creation of priority habitats, including limestone grasslands, woodlands and hedgerows, wet woodlands, rivers and flood meadows;
- promote the creation of an effective, functioning Green Grid throughout the district, consisting of wildlife corridors and stepping stones that link to green infrastructure in adjoining local authority areas;
- safeguard the value of previously developed land where it is of significant importance for biodiversity;

All development proposals with landscaping or biodiversity implications must be accompanied by a site survey report which identifies the features of value on and adjoining the site. The development proposals must be informed by the results of the survey.

Planning permission for development will only be granted if the proposals make provision for:

(a) the retention and protection of trees and other natural features that make a significant contribution to the landscape or biodiversity value of the area, provided this can be done without compromising the achievement of good design for the site; and

(b) new landscaping and biodiversity features as an integral part of the development, with specific attention to wildlife habitat creation, including new tree, shrub and hedgerow planting appropriate to the location; and

(c) the protection and management of existing and new landscape, ecological and geological features during and after construction, including the replacement of any new trees or plants which die, are removed or become seriously damaged or diseased; and

(d) where necessary, the protection and enhancement of any aquatic environment within or adjoining the site, including water quality and habitat. For riverside development, this includes the need to consider options for riverbank naturalisation. In all cases regard should be had to the council's Flood and Water Management SPD.

For significant landscaping proposals, the council will require the submission of a landscaping scheme incorporating management and maintenance specifications.

Ancient Woodland and Ancient and Veteran Trees

5.154 Ancient woods are those areas which have been wooded continuously since at least 1600AD. These ancient woodlands are vitally important for biodiversity and are part of the historic landscape of Peterborough. As a habitat, ancient woodland is home to many of the UK's most threatened species. Peterborough is one of the least wooded areas of the UK. The main pockets of ancient woodland within the authority area lie to the west of Peterborough. Such woodland is rare in the Fens due to its historic wetland origins.

5.155 An ancient tree is one that is old relative to the longevity of other trees of the same species, that is in the ancient stage of its life or that has biological, aesthetic or cultural interest because of its age. A veteran tree is usually in the mature stage of its life and has important wildlife and habitat features.

5.156 Any proposal that would result in the loss of an ancient or veteran tree will be resisted unless it can be clearly demonstrated by evidence, that the need for development and that public benefit would clearly outweigh the loss.

5.157 The council's Tree and Woodland Strategy sets out a strategy for the management of trees and woodland in Peterborough and gives some guidance on management practices.

5.158 The proposed policy below is broadly a carry over of policy PP18 in the current adopted development plan.



Policy LP29: Ancient, Semi-Natural Woodland and Ancient and Veteran Trees

Planning permission will not be granted for development which would adversely affect an area of ancient woodland or an ancient or veteran tree, unless the need for, and public benefits of, the development in that location clearly outweigh the loss.

Culture, Leisure and Tourism

5.159 Peterborough's Cultural Strategy (2015 to 2020) sets out how culture and leisure activities will be promoted and delivered in the city. It also includes the vision '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 Policies

- 5.160** Peterborough has a rich and diverse heritage coupled with a relatively young population. The city centre provides a wide range of cultural and leisure facilities, attracting many visitors and helping to boost the wider economy. Some of the main attractions include the Cathedral, Peterborough Museum, Key Theatre, Regional Pool, Lido and sports facilities, Peterborough United's football ground and a range of restaurants and bars.
- 5.161** The overall Local Plan strategy proposes the intensification and regeneration of the city centre together with the provision of additional homes. This offers an ideal opportunity to help further improve the range of facilities and attractions.
- 5.162** In recent years there has been significant investment in the museum and art gallery as well as an extension and improvements to the Key Theatre. The enhancement of the public realm around the Cathedral Square and elsewhere has also helped to improve the overall image of the city for visitors and the increased range of restaurants in this area has helped to make the city centre more vibrant and inviting.
- 5.163** 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.
- 5.164** A strong leisure and cultural sector is seen as fundamental to 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. There is a need for more restaurants 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.
- 5.165** The development of a regional or national venue would bring many benefits to the city. All stages of public consultation in the preparation of the previous Local Plan had identified significant public support for a large-scale venue, particularly the need for an arena or entertainment venue.
- 5.166** The proposed policy below is broadly a carry over of policy CS18 in the current adopted development plan.



Policy LP30: Culture, Leisure and Tourism

The Council will support the development of new cultural, leisure and tourism facilities, especially if:

- it will help to improve the range, quality, and distinctiveness of facilities that the city and surrounding areas have to offer;
- it improves access by sustainable transport modes to such facilities;
- it will help to promote the image of Peterborough and attract more visitors.

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, and such proposals, where applicable, 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 and theatre events; a sport village/centre of excellence; leisure pool complex etc. to attract many visitors;
- aim to 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;
- aim to support the development of the University, such as shared sports facilities or libraries; and
- assist in the creation and enhancement of water navigation facilities.

In exceptional circumstances when there is no appropriate city centre site, due to the nature and scale of the proposed development, other locations will be considered in accordance with a sequential approach to site selection outlined in Policy LP13.

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.

East of England Showground

5.167 The East of England Showground is a unique facility with a wide variety of land uses. Further development relating to sporting, recreational events and other appropriate uses will be supported, in principle. Any proposal will be subject to an assessment of the environmental and traffic impacts on the adjoining residential areas and on the nearby village of Alwalton, and suitable measures will need to be taken to alleviate any adverse impacts.

5.168 The proposed policy below is broadly a carry over of policy SA18 in the current adopted development plan.



Policy LP31: East of England Showground

Within the East of England Showground, as shown on the Policies Map, planning permission will be granted for development for sport, leisure and other uses which would be appropriate to the existing Showground and which would not impair its continued use for that purpose. Proposals for development should not have an unacceptable adverse impact on the surrounding uses (especially on occupiers of nearby residential properties), and all development should ensure that the character of the area is maintained.

Renewable and Low Carbon Energy

5.169 Renewable and Low Carbon energy refers to those sources of energy which are either not depleted, such as wind or solar, or which are finite but which emit low amounts of carbon dioxide. Advances in technology have meant that some processes are now much 'cleaner' than they have been in the past.

The Policies

- 5.170** The types of large scale renewable and low carbon energy technologies likely to come forward in Peterborough include commercial onshore wind, commercial solar photovoltaics (PV), anaerobic digestion, combined heat and power (CHP), hydroelectricity and biomass. Technologies not applicable to Peterborough include wave energy, tidal energy and offshore wind. Peterborough is also a low enthalpy area therefore geothermal energy generation is currently unlikely to come forward.
- 5.171** Microgeneration refers to small scale renewable energy technologies, usually mounted on or about residential or commercial properties. These technologies include heat pumps, solar panels, biomass, micro-CHP and wind turbines. Most microgeneration proposals will be deemed permitted development, however it is recommended to always check with the local authority before carrying out any work.
- 5.172** The Energy Act 2004 amended by the Green Energy (Definition and Promotion) Act 2009 provides a definition of microgeneration as any technology which generates up to 50 kW_e (kilowatts of electricity) or 300 kW_t (kilowatts of heat). Renewable and low carbon energy installations which exceed these limits will require planning permission.
- 5.173** Energy installations which typically generate a power output greater than 50MW (megawatts) are classified as Nationally Significant Infrastructure Projects (NSIPs). Such technologies could include large scale wind, solar and biomass. NSIPs are dealt with by Central Government through Overarching National Policy Statement for Energy (EN-1) and National Policy Statement for Renewable Energy Infrastructure (EN-3).
- 5.174** In June 2015 the Secretary of State for Communities and Local Government issued a Written Statement (HCWS42) relating to wind energy, which subsequently amended national Planning Practice Guidance (PPG). The statement sets out criteria for development proposals involving one or more wind turbines, namely that the site must be allocated in the Development Plan (either the Local Plan or a Neighbourhood Plan) and that any planning impacts identified by affected communities have been fully considered and that the proposals have their backing. This policy reflects these changes to national guidance.
- 5.175** This Local Plan does not identify any areas for wind farm development, however we would welcome your views on this and would like to know if you think the council should identify such zones and commit resources to determining whether such zones exist or not.
- 5.176** The proposed policy below is a new policy which replaces policy CS11 in the current adopted development plan.



Policy LP32: Renewable and Low Carbon Energy

Development proposals for renewable and low carbon energy technology will need to give due consideration, where appropriate, to impacts upon the following:

- Surrounding landscape and townscape
- Heritage assets
- Residential amenity
- Highways
- Aviation
- Agricultural land classification

Proposals will be supported where the benefit of the development outweighs the harm caused by the development and reasonable measures for mitigation can be demonstrated.

In addition to the above, proposals for wind energy development of any scale (excluding microgeneration) will only be approved if:

- a) the development site is in an area identified as suitable for wind energy development in an adopted Neighbourhood Plan; and
- b) following consultation, it can be demonstrated that the planning impacts identified by affected local communities have been fully addressed and therefore the proposal has their backing

Flood and Water Management

- 5.177** 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. Linked to the Environment Capital Action Plan and the Sustainable Community Strategy Peterborough will seek to promote development which has the ability to adapt to climate change and promotes flood risk reduction.
- 5.178** There are two particular flood risk issues relevant to Peterborough. The first relates to the location of new development and to potential development in flood risk areas. The second issues relates to increased surface runoff caused by development, particular in areas where there are drainage capacity issues, such as parts of the city centre with combined foul and surface water sewers.
- 5.179** In accordance with the NPPF, the supporting technical guidance and the council's Flood and Water Management SPD, policy LP33 seeks to ensure that development does not place itself or others at increased risk of flooding. All development will be required to demonstrate that regard has been given to existing and future flood patterns from all flooding sources and that the need for effective protection and flood risk management measures, where appropriate, have been considered as early on in the development process as possible.
- 5.180** The Flood and Water Management SPD provides further guidance and advice to developers to help reduce flood risk through the location of development or through on site drainage and management.
- 5.181** Peterborough City Council is the Lead Local Flood Authority (LLFA) and is responsible for co-ordinating local flood risk issues. The council has worked with the Environment Agency, Anglian Water, a number of Internal Drainage Boards (IDBs) and local community groups to prepare a Local Flood Risk Management Strategy and will maintain a register of significant flood prevention assets.
- 5.182** Management of water is important not only from a flood risk point of view but because of the need to protect and improve Peterborough's water bodies with regards to water quality, water habitats and biodiversity under the requirements of the Water Framework Directive (WFD). Where new activities or schemes have the potential to cause deterioration and lead to failures in achieving ecological objectives, sites will require a WFD assessment. Chapter eight of the SPD provides further detail on the local impacts of the WFD, the assessment and reasons for which it might be required.
- 5.183** An updated Strategic Flood Risk Assessment (SFRA) Level 1 and a Water Cycle Study will be prepared to support the Further Draft Local Plan to be published in summer 2016. A separate sequential test will be carried out for all sites suggested to the council.

The Policies

5.184 The proposed policy below is a new policy which replaces policy CS22 in the current adopted development plan.



Policy LP33: Flood and Water Management

Development proposals should adopt a sequential approach to flood risk management, taking into account the requirements of the NPPF and the further guidance and advice set out in the council's Flood and Water Management SPD.

Development located in areas known to be at risk from any form of flooding will only be permitted following:

- (a) the successful completion of a sequential test (if necessary) and an exception test if required;
- (b) the submission of a site specific flood risk assessment, setting out appropriate flood risk management and demonstrating no unacceptable increased risk of flooding to the development site or to existing properties;
- (c) the consideration of any necessary ongoing maintenance, management of mitigation measures and adoption; and that any relevant agreements are in place; and
- (d) the incorporation of Sustainable Drainage Systems (SuDS) into the proposals unless they can be shown to be impractical;

Development proposals should also protect the water environment and must demonstrate:

- (e) that water is available to support the development proposed;
- (f) that development contributes positively to the water environment and its ecology where possible and does not adversely affect surface and ground water quality;
- (g) that no surface water connections are made to combined or foul systems unless in exceptional circumstances where it can be demonstrated that there are no feasible alternatives (this applies to new developments and redevelopments);
- (h) how efforts have been made to maximise the efficient use of water, including water storage and harvesting wherever practical.

Development on Land Affected by Contamination

5.185 A number of recognised secondary aquifers lie beneath Peterborough that contribute to river flow and are used locally for small-scale water supply. Land affected by contamination can pose a risk to surface waters and groundwater contained within these aquifers. Peterborough's industrial legacy therefore presents a heightened potential risk in this context which should be managed accordingly.

5.186 In addition, land affected by contamination may pose an unacceptable risk to human health, the natural environment, the built environment and economic activities, through its impacts on the users of the land, and on neighbouring users. Land contamination, or the possibility of it, is therefore a material planning consideration in taking decisions on individual planning applications.

- 5.187** Where pollution issues are likely to arise, intending developers should hold pre-application discussions with the council, the relevant pollution control authority and stakeholders with a legitimate interest. In these circumstances, the submission of a preliminary risk assessment is a requirement for validating relevant planning applications.
- 5.188** Preliminary assessments and any subsequent additional information should be carried out in accordance with the Environment Agency's 'Model Procedures for the Management of Land Contamination (CLR11)', which is available at:
<https://www.gov.uk/government/publications/managing-land-contamination>.
- 5.189** There is additional advice regarding land affected by contamination at
<https://www.gov.uk/contaminated-land> and also on the Planning Practice Guidance website.
- 5.190** If additional technical guidance is produced by the Government or any recognised independent body with the relevant expertise, the council will take that into account in making decisions.
- 5.191** In cases where planning permission is granted for development of a site on which the presence of contamination is known or suspected, the responsibility for safe development and secure occupancy of the site rests with the developer and/or landowner.
- 5.192** The council will determine planning applications on the basis of the information available to it, but cannot be held liable if that information is subsequently proved to be inaccurate or inadequate.
- 5.193** The proposed policy below is broadly a carry over of policy PP20 in the current adopted development plan.



Policy LP34: Development on Land affected by Contamination

All new development must take into account:

- a) the potential environmental impacts on people, buildings, land, air and water arising from the development itself; and
- b) any former use of the site, including, in particular, adverse effects arising from pollution.

Where development is proposed on a site which is known to have or has the potential to be affected by contamination, a preliminary risk assessment should be undertaken by the developer and submitted to the council as the first stage in assessing the risk.

Planning permission will only be granted for development if the council is satisfied that the site is suitable for its new use, taking account of ground conditions, pollution arising from previous uses and any proposals for land remediation. If it cannot be established that the site can be safely and viably developed with no significant impacts on future users or ground and surface waters, planning permission will be refused.

The Policies

Part D – The Sites

- 6.1** In the Further Draft version of the Local Plan (due summer 2016) this section of the Plan will set out the precise sites required to meet the Local Plan growth targets set out for future housing, employment and Gypsy and Travellers. It will also include the detailed policies and sites for each City Centre Policy Area, which is expected to be very similar to the policies contained in the adopted City Centre DPD (December 2014).
- 6.2** As part of the preliminary draft consultation we are asking local agents, developers, land owners, parish councils and local residents to suggest sites they want to be considered as potential allocations for future growth. If you would like to submit a site for consideration please see the Preface of this plan for details.
- 6.3** All sites suggested to us will be assessed against a detailed assessment criteria that will include the following:
- Proximity to local community facilities such as shops, schools, employment and public transport;
 - Proximity to and impact on international and national wildlife sites;
 - Impact on the landscape and the wider environment such as listed buildings and agricultural land quality;
 - Site availability – developer/landowner interest, and the prospects for delivery within the plan period
 - Site Suitability – matters such as flood risk, ground conditions, transport and access; and
 - Compliance with national policy and with the Local Plan policies
- 6.4** The assessment criteria is based on the principles of sustainable development and mirrors the sustainability appraisal framework. The site assessment process will follow a very similar approach to that used for the Site Allocations DPD and City Centre DPD.
- 6.5** For consistency, the assessment criteria will be scored using a three point colour matrix (traffic light system), as set out below. This provides a clear and easy to understand scoring system.

Table 4 - Considered Outcome if Development was to Take Place on the Site

R	High risk of environmental or social harm
A	Some risk to environmental or social harm that can be mitigated against.
G	Potential to deliver beneficial environment or social effects

- 6.6** A deliberate decision has been taken to use colour rather than numbers, as the use of numbers implies a relative measure, which often does not exist when comparing economic, social and environmental variables. Some criteria, such as flood risk are seen as a major constraint and a red score would rule the site out immediately. Whereas other criteria such as the presence of a listed building could be mitigated against even though it scored a high risk.
- 6.7** During the site selection process we will work closely with other council departments, such as the education, transport and natural environment teams to gain their professional assessments of the sites as well as other organisations such as Natural England, Environment Agency and Historic England.
- 6.8** The preferred sites will be included in the Further Draft version of the plan to be published in summer 2016, at this time we will also publish an evidence report which will set out the full site assessment process and the reason for the inclusion of a site or not.

The Sites

Glossary

Please see the NPPF for a comprehensive glossary of planning related words and phrases. The following are additional words or terms.

Adoption - the formal decision by the city council to approve the final version of a document, at the end of all the preparation stages and examination in public, bringing it into effect.

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.

Biodiversity - a contraction of biological diversity, 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, see NPPF)

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.

Development Plan Document (DPD) - A Statutory Planning Document that sets 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.

District Centre - an area, defined on the Policies Map, which usually comprises groups of shops often containing at least one supermarket or superstore, and a range of non-retail services, such as banks, building societies and restaurants, as well as local public facilities such as a library.

Gypsies and Travellers - Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

Health Impact Assessment - a method of considering the positive and negative impacts of development upon human health

Infill - the use of vacant land and property within a built-up area for further construction or development (see also "windfall site").

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

Integrated Delivery Schedule (IDS) - brings together key infrastructure requirements and any constraints to wider development proposals.

Listed Building - a building or structure designated by the Secretary of State under the Planning (Listed Buildings and Conservation Areas) Act 1990 for its special architectural or historic interest, and therefore included in a 'list' of such buildings and structures.

Local Centre - an area, defined on the Policies Map, which usually includes a range of small shops of a local nature, serving a small catchment. Typically, local centres might include, amongst other shops, a small supermarket, a newsagent, a sub-post office and a pharmacy. Other facilities could include a hot-food takeaway and laundrette. In rural areas, large villages may perform the role of a local centre.

Glossary

National Planning Policy Framework (NPPF) - the Government's national planning policies for England and how these are expected to be applied.

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

Pitch - means a pitch on a "gypsy and traveller" site

Plot - means a pitch on a "travelling showpeople" site (often called a "yard")

Policies Map (previously known as a Proposals Map)- a map on an Ordnance Survey base which shows where policies in Local Plans apply.

Scheduled Monument - a nationally important archaeological site that has been designated by the Secretary of State under the Ancient Monuments and Archaeological Areas Act 1979, and therefore included in a 'schedule' of such monuments.

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.

Sustainability Appraisal (SA) - a formal, systematic process to assess the environmental, economic and social effects of strategies and policies in a DPD 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.

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 Drainage Systems (SuDS) - an overall term for systems of surface water drainage management that take into account the quantity and quality of runoff, and the amenity value of surface water in the urban environment. The main focus is on source control and the mimicking of natural processes to enable infiltration and gradual discharge into watercourses.

Use Classes - contained within the Use Class 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.

Village Envelope - a boundary on a map beyond which the local planning authority proposes that a village should not be able to extend.

Local Green Spaces

Appendix B - Local Green Spaces

The Local Green Space designation is a means of protecting parcels of land which do not fall under existing statutory designations or protective ownership. Therefore, land covered by the following statutory designations would not be included, as there already exists a legislative and policy framework to protect them:

- Sites of Special Scientific Interest (SSSIs)
- National Nature Reserves (NNR)
- Local Nature Reserves (LNR)
- Local Wildlife Sites (LWS)
- Historic Parks and Gardens
- Town and Village Greens and registered commons
- Land under protective ownership (e.g. National Trust, Woodland Trust etc).

The following table sets out detailed information that will be used to determine if a proposed site is suitable for designation a Local Green Space.

Table 5 Local Green Spaces Criteria

Local Green Space Criteria	Explanation
1. Are in close proximity to the community they serve	The Local Green Space should be in easy walking distance (up to 300m or a 5 minute walk) from the local community it serves and must not be isolated or distant from communities.
2. Are local in character and not an extensive tract of land	There is no set size limit for a Local Green Space. Blanket designations of swathes of open land adjacent to settlements would not be appropriate (for example Green Wedges)
3. Demonstrably special to the local community because of its: <ul style="list-style-type: none"> • Beauty • Historic significance • Recreational value • Tranquillity • Richness of its wildlife • For any other reason 	<ul style="list-style-type: none"> • Beauty: enhances local character, adds to the setting of a building or groups of buildings; • Historic significance: listed building near or on area/open space, provide the setting of and/or views of listed building or historic assets such as a war memorial whose setting needs protecting. Also historic landscape features, such as ancient trees or old hedgerows; • Recreational value: play area, allotments, informal spaces in housing estates, sports and playing fields (not already covered by a designation); • Tranquillity: spaces that are calm and allow for quiet enjoyment and reflection; • Richness of its wildlife: provides for biodiversity, known protected species, meadows; • Any other reason:
4. Consistent with the local planning of sustainable development and complement investment in sufficient homes, jobs and other essential services.	Local Green Space designations are not normally appropriate for sites with existing planning permission/allocated in the Local Plan or Neighbourhood Plan for other uses unless it can be demonstrated that the Local Green Space can be incorporated within the site as part of the development.

Local Green Spaces

Buildings of Local Importance

We intend to keep all Buildings of Local Importance in Peterborough as listed in the current Planning Policies DPD. Full details of each of the buildings and structures are contained in the separate publication 'Buildings of Local Importance in Peterborough' (2012).

We will consult on the list at the further draft stage in Summer 2016.

Buildings of Local Importance

Neighbourhood Planning

Appendix D - Neighbourhood Planning

One of the formal mechanisms for greater influence over the places that people live is through Neighbourhood Planning, introduced through the Localism Act. It allows Parish Councils, or Neighbourhood Forums where Parish Councils do not exist, to prepare a plan that set policies for the use of land in their area. Such policies could include:

- The allocation of sites;
- Other allocations (such as protecting things which are important to you); and
- Design matters, such as the types of materials you would like to see used in new developments.

Some parishes in Peterborough are already preparing Neighbourhood Plans, and there is no need for this Local Plan to give you permission to proceed.

The council supports the production of Neighbourhood Plans and is happy to assist in their production (though the lead and effort must come from the community themselves, as required by law). We would be particularly supportive of Neighbourhood Plans which cover one or more of the following topics (with their inclusion being proportionate to the community which is to be covered by the Neighbourhood Plan):

- Site Allocations (provided they are in line with the thrust of policies in this plan, such as the settlement hierarchy)
- Scale and massing of buildings
- Local character considerations
- Local design and building materials
- Boundary fences/walls design criteria
- Support for community facilities and services to ensure a thriving settlement
- Policies to support sustainable lifestyles
- Affordable housing sites
- Housing type/size (eg small/large dwellings, bungalows)

Neighbourhood Plans are required to meet the basic conditions as set out in legislation. One element of this is that a Neighbourhood Plan must be in general conformity with the strategic policies contained within the Local Plan. Therefore to assist Neighbourhood Plan production, at the Further Draft Stage the Plan will list which policies are strategic.

Neighbourhood Planning