

CABINET	AGENDA ITEM No. 5.2
12 OCTOBER 2009	PUBLIC REPORT

Cabinet Member responsible:	Councillor P Croft (Cabinet Member for Strategic Planning, Growth and Human Resources)	
Contact Officers:	Shahin Ismail (Head of Delivery)	Tel. 452484
Reporting Officer:	Peter Heath-Brown (Planning Policy Manager)	863796

PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH CORE STRATEGY (PROPOSED SUBMISSION VERSION)

R E C O M M E N D A T I O N S	
FROM : Head of Delivery	Deadline date : 12 October 2009
<ol style="list-style-type: none"> 1. That Cabinet recommends the Peterborough Core Strategy (Proposed Submission Version) to Council for approval for the purposes of public consultation and submission to the Secretary of State. 2. That the Cabinet Member for Strategic Planning, Growth and Human Resources be authorised to approve, by Cabinet Member Decision Notice, a list of amendments (if any) to be incorporated into the Core Strategy arising from the outcome of Sustainability Appraisal and Habitats Regulations Assessment, which are due after the date of the Cabinet meeting, with that list being presented to Council for approval together with the Core Strategy. 3. That Cabinet notes the arrangements for consultation with the new Neighbourhood Councils (set out in paragraph 4.14 below), with any comments made by these Councils being presented to Council for consideration alongside the Core Strategy. 	

1. ORIGIN OF REPORT

1.1 This report is submitted to Cabinet following approval of the Preferred Options version of the Peterborough Core Strategy for the purposes of public participation at the meeting of Cabinet on 31 March 2008, and following the ensuing public participation and further evidence gathering since that date.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to enable Cabinet to consider and recommend to Council a proposed strategy which forms part of the major policy framework – namely the Peterborough Core Strategy (Proposed Submission version). If it is approved by Council, it will be published for public consultation and then submitted to the Secretary of State.

2.2 The recommended Core Strategy (Proposed Submission version) is available on the Council's website <http://democracy.peterborough.gov.uk> and copies have been placed in each of the Members Group Rooms.

2.3 This report is for Cabinet to consider under its Terms of Reference No. 3.2.9 'To commission reviews by and determine any changes of policy proposed by the Scrutiny Committees and Commissions making recommendations to Council about proposed changes to the Council's major policy and budget framework'.

3. **TIMESCALE**

Is this a Major Policy Item/Statutory Plan?	YES	If Yes, date for relevant Council Meeting	2 December 2009
		Date for submission to Government Dept	Communities and Local Government - Spring 2010

4. **PETERBOROUGH LOCAL DEVELOPMENT FRAMEWORK: PETERBOROUGH CORE STRATEGY (PROPOSED SUBMISSION VERSION)**

Introduction

- 4.1 The Planning and Compulsory Purchase Act 2004 introduced a new system of plan-making, which is known as the Local Development Framework (LDF). One of the first requirements under this new system was for all local planning authorities to submit to Government a Local Development Scheme (LDS). This is a document that sets out a schedule and programme for the preparation of all the other documents that will make up the Local Development Framework for the authority's area; initially for the first 3 years, and then to be rolled forward to cover subsequent 3 year periods.
- 4.2 Peterborough's most recent LDS was approved by Cabinet Member Decision Notice and subsequently accepted by the Secretary of State in April 2007. It demonstrates the Council's intentions to progress a number of documents at the same time, including those specifically for minerals and waste, jointly with Cambridgeshire County Council. Already the Council has adopted its Statement of Community Involvement and one Supplementary Planning Document, and has produced successive Annual Monitoring Reports. One of the next documents that the Council must produce is the Core Strategy.
- 4.3 The Core Strategy will become part of the statutory development plan when it is completed, and, as such, will be part of the Council's major policy framework. It will be one of the documents that will gradually replace the existing Peterborough Local Plan; but under the new arrangements there will not be a single 'Plan' for Peterborough, but a suite of documents that together comprise the LDF.
- 4.4 The Core Strategy will set out the vision, objectives and overall strategy for the development of Peterborough up to 2026, together with a limited number of policies that are core to achieving or delivering that strategy. It is required to conform generally with the Regional Spatial Strategy (RSS) for the East of England (sometimes known as the East of England Plan). It must reflect the Sustainable Community Strategy for Peterborough, with consistency of vision and priorities, demonstrating how the spatial elements of that Strategy will be delivered. It must also take into account national planning advice and other key regional and local strategies and plans.
- 4.5 Although the Core Strategy will be accompanied by a key diagram which will show pictorially some of the key elements of Peterborough's development strategy, it will not have a proposals map drawn on an Ordnance Survey base. This is because the details of site boundaries (for example, the allocation of specific parcels of land for particular forms of development, or the specific boundaries of areas in which a planning policy might apply) are matters for other documents in the LDF. These other documents will follow the Core Strategy and must, themselves, be in conformity with it.
- 4.6 This demonstrates a fundamental feature of the Core Strategy; namely that it is strategic in nature, addressing the issues that are core to the future of Peterborough, and avoiding levels of detail that are more appropriate to subsequent elements of the LDF.

Public Participation on Preferred Options

- 4.7 The regulations and guidance on the preparation of documents within the LDF provide for various stages, with differing opportunities for public involvement at each stage. On 31 March 2008, Cabinet approved a 'Preferred Options' version of the Core Strategy for public participation.
- 4.8 Consultation on that version took place over a six week period during May and June 2008. A total of 878 comments were received from individual members of the public, developers, agents, landowners, companies, parish and neighbourhood councils, adjoining local authorities, Government Departments and Agencies, registered social landlords, pressure groups and interest groups.
- 4.9 All of the comments have been considered and taken into account in preparing the next (Proposed Submission) version of the Core Strategy, which is now before the Cabinet.
- 4.10 In the intervening period since the public consultation, further studies have been commissioned and evidence has been sourced – sometimes as a direct response to comments made and sometimes in response to new Government advice or the identification of evidence gaps. This work has included a Level 2 Strategic Floodrisk Assessment, a Water Cycle Study, an Energy Study, an Affordable Housing Financial Viability Assessment and a Resource Efficiency Viability Study. Discussions and negotiations have taken place with the prospective developers of the potential major developments on which the Core Strategy would rely.
- 4.11 In the light of all of this, officers have produced a draft Proposed Submission version. Attached at Annex A is a document which summarises the main issues from comments received during the public consultation last year and the main changes that have been made to turn the Preferred Options version into the Proposed Submission version that is now before Cabinet. An individual response to each comment will appear on the Council's website after this version is approved by Council.
- 4.12 Prior to this Cabinet meeting, the summary of comments made and proposed changes were considered by the Local Development Framework Scrutiny Group (7 September 2009), acting on behalf of the Sustainable Growth Scrutiny Committee. Changes have been made to the draft Core Strategy arising from that meeting. A copy of the notes of the meeting is attached at Annex B.
- 4.13 The draft Core Strategy has been considered by the Planning & Environmental Protection Committee (22 September 2009), and comments made at that meeting will be reported orally to Cabinet.
- 4.14 The new Neighbourhood Councils were not set up in time for any consideration of the Core Strategy prior to this Cabinet meeting, but it is proposed to consult them during their October round of meetings. Any comments made by these Councils will be presented to the meeting of Council on 2 December for consideration alongside the Core Strategy.
- 4.15 It is a statutory requirement that the Core Strategy should be the subject of formal sustainability appraisal (incorporating strategic environmental assessment), and Habitats Regulations Assessment. This process is underway but it is a continuous one and is not finished. Furthermore, if Cabinet were to make changes to the document – for example in the light of comments from Planning & Environmental Protection Committee – these would have to be subjected to these formal assessments. It is possible that some further changes will be needed in the light of these processes. Therefore, it is recommended that the Cabinet Member for Strategic Planning, Growth and Human Resources be authorised to approve, by Cabinet Member Decision Notice, a list of such amendments (if any) after the date of the Cabinet meeting, with that list being presented to Council on 2 December for approval together with the Core Strategy.

Summary of the Recommended Proposed Submission Version

- 4.16 In this section some of the key features of the recommended Proposed Submission version are summarised.
- 4.17 **Housing** – Peterborough needs to meet the requirement for at least 25,000 additional dwellings between 2001 and 2021, plus continuity of supply to 2026 thereafter. Taking into account what has been delivered already, and those dwellings expected to be lost through demolition and change of use, we must plan for approximately 25,500 more dwellings, 2009 to 2026.
- 4.18 It is proposed that the location for these dwellings should be broadly as follows:
- City centre – 4,300 dwellings
 - District centres – 1,300 dwellings
 - Within the urban area – 4,400 dwellings
 - Hampton – 4,100 dwellings
 - Paston Reserve – 1,200 dwellings
 - Norwood – 2,300 dwellings
 - Stanground South – 1,500 dwellings
 - Great Haddon – 5,300 dwellings
 - Key Service Centres (i.e. the villages of Eye/Eye Green and Thorney) – 600 dwellings (in total)
 - Limited Growth Villages – (i.e. the villages of Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering) – 450 dwellings (in total)
 - Small Villages (i.e. others not mentioned above) – 50 dwellings (in total)
- 4.19 The figures above include dwellings which are already under construction, have full planning permission or have outline planning permission (amounting to 9,318 dwellings). So, for example, the Hampton figure does not imply an additional 4,100 above what is already planned; it simply reflects the outstanding commitment (plus an additional allowance to enable development on the former Orton Brickworks and elsewhere).
- 4.20 There will be two entirely new urban extensions to the existing built-up area of the city (a) extending the Paston Reserve area into Norwood, west of the line of the A1073 Peterborough-Crowland highway improvement; and (b) at Great Haddon, south and west of Hampton, with development extending towards Norman Cross and the A1(M).
- 4.21 **Employment** – the economic development strategy is based on an ‘Environment Plus’ scenario, with the potential to create more than the indicative target of 20,000 additional jobs set by the East of England Plan, and with an emphasis on job creation in the higher value-added sectors, particularly the environmental industries.
- 4.22 At least 95.5 hectares (and up to 125.5 hectares) of employment land is proposed in addition to that already identified and/or committed through planning permissions. This is expressed as a range in order to meet the minimum requirement, but allow for flexibility of choice for potential investors. The principal locations for new employment development will be in and adjoining the urban area, the city centre, Alwalton Hill, Stanground South, the Great Haddon urban extension and the Norwood urban extension. A location at Red Brick Farm (Eastern Industry) was suggested in the Preferred Options consultation document, but evidence from the latest Environment Agency Floodrisk maps and from the Peterborough Level 2 Strategic Floodrisk Assessment has highlighted significant floodrisk problems. Therefore it is not included in the Proposed Submission version. It would not be prudent to rely on this site for delivery of the Core Strategy, but if the floodrisk issues can be satisfactorily addressed, it can come back into the reckoning as a site adjoining the urban area through the subsequent preparation of the Peterborough Site Allocations DPD.
- 4.23 **Regional Freight Interchange** – The Preferred Options document raised the issue of a potential road/rail freight interchange beside the Peterborough-March railway line at Stanground (sometimes referred to as Magna Park), and invited comments. There were 53

objections to this idea, including reference to a petition against the proposal, all largely from residents of Stanground. The prospective developers of the scheme set out their arguments in favour.

- 4.24 The Magna Park proposal is large, complex and of regional significance. It is inevitable that proposals of this scale will have competing benefits and problems. The development would bring significant advantages in the form of substantial additional employment and investment into Peterborough and, from a regional and national perspective, a transfer of long-distance freight from road to rail, with all the associated reduced traffic congestion, reduced pollution and sustainability benefits. It would accord with the East of England Plan. Issues at a local level include: pollution (noise/light/air/etc), floodrisk, biodiversity, minerals supply, traffic and transport, archaeology, impact on the landscape and impact on the amenities of nearby residents.
- 4.25 It is not the function of the Core Strategy to deal with any particular planning application, but to establish matters of strategy. On balance, it is felt that, strategically, the location at Stanground is a suitable one for a regional freight interchange, and the benefits of the scheme outweigh the disadvantages. Therefore the recommended Proposed Submission document includes a policy which supports the principle of the development of a regional freight interchange at this location subject to the prospective developer supplying all the evidence necessary; and itemises the main issues that would need to be addressed through a planning application. It emphasises the importance of a planning obligation to deal with matters that are not capable of being resolved on the site itself. However, in the event of the scheme not proceeding (e.g. because the developer cannot meet the policy requirements), the Core Strategy would still work, as it is capable of delivering the minimum job requirements of the East of England Plan.
- 4.26 **Urban Extensions** – the key requirements for each of the new urban extensions are set out in a separate policy.
- 4.27 **Settlement Hierarchy** – there will be a hierarchy of settlements with the City of Peterborough (including the existing urban area, the City Centre, District Centres and proposed urban extensions) at the top; Key Service Centres of Eye/Green and Thorney; Limited Growth Villages of Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering; and Small Villages of Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe.
- 4.28 **Housing Needs** – developments should meet the housing needs of all sectors of society. The Preferred Options document suggested that 35% of all dwellings on sites of 15 or more should be provided as affordable houses, but evidence from the viability study shows that this would have a serious effect on the viability of new residential developments and could not be supported. According to the evidence, a target of 25% to 30% would be more appropriate. The policy therefore now presents 30% as a target for the plan period as a whole (to 2026), whilst acknowledging that that this may not be achievable in some locations or at some times (for example, in the current economic climate). The affordable houses should be split as 70% affordable rented and 30% intermediate. There are requirements for Lifetime and Wheelchair homes. The text accompanying the policy sets out a range of dwelling size (by number of bedrooms) to improve the choice of homes available, including more at the smaller and larger ends of the market – the latter, in particular, to encourage more business leaders to relocate to the area.
- 4.29 **Gypsies and Travellers** – criteria for the location of new sites for gypsies and travellers are set out, in accordance with a Government requirement. At least 15 pitches would need to be provided in each of the urban extensions at Great Haddon and Norwood.
- 4.30 **Neighbourhood Regeneration** – the strategy for the future of Peterborough is as much about regeneration of existing neighbourhoods as it is about new developments. The Neighbourhood Management approach to regeneration is re-affirmed.

- 4.31 **Environment Capital** – the Preferred Options document suggested a policy to secure improved sustainability standards (in terms of thermal efficiency, water efficiency, use of renewable energy etc) for residential and non-residential buildings in advance of national timelines. A study into the effects of such a policy on the viability of development shows that it would only be viable if the Council reduced its requirements in terms of planning obligations, or reduced its affordable housing requirements still further. In view of this, and the criticism of the preferred options draft policy (including from the Government Office), the Proposed Submission version replaces it with a less prescriptive policy, setting out what would be required from developers to contribute towards Peterborough’s aspirations to become the UK’s Environment Capital. This will fit well with the vision of the Sustainable Community Strategy.
- 4.32 **Renewable Energy** – renewable energy is encouraged in accordance with the Community Strategy aspiration to make Peterborough the UK’s Environment Capital. The proposal for an ‘area of search’ for a wind farm alongside the eastern edge of Fengate/Eastern Industry is deleted.
- 4.33 **Infrastructure** – the policy in the Preferred Options document that simply listed a selection of items of infrastructure came in for a considerable degree of criticism. It has been deleted, and replaced with a policy in the Proposed Submission version which requires development to have adequate infrastructure in place before it can proceed. Reliance will be placed on the forthcoming Peterborough Integrated Development Programme to set out the infrastructure needed to deliver the Core Strategy.
- 4.34 **Developer Contributions** – infrastructure, services and facilities which are needed as a result of developments will be funded from a standard charge approach, raised through planning obligations, and consistent with the Council’s emerging Planning Obligations Implementation Scheme.
- 4.35 **Transport** – the strategy for all transport related decisions will be delivered through the Council’s Local Transport Plan process, with key themes being highlighted.
- 4.36 **Retail** – the strategy for retail provision will be based on a hierarchy of centres, with the city centre at the top; followed by the five district centres of Bretton, Hampton, Millfield, Orton and Werrington; and local centres and key village centres. National policies will apply in order to promote the vitality and viability of existing centres, to serve the needs of shoppers in their catchment areas, but allowing for retail development elsewhere if this can be justified. The priorities are to expand the retail offer of the city centre, improve those district centres which have lacked investment (e.g. Werrington) and provide shopping facilities to meet the needs of residents in areas of new development.
- 4.37 **The City Centre** – the city centre will be further developed with retail/leisure in North Westgate, much more housing, an improved public realm, re-use of vacant and under-used sites, and better use of the riverside, all coupled with protection and enhancement of the conservation area. More detailed proposals will be determined through a separate City Centre Area Action Plan.
- 4.38 **Urban Design and the Public Realm** – the policy sets out a full range of criteria to achieve high quality and inclusive design as part of a strategy to achieve an attractive, safe, healthy, accessible and sustainable environment throughout Peterborough.
- 4.39 **The Historic Environment** – the policy sets out a full range of criteria to protect, conserve and enhance the historic environment throughout Peterborough, through the special protection afforded to listed buildings; conservation areas; scheduled ancient monuments; non-scheduled, nationally important archaeological remains; other areas of archaeological potential or importance; buildings of local importance; and areas of historic landscape or parkland.
- 4.40 **Culture, Leisure and Tourism** – the policy encourages the development of new cultural, leisure and tourism facilities, consistent with the strategies from Cultural Services, that will

help improve the range of facilities the city has to offer and meet the needs of the population, promoting the image of the city and attracting more visitors.

- 4.41 **Open Space and Green Infrastructure** – the strategy is to ensure Peterborough and its villages are provided with a range of open spaces of all types, including green infrastructure which will deliver benefits for biodiversity as well as places for recreation. A key component of this will be the Green Grid, providing a strategic network of open spaces around the city.
- 4.42 **Landscape Character** – the landscape of Peterborough will be protected and enhanced through the identification of different landscape character areas, coupled with careful control of development in the countryside.
- 4.43 **Biodiversity and Geological Conservation** – considerable emphasis will be placed on protecting and promoting biodiversity throughout Peterborough for the benefits of existing residents and future generations, whilst still enabling substantial new development to meet growth targets.
- 4.44 **Floodrisk** – locations for new development must always take the risks of flooding into account, in accordance with national policy and zones of different floodrisk probability identified through the Level 1 and Level 2 Peterborough Strategic Floodrisk Assessments.

5. CONSULTATION

- 5.1 Consultation on the Preferred Options version of the Core Strategy has been summarised above.
- 5.2 Consultation with the Local Development Framework Scrutiny Group and the Planning & Environmental Protection Committee has been referred to in paragraphs 4.12 and 4.13 above.
- 5.3 Arrangements for consultation with the Neighbourhood Councils are referred to in paragraph 4.14 above.
- 5.4 After the Proposed Submission version has been approved by Council, it will be published and there will be a consultation opportunity for the public to lodge formal representations on the 'soundness' of the document (consultation due in Jan/Feb 2010). The document, and any representations made, will be submitted to the Secretary of State, who will arrange for a public examination by an independent inspector from the Planning Inspectorate. The inspector will produce a report with recommendations, but these are binding on the Council.

6. ANTICIPATED OUTCOMES

- 6.1 It is anticipated that Cabinet will recommend the Core Strategy (Proposed Submission version) for approval by Council.

7. REASONS FOR RECOMMENDATIONS

- 7.1 Cabinet is recommended to approve the Core Strategy (Proposed Submission version) because it will help to progress the Sustainable Community Strategy vision for a bigger and better Peterborough that grows the right way; and because production of the Core Strategy is a statutory requirement.

8. ALTERNATIVE OPTIONS CONSIDERED

- 8.1 The alternative options of not producing a Core Strategy or not taking into account comments made at the Preferred Options stage were rejected, as the Council would not be fulfilling its statutory requirement.

9. IMPLICATIONS

- 9.1 The Core Strategy will have implications for all sectors of society and all wards and parishes of the local authority area. The process of sustainability appraisal, based on social, economic and environmental criteria, ensures that all potential implications are taken into account in a systematic way.
- 9.2 Legal Implications: The Council would be in breach of planning legislation if it did not comply with the new provisions.
- 9.3 Financial Implications: There are no immediate financial implications flowing from the approval of the Core Strategy (Proposed Submission). The detailed financial implications of the growth described will be assessed as individual schemes develop, and these will be incorporated into the Council's Capital and Revenue financial planning processes.

10. BACKGROUND DOCUMENTS

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

All comments submitted in response to the Peterborough Core Strategy Preferred Options consultation, are available on the Council's website.