

CABINET	AGENDA ITEM No. 6.3
14 th DECEMBER 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	<i>Piers Croft, Cabinet Member for Strategic Planning, Growth and Human Resources</i>	
Contact Officer(s):	<i>Shahin Ismail, Head of Delivery</i>	452484

PETERBOROUGH'S NEW GROWTH DELIVERY ARRANGEMENTS

R E C O M M E N D A T I O N S	
FROM : <i>Cabinet Member for Strategic Planning, Growth and Human Resources</i>	Deadline date : 14 th December 2009
1. That Cabinet approves the proposed changes to the growth delivery arrangements set out in this paper.	

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Cabinet following a referral from Cllr Piers Croft, Cabinet Member for Strategic Planning, Growth and Human Resources.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is for approval of proposed changes to growth delivery arrangements.
- 2.2 This report is for Cabinet to consider under its Terms of Reference No. 3.2.4 To promote the Council's corporate and key strategies and Peterborough's Community Strategy and approve strategies and cross-cutting programmes not included within the Council's major policy and budget framework.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. PROPOSED CHANGES

4.1 Rationale for changes

- 4.1.1 The credit crunch that began in 2007 has virtually eliminated the funding traditionally available for growth developments and it is unlikely these funding mechanisms will ever recover to levels seen before. The economic downturn has also created a heightened pressure for economic development and city marketing activities. A full rationale for the changes proposed can be found in the Annex to this report.

4.2 The Way forward

- 4.2.1 Over the last year, the Council has been working to ensure its growth delivery arrangements positively adapt to these changes. A dialogue with capital market specialists has been initiated, who have advised on the in-house processes and arrangements that will be needed to generate investor confidence in the city, and on the technical approaches for making a case for them to fund key projects. The arrangements discussed below (and in more detail in the annex) will combine capital market infrastructure finance expertise with world-class development skills, enabling the growth agenda to continue to be delivered.

4.2.2 As well as refreshing project delivery arrangements, the changes will also strengthen the commitment to building a strong economic base in the city. These proposals will, through changes to Opportunity Peterborough, enhance the approach to economic growth and development within the city and the wider sub-region, helping to realise the ambition to create conditions for greater levels of entrepreneurship and enterprise.

4.3 Overview of the new arrangements

4.3.1 These proposals result in the continued successful partnership between the Council and Opportunity Peterborough and introduce strengthened capabilities in both organisations.

4.3.2 Opportunity Peterborough will build on its core strength: a more focused economic development role, upskilling the local workforce and marketing and promoting the city to businesses. The council's delivery team will be strengthened in two ways: by building a dedicated growth delivery team and establishing the Peterborough Development Partnership. The diagram below shows the proposed model:



4.3.3 The benefits will be:

- A focus on improving adult skills to access good quality jobs across the city
- A focused economic development role
- Attracting inward investment by promoting the city and marketing it for new businesses
- The ability to present growth projects as investment opportunities to the capital markets
- A planned programme of project delivery underpinned by Planning, Housing and Environmental Strategy
- A strengthened growth project assurance function
- A single point of contact for developers and landowners
- The evolution of a City Prospectus, setting out key messages for investors
- An acceleration of projects delivery

4.4 Opportunity Peterborough

4.4.1 Opportunity Peterborough will enhance its focus on economic development, business engagement and support, and city marketing. It will assess economic conditions and organise appropriate interventions to strengthen the local economy. The types of interventions that may be made could include working with large firms and their supply chains to improve the local supplier base and programmes to assist nascent business clusters in securing investors and customers.

4.4.2 The business engagement and support function will help people start up businesses, handle inward investment enquiries, and provide advice on a range of business management issues, whilst the city marketing function will focus on building the Peterborough brand and using marketing campaigns to encourage investor activity.

4.5 Peterborough City Council's Delivery Function

4.5.1 The function will cover three primary areas: policy and strategy, programme assurance, and relationship management.

4.5.2 The policy and strategy team will bring together planning policy, strategic housing and environmental strategy. The team will ensure that growth projects are properly informed by policy considerations. This team is already in existence, but will be strengthened by the addition of an environment strategy function.

4.5.3 The programme assurance function will provide a project development service and integrate growth projects with the council's project and programme assurance machinery. The team will probe development proposals and make sure they are financially sound, are aligned to the city's strategic objectives, and will ensure joined up working with other capital projects in the city.

4.5.4 The relationship management function will be a single point of contact for dealing with investors and developers, providing consistent advice and messages and being empowered to make decisions or facilitate them to enable progress. Although the city has an attractive product to offer investors, in the past the council and its partners have undersold this because we have not put ourselves into investors' and developers' shoes and set out our stall in such a way as to attract their attention. This new function will address that issue. The Council's land asset base will be managed from within this team.

4.6 Peterborough Delivery Partnership (PDP)

4.6.1 Although part of the Council's Delivery division, the PDP will serve a clearly differentiated function. The PDP will be led by a Head of Peterborough Delivery Partnership who will be accountable to the Chief Executive, and staffed with a very small core team. Its primary function will be to action mandates from the Delivery Function, transforming these into coherent, viable development programmes. To enable this, it will put together relevant investors and other stakeholders, obtaining the right mix of public and private finance to deliver developments successfully. It will oversee the physical delivery of the scheme, ensuring these programmes are tightly and actively managed throughout the construction period.

4.6.2 The PDP will commission expert capability to conduct a direct dialogue with the capital markets and to organise its development requirements in such a way as to make them attractive to long-term investors. Alongside this specialist infrastructure finance capability, world-class development specialists will be commissioned, with the skills and high-profile experience needed to deliver large mixed-use schemes in both private and public sector settings.

4.7 Financial Implications

4.7.1 Opportunity Peterborough are able to adapt to the new arrangements within their existing budgets, whilst releasing funding that is necessary for the enhanced capabilities of the Council's growth function and the Peterborough Delivery Partnership. This funding, coupled with other changes internally, and existing sources of growth funding means that the new arrangements should be able to be contained from within the budget allocations contained within the MTFP elsewhere on the agenda. The ongoing funding arrangements will be reliant on individual business cases for scheme specific projects.

4.8 Human Resources Implications

4.8.1 Currently, detailed organisational structures are being developed in accordance with the Council's HR process that will show the posts required by the new structures, both within the Council and Opportunity Peterborough. The structure is broadly defined subject to appropriate consultation with those affected.

4.8.2 Once these have been finalised, it will be clear how specific individual staff are impacted, but at this point it is likely that:

- there will be some secondments from Opportunity Peterborough to the Council
- that some existing Council staff will transfer between departments
- that there will be some redundancies

4.8.3 The Head of HR is advising on the development of these proposals, and Employment Committee will be consulted as appropriate on these changes once structures have been finalised and all implications are understood.

4.9 Legal Implications

- 4.9.1 The external capability to be commissioned into the PDP is envisaged to work as a managed service provided to the council by an individual supplier or a supplier consortium. This service will be procured in the usual way through a process led by the Executive Director of Strategic Resources will be through an approved procurement route.

5. CONSULTATION

- 5.1 The proposals above have been developed with Opportunity Peterborough, and have the support of the Opportunity Peterborough Board. The Homes and Communities Agency (HCA) and East of England Development Agency (EEDA), as the two funding partners of Opportunity Peterborough, support the proposals. Normal consultation with staff will formally commence following Cabinet's approval.

6 ANTICIPATED OUTCOMES

- 6.1 The changes outlined above will help minimise duplication and overlap between different parties in driving growth for Peterborough forward, improve alignment and allow the city the access to new skills and capabilities that are necessary to attract major investment in the current climate. In particular, it will help
- strengthen the city's economic development function within Opportunity Peterborough create focus on prioritising and developing key projects into high-feasibility, deliverable schemes
 - better manage relationships between key stakeholders in a more integrated way, with a new single point of contact approach
 - assure the delivery of these schemes through the new Peterborough Delivery Partnership

7 REASONS FOR RECOMMENDATIONS

- 7.1 The reasons for the recommendations are explained in detail in Section 4, but in summary:
- It is likely to be several years before traditional financing opportunities are available again, and these are unlikely to ever be to the same value as before to the downturn. For Peterborough's growth agenda to meet its ambitious targets, it must move forward with innovative finance models.
 - A specialist capability is needed to access the financial markets in a different way.
 - There is a greater need for focused economic development activity in the current climate, a function that Opportunity Peterborough is well placed to drive.

8 ALTERNATIVE OPTIONS CONSIDERED

- 8.1 A total in-house option was considered, but the expertise needed does not exist within the Council nor could a local authority reasonably be able to recruit such expertise in the future.
- 8.2 A fully externalised growth delivery service was rejected due to prohibitive cost and to ensure control of growth schemes was retained by the Council.
- 8.3 The options of continuing 'as is' was rejected as it would significantly constrain the medium term growth possible for the city compared to the recommended option.

9 BACKGROUND DOCUMENTS

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

List here documents and any other information used to write this report. DO NOT include exempt items OR any previously published documents. Be specific. Anything you list here must be available for public inspection for several years after the decision date.

ANNEX 1: THE CASE FOR REFRESHING GROWTH ARRANGEMENTS

Background

Opportunity Peterborough (OP) was founded by Peterborough City Council (PCC), English Partnerships (now Homes and Communities Agency HCA) and East of England Development Agency (EEDA) as an Urban Regeneration Company in 2005, to enable and facilitate sustainable growth, following successful lobbying in 2004 to add Peterborough to the London-Stansted-Cambridge growth area.

Over the past four years, working in partnership with its founding members, OP has:

- Commissioned and overseen the preparation of the Integrated Development Study (IGS) which underpins the city's emerging Local Development Framework (LDF)
- Commissioned and overseen the preparation of a Consultants Recommended Option for the City Centre Area Action Plan, again a key document in the city's LDF
- Led the preparation of an Integrated Development Programme (one of 4 such pilots across the Region) setting out the infrastructure requirements that flow from the IGS and underpinning the LDF and emerging s.106 Strategy
- Championed the designation of southern South Bank as the largest Carbon Challenge project in the UK by central government
- Coordinated the delivery of the Eco-Innovation Centre in Peters Court to incubate small green businesses
- Led the preparation of a city centre Public Realm Strategy and first phase implementation in Cathedral Square/St Johns Square
- Led the preparation, launch and ongoing promotion of a new city brand to change perceptions of the city, support growth and attract inward investment
- Commenced essential preparatory work on a number of key development schemes
- Supported and assisted a range of projects including early stage work on a University offer for the city
- Collaborated with the council in developing the ideas in this paper about a fresh approach to delivering growth in Peterborough

These are significant achievements for the city and have laid the foundations for taking forward the delivery of the planned growth in Peterborough in accordance with the founding partners' aspirations.

Current Position

The traditional approach has been to prepare projects for delivery and bring them to the market for private sector developers to invest. However, across the country (and to some extent globally) regeneration programmes have slowed down, paused or in some cases been abandoned as the financial foundations underpinning them eroded through the credit crunch period. The Financial Times reported in July that \$150bn of funds was available for investment globally in regeneration schemes, but that the projects to invest in were simply unavailable on viable terms.

In Peterborough since the credit crunch began during 2007 the market's appetite for development has all but disappeared. The only significant residential development that has taken place in the last year or so has been of affordable housing; the North Westgate scheme retail scheme has stalled; and other opportunities now present significant financial viability challenges.

The most pressing reason to introduce a fresh delivery vehicle is simply that of "horses for courses". During a bull property market, and when investors and developers are confident, an

Urban Regeneration Company (URC) acting on a Council's behalf can co-ordinate and optimise the development efforts of private and public sector organisations and secure better outcomes for a city as a consequence of this activity. During a bear market - and we are experiencing the most severe bear market for several generations - there is so little activity taking place that this co-ordination role is less significant and a different approach is required.

The Way Forward

The council took steps to address the implications of the credit crunch and its consequential recession promptly, and has been working for more than a year to bring the fresh capabilities described in this paper to fruition. A dialogue was initiated with capital markets specialists who have been advising on the in-house processes and arrangements that will be needed to generate investor confidence in the city, and on the technical approaches required to make out a case for projects to be funded. The new delivery arrangements will combine capital markets infrastructure finance expertise with world-class development skills.

In essence, the case for remodelling delivery arrangements comes down to two facts:

- The sources of finance that have fuelled regeneration programmes for the last few decades have disappeared and will not return for some time; most commentators doubt that financial markets and the macro-economic behaviours that underpin them will ever return to the state they were in during 2006, shortly before the credit crunch
- Other sources of finance are available, but these have traditionally only been accessed by organisations with the capability to address the owners of these funds on their own terms using their own language.

Peterborough's new delivery arrangement therefore requires these core capabilities:

- The ability credibly to engage in deal-focused discussions with large private financial institutions looking to place funds in long-term infrastructure investments
- The ability actively to manage a project's financing throughout the course of a regeneration scheme, optimising risk across the parties so as to minimise the costs of capital while assuring investors' returns are achieved
- Control over, and active management of, the projects themselves - shared with stakeholders, but ring-fenced and tightly focused within (at the correct time) a special purpose vehicle (SPV): land, floorspace, usage, masterplanning, design, procurement of construction, delivery of build

Peterborough City Council's Cabinet decided on 15 December 2008 to support the establishment of a new delivery vehicle for the reasons set out here, and that decision was mirrored by Opportunity Peterborough's Board on 22 January 2009. Both parties participated in recent discussions with the Local Government Association's (LGA) Finance Director, who agreed that the approach was lawful and that elements of our thinking were being implemented in other parts of the country; and Treasury officials have backed this, stating that they only need to be consulted if we intend to utilise the devices such as the Private Finance Initiative (PFI) that they promote and supervise.

Looking more widely at the policy and strategy issues involved, Peterborough City Council spoke recently at the annual conference of 4Ps (now renamed as Local Partnerships), the government's agency for promoting and progressing public-private partnerships (PPPs), in particular through PFI. We made the case for the local government community to look beyond the packaged schemes such as PFI organised by government, and pointed out the frequent failures of government-backed schemes such as Government Homebuy and the more recent mortgage rescue scheme. Noting that bank credit remained severely limited in availability, we argued that the appropriate response for local government was to return to techniques it had used in the (distant) past and engage

directly with the capital markets, packaging our regeneration schemes as technically-presented investment opportunities to long-term private institutional investors. Our arguments were in part echoed in subsequent comments by the 4Ps chairman and by the head of the Treasury's PPPs function, with whom we have subsequently commenced wider discussions about the approach.

Finally, project delivery is not the only part of the overall growth portfolio being refreshed. The changes proposed also strengthen the city's commitment to building a capable economic development function which would deliver a focussed and coordinated approach to economic growth and development within the city and the wider sub region centred around an economic intelligence hub to facilitate informed decisions about economic policy and interventions. In this way the city could realise its ambition to create the conditions for greater levels of entrepreneurship and enterprise, backed by a strong and coordinated business support framework leading to the growth of new and existing businesses in key sectors which support and drive the overall growth of the city economy. Central to this is tackling the skills agenda in Peterborough to ensure the city has an appropriately skilled workforce that meets the need of existing and new business in the city. Use of the new city brand is also key to changing perceptions about Peterborough and placing it in the market as an attractive location for businesses and investment. This meets the enhanced expectations of the UK government as expressed in its sub-national review of economic development and regeneration, and also helps future-proof our arrangements against the uncertainty presented by an upcoming general election.

Summary of the proposed new arrangements and their benefits

There will be three capabilities working on the economic development and growth agenda: Opportunity Peterborough, Peterborough City Council's delivery function and a new capability inside the Council known as the Peterborough Delivery Partnership (PDP).

Opportunity Peterborough will adopt a more focused economic development role, described below; the council's delivery team will be strengthened; and the PDP will host the project delivery and financial architecture capability needed to enable projects to be brought forward in the difficult market conditions that now apply.

The benefits will be:

- More control for Peterborough City Council and its partners through the strengthened growth client and project assurance function
- A focused economic development capability to address key shortcomings in the local economy and its various markets
- The right capability to take Peterborough's growth requirements and translate them into investment opportunities using tried and tested financial techniques that will enable long-term investment opportunities to be presented to the capital markets
- An acceleration of projects delivery



Details of each of the new components

Opportunity Peterborough

Functions and capabilities:

The new Opportunity Peterborough will focus on three activities:

- a) Economic development
- b) Business engagement and support
- c) City marketing



- a) *Economic development* is a critical capability required in the city, and even more so than normal in the current economic climate. Opportunity Peterborough would retain a function that would collate evidence about economic risks, strengths, opportunities and threats and organise interventions in the local economy that sought to strengthen its diversity and resilience. The team would work with the council's bidding unit to raise the cash needed to support these interventions. Examples of the sort of interventions that economic development functions often deploy are labour market interventions focused on upgrading a pool of skills; work with large firms and their supply chains to address shortcomings in the local supplier base; and programmes to assist nascent business clusters in securing investors and customers to accelerate them along a growth curve.
- b) *Business engagement and support* is a part of the one-stop shop for businesses still envisaged for Stuart House, with the co-location of Opportunity Peterborough with the council's planning and highways services. This function helps people start up businesses, handles inward investment enquiries, helps firms find the right location, matches suppliers with customers, provides advice on a range of business management issues, and will link with the new Relationship Management Office (RMO) inside the council's delivery function to ensure that investors and businesses are dealt with coherently and professionally.
- c) The *city marketing* function will build on the work that Opportunity Peterborough has led to build the fresh brand for Peterborough, launched at last year's *Ambassadors' Dinner* event. Peterborough still has work to do to if its broad reputation is to match the quality and character of the city itself, and developing the marketing campaigns that flow from the new brand, and embedding these in the specific business development programmes of our sectors, businesses and clusters is critical to upgrading people's perceptions of what Peterborough has to offer. Effective city marketing drives investor appetite and will contribute to a buoyant and more resilient economy.

Funding

Subject to support for these proposals from the other funding bodies (the Homes and Communities Agency [HCA] and the East of England Development Agency [EEDA]) Opportunity Peterborough

can adapt to this new configuration within existing budgets, and release funding for the enhanced capabilities within the council and the new delivery partnership.

Governance

Opportunity Peterborough will continue to be managed by a Board containing representatives of the three funding bodies and independent business people.

Peterborough City Council's Delivery team

The council, which owns most of the relevant accountabilities and possesses the bulk of the skillsets and resources, should upgrade its own regeneration capability so as to optimise the regeneration outputs achieved from its core activities in these domains:

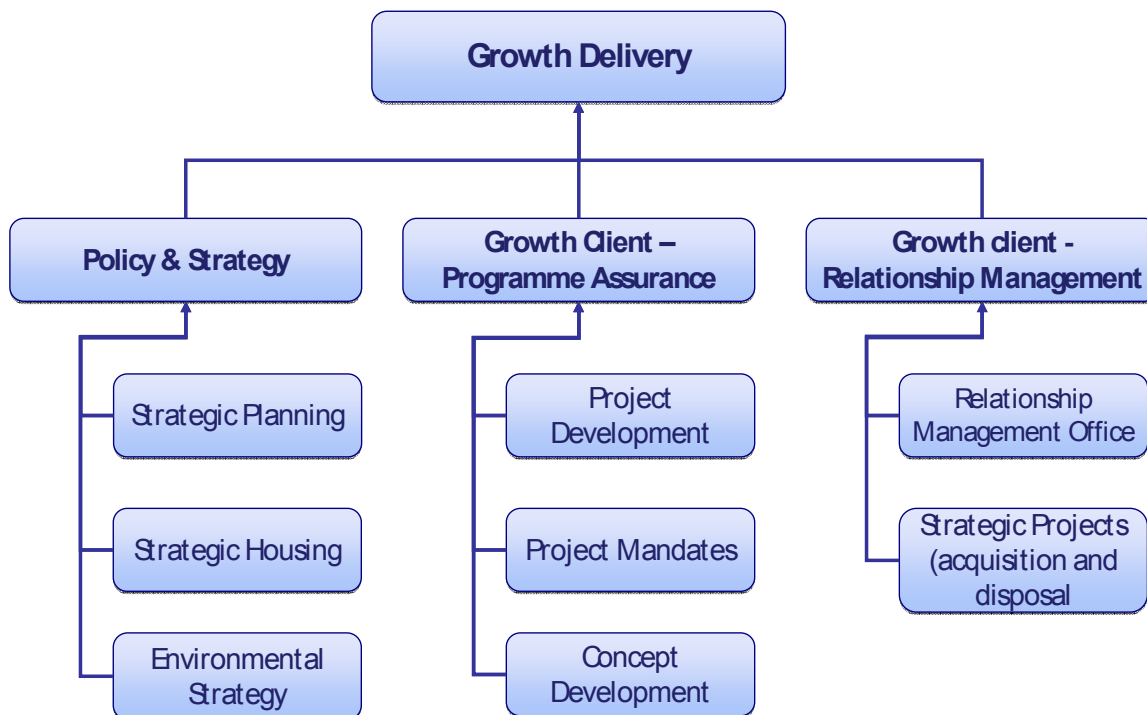
- Strategic planning and planning policy
- Civic leadership
- Community engagement and the disciplines of democracy
- Neighbourhood management
- Ownership of key relationships with major investors
- Account management of investors and key local businesses
- Ability through leadership to bring together and corral the efforts of other stakeholders
- Asset acquisition and disposal
- Focusing of spend through business as usual, grants and project funding to achieve regeneration outcomes
- Strategic highways and transport infrastructure planning and asset management
- Infrastructure funding through Section 106 and other development tariffs
- The development control function
- Accountability for the effectiveness of the Local Strategic Partnership (LSP – the Greater Peterborough Partnership)
- Regional, national and European engagement in economic management and policy matters

There has been significant progress on upgrading core capabilities in these regards (project governance has improved significantly and an incentivised bidding unit has been established) and it will be relatively straightforward to build a small, focused regeneration function to take on the roles of investor management and scheme incubation by pooling and dedicating the time spent by key individuals in the various functions described above.

Functions and capabilities

The council's new Delivery team will contain these functions:

- a) Policy and strategy
- b) Growth client - programme assurance
- c) Growth client – relationship and asset management



- a) *Policy and strategy* contains the existing planning policy and housing strategy functions and a new environmental strategy function, which will build on the Environment Capital work hosted by Opportunity Peterborough for the last year or so, tightly integrating the green agenda into the city's growth plans. The council's planning policy team is adopting a more assertive stance, and will work vigorously to shape the planning policies underpinning the land allocations relevant to the PDP's delivery of schemes by providing accurate, evidence-based, innovative and coherent planning frameworks for the city's growth.
- b) The *growth client - programme assurance* team will provide a project development service and integrate growth projects with the council's project and programme assurance machinery. It will run the Project Governance Group, jointly chaired by the Heads of Strategic Finance and Delivery, which combines the council's project "gateway" process with oversight of the capital programme. Setting jargon aside for a moment, this team will probe development proposals and make sure they are financially sound; that they are aligned to the city's strategic objectives; and that they don't duplicate others' work.

The team will also host project managers working on delivering developments in the city. Most developers working on large schemes are more than willing to fund the presence inside the council of a project manager reporting into a senior member of this team because it provides them with huge peace of mind about their ability to resolve problems speedily. The basic model is that in return for an affordable but adequate fee the Council agrees to establish and provide someone senior to chair a project board involving council staff from the various disciplines; provide a desk and council email address; and provide access to a senior manager who can problem-solve if issues get stuck. Hosting project managers in this way is a win-win-win for developers, the council and our communities: it accelerates the delivery of approved developments; is hugely beneficial reputationally; and provides priceless visibility across a range of schemes, enabling us to align and cross-fertilise activity, at no cost to the council.

An example of this way of working is running at the present time inside the council, through which King Sturge, acting on behalf of Peterborough District Hospital, has placed project managers inside the council to progress its work with the council's planning policy, development control, highways and other teams. The Deputy Chief Executive chairs a project Board which brings together senior officers from all relevant teams. The arrangement has provided a far better mechanism for the swift resolution of issues and problems than the orthodox approach it replaces. To date, no developer who has been offered this approach has declined to take the offer up.

- c) The *Growth client – relationship and strategic projects* team has two parts. The strategic projects component will be “cut and paste” from its current location in Strategic Resources. Effectively, this move is the council’s way of putting its asset base into play in order to obtain financial leverage through the development partnerships to be brought into being by the PDP, although this will need to be balanced against the need for obtaining benefits from capital receipts. Instead of treating our investment and operational assets as being financially ring-fenced inside the council’s balance sheet, Peterborough City Council will be deploying those assets alongside cash and other resources brought to bear by partners in the construction of development schemes to deliver growth.

The Relationship Management Office (RMO) is a new function.

Although the city has an attractive product to offer investors, in the past the council and its partners have undersold this because we have not put ourselves into investors’ and developers’ shoes and set out our stall in such a way as to attract their attention. The work on city marketing that led to the city’s new brand which was unveiled this year and which will now be progressed by the new Opportunity Peterborough offers a platform to address this.

We need to do more than work on branding and engagement with branding, however, and change three characteristics of the way the city engages with potentially incoming businesses:

- a) Ensure that whichever part of the city’s public administration happens to be approached, a smooth client relationship management processes clicks into action depending on the size of the enquirer and the nature of their enquiry, with common information being shared – and used – across the network of contacts that incoming businesses have to deal with.
- b) Through leadership, training and shared reflection using client feedback, assure consistent, coherent and practically highly competent responses across this network of interfaces, so that enquiring about developing in or relocating to Peterborough becomes a smooth process through which business confidence is increased.
- c) Through the systematic sharing of information achieve leverage from the capabilities and balance-sheets of the firms who make enquiries – in other words, put different pieces of the jigsaw puzzle together; link businesses together who have common needs or the skills and resources to help each other; aggregate a series of separate enquiries into a coherent pattern and present a solution that will help businesses invest effectively.

The Product

The city has an attractive product to sell:

- Commitment to growth over the medium and long term through the creation of 20,000 new jobs in the city with all the attendant expansion in housing, education, health, retail and leisure that entails.
- Commitment to coordinate, focus and enable that growth through the use of a new delivery vehicle which draws on the expertise of structured finance specialists, development management specialists and the council’s own planning and delivery teams.
- A well defined list of priority growth projects.

This provides, even in a recession, an array of attractive investment opportunities for both the private and public sector.

The Clients

Peterborough's growth projects will largely be funded and delivered by a very wide range of external stakeholders and the vast majority will be private sector. In the context of the product described above these stakeholders should be thought of, and treated as, clients.

Their buy-in to the details of Peterborough's growth agenda and its delivery process is essential if development is to come forward in the best way for the city. To achieve that buy-in, the council must persuade them that its way of working will deliver better value to them than proceeding in isolation.

Client Relationship Management – how it looks

There are many successful client relationship models in both the public and private sectors and they all share several key principles:

- One point of contact - a team or, preferably, an individual with clear responsibility for the successful management of the client.
- Empowerment – the main client contact should preferably be a key decision maker and, in areas where they are not, be empowered to facilitate those decisions and delegate tasks.
- Continuity and consistency – it should be possible for anyone to gain a full history of a client relationship and pick up the reins at short notice. A simple, accessible client relationship database is essential to achieve this.

Funding

This structure will be funded from budgets already in place for existing staff within the council and some secondments from Opportunity Peterborough that will come with their existing budgets.

Governance

The Head of Delivery will report in to the Chief Executive, and all the council's democratic and process controls, including Scrutiny, will apply to executive decision-making, as set out in the constitution. The position is in fact part of the council's oversight apparatus, providing the support for corporate project and programme assurance across all council activities, not just growth.

Peterborough Delivery Partnership

Functions and capabilities

The Council has built a unique capability over the last year as its thinking evolved into the proposals set out in this paper. No other authority to our knowledge has equipped itself with the ability to conduct a direct dialogue with the capital markets and to organise its development requirements in such a way as to make them attractive to long-term investors, without the structured finance contortions that have fallen into disrepute elsewhere. Alongside this specialist infrastructure finance capability we will engage world-class development specialists with significant, high-profile experience in delivering large mixed-use schemes in both private and public sector settings. These capabilities will be combined in the PDP with very experienced local government staff, including a senior corporate council officer to ensure that the council's interests are protected at all times.

The new delivery partnership (PDP) will be mandated by the council to deliver schemes that have been validated and approved by its growth delivery project development function. It will

- Receive mandates from Peterborough City Council and its partners to deliver specific, geographically-bounded, regeneration and growth schemes
- Transform these mandates into coherent, practicable, financially viable, fundable and deliverable development programmes

- Assemble syndicates of investors and stakeholders and designing and giving birth to special-purpose vehicles to deliver each development programme
- Secure the appropriate mix of public and private finance for each SPV
- Proactively manage the allocation and financing of project risk across the life of a development programme so as to optimise the cost of capital
- Oversee each SPV's programme delivery
- Oversee the decommissioning of SPVs at development programme conclusion

The mandates given to the delivery vehicle should meet certain thresholds and criteria concerning maturity and deliverability, so that the vehicle does not receive mandates to finance and deliver schemes that are largely conceptual. Criteria for a delivery vehicle mandate has been prepared by council officers, as have process flows demonstrating how mandates will emerge through careful consideration through the council's programme and projects gateway process.

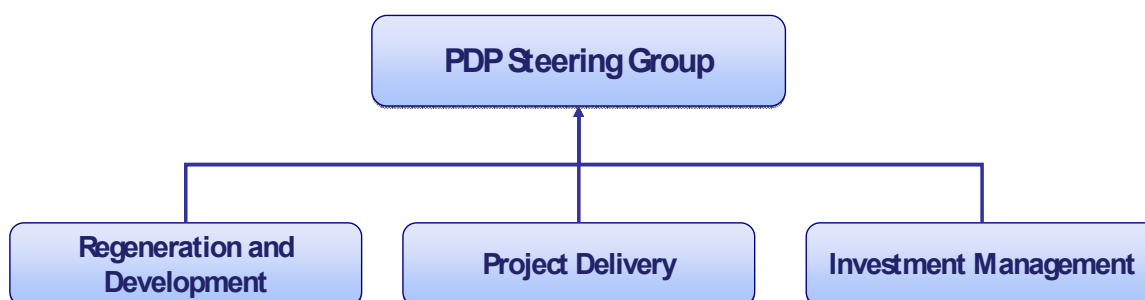
The delivery vehicle should from its inception utilise the council's web-based programme and project management software so that the highest standards of documentation, decision-making, audit and real-time reporting visibility are built in to its core ways of working.

The easiest way to explain what this means in practice is to use a worked example: the South Bank. The council's growth function, including specialist staff seconded from teams such as planning policy, development control and highways, will work with PDP specialists to agree the scope, content, objectives and broad financial architecture for a comprehensive and coherent development of the South Bank, building on the framework already put in place. This vision for the scheme will be signed off by elected Members through the usual constitutional processes and will be subject to full democratic oversight, including debate at the appropriate Neighbourhood Councils. The PDP's team will be mandated to refine this scheme through dialogue with the marketplace. Once the refined, deliverable, scheme is signed off by the council, the council will run a procurement process to establish a special purpose vehicle (SPV) to deliver the scheme. In other cases, we may find that Opportunity Peterborough's economic development work identifies a gap in provision or facilities locally. For example, it might become evident that there is insufficient flexible managed workspace for start-up businesses, perhaps in a specific sector. Opportunity Peterborough's articulation of this need would flow into PCC's project development processes, where the case for taking action to address the need would be tested. If the idea survived the gateways tests run within PCC and a funded project emerged at the end of the challenge process, the council would mandate the PDP to integrate the delivery of an appropriate facility into its development plans.

Each SPV will have its own bespoke financial architecture, governance and management arrangements, just as the council's existing and planned SPVs do – for example, the partnership with the local NHS; Cross Keys Homes; and the Leisure and Culture Trust – and will be required by law to evidence full procurement and operational regulatory compliance. Because of the capital markets expertise that will have been deployed to create the financial architecture that underpins the plans, one or more investment funds will be prepared to submit proposals to the SPV for its financing. Because the financial markets value scale, there is every opportunity for such funds to perform as regional infrastructure funds, as long as the projects that are brought to them for consideration are framed appropriately technically.

Although this process – which is simple in concept – can be described in a few sentences, because of the scale of infrastructure and other investment required, and the specific challenges posed by market conditions combined with Peterborough's economic, social and demographic dynamics, each scheme will take considerable amounts of time to bring to financial close and the commencement of construction.

The PDP will be led by a new post, Head of Peterborough Delivery Partnership who will be accountable to the Chief Executive, and staffed with a very small core team, shown below. Its staffing resource will be flexible according to the project funding being expended at the time.



Funding

These proposals depend on the continued support of our public sector funding partners, the HCA and EEDA, to have the best chance of success. Our expectation is that we will be given the chance to prove that these new arrangements can accelerate the delivery of the city’s growth agenda, and that when satisfactory progress is demonstrated during 2010/11, government funding through its specialist agencies will be maintained – and probably augmented.

Our strategy for financing the new delivery vehicle is as follows:

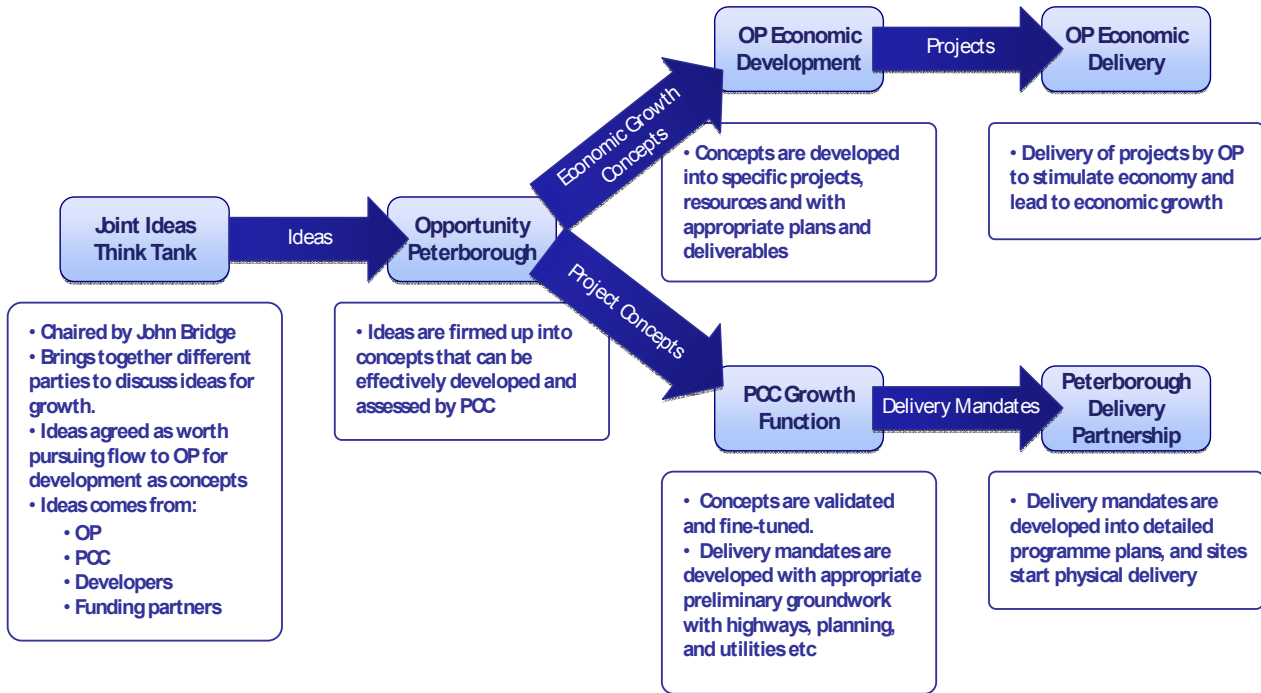
Source	Commentary
Growth Area Funding (GAF)	Allocated against specific physical assets to be acquired and/or constructed by the projects, GAF can provide some of the early stage project finance needed for the South Bank and City West/North Westgate programmes
Public sector assets	Peterborough City Council, HCA and EEDA land assets should be utilised by the new vehicle, on project-specific bases, in order to facilitate progress on the initial developments to be pursued.
Existing growth spend	Some of the funds currently being used on these projects within Peterborough City Council and Opportunity Peterborough can be diverted into the new delivery vehicle
Ring-fencing and aggregation of council growth revenues	Peterborough City Council’s Executive Director of Resources is modelling and preparing to implement the aggregation into a coherent budget a number of revenue streams, including the hypothecation to growth infrastructure of growth in the council tax base (a simple to implement, albeit limited, version of Tax Increment Funding). Additional capitalisation of fees work against properly managed projects may also be possible.
Additional revenue funds	The increased focus on delivery will enable the new delivery vehicle to attract additional output-dependent funding from public agencies such as the Homes & Communities Agency (HCA)
Private investors	By the end of year three we intend that the quality of the project delivery work will enable the new delivery vehicle successfully to attract private funding as a consequence of its ability to deliver investment opportunities to the capital markets. If necessary, this arrangement could be accelerated.

Governance

The council’s new growth client, described above, will mandate the PDP and hold it to account through delivery contracts whose content is embodied in executive decisions subject to democratic oversight. In addition to this, a small and senior steering group, including Cabinet representation, funding partner representation and an independent business presence, will be formed to meet quarterly and assure itself of appropriate progress against deliverables and milestones. This steering group will publish minutes of its non-commercially confidential discussions.

From idea to delivery

Part of the revised arrangements includes a new ‘think tank’ to bring key stakeholders together to share ideas for growing the city. Led by the chair of the OP Board, it will output ideas for which there is agreement amongst partners warrant more thorough examination. Ultimately, ideas from the think tank can drive economic growth through projects in Opportunity Peterborough, or be physical developments taken to completion by the Peterborough Delivery Partnership.



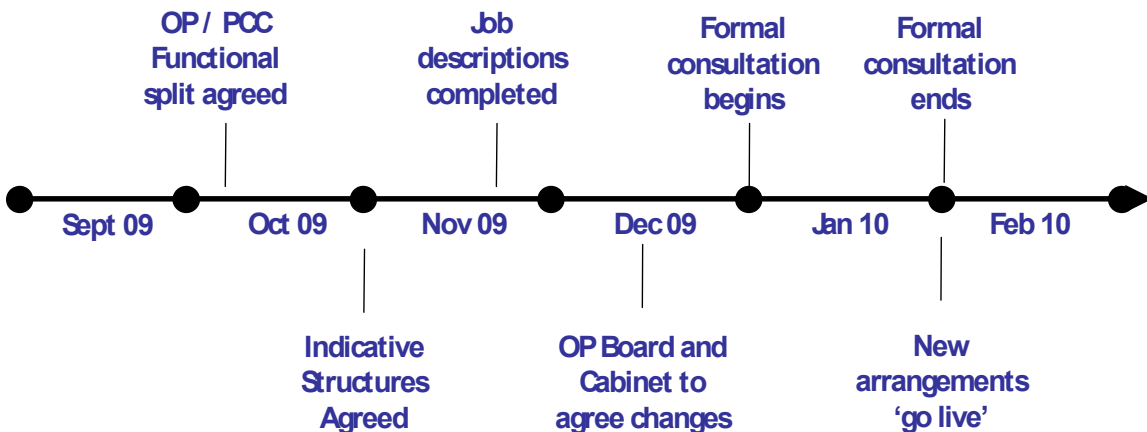
Procurement

The PDP is envisaged to work as a managed service provided to the council by an individual supplier or a supplier consortium. This service will be procured in the usual way through a process led by the Executive Director of Strategic Resources, with decision-making managed in accordance with the constitution, exactly as has taken place recently for the ICT service. The delivery process will be controlled by the council’s growth client and further assured by the presence inside the PDP of a senior council officer.

Stakeholder engagement

Stakeholder support is essential for these changes to succeed – not only the funding partners, but also our local business community. A communications plan has been drawn up and is being implemented as this report is presented to Cabinet, aimed at explaining the refresh set out here and setting out a broad timeline for the activity that will follow.

4.8 Timescales



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