



## **Peterborough Local Plan**

### **Issues and Options Consultation Document**

**July 2023**

**Appendix 1**

**Draft for Planning Committee 27 June 2023**

**Peterborough City Council**

Peterborough City Council  
Sand Martin House  
Bittern Way  
Fletton Quays  
Peterborough  
PE2 8TY

[planningpolicy@peterborough.gov.uk](mailto:planningpolicy@peterborough.gov.uk)

Telephone: (01733) 863872

[www.peterborough.gov.uk](http://www.peterborough.gov.uk)

# The Future of Peterborough

This is an exciting time for Peterborough as the council starts preparing the new Local Plan that will set out the vision and policies to deliver sustainable growth over the next 20 years.

Peterborough is one of the fastest growing cities, delivering around 1,000 new homes each year, with a diverse and vibrant economy and one of the highest business start up rates in the country. The new University Peterborough Campus opened in 2022.

This Issues and Options consultation document is your first opportunity to help shape the future of Peterborough. It is important that you get involved at this early stage and help shape the future growth of the city and surrounding rural areas. At this stage the plan does not include any draft policies or sites.

This Issues and Options Consultation document is based around a **Questionnaire** that looks at different topics and themes and discusses the various options available. This document sets out a simple explanation of what the emerging Local Plan can and cannot achieve, so that you can make informed views. It also gives you the opportunity to give us new ideas or options to be considered.

We really value your views and input in the creation of a new Local Plan for Peterborough. To get involved please complete the:

**Interactive Questionnaire**

You do not need to answer all questions, and can pick topics or issues you are interested in.

There will be more opportunities for you to get involved at later stages, please see [Local Plan Review](#) for more information about future consultations.

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## **Glossary of Terms**

Throughout this document we have tried to avoid technical planning terms, but occasionally we must use them to comply with specific legal requirements under which this document has been prepared. Any technical terms are normally explained within the text. Where this is not possible, an explanation is provided in the glossary (please see section 6).

## Questions

This document includes a Questionnaire (see Section 3) and provides background information on a range of planning issues and poses a series of questions. This will help to find out people's views about what the new Local Plan could cover.

You can choose to respond to all the questions or just those of particular interest to you.

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## 1. Introduction

### 1. Introduction

What is a Local Plan?

A local plan is a document which explains to everyone where opportunities for growth in jobs and homes should be taken, how parts of the district will be protected or enhanced further and what infrastructure (such as roads and schools) are needed. This provides a degree of certainty for communities, businesses and investors.

A local plan contains policies which are used in making decisions on planning applications and sets out planning policies for the growth and regeneration of Peterborough and the surrounding villages.

It also provides a strategic framework for neighbourhood plans, which can be developed by your local parish council if they choose to do so (See Section 4).

The [Peterborough Local Plan](#) was adopted by the council in July 2019, and it has been applied successfully in making decisions on planning applications since its adoption.

Why do we need a new Local Plan?

It is important that the Local Plan is regularly reviewed. National policy requires that local plans should be reviewed to assess whether they need updating at least once every five years.

Reviewing the plan now can help to ensure that it remains up to date and that Peterborough and the surrounding villages will continue to grow sustainably, meeting the needs of its residents and businesses whilst protecting what is special about the area.

To ensure the Local Plan is kept up to date the council agreed to start preparing a new Local Plan in January 2023, for the following reasons:

- To review housing and employment growth targets, taking into account latest information;
- To make sure there is a robust and flexible housing supply, of the right quality and types, and in the right places;
- To ensure the identification of employment land to ensure a range and choice of employment opportunities reflecting increasing commercial demand and investment in the city;
- A review of the Local Plan offers the opportunity to consider whether new policies or allocations are needed to reflect changing circumstances, national policy and opportunities that were not incorporated in the adopted Local Plan, such as climate change and biodiversity net gain (BNG);
- To reflect the Cambridgeshire and Peterborough Combined Authority's (CPCA) ambitious proposals relating to, growth, infrastructure and the environment.
- To align the preparation of a new Local Plan with the council's corporate priorities as set out in the Sustainable Future City Council Strategy, as well as other council wide strategies.

The existing Local Plan is less than five years old, therefore, it is not necessary to re-write a new plan from scratch, however, there have been a number of changes to national policy and the planning system which means some changes are required, and also changes at a more local level. All existing Local Plan policies will be reviewed to take into account any changes since 2019 and we will consider if any new policies are required.

Whilst we are preparing this new Local Plan, the July 2019 Local Plan will continue to be the basis upon which planning decisions will be made.

## 1. Introduction

When finalised, the new Local Plan will set a clear ambition for the council and community as to where development should go (and where it should not), what sort of development is needed, and benefits the council should ask for through development (e.g. affordable housing). But, we haven't decided any of this. Far from it.

This Issues and Options Consultation document is the first stage in the process of preparing a new Local Plan. We want you to tell us the 'where', 'when' and 'what'. This consultation document gives you that opportunity to do so. By the end of the process of engaging with you and finalising a Local Plan, it will ultimately contain policies which are used in making decisions on planning applications.

The implications of reviewing the Local Plan on neighbourhood plans are set out in Section 4.

### National Planning Policy Framework

The [National Planning Policy Framework](#) (NPPF) published in July 2021, sets out the government's planning framework, which local plans must be prepared in accordance with. The current Local Plan Policies will be reviewed, against national policy, to establish what issues need updating and why. Throughout this document you will find references to the NPPF which explains what a local plan must cover and what the policy can and cannot contain.

A local plan does not repeat policies in the NPPF; it builds on them when necessary and ensures locally specific issues are covered. National policy is also supported by the 'live' [National Planning Policy Guidance](#) (NPPG).

Please note, that the government recently carried out public consultation on proposed changes to the NPPF. Any published changes to national policy or guidance will be incorporated in the policies in the emerging Local Plan.

### What is in the consultation document?

We are currently at the first stage in the process of preparing a new Local Plan. We are consulting on issues and options to help identify what the new Local Plan should include and the type of policies required. Your views are essential at this early stage in helping to shape the growth of the district.

The **Questionnaire (Section 3)** includes a series of questions about planning issues relevant to the new Local Plan which we would like to hear your views on. You do not need to answer all questions, and can pick topics or issues you are interested in.

The questions are accompanied by background information about different topics to help you make informed opinions. The questions are set out in green boxes, like the example below. However, you can let us know your views on any matter if you think it is relevant to preparing this Local Plan.

### Questions

There are green boxes throughout the document. These indicate a question we would welcome your thoughts on.

### How do I submit comments?

This is the first opportunity for you to make comments on the emerging Local Plan and we encourage you to let us know your views and help inform the future of the city and surround rural areas.



## 1. Introduction

We have created an Interactive Questionnaire which provides a summary of the key issues set out in this document, please use the following link to submit your comments to any questions set out Section 3 of this document:

[Interactive Questionnaire](#)

You do not need to answer all questions, and can pick topics or issues you are interested in.

Alternatively, you can submit your responses to the questions by email or post:

- [planningpolicy@peterborough.gov.uk](mailto:planningpolicy@peterborough.gov.uk)
- Local Plan, Peterborough City Council, Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY

Please clearly show exactly which question or which part of the document you are commenting on.

The closing date for all comments is **11.59pm on Friday 15 September 2023**. Please note that all comments will be available to view on the council's website and will not be confidential. It is anticipated that further issues are likely to be identified through this consultation. All comments received will be taken into consideration and will help inform the Draft Local Plan to be published for public consultation in Spring/Summer 2024.

[How we will protect your data](#)

All personal information that you provide will be used solely by Peterborough City Council for the purpose of the consultation on the Peterborough Local Plan. Please note that each comment and the name of the person who made the comment will be featured on our website – comments will not be confidential.

This information will be held by the Peterborough City Council for four months after the adoption of the Local Plan.

Any personal information you give us will only be used in accordance with principles found in the General Data Protection Regulations (GDPR). Please see <https://www.peterborough.gov.uk/council/council-data/data-protection-act> for further information.

[What is the process for updating the Plan?](#)

This is the first stage in a lengthy process of producing a new Local Plan. This Issues and Options document 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 policies or specific allocations for new development.

A draft Local Plan incorporating draft policies and suggested sites for development will be published for consultation in summer 2024.

The Local Plan timetable is summarised below:

# 1. Introduction

Figure 1: Local Plan Timetable

LDS Peterborough City Council																																															
2023												2024												2025												2026											
Jan	Feb	Mar	Apr	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr	May	June	July	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar									
						1												1							2		3			4									5	6							

No	Stage	Description	Date proposed to take place
1	Public Participation (Regulation 18)	Opportunities for interested parties and statutory consultees to consider the options for the plan before the final document is produced. This stage can involve one or more public consultation rounds. We intend two rounds for the Peterborough Local Plan.	Stage 1: I&O July/August 2023 Stage 2: June/July 2024
2	Pre-submission Publication (Regulation 19)	The Council publishes the Local Plan which is followed with a 6 week period when formal representations can be made on the Local Plan.	Jan/Feb 2025
3	Submission (Regulation 22)	The Council submits the Local Plan to the Secretary of State together with the representations received at Regulation 19 stage.	April 2025
4	Independent Examination	Held by a Planning Inspector into objections raised at Regulation 19 stage on the Local Plan	May to Nov 2025 (Estimated: dates set by Inspector)
5	Inspector's Report Issued	This will report whether if the Plan is 'Sound' or 'Not Sound'. The Inspector may make recommendations to make the plan 'sound'	Feb 2026 (Estimated: dates set by Inspector)
6	Adoption of DPD (Local Plan)	Final stage, the Council will formally need to adopt the Local Plan and it will then be used in making planning decisions.	March 2026 (Estimated: dates set by Inspector)

The emerging Local Plan will be subject to examination by a Planning Inspector appointed by the government. Once adopted, the Local Plan carries significant weight in planning decisions and provides a framework for future development in the area.

## Local Plan Evidence Base

National policy requires that the preparation and review of all policies should be underpinned by relevant and up-to-date evidence. A number of evidence documents are currently being prepared which will inform and justify policies contained in the draft Local Plan, for example:

- Housing and Employment Needs
- Development Viability Study
- Transport and infrastructure
- Food Risk and Water Management

The [Local Plan Evidence Base](#) will be available. The library of evidence base documents will continue to grow as the Local Plan progresses to adoption.

## Additional consultation

As well as consulting on this Issues and Options document, we are also carrying out additional consultation on the following:

- **Call for Sites**

## 1. Introduction

We are currently carrying out a call for sites, which gives you the opportunity to suggest land for future housing, employment, retail, leisure, Gypsy and Traveller, infrastructure and cemetery provision that could be included in the new Local Plan.

This Issues and Options report does not include any sites for new development. To submit potential sites for consideration please fill in the [Site Suggestion Form](#).

Please see Section 5 for further details about the site selection process and how to submit a site.

Following detailed site assessment, the preferred sites will be included in the draft version of the Local Plan due for public consultation in Summer 2024.

- **Local Green Spaces**

Local communities have the opportunity through the production of a local plan (or through their own neighbourhood plan) to identify Local Green Spaces for designation. We are therefore asking you to nominate sites, by filling in the **Local Green Space Nomination Form**.

Full details about how to nominate a site and the assessment criteria are set out in Site Assessment Process (see section 5 of this document).

Following detailed assessment, the preferred green spaces will be included in the draft version of the Local Plan due for public consultation in Summer 2024.

- **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**.

Please see Section 5 for further details about the site selection process and how to submit a site.

Following detailed assessment, any proposed changes to village boundaries will be included in the draft version of the Local Plan due for public consultation in Summer 2024.

## 2. Vision for Peterborough

### 2. Vision for Peterborough

Local plans should set out a clear vision for what an area will be like at the end of the plan's life (known as a plan period) and a list of objectives intended to achieve that vision. The vision and objectives in a local plan should provide a framework for the policies in the plan to sit within. The policies in a local plan will together deliver the vision and objectives.

The adopted Local Plan vision is:

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.

Peterborough will have a thriving, independent, campus-based university with an undergraduate population of 12,500 students.

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.

A city with a robust, well managed network of wildlife-rich and accessible natural spaces which support a wide range of priority habitats and species and which provides plentiful opportunities for local people to actively engage with and better understand their natural surroundings.

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 truly 'circular city', living within its means and operating in a truly sustainable way, and tackling the issues of climate change.

#### Our Vision

The adopted Local Plan vision has been reviewed in light of the new local priorities within [Sustainable Future City Council Strategy](#), which is the council's corporate plan adopted in October 2022. We have also had regard to other national and local priorities since the Local Plan was adopted and Peterborough's key sustainability issues highlighted in the SA Scoping Report.

## 2. Vision for Peterborough

Figure 2: Our City Priorities



The proposed updated vision for the new Local Plan is:

## 2. Vision for Peterborough

We will use the feedback from this consultation and further evidence gathering to shape the new vision.

By 2044 Peterborough will be a sustainable, net zero carbon city. A bigger, better and greener place growing in the right way to meet the needs of its population and providing a range of high-quality attractions and facilities making it a distinctive place to live, work and visit. Peterborough will be an area that visitors will want to spend time in, taking advantage of unique visitor and leisure opportunities, including Peterborough Cathedral, Flag Fen Archaeology Park and the River Nene Valley.

Peterborough city centre, with its iconic cathedral and historic core, will have maintained and strengthened its position as the top destination 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 railway station, and enhanced city core, with a range of restaurants and bars supporting a safe and vibrant night time economy.

The local economy will be strong and resilient, powered by a diverse and higher skilled, higher paid workforce, supporting and retaining existing businesses whilst creating the right environment to attract and help grow new businesses. Sufficient employment land will be provided and safeguarded for the needs of existing and future businesses.

Growth in homes and jobs will be closely linked. Peterborough will be 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. New infrastructure, including schools, health facilities and open space provision, will be planned and provided at the same time as the new homes.

Peterborough is meeting the challenges of climate change. Our communities will be safer and more resilient to the impacts of a changing climate. Carbon emissions will have been significantly reduced, bringing vital benefits to our City including improving air quality, reducing fuel poverty, improving physical and mental health, stimulating our economy and providing jobs.

There will be a thriving 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's rich historic environment of designated and non-designated heritage assets and their settings will be conserved and enhanced and there will be greater opportunity for enjoyment and appreciation of its special qualities.

Nature will have space to thrive, with an enhanced and more joined up network of wildlife rich habitats and accessible natural green spaces which provide plentiful opportunities for local people to actively engage with and better understand their natural surroundings. New development will make a significant contribution to nature recovery by delivering measurable net gains for biodiversity.

The green and blue infrastructure network will have been extended and enhanced to provide a better-quality environment and deliver a wide range of multifunctional benefits, including helping nature and people to adapt to the impacts of climate change and providing opportunities for physical activity and mental wellbeing.

Peterborough will have achieved a shift in travel behaviour towards more people walking and cycling, particularly for short journeys. It will be a walkable, liveable city, with a network of footpaths and cycleways, providing safe, efficient, and enjoyable ways to move around. Low carbon alternatives to the private car will link all parts of the city, including the railway station and the River Nene, to the wider area beyond Peterborough.

Peterborough's new university will be fully operational and thriving, helping to improve and retain skills of people in the area, and boosting people's health, wellbeing, and wealth, whilst regenerating the city's Embankment area.

[Return to List of Questions](#)

## 2. Vision for Peterborough

### Question 1: The Vision

1) What do you think are the key issues that should be reflected in the new Local Plan vision? Do you agree with the proposed new vision? If not, what is your vision for Peterborough in the future?

#### Our Objectives

As well as a vision, we need to establish some 'objectives' for the Local Plan that the policies in the plan will seek to deliver.

At this early stage in preparing a new Local Plan, we must, for legislative reasons, consult on a set of objectives which will be used as part of the Sustainability Appraisal (SA) process. We are doing this as a separate consultation document entitled 'Sustainability Appraisal Scoping Report' which was issued for consultation for a period of 5 weeks in May/June 2023. The intention is to use the same objectives in both the SA process and in the Local Plan.

The proposed updated objectives for the new Local Plan are:

- **Housing.** To provide sustainable, well-designed homes that meet the needs of existing and future residents across all sectors of the community and at all stages of people's lives. To ensure infrastructure is delivered, in a timely manner, to support the needs of new and existing communities.
- **Health and Wellbeing.** To provide safe and healthy environments, reduce health inequalities and help everyone to live more active and healthier lifestyles.
- **Social Equality and Community.** To ensure equitable outcomes for all, particularly those most at risk of experiencing discrimination, poverty and social exclusion. To provide new and improved community infrastructure, including improving the quantity and quality of publicly accessible open space and sports facilities, to meet the needs of Peterborough's communities.
- **Local Economy.** To diversify the local economy and increase economic vitality to aid regeneration and provide economic resilience. To protect and enhance Peterborough's hierarchy of centres to meet the day to day needs of the communities they serve. To support the sustainable growth and diversification of Peterborough's rural economy.
- **Employment, Training and Education.** To create and improve access to high quality learning, training and employment opportunities for everyone within the Peterborough area.
- **Climate Change Adaptation and Flood Risk.** To recognise and adapt to the effects of climate change and ensure Peterborough's existing and new communities are resilient to a changing climate. To reduce and manage the current and future risk of flooding from all sources.
- **Climate Change Mitigation.** To secure a radical reduction in greenhouse gas emissions arising from the Peterborough area and support the transition to a low carbon society.
- **Biodiversity, Geodiversity and Green Infrastructure.** To conserve, enhance, expand and connect habitats, species and/or sites of biodiversity or geological interest across Peterborough by delivering measurable net

## 2. Vision for Peterborough

gains in biodiversity through development and maintaining and enhancing the integrity and connectivity of the Local Nature Recovery Network. To maximise opportunities to extend and enhance the Green Infrastructure network to improve connectivity between existing green and blue infrastructure assets and to deliver multi-functional benefits for people and nature.

- **Landscape and Townscape.** To conserve and enhance the character of Peterborough's landscape and townscape, maintaining and strengthening heritage value, local distinctiveness and sense of place, and to ensure new development is of a high quality standard of design.
- **Historic Environment.** To conserve and enhance Peterborough's heritage assets of archaeological, architectural or historic interest and their settings, both designated and non-designated, in a manner appropriate to their significance.
- **Sustainable Transport and Accessibility.** To reduce the need to travel by car and seek to extend and enhance the provision of sustainable travel options (particularly walking, cycling and public transport). To provide easy and affordable access for all to basic services and facilities.
- **Pollution.** To avoid or minimise air, noise and light pollution and maintain or improve air quality.
- **Water Resources.** To minimise water consumption, encourage water re-use and protect and enhance water quality.
- **Land and Soils.** To ensure the efficient use and reuse of land, minimise the loss of the best and most versatile agricultural land and to protect peat soils.
- **Sustainable Materials.** To support the principles of a circular economy and promote more effective resource use to ensure that resources are kept in use for as long as possible and to minimise waste.

### Question 2. The Objectives

2) Do you agree with the proposed objectives for the new Local Plan? If not, which ones would you change and why? Have we missed anything?



## 3. Questionnaire

### 3. Questionnaire

This part of the document includes a series of questions about the new Peterborough Local Plan. We would like to know your views on:

- **Part A – How Should Peterborough Grow?**  
We would like your views about options for distributing growth across the district.
- **Part B – What Policies Should the Plan Include**  
We are inviting your views on a range of important planning issues, such as design quality and standards for new housing, which could be included in the new Local Plan.
- **Part C – What are Your Priorities for the future of Peterborough?**  
We want the new Local Plan to reflect your main priorities and concerns.

Please read the following section which sets out all the background and context for the different topics, before answering the questions.

Please fill in the **Interactive questionnaire**, or alternatively send your responses to:

- [planningpolicy@peterborough.gov.uk](mailto:planningpolicy@peterborough.gov.uk)
- Local Plan, Peterborough City Council, Sand Martin House, Bittern Way, Fletton Quays, Peterborough, PE2 8TY

By **15 September 2023**.

You do not need to answer all questions. You can select topics or issues you are interested in.

## Part A – How should Peterborough Grow

### Part A – How Should Peterborough Grow

Part 3a of the questionnaire sets out the different options for growth in Peterborough focusing on the following topic areas:

- **Housing and Jobs Growth Target** – How many homes should we aim to build?
- **Settlement Hierarchy** – How should we rank settlements based on size and range of services and facilities?
- **Overall Distribution of Growth** – how should growth be distributed?

#### What is the Housing Growth Target for Peterborough?

The adopted Local Plan policy of relevance for the Housing Growth Target is:

- Policy LP3: Spatial Strategy for the Location of Residential Development

As a starting point, we must use the government's standard method to calculate the number of new homes needed in Peterborough. This figure is known as our 'Local Housing Need'.

The adopted Local Plan (2019) policy LP2 sets a target of 942 dwellings per year with an additional requirement for 40 dwellings per year for student accommodation. Since 1 April 2016 (the base date of the adopted Local Plan) 6,381 dwellings have been completed at an average of 1,063 per year. This is above the average Local Plan requirement.

As of March 2023, the Local Housing Need figure for Peterborough is calculated at **946 dwellings per year**. This is a broadly similar target to the adopted Local Plan.

National policy requires a Local Plan to cover a minimum 15-year period, from adoption. We think the end of this Local Plan should be 31 March 2044, which will be about 18 years from adoption. This slightly exceeds the national minimum requirement.

**If 2044 is the end date, the total Local Housing Need for Peterborough will be 19,886 dwellings between 2023 and 2044.**

Only on an exceptional basis can a council apply a different target in its local plan to the 'Local Housing Need' figure set by government. In simple terms, a council would have to demonstrate that the 'Local Housing Need' figure is inappropriate and/ or incapable of being met in the local area. Such exceptions could be that there simply is insufficient suitable land available, because of, for example, flood risk, Green Belt or the district has already grown to its administrative boundaries. It is unlikely that Peterborough could not meet its Local Housing Need national requirement.

National policy and guidance make it clear that the Local Housing Need figure should normally be treated as a minimum. Therefore, if the council had good reason to do so, we could plan for more than this amount. Or, we may be required to take some growth from an area which cannot meet all its needs, though at the current time, there are no known unmet requirements from neighbouring authorities.

We will carry out a housing needs assessment to establish if any additional housing requirement is required to take into account additional need, such as the need for student accommodation to support the new university.

It is important to note that the Local Housing Need figure itself is adjusted by government each year, which can make it tricky during the preparation of a local plan, because the number can change throughout the process. At each stage of the production, we will use the most up to date and available Local Housing Need figure.

### Question 3: Housing need

## Part A – How should Peterborough Grow

**3a) This new Plan must have an end date of at least 2041. We think that 2044 is about right. What do you think?**

**3b) Government policy says our minimum housing target should be around 19,860 new homes to 2044. To attempt to go lower would highly likely breach national policy, but we could go higher. Should we go higher? If, so why?**

What is the Employment Growth target?

The adopted Local Plan policy of relevance for Employment Growth Target and Strategy is:

- Policy LP4: Spatial Strategy for Employment, Skills and University Development

Policy LP4 of the adopted Local Plan sets the overall spatial strategy for employment growth which focuses most growth in the urban area and within the defined general employment areas and business parks. The Plan identified the need for 17,600 Jobs to 2036, this is equivalent to 76ha of employment land. The Plan includes allocated land for around 160ha of employment need, which more than met the minimum requirement.

However, since the adoption of the Local Plan in 2019, there is evidence to suggest that the supply of employment land is now tight, as a significant proportion of allocated employment land either has planning permission, is under construction, or has already been built out.

To identify what employment land is required for the new Local Plan, we will carry out an employment needs assessment which will look at economic models and forecasts to work out what our jobs target should be and what sort of employment land is needed. This will also help identify the most sustainable location/s for employment growth.

### Question 4: Employment need

**4) As part of the Local Plan evidence base, we will undertake an employment needs assessment to determine what an appropriate jobs growth and employment land target should be and consult with you at the next stage on these findings. In the meantime, do you have any views on what sort of jobs we should try to facilitate, and what locations would be suitable for new employment land?**

Further information about policy requirements and issues and options relating to wider employment policy, skills and the university can be found in part 3b at question 29.

Settlement Hierarchy

The adopted Local Plan policy of relevance for the Settlement Hierarchy is:

- Policy LP2: The Settlement Hierarchy and the Countryside

A settlement hierarchy ranks settlements according to their size, range of services and facilities. The purpose of the hierarchy is to guide decision-making about the scale and location of new development and provision of new services and facilities, helping to achieve more sustainable communities.

Larger settlements have a greater population and usually have more services and facilities. They generally provide sustainable locations for growth. However, this may not always be the case. A larger settlement may, for example, have physical constraints that cannot be overcome and therefore restrict the scope for further development. Such

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## Part A – How should Peterborough Grow

constraints would not alter its position in the hierarchy, but would be a critical factor in determining its suitability for any growth.

The adopted Local Plan (Policy LP2) identifies the following Settlement Hierarchy:

<b>The City of Peterborough</b>	Includes the existing urban area, the city centre, district centres and urban extensions.
<b>Large Villages</b>	Eye (including Eye Green) and Thorney
<b>Medium Villages</b>	Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering
<b>Small villages</b>	Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorp

As part of the evidence base for the emerging Local Plan, a Settlement Hierarchy Study will be undertaken. Services and facilities will be reviewed to establish the most suitable category for each settlement.

At this early stage in the process, and to help the council prepare that study, we would like your views on the settlement hierarchy and the position of villages.

### Question 5: Settlement Hierarchy

**5a) Do you agree or disagree that we should have a settlement hierarchy policy?**

**5b) What are your views on the existing settlement hierarchy? Should there be different categories?**

**5c) Should any villages be moved up or down the hierarchy? If so, which ones and why?**

### Settlement Boundaries

The adopted Local Plan policies of relevance for settlement boundaries are:

- Policy LP2: The Settlement Hierarchy and the Countryside
- Policy LP11: Development in the Countryside

For many years the council has defined on the [Policies Map](#), for each settlement, a village boundary (also referred to as a village envelope) used to define the edge of the city or village. The primary purposes of settlement boundaries are: to prevent the spread of development into the countryside, to maintain the character of each settlement, and to control the growth within and outside each settlement in accordance with the settlement hierarchy. Settlement boundaries provide a clear approach to where future growth can take place and provide certainty, in line with the 'plan-led' system which government advocates.

Land outside of a defined village boundary or the urban area boundary is classified as 'countryside', and different policies apply. Policies in the countryside tend to be much more restrictive in terms of what sort of development is acceptable. Therefore, settlement boundaries provide more certainty as to what development can go where.

### Question 6: Settlement Boundaries

**6a) Should the new Local Plan continue to include settlement boundaries?**

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## Part A – How should Peterborough Grow

**6b) If the new Plan includes settlement boundaries, how should we go about reviewing the boundaries? You may even want to suggest changes.**

To suggest any amendments to village boundaries or the urban area boundary, please submit these via the **Settlement Boundary review form**.

Any review of settlement boundaries will also link to the site assessment process and the selection of site allocations. Once complete, this work will be made available to support the draft version of the Local Plan, due for public consultation in Summer 2024.

How should the future growth of Peterborough be distributed?

The adopted Local Plan policies of relevance for the Growth Strategy are:

- Policy LP2: The Settlement Hierarchy and the Countryside
- Policy LP3: Spatial Strategy for the Location of Residential Development
- Policy LP4: Spatial Strategy for Employment, Skills and University Development

Once the Local Plan growth targets for homes and jobs have been identified, it is then important to establish how this proposed growth should be distributed across the district. This section looks at the various options for how growth can be distributed. We would like to know your views on this important element of the Plan.

In the adopted Local Plan, the overall development strategy is to continue to focus the majority of new development in and adjoining the urban area of the City of Peterborough (maximising growth within the urban area). Away from the urban area of Peterborough, the strategy is for a collection of urban extensions at Hampton, Stanground South (Cardea), Paston Reserve, Norwood, Great Haddon and at the East of England Showground, with some development in villages to help support rural communities. Table 1 sets out the current growth distribution.

**Table 1: Local Plan (2019) Growth Distribution**

Location	Housing	Employment
Urban Area of Peterborough	5,249 (27%)	21.73 (14%)
Urban extensions	11,470 (59%)	136.53 86%
Villages	972 (5%)	0
Windfall allowance <sup>1</sup>	1,750 (9%)	0
<b>Total</b>	<b>19,440</b>	<b>158.26</b>

<sup>1</sup> Windfall allowance defined as sites which have not been specifically identified in the Local Plan typically dwellings coming forward from small scales developments (1 – 9 dwellings).

## Part A – How should Peterborough Grow

The following pages set out five growth options to deliver Peterborough's future growth. At this stage we would like to know your views on these options, or if you have any alternative approaches to the distribution of growth across the Peterborough area.

The sustainability of these options will also be assessed to ensure the chosen option is sustainable and deliverable.

### Growth Distribution Options

[NOTE: this page will include images showing examples of growth options]

- **Option 1: Pro rata distribution**

Each settlement could receive growth proportionate to the size of its population. For example, a village with 5% of the district's total population would receive approximately 5% of total new development.

- **Option 2: Urban area/urban extension focused (Local Plan carry over)**

The Local Plan has the following growth distribution:

*"The overall development strategy is to continue to focus the majority of new development in and adjoining the urban area of the City of Peterborough (maximising growth within the urban area), 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."*

This option has clear sustainability benefits and therefore focusing growth on brownfield sites in the urban area and existing urban extension remains an option to be considered for the new Local Plan. This could include the identification of new urban extensions.

- **Options 3: Village Extension Focused**

Villages could take a greater share of growth than option 1 or 2. In principle, the NPPF encourages this option to be at least explored, when it states that: "The supply of new homes can sometimes be best achieved through planning for larger scale development, such as ...extensions to existing villages". However, this option could increase the need to travel by car and increase infrastructure provision in villages. The scale of growth would likely impact considerably on the character and function of villages.

- **Option 4: Freestanding New Settlement(s)**

Growth could be delivered at one or more entirely new settlements, for example, the creation of a new town or village, distinct and separate from existing settlements. This option does not assume that all growth would be accommodated in this way, but would still allow for small development of the city and villages.

- **Options 5: Small Site Focused**

New development could take place across many small sites, which are typically built out more quickly than larger sites. This option prioritises delivery of growth, rather than necessarily sustainable growth. For example, small sites could be located anywhere in the district, probably increasing the amount of development in villages and rural areas.

## Part A – How should Peterborough Grow

The above options set different ways that the future growth of Peterborough could be delivered.

Please let us know which options you like or dislike and why. Please let us know your preferred option. This may include elements of each option or a completely new approach.

### Question 7: Growth Options

**7a) Which option/s do you prefer and why?**

**7b) Which options/s do you dislike and why?**

**7c) Are there alternative options not shown above which should be considered?**

We would like to invite the submission of sites for possible inclusion in the new Local Plan. If you would like to submit a site for consideration, please use the [Site Suggestion Form](#), and to understand more about how sites will be chosen, please see Section 5 of this document.

#### Urban Extensions Policy

The adopted Local Plan policy of relevance for Urban Extensions is:

- Policy LP5: Urban Extensions
- Policy LP35: Urban Extensions Allocations

A significant proportion of the future growth of Peterborough is due to take place within the following sustainable urban extensions:

- Hampton
- Paston Reserve
- Stanground South (Cardea)
- Great Haddon

In addition, the following site allocations are identified in the adopted Local Plan, but currently do not have planning permission.

- Norwood
- East of England Showground

A planning application was submitted for part of the Norwood urban extension for 870 dwellings in 2019. At 31 March 2023 the decision was pending, subject to the signing of a s106 legal agreement. The site is allocated in the adopted plan for 2,000 dwellings. An application was recently submitted for 1,130 new homes for the rest of the site. The East of England Showground has yet to gain planning permission for housing. The urban extension is allocated in the adopted Local Plan for 650 dwellings.

The current Local Plan policy LP5 sets out the overarching policies for new urban extensions (of 500 or more dwellings) based on the principles of sustainable development and requires these sites to come forward in a planned co-ordinated way linked to the timely delivery of key infrastructure to meet the needs of the new communities.

To meet the proposed growth target for the emerging Local Plan, there is a possibility that a new site/s of over 500 dwellings could be required, therefore there could be need for a policy to guide development of large-scale allocations to ensure the delivery of sustainable development.

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## Part A – How should Peterborough Grow

### Question 8: Urban Extensions Policy

**8a) Do you agree or disagree with the need for an Urban Extension policy?**

**8b) If yes, what changes and or updates could be made to the policy to ensure sustainable development?**

#### Climate Change

The adopted Local Plan policy of relevance for Climate Change and Sustainable Development is:

- Policy LP1: Sustainable Development and the Creation of the UK’s Environment Capital.

The issue of climate change is at the forefront of international, national and local thinking. We think the Local Plan has a key role to play in mitigating and adapting to climate change and facilitating the changes we need to adopt a net-zero carbon future.

The NPPF devotes an entire chapter to meeting the challenges of climate change and requires local plans to:

*“take a proactive approach to mitigating and adapting to climate change, taking into account the long-term implications for flood risk, coastal change, water supply, biodiversity and landscapes, and the risk of overheating from rising temperatures.”*

*“Policies should support appropriate measures to ensure the future resilience of communities and infrastructure to climate change impacts.”*

At the time of preparing the 2019 Local Plan, the council had in place an Environmental Action Plan that was incorporated in the policies. However, the council has now gone further by declaring a climate emergency and committed to supporting the city to become net zero carbon. This is reflected in the council’s priorities as set out in the [Sustainable Future City Council Strategy](#). The council is preparing a Climate Change Action Plan. The CPCA have also published a report addressing climate change in Cambridgeshire and Peterborough<sup>2</sup> which includes recommendations relevant to planning.

Therefore, it is proposed that the new Local Plan should be more ambitious to reflect the council’s commitment and also changes to national policy and legislation.

The new Local Plan could include a strategic policy setting out key climate change principles, however it is likely that a suite of policies will also be required providing more detail about how to meet these ambitions.

### Question 9: Climate Change

**9) Should the Local Plan include a policy setting out overarching climate change principles that development should seek to achieve? If so, what should this policy cover?**

Please see Questions 12 to 18 for more detailed policies.

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<sup>2</sup> Cambridgeshire and Peterborough Independent Commission on Climate (October 2021) - <https://cambridgeshirepeterborough-ca.gov.uk-6985942.hs-sites.com/cpicc-initial-report>

### City Centre Regeneration and Overarching Strategy

The adopted Local Plan policies of relevance for the City Centre are:

- Policy LP6: City Centre
- Policy LP12: Retail and other Town Centre Uses
- Policies LP47 to LP53: Individual Policy Areas

The city centre 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. A lively, successful city centre contributes greatly to the quality of life of the people of Peterborough and the surrounding area.

Policy LP6 of the adopted Local Plan sets the overall vision for the future growth and regeneration of the city centre with additional policies setting out specific requirements for different parts of the city centre and identifying Opportunity Areas and sites for regeneration.

Much has changed in the city centre in the last five years, such as the redevelopment at Fletton Quays, the former Hospital site, public realm improvements and the opening of the new university campus. There are still a number of key strategic sites available and opportunity for major investment and regeneration, such as:

- **North Westgate**

The area of land between Queensgate and Bright Street is currently an underused part of the city, and has been in majority ownership for 27 years, with no realistic sign of its comprehensive redevelopment coming forward. This area has consistently been identified in previous Local Plans, and in the past there have been numerous proposals for redevelopment. Despite at least two outline planning permissions having previously been granted, during several development cycles, no development has been brought forward on the site. Please see Policy LP47 for current site specific requirements.

- **Station Quarter**

Following a successful Levelling Up Fund Bid, Peterborough has been awarded £48 million with additional match funding bringing the total to around £65 million for the regeneration of Peterborough Railway station and surrounding area known as the 'Station Quarter'.

The proposals include creating a new western entrance and station car park, to help ease pressure on traffic entering the city centre, and improving connections from the railway station to the city centre shopping and core area.

Parts of the Station Quarter area are allocated within the adopted Local Plan. See Policy LP48 for current site specific requirements and known constraints.

Other key sites include Fengate South (Middleholme) (Policy LP37) and other projects such as a new cycle/pedestrian bridge over the river Nene linking the Embankment and new University Campus with Fletton Quays.

Therefore, there is a need for an updated strategy and vision for the city centre, supported by site specific policies. There is also overlap with wider town centre and retail policies. With further information set out in section 3 question 30 about the vitality of the city centre.

Unlike many other comparable cities, Peterborough has not experienced significant pressure for tall buildings over 10 storeys high. This demand may increase in the future especially within the city centre and at urban regeneration

## Part A – How should Peterborough Grow

sites. The new Local Plan could help to manage such demand through a new policy on building heights for tall buildings ensuring that they are accommodated in a way that enhances the city skyline.

### Question 10: City Centre Regeneration

**10a) Should the Local Plan include a policy setting out the overarching city centre policy and vision to guide the regeneration and redevelopment?**

**10b) Should the plan include site specific/area policies for key city centre and regeneration sites?**

**10c) Should the Local Plan include a policy about city centre building heights?**

## Part B – What policies should the Plan include?

### Part B – What policies should the Plan include?

We are seeking your views on a range of important planning issues, such as design quality and minimum standards for new development, which could be included in the new Local Plan. These will then be put into policies, which will be used to make decisions on all planning applications.

It is important to note that policies included in the Local Plan must comply with national policy (the NPPF) and other national guidance (the NPPG). Policies must also be based on evidence to justify what we are asking for.

For some planning issues national policy is very specific about what we can and can't do. For other issues there is greater scope to respond to specific local circumstances.

We will also need to consider development viability and make sure that requirements which are included in the Local Plan will not make future development unviable.

Following a review of national policy and guidance, we have identified the following topics and issues which the new Local Plan could address through its policies:

- **Health and Wellbeing**
- **Climate Change**
- **Design and Amenity**
- **Meeting Housing Need**
- **Employment**
- **Retail and Other Town Centre Uses**
- **Community and Transport Infrastructure**
- **Historic Environment**
- **Natural Environment**
- **Open Space and Recreation**
- **Flood and Water Management**

The next few pages of this document discuss the above topics, explain the requirements of national policy and the options available for the new Local Plan, and includes a series of questions.

## Part B – What policies should the Plan include?

### Health and Wellbeing

The adopted Local Plan policy of relevance for health and wellbeing is:

- Policy: LP7 Health and Wellbeing

Our physical and mental health and wellbeing are influenced by a wide range of environmental, social and economic issues known as the wider determinants of health.

Although the general health of Peterborough's residents is described as very good or good<sup>3</sup>, life expectancy for both males and females, the under 75 mortality rate (all causes), physical activity, childhood obesity and excess winter death rates are worse than the England average.

Planning can influence the built environment to reduce excess weight by supporting opportunities for communities to access a wide range of healthier food.

Obesity and the associated health problems are issues facing many local councils and are a major public health concern. Nationally concerns have been raised about the over concentration of hot food takeaways in certain areas, particularly the proximity to schools. Local plan policies can have an influence on the location and concentration of such uses and could include policies to promote healthier eating.

Policy LP7 of the 2019 Local Plan encourages the creation or enhancement of allotments, orchards, gardens and food markets where opportunities arise. The new Local Plan could go further and require the provision of food growing spaces in new developments.

Health Impact Assessment (HIA) is a process that identifies the health and wellbeing impacts of a plan or development project. HIA can help address impacts that major development may have on our health and wellbeing.

The 2019 Local Plan requires residential developments of 500 dwellings or more to submit a HIA as part of their application. For proposals less than 500 dwellings, submission of a HIA is optional.

Active Design is a set of 10 principles developed by Sport England<sup>4</sup> which seeks to ensure that the built environment is designed to encourage physical activity and maximise opportunities for people to be active. The new Local Plan could incorporate Active Design principles into the overarching health and wellbeing policy, or this could be covered under the design policy.

The Building for Healthy Life (BHL) toolkit could be incorporated into design principles (see question 19).

### Question 11: Health and Wellbeing

**11a. Should the Local Plan continue to require HIA for large scale residential developments? If so, do you agree with the current trigger for HIA of 500 dwellings or more? If no, what should the trigger be and why? For proposals less than 500 dwellings, should HIA continue to be optional?**

**11b. Should the new health and wellbeing policy go further and require the provision of food growing spaces, rather than encourage, within all major developments?**

**11c. Should the new health and wellbeing policy require new developments to incorporate Sport England's Active Design Principles?**

<sup>3</sup> 2021 Census

<sup>4</sup> <https://www.sportengland.org/guidance-and-support/facilities-and-planning/design-and-cost-guidance/active-design>

## Part B – What policies should the Plan include?

**11d. Do you think the Local Plan should include a policy to restrict the amount, or location of, hot food takeaways?**

**11e. Do you have any additional suggestions or comments as to how the Local Plan can help to ensure that new development encourages active and healthy lifestyles?**

### Climate Change and Low Carbon development

The adopted Local Plan policies of specific relevance for climate change are:

- LP13 Transport
- LP22 Green Infrastructure Network
- LP31 Renewable and Low Carbon Energy
- LP28 Biodiversity and Geological Conservation
- LP29 Trees and Woodland
- LP32 Flood and Water Management

The Climate Change Act 2008 introduced a legally binding target for the UK to reduce its greenhouse gas emissions by at least 80% by 2050 compared to 1990 levels. To drive progress and set the UK on a pathway towards this target, the Act contains a legal requirement for carbon budgets. The Sixth Carbon Budget announced in April 2021 includes a target to reduce emissions by 78% by 2035 compared with 1990 levels.

The council declared a climate emergency in July 2019, committing to supporting Peterborough to become a net zero carbon city. To be net zero, carbon emissions must be minimised and as much carbon dioxide (CO<sub>2</sub>) removed from the atmosphere as is produced.

The Cambridgeshire and Peterborough area is at risk from a changing climate, and is particularly at risk in relation to flooding, overheating in the summer months, water shortages and damage to natural carbon stores.<sup>5</sup>

CO<sub>2</sub> emissions data indicates that transport and homes are significant contributors to greenhouse gases in Peterborough. In 2020, transport formed the largest greenhouse gas emitter comprising 32.9% of total emissions, followed by homes 22.3% and land use 14.25%.<sup>6</sup> CO<sub>2</sub> emissions are gradually decreasing in Peterborough, reflecting the national picture, however there is a need to achieve radical reductions to be consistent with the Sixth Carbon Budget.

Since the adoption of the Local Plan in 2019, there have been many changes relating to climate change and energy efficiency, which require a more detailed review of the existing Local Plan policies.

In preparing this new Local Plan, we intend to provide a wide-ranging set of policies which will demonstrate Peterborough's leadership in tackling and adapting to climate change.

We welcome your views on how best to achieve this. The following section lists topic areas where we believe planning policies could be created for Peterborough helping to mitigate and to adapt to climate change, which will

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<sup>5</sup> [Cambridgeshire & Peterborough Independent Commission on Climate. Fairness, nature and communities: addressing climate change in Cambridgeshire and Peterborough. October 2021.](#)

<sup>6</sup> Local Authority territorial greenhouse gas emissions estimates 2005-2020, available at:

<https://www.gov.uk/government/statistics/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics-2005-to-2020>

## Part B – What policies should the Plan include?

be further supported by other policies throughout the Local Plan. Your views as to which of these we should proceed with would be appreciated:

- **Delivering Renewable and Low Carbon Energy**

Making a transition towards a zero-carbon future requires moving from non-renewable energy sources like gas and coal towards low carbon and renewable technologies such as, for example, wind and solar.

The NPPF states that to help increase the use and supply of renewable and low carbon energy and heat, local plans should:

*“provide a positive strategy for energy from these sources...consider identifying suitable areas for renewable and low carbon energy sources, and supporting infrastructure” and “...identify opportunities for development to draw its energy supply from decentralised, renewable or low carbon energy supply systems and for co-locating potential heat customers and suppliers.”*

### Question 12: Renewable and Low Carbon Energy

**12a) Should the Local Plan identify, on a map, suitable locations for delivering renewable/ low carbon energy technologies and associated infrastructure?**

**12b) Are there any opportunities to co-locate new development with existing or new renewable or low carbon energy supply systems?**

**12c) How can the Local Plan encourage and support community-led renewable and low-carbon energy developments?**

- **Reducing Energy Use and Improving Energy Efficiency**

Heating and powering buildings currently accounts for 40% of the UK's total energy usage.<sup>7</sup> In order to achieve low carbon development, the Local Plan needs to address how the design, construction and operation of new buildings can minimise carbon emissions and make more efficient use of energy. Making buildings more energy efficient will result in social and economic as well as environmental benefits, such as reducing energy bills.

The government is committed to improving the energy efficiency of new homes through the Building Regulations system, under the [Future Homes Standard](#). They expect that an average semi-detached home built to meet the standard would produce 75% less CO<sub>2</sub> emissions than one built to current standards. To achieve this a home would have low carbon heating and higher levels of energy efficiency. Remaining emissions reductions to reach net zero are anticipated to come from the future decarbonisation of national electricity production. The Future Homes Standard is proposed to take effect from 2025.

The NPPG<sup>8</sup> clarifies that local plan policies can set energy efficiency standards for new homes that are higher than the Building Regulations, up to a set level.<sup>9</sup>

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<sup>7</sup> Department for Business, Energy & Industrial Strategy (2019) The Grand Challenge Missions

<sup>8</sup> Paragraph: 012 Reference ID: 6-012-20190315

<sup>9</sup> The equivalent to Level 4 of the Code for Sustainable Homes. The Code is a method for assessing and certifying the sustainable design and construction of new homes.

## Part B – What policies should the Plan include?

For non-housing buildings, the government is proposing, via Building Regulations, the [Future Buildings Standard](#). Like the Future Homes Standard, the Future Buildings Standard is expected to be implemented from 2025. Local planning authorities may set energy performance standards above the building regulations for non-housing developments.

Existing buildings account for a large proportion of carbon emissions. New buildings can be built to the latest standards of construction, but conversions and the existing building stock can be more challenging to make energy efficient. However, improving energy efficiency and reducing carbon emissions could have significant benefits, including helping to lower energy bills for occupants. We would like to explore how we can influence existing buildings to use less energy through the new Local Plan.

### Question 13: Energy Efficiency

**13a) Do you think that the new Local Plan should require higher energy performance standards than required by the building regulations for residential development, up to Level 4 of the Code for Sustainable Homes?**

**13b) Do you think that the new Local Plan should require higher energy performance standards in non-housing development and if so, what standards should be required?**

**13c) Should the Local Plan require developers to submit energy statements to demonstrate how energy requirements have been considered?**

**13d) How can the Local Plan seek to address the energy efficiency of existing buildings?**

- **Embodied Carbon**

Embodied carbon is the amount of CO<sub>2</sub> emitted during the construction of a building. It is estimated from the energy used to extract and transport raw materials as well as emissions from manufacturing processes, the fixtures and fittings inside, and deconstructing and disposing of it at the end of its lifetime. Our choice of materials and the way we design and construct buildings will need to change to reduce their embodied carbon.

Currently there is no government policy requiring the assessment or control of embodied carbon emissions from buildings. Government is expected to outline their approach to the measurement and reduction of embodied carbon this year.

### Question 14: Embodied Carbon

**14) How can the Local Plan encourage applicants to use materials that have less embodied carbon?**

- **Adapting to a Changing Climate – Design of Buildings and Spaces**

We are expected to experience hotter and drier summers resulting from a changing climate. Poorly designed, constructed or maintained buildings can increase the exposure of occupants to extreme weather events, such as heat waves. This can be intensified by personal, environmental and social factors (such as, for example, age, poor health and low income) which make their occupants particularly vulnerable.

The Building Regulations were updated in June 2022 to ensure buildings make reasonable provisions to limit unwanted solar gains in summer and provide a means to remove heat from the indoor environment. The Local Plan

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## Part B – What policies should the Plan include?

will not duplicate these requirements but can consider requiring developments to incorporate design measures to reduce the risk of overheating, both in terms of the design of buildings and the external environment created around buildings.

The built environment should be designed in a way that buildings and spaces are able to respond to future needs, anticipating changes in travel, work and lifestyles over the course of their lifetime. Adaptable building design minimises waste, reduces the use of materials, and reduces overall emissions from the demolition and redevelopment of buildings that are no longer fit for purpose or incapable of being easily changed.

We are also expected to experience more intense rainfall as part of our changing climate. This will impact on the frequency and severity of surface water flooding, particularly in urban areas. Flood resilience and water efficiency are also important design considerations and are covered later in this document under 'Flood and Water Management'.

### Question 15: Adapting to a Changing Climate – Design of Buildings and Spaces

**15a) Should the Local Plan set out design criteria to reduce the risk of overheating? Should applicants be required to demonstrate how the design of their development proposal minimises the impacts of overheating in the built environment?**

**15b) How can the Local Plan ensure the design of spaces and buildings are adaptable to future needs?**

- **Electric Vehicle Charging**

As of January 2023, the number of publicly available Electric Vehicle Charging devices at all speeds in Peterborough was 73. This equates to 33.7 per 100,000 population: well below the national average of 55.7 per 100,000 population.<sup>10</sup>

In December 2021 the Building Regulations were updated to address infrastructure for charging electric vehicles and came into effect on 15 June 2022. The Local Plan therefore does not need to seek the basic provision of Electric Vehicle Charging points. However, it can consider how to support the rapid deployment of electric and plug-in hybrid vehicles and set requirements for Electric Vehicle Charging points in terms of their location and accessibility to future users.

### Question 16: Electric Vehicle Charging

**16) Do you think the Local Plan should set out criteria for the design and location of Electric Vehicle Charging points?**

- **Carbon Sinks**

The natural environment can play a vital role in tackling climate change. Carbon sequestration is the capturing, removal and storage of CO<sub>2</sub> from the earth's atmosphere. CO<sub>2</sub> is naturally captured from the atmosphere through biological, chemical, and physical processes. Biological carbon sequestration happens when carbon is stored in the

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<sup>10</sup> <https://www.gov.uk/government/statistics/electric-vehicle-charging-device-statistics-january-2023>

## Part B – What policies should the Plan include?

natural environment. This includes what are known as ‘carbon sinks’, such as forests, grasslands, soil, oceans and other bodies of water. Carbon sinks extract CO<sub>2</sub> from the atmosphere and absorb more carbon than they release.

A healthy peatland acts as a carbon sink, as well as supporting unique biodiversity and good water quality. When these are damaged, they can become a major source of greenhouse gas emissions.

Ensuring peatlands are protected, enhanced and sustainably managed is a global priority and key aim of the government, as set out in the UK Peatland Strategy<sup>11</sup>. By 2040, the government has set a target of 2 million hectares of peatland to be in good condition, under restoration or being managed sustainably. Ensuring land uses that are compatible with healthy peatlands will be crucial to reaching this target. Peterborough has areas of peatland to the north of Eye and to the north of the River Nene to the east of the city.

Currently the adopted Local Plan does not set policy relating to carbon sinks or carbon sequestration. The new Local Plan could include such a policy, to support the creation of land and habitats that play a role as carbon sinks and protect existing carbon sinks from development.

### Question 17: Carbon Sinks

**17) Do you agree the new Local Plan should include a policy which sets out how development proposals should protect and enhance carbon sinks across Peterborough?**

- **Other Issues**

Are there any issues not covered above, or within this Issues and Options document, that have been missed and need to be addressed to ensure that climate mitigation measures can be achieved?

### Question 18: Other Climate Change Issues and Options

**18) Do you have any other suggestions or comments on how the Local Plan can support communities to mitigate and adapt to our changing climate?**

## Design and Amenity

The adopted Local Plan policies of relevance for design and amenity are:

- LP16 Design and Public Realm
- LP17 Amenity Provision
- LP18 Shop Frontages, Security Shutters and Canopies
- LP33 Development on Land Affected by Contamination

The adopted Local Plan is supported by the following Supplementary Planning Documents (SPDs)

- [Shop Front Design Guidance SPD](#)
- [Design and Development in Selected Villages SPD](#)

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<sup>11</sup> IUCN Peatland Programme. [UK Peatland Strategy 2018-2040](#).

## Part B – What policies should the Plan include?

Good design can help create attractive places and spaces for people to live, work and visit and can contribute to the creation of healthy and sustainable places. Design is not only about appearance. It is also about how places function. To design successful places, all development should meet the aspiration for quality and sustainability in their design and layout. In short, good design is inseparable from good planning and should be at the heart of every development.

The benefits of good design cut across a number of local plan policy areas, with benefits of well-designed walking and cycling routes and open spaces on nature and well-being, as well as encouraging healthier, more active lifestyles.

The NPPF explains that local plans should set clear design visions and expectations, so that it is clear what is acceptable. It also requires all local authorities to prepare design codes.

Policy LP16 of the adopted Local Plan sets out an overall design vision and principles and, together with policy LP17, pulls together design and amenity requirements for developments, but other policies throughout the Plan also set out requirements which are intrinsically linked to good design. The current Local Plan is also supported by the Design and Development in Selected Villages SPD.

The use of design codes was introduced in the NPPF (published in 2018), after the submission and examination of the current Local Plan. Good design is promoted through the publication of the [National Design Guide](#) and [National Model Design Code](#) published in January 2021 which are aimed at ensuring that the requirement for good design is embedded in planning policy and ultimately is delivered through the development being built and the places being created. The 10 principles to guide good design are shown below:

**Figure 3: The ten characteristics of well-designed places<sup>12</sup>**



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## Part B – What policies should the Plan include?

[Building for a Healthy Life](#) (BHL) is the latest edition of, and replaces, Building for Life 12 (BfL). The underlying structure and principles of BfL 12 are incorporated into BHL through active design, alongside an increased emphasis on access to green spaces and active travel.

Design codes ensure that design expectations are set out clearly. Whilst being consistent with the National Design Guide and National Model Design Code, design codes should also reflect local character and design preference providing a local framework for a high quality standard of design.

Locally, specific policies could address issues such as:

- **Layout** – the way in which buildings and spaces relate to each other
- **Form** – the shape of buildings
- **Scale** – the size of buildings
- **Detailing** – the important smaller elements of buildings and spaces
- **Materials** – what a building is made from

Policies can also address issues such as the need for adequate daylight, sunlight, and privacy.

### Question 19: Design and Amenity

**19a) At what level should design codes be introduced: area-wide, village/neighbourhood-wide or site specific? Are there any specific issues within an area that design codes should address?**

**19b) Should the Design and Development in Selected Villages SPD be used as the starting point for preparing design codes for the Peterborough rural area?**

**19c) Should the Local Plan incorporate locally specific policies for issues such as layout, form, scale etc? If so, which specific issues should the plan address?**

**19d) Should the Local Plan require developers to use national toolkits such as Building for a Healthy Life?**

### Housing Needs

Earlier in this consultation document we discussed the overall level of housing that might be needed in Peterborough. However, the housing policies in the new Local Plan will need to address many different housing issues, which are explained below.

The adopted Local Plan policies of relevance for housing need are:

- LP8: Meeting Housing Needs
- LP9: Custom Build, Self-build and Prestige Homes
- LP10: Gypsies and Travellers and Travelling Showpeople
- LP34: Residential Annexes

In addition to providing enough housing to meet the identified need, the new Local Plan will also ensure that the housing provided is of the right type and size to meet the needs of residents now and in the future.

## Part B – What policies should the Plan include?

The existing evidence, such as the Housing Needs Assessment and Gypsy and Traveller Accommodation Needs Assessment, will need to be updated to ensure that the new Local Plan sets out appropriate policies to address the needs identified.

- **Meeting Housing Needs**

National policy says that local plans should ‘set out the size, type and tenure of housing to meet the needs of different groups in the community’. This could include families with children, older people, students, people with disabilities, services families, people who rent their homes, and people wishing to commission or build their own homes.

Policy LP8 of the adopted Local Plan sets out the requirements and thresholds for meeting housing needs, including: affordable housing, homes for older people, accommodation for vulnerable people, higher access standards, rural exception sites, and homes for permanent caravan dwellers/ park homes.

The current requirement for affordable housing is for 30% affordable housing on sites of 15 dwellings or more. The evidence available at the time identified a need for 70% affordable rented tenure and 30% intermediate in the form of shared ownership to ensure that affordable housing remains viable and deliverable.

In May 2021, the government introduced a new tenure of affordable housing called First Homes. First Homes are a specific type of discounted market housing which are discounted by a minimum of 30% against market value, sold to people meeting set eligibility criteria. First Homes are the government’s preferred discounted market tenure and should make up at least 25% of all affordable housing units being delivered through planning obligations.

As the requirements for First Homes were introduced after the adoption of the Local Plan, the council sets out its current position and approach to the implementation of First Homes through an [explanatory note](#). This explains that until such time as an update of Peterborough’s affordable housing policy is undertaken through a review of the Local Plan, the council will continue to implement our adopted Affordable Housing policy.

As part of the evidence base for the Local Plan, we will carry out a housing needs study to assess the housing needs for different groups in the community to inform the development of policies. We will also carry out a viability assessment to look at the different options and ensure that development will remain viable. We will consult on these outcomes as part of the Draft Local Plan due for public consultation in summer 2024.

However, at this early stage, we would like your views on the types and size of homes you think are needed in the area. For example, is there a need for:

- Family homes?
- Small starter homes?
- Specific types of affordable housing, such as to rent or shared ownership
- Accessible and adaptable homes, built to a higher standard than Building Regulations to allow homes to be easily adapted in the future, for disabled, elderly or people with limited mobility?
- Bungalows?
- A specific type of home in a certain location or village?
- Affordable housing on ‘exception’ sites where normal market housing would not otherwise be permitted?
- ‘Community led’ housing, whereby schemes prepared and promoted by a locally established, open to all, not-for-profit organisation are in principle supported?

### Question 20: Meeting Housing Needs

## Part B – What policies should the Plan include?

**20a) What size, types and tenure of homes do you think are needed, either across Peterborough or in your local area?**

**20b) Are there any other specific groups or specific housing types that you think are missing from the above list and should be included?**

**20c) If new evidence identifies a continued need for more rented tenure affordable housing, should this be prioritised over the provision of first homes?**

- **Entry Level Exception Sites/First Home Exception Sites and Rural Exception Sites**

National policy explains that local plans should support the development of entry level exception sites, which are suitable for first time buyers. These sites should be on land which is not already allocated for housing and should be on land adjacent to existing settlements, should not be larger than one hectare in size or exceed 5% of the size of the existing settlement. This can also include First Home exception sites.

Rural exception sites are small sites usually outside the settlement boundary that would not normally be used for housing that are granted planning consent for the provision of affordable housing in perpetuity. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding.

Policy LP8 of the current Local Plan allows for the provision of rural exception sites provided that it meets identified local need for affordable housing which cannot be met within the existing village boundary. The requirements for entry level exception sites were introduced following the adoption of the Local Plan, therefore the new Local Plan will need to incorporate these changes to the NPPF.

### Question 21: Entry Level Housing

**21a) How do you think the new Local Plan should address the need for entry level housing? Please provide reasons for your answer**

**21b) Do you think the Local Plan should have a rural exception site policy to help provide affordable homes in areas with a need?**

- **Housing Standards for Local Plans**

In 2015 the government set out a policy preventing local plans from setting their own standards for the design of new homes with the intention of reducing inconsistencies between different districts. National standards were instead introduced via the Building Regulations system.

However, there are exceptions to this general rule, as set out in the 'Housing: Optional Technical Standards'<sup>13</sup> which allows the minimum standards set by Building Regulations to be exceeded in respect of:

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<sup>13</sup> NPPG - <https://www.gov.uk/guidance/housing-optional-technical-standards>

## Part B – What policies should the Plan include?

- Internal minimum space standards, known as the Nationally Described Space Standards (NDSS)<sup>14</sup>;
- Accessibility and Adaptability Standards - such higher standards are generally beneficial to people who are disabled, elderly or have limited mobility, and also allow homes to more easily be adapted in the future; and
- Water efficiency<sup>15</sup>

A local plan can only require one or more of these optional standards if the standard will address a clearly evidenced local need, and the viability implications of introducing the standard will need to have been adequately considered.

Building Regulations include the following levels of higher access standards:

- Accessible and adaptable homes (M4(2))
- Wheelchair adaptable homes (M4(3)(a))
- Wheelchair accessible homes (M4(3) (b))

Policy LP8 of the adopted Local Plan currently requires that all dwellings should meet Building Regulations in respect of accessible and adaptable homes (M4(2)), unless there are exceptional design reasons for not being able to do so (e.g. listed building constraints or site specific factors such as vulnerability to flooding or site topography).

However, in 2020 the government consulted on changes to raise the accessibility standards for all new homes. It is the government's intention to implement a requirement for all new homes to be built to M4(2) 'accessible and adaptable' standards unless clear evidence is given, on a plot by plot basis, that it is impractical and unachievable. This will be delivered through an update to the Building Regulations. Therefore, it is unlikely that the new Local Plan will need to include a policy about this issue.

In terms of wheelchair adaptable and accessible homes, the current policy seeks 5% of dwellings on sites of 50 dwellings or more to meet the wheelchair adaptable standards (M4(3)a). If requirements for wheelchair accessible homes were to be introduced, the NPPG states that this can only be applied to affordable rented homes.

The current policy only requires the NDSS for all new rented tenure affordable housing.

A Viability Assessment of the Local Plan will be prepared to assess if new development can viably support these standards, and other requirements of the Plan. Your views would also be welcome on any potential viability issues that might arise if these standards are included within the Local Plan.

For more information about the water efficiency standards please see the Flood and Water Management section and specifically question 44.

### Question 22: Housing Standards

**22a) Should evidence identify a need, do you think the Local Plan should include requirements for wheelchair accessible and/or adaptable homes? If so why?**

**22b) Should evidence identify a need, do you think the Local Plan should include Internal Space standards for all new homes or should this continue to only be applied to new rented tenure affordable housing? Or should it be extended to cover all affordable housing tenures? If so why?**

<sup>14</sup> [Technical housing standards – nationally described space standard - GOV.UK \(www.gov.uk\)](https://www.gov.uk/technical-housing-standards-nationally-described-space-standard)

<sup>15</sup> This section of the Issues and Option document looks at spaces and access standards only. Water efficiency is covered in section x and question x

## Part B – What policies should the Plan include?

### 22c) Do you have any evidence to suggest that the introduction of the above standards would significantly affect viability of housing schemes?

- **Plots for Custom Build, Self-build and Prestige Homes**

The Self-build and Custom Housing 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.

The Housing and Planning Act 2016 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.

While the number of individuals on the council's Self-build and Custom Housing register is low, monitoring of the number of applications for exemption from Community Infrastructure Levy (CIL) payments on the grounds of 'self-build' demonstrate a steady demand for such plots, with an average of 15 exemptions a year for the last five years, as set out in the latest [Authorities Monitoring Reports](#) (AMR).

In respect of prestige homes, there is unlikely to be a significant change to the current approach, as monitoring of Council Tax data shows that only a relatively small number of new properties in the highest bands are being completed each year. On average 14 Band G dwellings and 0.8 Band H dwellings have been completed annually over the last five years, as shown in the AMR. The overall annual average completion rate for the same period was 1,097 dwellings.

Policy LP9 of the adopted Local Plan sets out support for proposals, including custom and self-build opportunities, and re-iterates the requirement for sites over 500 dwellings to provide serviced plots for custom and self-build homes.

### Question 23: Plots for Custom Build, Self-Build and Prestige Homes

#### 23a) Should we require large housing sites to provide serviced plots for self-build and custom build?

#### 23b) Should we allocate sites which are specifically set aside only for self-build and custom build to meet the needs of the register?

- **Gypsies and Travellers and Travelling Showpeople**

As with the self-build and custom housing, local plans must plan to meet the needs of Gypsies and Travellers and Travelling Showmen. 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"*.<sup>16</sup>

The national Planning Policy for Traveller Sites (PPTS) published in 2015 sets out requirements for how local authorities should assess the need for Gypsy and Traveller accommodation.

The evidence available at the time of preparing the current Local Plan identified no additional need for Gypsy and Traveller or Travelling Showpeople sites in Peterborough. Therefore, the adopted Local Plan did not allocate any

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<sup>16</sup> Planning Policy for Traveller Sites (PPTS), August 2015.



## Part B – What policies should the Plan include?

specific sites for Gypsy and Traveller or Travelling Showpeople purposes. Policy LP10 of the current Local Plan includes requirements for Gypsy and Traveller sites based on a set of assessment criteria.

There is a need for a new Gypsy and Traveller Accommodation Needs Assessment (GTANA) to be undertaken. Firstly, as the existing GTANA was undertaken in 2016, and secondly, and possibly more importantly, the existing GTANA does not take account of the recent changes and legal decisions.

The exact approach taken in the new Local Plan will depend on the outcomes of a new GTANA when complete. We will consult on this policy as part of the draft Local Plan consultation due in summer 2024.

### Question 24: Gypsies and Travellers

**24) If a need for additional Gypsy and Traveller pitches is identified, should large scale housing sites be required to include an element of Gypsy and Traveller provision as part of the masterplanning of the site?**

**24b) What other suitable locations for Gypsy and Traveller pitches are there?**

If you think you have a suitable site for Gypsy and Traveller accommodation, please let us know via [the Site Suggestion Form](#) (see Section 5 of this document for further information).

- **Park Homes and House Boats**

The government introduced legal requirements<sup>17</sup> in 2016 for local plans to review the need for moorings for houseboats and sites to accommodate permanent caravans such as park homes. Therefore, as part of the evidence base for the Local Plan, the council will carry out a review over the coming months to help establish if there is any need for such forms of accommodation and this will help inform any policies in the new Local Plan. In the meantime, your preliminary views would be welcome.

Policy LP8 of the adopted Local Plan made no reference to houseboats, as at that time there were no registered permanent houseboats.

### Question 25: Park Homes and House Boats

**25) Is there a need for moorings for houseboats or sites for caravans in Peterborough? Any evidence to support your comments would be welcome, or suggestions as to how such need could be identified.**

- **Residential Annexes**

Residential Annexes can offer an important solution for many situations including, for example, allowing multiple generations of a family to reside alongside one another, offering informal care and freeing up under-occupied housing. However, it should also be borne in mind that the addition of annexes to residential properties can have a considerable impact upon the character and amenity of an area through the intensification of development. Policy LP34 of the adopted Local Plan seeks to ensure that any residential annexe development is solely provided as ancillary to the original dwelling and not a new dwelling. It is proposed that this approach will be carried forward into the new Local Plan.

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<sup>17</sup> The Housing Act 2016

## Part B – What policies should the Plan include?

### Question 26: Residential Annexes

**26) Is there a need for the current approach to Residential Annexes to be carried forward into the new Local Plan?**

- **Sub division and multi occupation of dwellings**

Shared or multi-occupancy accommodation has increased in numbers within Peterborough in recent years. Whilst this kind of accommodation meets an important housing need, tensions sometimes develop in areas where a high concentration of HMOs exists, or is believed to exist. The growth of the University will increase the demand for housing, and it is important that people with some of the fewest housing choices are not priced out of the market. To that end, we could encourage the development of purpose built student accommodation, as well as other build to rent housing, so that the rental market has resilience and variety.

### Question 27: Sub division and multi occupation of dwellings

**27a) Is there a need for a policy relating to the subdivision and multiple occupation of dwellings?**

**27b) Do you agree that a mix of purpose built rented housing, including student accommodation and market rented properties, should be focussed in and around the city centre**

### Development in the Countryside

The adopted Local Plan policies relevant to development in the countryside are:

- Policy LP2: Settlement Hierarchy and the Countryside
- Policy LP11: Development in the Countryside

As explained in section 2, areas outside the defined urban area boundary or village boundary are defined as the countryside. National policy tends to be more restrictive in terms of what sort of development is acceptable in the countryside, with development limited 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.

Policy LP11 of the current Local Plan includes requirements to support the rural economy and enable the expansion of rural businesses and, in exceptional circumstances in accordance with national policy, supports housing development in the countryside that meets an identified local need. The current policy covers the following issues:

- Conversion of non-residential buildings for residential use in the countryside
- Replacement of existing dwellings in the countryside
- Mobile homes in the countryside
- New dwellings in the countryside (relating to agricultural workers, forestry and other enterprises where a countryside location is essential)
- The rural economy
- Protecting the best and most versatile agricultural land
- Agricultural diversification

## Part B – What policies should the Plan include?

### Question 28: Development in the Countryside

**25) Should the Local Plan include a policy about development in the countryside and requirements to support the rural economy?**

#### Employment

The adopted Local Plan policies relevant to employment are:

- Policy LP4: Spatial Strategy for Employment, Skills and University Development
- Policy LP11: Development in the Countryside, Part E: The Rural Economy
- Site allocations policies LP44 to LP46

Section 2 discusses the future employment need and possible growth strategy for Peterborough. This section focuses on the detailed policy requirements and delivery of new businesses and jobs.

One of the council's priorities is to maximise economic growth and prosperity in an inclusive and environmentally sustainable way.

Policy LP4 of the adopted Local Plan sets out the strategy for employment growth within Peterborough, as well as seeking to protect the existing General Employment Areas and Business Parks, as shown on the Policies Map. It is proposed that the General Employment Areas and Business Parks are carried forward into the new Local Plan unless evidence suggests that their designation is no longer suitable.

Since the Local Plan was adopted, there have been changes made to the Use Classes Order. The changes made have resulted in former B1 uses (offices, research and development and light industrial process that do not cause disturbance) being incorporated into a new E class alongside former A class retail uses and some D class health and recreation uses. Former B1 uses now sit within use class Eg, while B2 and B8 uses remain unchanged.

Currently, as worded, the employment policies seek to restrict uses within existing or allocated employment areas to those uses that were classed specifically as employment uses (B class uses). Within the city, district and local centres, mixed use developments are encouraged. It is possible that the new Local Plan could take a different approach and allow some additional flexibility to be applied within the General Employment Areas to allow other uses where this would not undermine the function of the area.

The rural economy is currently addressed within Policy LP11. The policy sets out what is and what isn't an acceptable use and sets out the criteria that developments would have to meet.

### Question 29: Employment

**29a) Do you agree that the General Employment Areas and Business Parks should be brought forward into the new Local Plan unless evidence suggests that they are no longer suitable or deliverable? If not, please provide details.**

**29b) Do you agree that greater flexibility for other uses should be provided for General Employment Areas where this would not undermine their role and function? If not, please explain why.**

## Part B – What policies should the Plan include?

**29c) Do you agree that the new Local Plan should continue to include a definition of what development is or is not acceptable on employment sites in the open countryside? If not, please explain why.**

### Town Centres and Retail

The adopted Local Plan policies of relevance to retail and other town centre uses are:

- LP6: The City Centre – Overarching Strategy
- LP12: Retail and Other Town Centre Uses

Peterborough city centre and its district and local centres are at the heart of communities, providing accessible shops and services, employment, and leisure facilities. Vital and viable centres provide economic and social benefits, such as reducing social isolation and health inequalities, and improving community resilience.

In recent years, our retail centres have faced substantial challenges from the shrinking ‘front facing’ retail sector which has been exacerbated by the Covid-19 pandemic, loss of department stores in city centres and internet shopping. Therefore, many centres will need to reinvent themselves to compete and thrive.

National policy states:

*“that local planning authorities should pro-actively promote town centres long-term vitality and viability – by allowing them to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries, allows a suitable mix of uses (including housing) and reflects their distinctive characters.”*

The NPPF also advises that policies should define the extent of the town centres and primary shopping areas and set policies that make clear the range of uses which will be permitted in such locations, as part of a positive strategy for the future of town centres. National policy says applications for retail or leisure uses should be located in town centres first. Only if no suitable sites are available in town centres should edge of centre or out of centre sites be considered.

The adopted Local Plan policy LP12 sets the framework for how planning applications for retail and other main town centres uses will be assessed to make sure that they are appropriate in scale and location. This includes the identification of a retail hierarchy and primary shopping areas that prioritises development to the city centre first. However, this policy is retail focused and since the preparation and adoption of the Local Plan there have been significant changes in national policy and approach to retail and town centre development.

In September 2020, the government introduced the new use class (Class E) which replaces and combines the former uses for shops (A1), professional services (A2), restaurants (A3), offices and light industrial (B1), clinics, crèches and gyms. This gives more flexibility for premises in Class E to change use without the need for planning permission. The council has therefore lost some of the previous controls to retain retail shops.

Work on the new Local Plan offers an opportunity to address the changes affecting town centres to ensure that the Local Plan contributes to the ongoing success of the high street.

As part of the evidence base for the Local Plan, the council will carry out a review of the existing centres and also review the boundaries and the main shopping areas (known as Primary Shopping Areas) to make sure these are up to date and still represent the main shopping areas. The current boundaries are shown on the Policies Map.

The council will also undertake a Retail and Town Centre Study that will not only identify the need and capacity for new retail, leisure and other town centre uses, but will also focus on the future role of town centres, including a

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## Part B – What policies should the Plan include?

health check and an understanding of the current market and need for Peterborough. Updating the evidence will also allow an opportunity for recent changes to national policy and guidance and retail trends to be considered.

As discussed in section 3a (question 6), it is proposed that the new Local Plan will include an overarching city centre regeneration policy, that is supported by a more detailed retail and town centre policy.

### Question 30: Town Centres

**30a) Should existing shops be protected or do you think other types of development such as leisure and recreation should be encouraged in the town centres?**

**30b) Is there a need to develop a wider strategy to support a range of activity in town centres and take account of the changes in their use?**

**30c) Should the retail hierarchy be amended? What changes should be made and why?**

**30c) Do you think the boundaries of the City Centre, District Centres, Local Centres and Primary Shopping Areas need to be extended or reduced? If so, which and why?**

**30d) Do you have any additional suggestions or comments about how the Local Plan can help to support a vibrant city centre, district centres and a network of local centres?**

### Transport and Infrastructure

The adopted Local Plan policies of relevance to transport and infrastructure are:

- LP13: Transport
- LP14: Infrastructure to Support Growth
- LP15: Safeguarded Land for Future Key Infrastructure
- LP30: Culture, Leisure, Tourism and Community Facilities

The adopted Local Plan is supported by the following SPD:

- [Developer Contributions SPD](#)

It is important that new homes and jobs growth are supported by appropriate infrastructure for transport, education, health, open spaces and community facilities among others. Working with infrastructure providers, any land to be safeguarded for infrastructure provision will be identified. Policy LP15 safeguards infrastructure specifically identified as being required. This policy is not proposed for significant change but will be updated to reflect the requirements of the new Local Plan. Policy LP14 is also expected to remain as it is set out in the 2019 Local Plan.

- **Transport**

National policy says that local policies must take into account any increased traffic and congestion and impact on highway safety and address potential impacts on the transport network. Therefore, as part of the evidence base for the Local Plan, we will work with the council's highways authority to assess the impact of the Local Plan growth requirements on local roads to minimise any congestion.

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## Part B – What policies should the Plan include?

National policy also says that policies should promote opportunities for walking, cycling and public transport and should aim to prioritise pedestrian and cycle uses, helping to reduce the reliance on the car.

The adopted Local Plan includes one policy (LP13) that covers transport related matters and reflects the Local Transport Plan. While it is not proposed to make significant changes to the policy, we would welcome your views on specific aspects of the approach to transport matters.

The new Local Plan will also need to reflect the [Cambridgeshire and Peterborough Local Transport Plan](#) (2020). Work on a new Local Transport and Connectivity Plan<sup>18</sup> commenced in 2022 by the CPCA.

The adopted Local Plan sets out a broad approach to transport as follows:

- **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.
- **City Centre:** Reduction of car use in the city centre would be supported by parking policy generally and public transport.
- **City Peripheral:** The city periphery would encourage walking and cycling with improved facilities and develop strong public transport corridors to enhance these modes.
- **Outer City:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations, there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.
- **Rural:** The public transport links will be strengthened where possible, with improvements to services, priority and infrastructure. In these more distant locations, there will be efforts to ensure that all trips are directed onto the most appropriate routes into the city centre to ensure that the network is being used as efficiently as possible.

The adopted Local Plan also sets out car parking standards for different types of development. A review of car parking standards will be undertaken as part of the evidence base for the emerging Local Plan.

### Question 31: Broad approach to Transport

**31a) Do you think that the broad approach set out above is appropriate? Please provide comments to support your answer.**

**31b) Should the new Local Plan include a policy for Walking and Cycling?**

**31c) Do you agree that minimum parking standards should be included within the new Local Plan? If you agree that there should be minimum parking standards, do you have any suggestions about what these should be?**

**31d) Should Parking provision and standards be the subject of a separate policy or should they remain within the Transport policy?**

- **Infrastructure to Support Growth and Safeguarded Land for Future Key Infrastructure**

<sup>18</sup> <https://cambridgeshirepeterborough-ca.gov.uk/what-we-deliver/transport/local-transport-plan/>

## Part B – What policies should the Plan include?

As Peterborough grows, it will be essential that supporting infrastructure such as roads, schools, health and community facilities to ensure the relevant supporting infrastructure is in place to help in the creation of sustainable communities. The adopted Local Plan Policy LP14 Infrastructure to Support Growth seeks to ensure that new development is, or can be, supported by the appropriate infrastructure. The policies for Infrastructure to Support Growth and the Safeguarding of Land for Key Infrastructure are inherently linked to each other and to the Infrastructure Delivery Schedule (IDS). The Peterborough IDS identifies infrastructure projects that will support the sustainable growth of the city.

This includes:

- 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 schools, secondary schools, further and higher education,
- Emergency Services – fire, ambulance and police,
- Utilities and Services – water, waste water, flood risk management, electricity and gas.

As part of the evidence base for the Local Plan an update to the Infrastructure Delivery Plan will be prepared to support the proposed growth, and to ensure that appropriate and necessary infrastructure, such as schools and utilities, is provided alongside development to ensure that communities have access to essential facilities. The Infrastructure Development Plan identifies a range of infrastructure types and projects required to support growth and it identifies likely funding sources, delivery agents, timescales and priorities.

### Question 32: Infrastructure

**32). What are the key infrastructure priorities that need to be delivered in Peterborough and how can they best be delivered?**

#### **Culture, Leisure, Tourism and Community Facilities**

The new Local Plan will ensure that new development is supported by appropriate infrastructure for transport, schools, health, open spaces, community facilities and water supply and treatment. The new Local Plan should plan positively for the provision of community facilities (such as local shops, meeting places, sports venues, open space, public houses and places of worship) and other local services to enhance the sustainability of community and residential environments.

The adopted policy is currently set out over three distinct sections; the first to support new and improved facilities in the city centre; the second to recognise the value and importance of community facilities and support new community facilities; and the third and final section seeks to protect existing facilities and only allow their loss in specific circumstances.

It is not proposed to make any significant changes to this policy within the new Local Plan.

### Question 33: Culture, Leisure, Tourism and Community Facilities

**33) Should community facilities remain in a policy with Culture, Leisure and Tourism facilities, or be a separate policy to recognise their importance?**

[Return to List of Questions](#)

## Part B – What policies should the Plan include?

### Historic Environment

The adopted Local Plan policies of relevance for the historic environment are:

- LP19 The Historic Environment
- LP20 Special Character Areas

The adopted Local Plan is also supported by the following SPD:

- [Design and Development in Selected Villages SPD](#)

Together, these policies conserve and where appropriate enhance the historic environment and encourage heritage assets to be put to viable and appropriate use.

Special protection is given to buildings and areas designated as special architectural or historic interest by law through the Listed Building Act<sup>19</sup>, because they are irreplaceable and should be conserved. Therefore, any local plan policies must comply with this legislation.

Policy LP19 of the adopted Local Plan sets out the importance of the historic environment for the quality of life experienced by local communities and to protect, conserve and seek opportunities to enhance Peterborough's heritage assets and their settings for current and future generations. Policy LP19 sets out the key points of emphasis upon the character and distinctiveness of the area. Policy LP20 defines three Special Character Areas. Whilst not of conservation area quality, these locally specific areas have been designated to acknowledge and protect their landscape and architectural character and development patterns.

At the time of writing the Peterborough area consists of:

- 5 Registered Historic Parks and Gardens of special historic interest;
- 29 Conservation Areas;
- 928 listed buildings which are recognised to be of special architectural or historic interest; and
- 71 Scheduled Monuments.

With the anticipated growth, it is vital that the value and character of the historic environment is not put at risk.

National planning policy states that *“Plans should set out a positive strategy for the conservation and enjoyment of the historic environment.*

The new Local Plan can achieve this by identifying any further buildings of local importance or designated areas which need protection to preserve the historic environment. It will also be important to address how new development can make a positive contribution to local character and distinctiveness. It would also be useful to determine if there are any further areas which could be designated as an area of Special Character for the next Local Plan.

In October 2022, a consultation was undertaken to submit any proposed nominations of heritage assets for inclusion with the Peterborough Local List. The purpose of a local list is to highlight the many local heritage assets within the historic environment and ensure these assets are taken into account in planning decisions. Although they do not meet national criteria for being statutorily 'listed', they do make a significant contribution to the historic, architectural, archaeological and social character of the district. For more information and a map of all assets please

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<sup>19</sup> [Planning \(Listed Buildings and Conservation Areas\) Act 1990 \(legislation.gov.uk\)](#)



## Part B – What policies should the Plan include?

see the council's website at: <https://www.peterborough.gov.uk/council/planning-and-development/conservation-trees-and-hedges/local-list>

These heritage assets are considered non-designated heritage assets. They remain so once / if we include them on the local list.

The council is currently preparing a new report for the analysis and appraisal of views of Peterborough Cathedral.

### Question 34: Historic Environment

**34a) Are there any additional protections required?**

**34b) Is there any significant change that this policy requires?**

**34c) Should the two policies be combined and then have a separate policy to cover design including Special Character Areas instead?**

**34d) Are there any more Special Character Areas to be identified?**

**34e) How can new development avoid or minimise harm to the significance of a non-designated heritage asset?**

### Natural Environment

The adopted Local Plan policies of relevance for the natural environment are:

- LP21 New Open Space, Sport and Recreation Facilities
- LP22 Green Infrastructure Network
- LP23 Local Green Space, Protected Green Space and Existing Open Spaces
- LP24 Nene Valley
- LP25 Country Park
- LP26 Green Wedges
- LP27 Landscape Character
- LP28 Biodiversity and Geological Conservation
- LP29 Trees and Woodland

The adopted Local Plan is also supported by the following SPD:

- [Green Infrastructure and Biodiversity SPD](#)
- **New Open Space, Sport and Leisure Facilities**

Accessible, good quality open spaces make a significant contribution to the quality of life of people living in Peterborough. National planning policy recognises the importance of the provision of open space, and opportunities for sport and recreation:

*“Access to a network of high quality open spaces and opportunities for sport and physical activity is important for the health and well-being of communities, and can deliver wider benefits for nature and support efforts to address climate change.”*

## Part B – What policies should the Plan include?

National policy is also clear that existing open space, sport and recreational buildings and land should not be built on unless there is a clear surplus, or the loss would be replaced by an equivalent or better provision in a suitable location.

As the population of Peterborough continues to grow, new residential development will create additional demand and pressure on existing open spaces, sports and leisure facilities. Furthermore, access to open space is not evenly distributed across Peterborough. The new Local Plan will need to consider how new housing development provides new open space to meet the needs of the development. It could also require new development to increase access to existing open space or improve the quality of existing open space.

The 2019 Local Plan requires new development to provide open space and sets standards for the provision of the following types of open space:

- Neighbourhood Parks
- Country Parks
- Children’s Play Areas
- Natural Greenspace
- Allotments

During the preparation of the new Local Plan, the open space standards will be reviewed and supporting evidence updated.

### Question 35: New Open Space, Sport and Leisure Facilities

**35a) Thinking about where you live in Peterborough, do you think there is enough open space? If not, what types of open space do you think are most needed?**

**35b) How satisfied are you with the quality\* of open space where you live? Do you think new development should improve the quality of existing open spaces as well as provide new open spaces?**

**35c) How long (in minutes) would you be prepared to walk to access open space? Do you think new development should improve access to existing open spaces as well as provide new open spaces?**

\* Is the open space ‘fit for purpose’? Is it easy to get to, safe, welcoming, well maintained and does it meet your needs?

- **Green Infrastructure**

Green Infrastructure is “a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity.”<sup>20</sup>

Well planned, designed and managed Green Infrastructure has the potential to deliver a wide range of benefits for people and the environment. Good connectivity between individual Green Infrastructure features can help maximise these benefits by creating a network for people and nature. How the Green Infrastructure network develops in the future will be closely related to the Local Nature Recovery Strategy and the delivery of BNG.

In January 2023, Natural England launched the [Green Infrastructure Framework – Principles and Standards for England](#). The Green Infrastructure Framework sets out 15 Principles and 5 headline national Standards for Green Infrastructure.

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<sup>20</sup> National Planning Policy Framework

## Part B – What policies should the Plan include?

The Urban Greening Factor<sup>21</sup> is one of the 5 headline Green Infrastructure Standards. It is a planning tool to improve the provision of Green Infrastructure and increase the level of greening in the built environment. It is applied to major developments and sets a minimum target score for the proportion of Green Infrastructure to be provided within a development site.

### Question 36: Green and Blue Infrastructure Network

**36) Do you think the new Local Plan should include an ‘Urban Greening Factor’ target score for development schemes to meet or exceed? Should this be applied across the whole of Peterborough, or vary by location or type of development?**

- **Local Green Space**

Local Green Space is a national designation defined in national planning policy which aims to protect green spaces which are demonstrably special to a local community.

For a space to be designated as a Local Green Space, it must meet the following criteria:

- Be in reasonably close proximity to the community it serves;
- Demonstrably special to a local community and hold a particular local significance, for example, because of its beauty, historic significance, recreational value, tranquillity or richness of wildlife;
- Local in character and not an extensive tract of land.

In the 2019 Local Plan there are a number of spaces that are designated as Local Green Space. It is proposed that these areas are carried forward into the new Local Plan, unless, exceptionally, circumstances have changed to warrant their de-designation. Neighbourhood Plans that have been adopted or are currently in preparation often identify and allocate Local Green Space. These will be shown on the Policies Map which will accompany the Local Plan. The current Local Green Space in Peterborough can be viewed [here](#).

Local Green Space should only be designated when a local plan or neighbourhood plan is prepared or updated. Therefore, as part of this Issues and Options Consultation, we are inviting communities to identify areas for consideration as Local Green Spaces. To nominate a green space, please read the Local Green Space Guidance Note and complete and submit a **Local Green Space Nomination Form**.

- **Protected Green Space in Villages**

In addition to Local Green Space designations, the 2019 Local Plan protects green spaces in villages via a local designation: Protected Green Space in Villages. These green spaces make a positive contribution to the individual character of a village and may also provide a visual or amenity function. As part of the preparation of the 2019 Local Plan, the council assessed each Protected Green Space in Villages site against the Local Green Space criteria. Some green spaces remained as a Protected Green Space in Villages site, whilst others were redesignated as Local Green Space. The council intends to carry forward the Protected Green Space in Villages sites into the new Local Plan.

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<sup>21</sup> Further details on the Urban Greening Factor Standard and how scores are calculated can be found here: <https://designatedsites.naturalengland.org.uk/GreenInfrastructure/GIStandards.aspx>

## Part B – What policies should the Plan include?

### Question 37: Protected Green Spaces in Villages

**37a) Do you agree that the Local Green Space in the adopted Local Plan should be carried forward in the new Local Plan? If no, please provide reasons for your answer.**

- **Nene Valley**

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. It includes Ferry Meadows County Park.

Policy LP24 of the 2019 Local Plan covers the Nene Valley and identifies the Nene Valley area on the Policies Map. The policy supports development proposals where they would safeguard and enhance recreation and/or bring landscape, nature conservation, heritage, cultural or amenity benefits.

Some minor changes are required to bring the policy up to date. For example, the Nature Improvement Area project has come to an end. The Nene Park Trust have also published an environmental policy (July 2022) which aims to double the area managed for biodiversity by 2030 in line with Natural Cambridgeshire's vision. However, it is intended that policy LP24 is largely carried forward to the new Local Plan.

### Question 38: Nene Valley

**38) Do you agree with the council's proposed approach that adopted policy LP24 Nene Valley, subject to some minor changes, can largely be carried forward into the new Local Plan? If not, what aspect or aspects of the policy need to be changed and why?**

- **Country Parks**

Policy LP25 in the 2019 Local Plan identifies Hampton Country Park on the Policies Map and protects it for that purpose, with the supporting paragraphs setting out appropriate uses to be found in a country park. The council intends to carry forward policy LP25 into the new Local Plan.

Evidence in the Open Space Strategy Update 2016 suggests there is a shortfall of country park provision in the north and east of Peterborough.

### Question 39: Country Parks

**39) Do you think there is a need for a new country park in Peterborough? If so, where?**

- **Green Wedges**

## Part B – What policies should the Plan include?

Green Wedges are areas of land around and between settlements which provide a distinction between the countryside and the built-up area, and to protect the separate identity and character of individual settlements. They also provide additional benefits, including opportunities for sport and recreation, access to the countryside and space for nature.

Current policy on Green Wedges is contained within policy LP22 of the 2019 Local Plan. There are four Green Wedges in Peterborough as shown on the adopted Policies Map:

- Between Peterborough and Glinton
- Between Peterborough and Eye
- Between Stanground and Farcet, and
- Between Peterborough and Stanground

As part of the preparation of the adopted Local Plan, the council undertook a review of the Green Wedges (January 2018). The council considers that there have been no significant changes to warrant the preparation of a new Green Wedge Review. The council will undertake a factual update to the Green Wedge boundaries to ensure that they reflect any changes that have taken place on the ground since the Local Plan was adopted.

### Question 40: Green Wedges

#### 40) Do you have any views on the current Green Wedge policy?

- **Landscape Character**

One of the unique characteristics of Peterborough is its situation in the landscape, on the edge of the Fens. To the east of the city, the Fenland landscape is flat and open. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau.

Conserving and enhancing the distinct landscape setting of the area is integral to protecting the identity of Peterborough.

There are no National Parks or Areas of Outstanding Natural Beauty within the area, but that does not mean that the character and beauty of the countryside is not valued in its own right.

Local Plan policy LP27 of the adopted Local Plan sets out requirements to protect and enhance valued landscapes. As part of Local Plan Evidence base, a review of the Landscape Character Assessment will be undertaken that will help inform the Landscape Character policy.

### Question 41: Landscape Character

#### 41) How can the Local Plan ensure that the landscape character of Peterborough is protected and enhanced?

- **Biodiversity**

## Part B – What policies should the Plan include?

Biodiversity is the variety of all life on earth. It includes all species of animals and plants and the natural systems that support them. Habitats are the places in which species live. Together species and habitats provide substantial benefits and are vital for a well-functioning planet.

Despite such importance, the world is losing its biodiversity at an alarming rate. Since the 1970s, there has been a worldwide decline in wildlife populations of 69%.<sup>22</sup>

Peterborough supports several distinctive landscapes and rich mosaic habitats including woodland, parkland, limestone grassland, river valleys and wetlands. Approximately 82% of local wildlife sites across Peterborough are in positive management, which places the city among the top performing local authorities in England.<sup>23</sup> Natural Cambridgeshire, the Local Nature Partnership for our area, has recently agreed a vision to double the area of rich wildlife habitats and natural green space across Cambridgeshire and Peterborough<sup>24</sup>.

The government recognises the depletion of biodiversity nationally and has set an objective to halt and reverse the decline by 2030. The [Environment Act 2021](#) is now in place, and one part of the Act is about BNG.

BNG<sup>25</sup> is an approach to the recovery of nature through the planning and development process. The aim is to leave habitat for wildlife in a measurably better state than it was before development by delivering a minimum 10% gain for nature, calculated using the Biodiversity Metric<sup>26</sup>. It only applies to habitats, with protected and priority species and designated wildlife sites being covered by different legislation and policy requirements. BNG can be achieved on-site, off-site or through a combination of on-site and off-site measures.

A further key component of the Environment Act 2021 is the requirement for a Local Nature Recovery Strategy (LNRS); a new type of plan for nature. Each Strategy will include a statement of biodiversity priorities for the area and a habitat map to identify actions to help restore nature. A [LNRS for Cambridgeshire and Peterborough](#) is currently being prepared by Cambridgeshire County Council, in collaboration with Nature Cambridgeshire.

Given the changes to national policy since the adoption of the 2019 Local Plan, and a local desire to increase habitats and natural green space, current policy LP28 Biodiversity and Geological Conservation will require updating.

### Question 42: Biodiversity Net Gain

**42a) Do you think the new Local Plan should set a higher % of BNG than the national requirement of a minimum 10%? If so, what % should this be? Please give reasons for your answer**

**42b) Are you the owner of any land within Peterborough that you think could be suitable for off-site habitat creation/enhancement? (Important note - this land would be protected for biodiversity for at least 30 years). If so, are you willing to add this land to the council's list of potential off-site BNG sites?**

### Trees, Woodland and Hedgerows

Trees are important in the built environment. Among their many benefits include making places attractive, providing shade and cooling, improving air quality, absorbing excess water and providing habitat for wildlife. Peterborough city has approximately 50,000 street trees and trees in residential areas.

<sup>22</sup> WWT (2022) Living Planet Report.

<sup>23</sup> Natural Cambridgeshire (2022) The State of Nature in Cambridgeshire.

<sup>24</sup> Natural Cambridgeshire. Doubling Nature. A Vision for the Natural Future of Cambridgeshire & Peterborough in 2050

<sup>25</sup> Natural England's [Biodiversity Net Gain Brochure](#) (April 2022) provides a simple guide to Biodiversity Net Gain principles.

<sup>26</sup> The latest version at the time of writing is [DEFRA Biodiversity Metric 4.0](#)

## Part B – What policies should the Plan include?

National planning policy recognises the importance of trees:

*“Planning policies and decisions should ensure that new streets are tree-lined, that opportunities are taken to incorporate trees elsewhere in developments (such as parks and community orchards), that appropriate measures are in place to secure the long-term maintenance of newly-planted trees, and that existing trees are retained wherever possible.”*

Cambridgeshire is one of the least wooded areas in the UK. The total area of woodland of 0.1ha and over is 12,325ha. This represents 3.6% of the county land area<sup>27</sup>.

Ancient woodlands and ancient and veteran trees are vitally important for biodiversity and are part of the historic landscape of Peterborough. Ancient woodlands are thought to have been in existence since at least 1600AD. The main pockets of ancient woodland within Peterborough lie to the west of the city and once formed part of Rockingham Forest.

Hedgerows and hedgerow trees are also important features in the landscape providing a range of benefits, from food and shelter for wildlife to reducing soil erosion and flooding. Around 50% of hedgerows have been lost since World War II, largely due to the intensification of agriculture and development. The government’s Environmental Improvement Plan seeks to create or restore 30,000 miles of hedgerows by 2037 and 45,000 miles of hedgerows by 2050.

The 2019 Local Plan provides protection to existing trees and woodland and encourages opportunities for tree planting as part of new development, via policy LP29 Trees and Woodland. The current policy compensates (via tree planting) for the loss of moderate to higher value trees.

Tree canopy cover is the area of ground covered by trees when seen from above. The Peterborough Tree and Woodland Strategy (amended November 2021)<sup>28</sup> aims to maintain and enhance the tree population in Peterborough and to increase tree canopy cover across the city. The council has set a target of 25% tree canopy coverage by 2035 on its own land. The council could explore the option of setting a tree canopy cover target across the whole of Peterborough.

### Question 43: Trees, Woodland and Hedgerows

**43a) Should the new Local Plan ensure that new streets are tree-lined unless there were justifiable reasons why this would be inappropriate?**

**43b) Should a tree and woodland policy also cover hedgerows?**

**43c) Should the new Local Plan set an area wide target for tree canopy cover for all development to achieve? If so, should this target be the same as the council’s (25%), higher or lower?**

## Flood and Water Management

The adopted Local Plan policy of relevance for Flood and Water Management is:

- Policy LP32: Flood and Water Management

<sup>27</sup> Forestry Commission (2002) National Inventory of Woodland and Trees. County Report for Cambridgeshire.

<sup>28</sup> Peterborough City Council. [Tree and Woodland Strategy 2018-2028](#). Updated 2021.

## Part B – What policies should the Plan include?

The adopted Local Plan is also supported by the following SPD:

- [Flood and Water Management SPD](#)

In the 2019 Local Plan, policy LP32 addresses water management and efficiency, to ensure development can take place whilst protecting the water environment.

As Peterborough grows, it is important to remember that the city of Peterborough is just a few metres above sea-level and much of the district lies below sea-level. This makes the city particularly vulnerable to the effects of climate change. Policy LP32 ensures that development will be required to demonstrate consideration towards existing and future flood patterns, for the most effective protection and flood risk management at the earliest stage in the development process.

The management of water is an important issue, 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, quantity, water habitats and biodiversity, under the requirements of the Water Framework Directive (WFD).

Through the delivery of new homes, water efficiency could be implemented through this policy, to encourage water recycling. This could be included within residential development or other development comprising new buildings, with methods such as:

- Hard permeable surfacing
- Incorporation of green roof and/or walls
- Within new residential development, those which include garden areas, this must include a rain harvesting water butt(s) of a minimum 100L capacity.
- To minimise impact on the water environment all new dwellings should achieve the Optional Technical Housing Standard of 110 litres per person/day as described by Building Regulations.

National policy states that inappropriate development in areas of risk of flooding should be avoided and that policies should support appropriate measures to ensure there is future resilience for communities and infrastructure. In accordance with the NPPF and supporting technical guidance, the new Local Plan should seek to encourage growth that does not place itself or others at increased risk of flooding, as well as to ensure that the appropriate mitigations are in place where necessary. With consideration into the reduction of water use, this could significantly affect our carbon impact and energy consumption. It is therefore important to address the small measures to improve water efficiency, such as the use of water butts.

### Question 44: Flood and Water Management

**44a) How could new development reduce flood risk?**

**44b) Should there be any further flood mitigations measures within this policy?**

**44c) Should there be more emphasis on water efficiency in new homes? Subject to evidence should the new Local Plan include the optional technical standard for water efficiency of new homes for 110 litres per person/day as described by Building Regulations.**



## Part C – What are your priorities for the future of Peterborough?

### Part C – What are your priorities for the future of Peterborough?

Now that you have read Part 3B which sets out the different planning issues for Peterborough, we would like to know which issues you think are the most important for Peterborough.

It is important that the new Local Plan is both aspirational, but also deliverable. It will be necessary to strike a balance between seeking development that is the best that it can be, meeting the requirements of the Local Plan and needs of residents, while also ensuring that development remains viable so that developers do not look elsewhere.

We would like to understand what your broad priorities are for the future growth of Peterborough and would welcome you completing the following question. This will help us to understand, overall, which issues are the most important to you.

#### Question 45: Your Priorities

**45a) What, overall, are your priorities for development in Peterborough? Please select up to five from the following list:**

- **New buildings with high energy efficiency and/or renewable energy sources included such as solar panels;**
- **More, and a variety of, genuinely Affordable Housing;**
- **New homes which are easily adaptable and accessible for the disabled or elderly;**
- **New homes which have room sizes of at least a minimum set size;**
- **Attracting inward investment to Peterborough and creating more jobs;**
- **Revitalising and rejuvenating the city centre;**
- **New community facilities as part of new housing developments, such as community hall, corner shop, small health centre;**
- **Investment in walking and cycling infrastructure;**
- **Good quality, accessible open space (parks, play areas, etc);**
- **Genuine efforts to protecting existing, and creating new areas for nature;**
- **Protecting the character of Peterborough, the surrounding villages and the countryside.**

**45b) Please identify any other top priorities you may have?**

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### 4. Neighbourhood Planning

Neighbourhood planning gives parish councils direct power to develop a shared vision for their area and shape development and growth. Once a neighbourhood plan has been 'made' (adopted) it forms part of the development plan for the district, so it has the same legal status as a local plan.

If an area has a neighbourhood plan, any planning applications in that area will be determined using the local plan (the 2019 version at the moment, in Peterborough), the neighbourhood plan, national policy and any other material consideration.

Please see the council's website for more details about [neighbourhood planning](#)<sup>29</sup>. The following neighbourhood plans have been 'made' and can be viewed on the website:

- **Ailsworth** (December 2017)
- **Barnack** (July 2021)
- **Castor** (December 2017)
- **Glington** (July 2021)
- **Helpston** (December 2022)
- **Peakirk** (July 2017)

Neighbourhood plans must work alongside a local plan, and not conflict with what are known as 'strategic policies' in the local plan, such as minimum housing targets. However, a neighbourhood plan has considerable scope to include detailed policies and, if it wants to, the allocation of sites for development.

It is also worth noting that if there is conflict between a local plan and a neighbourhood plan, the most recently adopted local plan takes precedence when determining planning applications.

This new Local Plan must also set housing targets for those areas which are formally designated as Neighbourhood Areas.

In the past few years, Werrington have been working on assembling a neighbourhood plan. They have designated a Werrington Area Forum and are at the pre-submission stage (Regulation 14) for their neighbourhood plan, ready for consultation and Peterborough City Council assistance.

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<sup>29</sup> <https://www.peterborough.gov.uk/council/planning-and-development/planning-policies/neighbourhood-plans>

### 5. Site Assessment Process

The council is currently carrying out a call for sites exercise, and is inviting local agents, developers, landowners parish councils and local residents to suggest sites they want to consider as potential allocations for future growth.

The council will assess all site submissions it receives against a detailed set of criteria, as set out in the [Site Assessment Methodology Report](#). The assessment criteria is based on the principles of sustainable development and mirrors the SA framework.

For consistency, the assessment criteria will be scored using a colour matrix (traffic light system), as set out below. This provides a clear and easy to understand scoring system.

Score	Potential outcome
A	Potential to deliver major economic, environmental or social benefits
B	Potential to deliver minor economic, environmental or social benefits
C	Either neutral impact or middle value
D	Low risk of economic, environmental or social harm
E	High risk of economic, environmental or social harm

Preferred sites will be selected, taking into account the site's availability, suitability and economic viability reflecting the overarching growth strategy and wider sustainability issues.

The council's preferred sites will be Included in the draft version of the Local Plan, due for public consultation is summer 2024.

#### 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 **LGS Guidance Note** sets out detailed information that will be used to determine if a proposed site is suitable for designation a Local Green Space.

### 6. Glossary

Throughout this document you will find a number of technical planning terms. We have tried to explain these clearly within the text. However, here is a quick summary of the terms used to help you understand the planning process. Please see the National Planning Policy Framework (NPPF) for a comprehensive glossary of planning related words and phrases.

**Adoption:** the formal decision by the 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.

**Affordable Housing:** housing for sale or rent, for those whose needs are not met by the market (including housing that provides a subsidised route to home ownership and/or is for essential local workers).

**Amenity:** a general term used to describe benefits or features associated with a property or location, that contribute to its character, comfort, convenience or attractiveness.

**Ancient tree:** a tree in its third stage of life.

**Ancient Woodland:** is any wooded area that has been wooded continuously since at least 1600 AD.

It includes:

- 'ancient semi-natural woodland' - mainly made up of trees and shrubs native to the site, usually arising from natural regeneration
- 'plantations on ancient woodland sites' - areas of ancient woodland where the former native tree cover has been felled and replaced by planted trees, usually of species not native to the site

**Article 4 Direction:** removes the 'permitted development rights' from a property, meaning that planning permission is required to make changes to that property.

**Biodiversity:** all species of life on earth including plants and animals and the ecosystem of which we are all part.

**Biodiversity metric:** a tool used to measure and quantify habitats and assessed losses and gains in biodiversity associated with new development.

**Biodiversity Net Gain:** an approach to development which leaves biodiversity in a measurably better state than it was before development commenced.

**Canopy cover:** the area of ground directly covered by the leaves and branches of a tree expressed as a percentage.

**Carbon sink:** anything that stores more CO<sub>2</sub> from the atmosphere than it releases.

**Climate change adaptation:** altering our behaviour and way of life in response to the actual or anticipated impacts of climate change.

**Climate change mitigation:** efforts to avoid or reduce the emission of greenhouse gases into the atmosphere.

**Designated heritage asset:** a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

**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 and community facilities such as a library.

**Embodied carbon:** the CO<sub>2</sub> emissions emitted during the construction of a building.

## 6. Glossary

**Green Infrastructure:** a network of multi-functional green and blue spaces and other natural features, urban and rural, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity.

**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 (HIA):** a method of considering the positive and negative impacts of development upon human health.

**Heritage Asset:** a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).

**Historic environment:** all aspects of the environment resulting from the interaction between people and places through time, including all surviving physical remains of past human activity, whether visible, buried or submerged, and landscaped and planted or managed flora.

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

**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.

**Major development:** for housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1,000m<sup>2</sup> or more, or a site of 1 hectare or more, or as otherwise provided in the [Town and Country Planning \(Development Management Procedure\) \(England\) Order 2015](#).

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

**National Planning Practice Guidance (NPPG):** provides guidance for local planning authorities and decision takers, both drawing up plans and making decisions about planning applications. The guidance is categorised into subject categories.

**Non-designated heritage asset:** includes buildings and landmarks which although not listed, are deemed to be of local historical significance and/or heritage value.

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

**Park Home:** a residential mobile home, similar to a bungalow or caravan in style, installed as a dedicated site or 'home park' that is either privately owned or owned by a local authority. They are designed to be lived in permanently and provide opportunity for residents to own a home, but pay rent to the owner of the site.

**Policies Map:** a map on an Ordnance Survey base which shows where policies in local plans apply.

**Primary Shopping Area:** an area where retailing and the number of shops in a town centre is most concentrated. The extent of this area is defined on the Policies Map.

## 6. Glossary

**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.

**Supplementary Planning Document (SPD):** SPDs expand on policies or provide further details to policies contained in a local plan.

**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).

**Sustainability Appraisal (SA):** an assessment of the economic, environmental, and social impacts of the policies and proposals contained within a local plan.

**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.

**Viability:** an individual development can be said to be viable if, after taking into account all of the costs involved in developing the scheme, it provides a competitive return to the developer and provides a land value sufficient to persuade the land owner to sell their land for the development proposed. Whether or not a local plan is deliverable can be greatly affected by viability. A local plan can be said to be deliverable if it identifies sufficient viable sites to deliver the plan’s housing requirements over the plan period.

**Wider determinants of health:** a diverse range of social, economic, and environmental factors which impact on people’s mental and physical health and wellbeing.