

GROWTH, RESOURCES AND COMMUNITIES SCRUTINY COMMITTEE	AGENDA ITEM No. 6
18 JULY 2023	PUBLIC REPORT

Report of:	Nick Carter – Service Director, Growth and Regeneration	
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PETERBOROUGH STATION QUARTER REDEVLOPMENT SCHEME

RECOMMENDATIONS	
FROM: Nick Carter	Deadline date: 18 July 2023
<p>It is recommended that the Growth, Resources and Communities Scrutiny Committee:</p> <p>1. Offer challenge and scrutiny to the current position of the Peterborough Station Quarter Levelling Up Fund 2 (LUF2) project and next steps to progress.</p>	

1. ORIGIN OF REPORT

1.1 This report is presented at the request of the Scrutiny Committee.

2. PURPOSE AND REASON FOR REPORT

2.1 The purpose of this report is to update members on the status of the Peterborough Station Connectivity and Enhancements Project.

On 19 January 2023, the Department for Levelling Up, Housing and Communities (DLUHC) announced that the Peterborough Station Connectivity and Enhancements Project had been successful in its bid for funding from the Levelling Up Fund 2, for £47,850,000. The bid was submitted on 2 August 2022 by the CPCA (Cambridgeshire and Peterborough Combined Authority) for a Transport Allowance and was supported by a Strategic Outline Business Case (SOBC).

This funding is for a fundamental component of the Peterborough Station Quarter programme, which aims: *“To stimulate the local economic, social, and cultural landscape of Peterborough through the delivery of a new Peterborough Station and Station Quarter precinct.”*

Since the successful bid announcement, work has been ongoing to progress the project to allow an Outline Business Case to be developed by the end of the year (2023), a key gateway to be able to access the LUF2 funds.

2.2 This report is for Growth, Resources and Communities Scrutiny Committee to consider under its Terms of Reference No. Part 3, Section 4 - Overview and Scrutiny Functions, paragraph No. 2.1 Functions determined by the Council:

7. City Centre Management;

8. Economic Development and Regeneration including Strategic Housing and Strategic Planning;

3. **TIMESCALES**

Is this a Major Policy Item/Statutory Plan?	NO	If yes, date for Cabinet meeting	NA
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4. **BACKGROUND AND KEY ISSUES**

4.1 Peterborough Station is an important rail interchange on the East Coast Main Line offering express rail connections to London Kings Cross in just under 50 minutes and to York in 1 hour 15 minutes. Prior to the COVID-19 pandemic, the Station had an annual throughput of 5 million passengers, including 960,000 passengers who use it as an interchange for services to other destinations.

The Station is located approximately 500m west of the city centre (defined as Cathedral Square) and 200m west of the Queensgate Shopping Centre and Peterborough Bus Station. However, despite its proximity to these key facilities, the Station feels isolated from the city centre, both visually and from an active mode's perspective. This is demonstrated by the severance created by the dual carriageway (Bourges Boulevard) between the Station and city centre, and presence of multiple underpasses that allow pedestrians to move between these locations.

4.2 The Peterborough Station Connectivity and Enhancements Project, the focus of current work for the Station Quarter Project, will be led by PCC with partnership working with Network Rail and LNER (London North Eastern Railway). It will be funded through LUF2 funding and other match funding, with a total budget of around £65m.

This project focuses on the creation of an enhanced gateway Station including a new western entrance, improved passenger facilities and better active travel connections to the city, delivering:

- Economic growth and levelling up, providing a catalyst for wider regeneration
- Improved accessibility and journey quality at and around this important Station
- Less congestion on surrounding highway network
- Health and wellbeing improvements

4.3 To progress the work required for the Outline Business Case (and following that a Full Business Case), a multi-disciplinary team is being appointed. This followed approval to award a contract for £924,000, for a multi-disciplinary team to undertake design and assessments as part of the assurance process for accessing LUF2 funds. Ove Arup Limited will be commissioned to deliver the multi-disciplinary team services.

4.4 The Arup multi-disciplinary team will undertake design and assessment, working alongside other Specialist Service Providers (SSP) appointed by PCC and Network Rail. There will also be a need to future-proof any designs. The scope of works envisaged for the multi-disciplinary team is as follows and comprises four phases of work:

- 1) Gather data, identify all stakeholders, clarify the remit and confirm the delivery plan
- 2) Complete surveys and develop the multi-disciplinary options, including targeted stakeholder workshops and liaison for the Station, interchange/public realm and car parking
- 3) Prepare estimates and option presentations, stakeholder workshops and option selection
- 4) Client review and close out of the design phase.

Work on Stages 1 and 2 has already begun, with workshops taking place regularly over the next few months to provide the outputs required. Appropriate governance is in place through a Steering Group that includes representatives for all parties involved in the project including CPCA, LNER, Network Rail and PCC.

4.5 The next steps are the development and agreement of the Masterplan Framework and the Phase 1 components (to be delivered within the LUF2 budget envelope) by the end of August 2023. The design and technical work is focusing on the following five elements, building on the work undertaken previously:

4.5.1 **Western Entrance**

The Station is currently accessible from the east meaning that passengers need to traverse a connecting passenger footbridge to access the most westerly platforms. Car parking provision is also concentrated on the east side of the Station, where there is approximately 4 hectares of surface car parking. Therefore, some passengers experience additional journey times in excess of 15 minutes from car park to platform edge. The fact that the Station can only be accessed from the east creates additional pressures on the road network at the Crescent Bridge roundabout. A feasibility study for the PSQ Masterplan (2020) revealed that around 30% of Station users travel from the west along Thorpe Road. If the Station could be accessed from the west with adequate car parking provision it would ease pressure on the city's road network at Crescent Bridge/Bourges Boulevard, reduce congestion, vehicular/pedestrian interface risk and air pollution.

4.5.2 **Station East**

Post-COVID work and leisure patterns are likely to see migration from centres such as London to a more dispersed model, and Peterborough is ideally suited to continue its upward population growth in addition to acting as concentrated point from local commuters in East Northamptonshire, South Lincolnshire, Rutland and North West Cambridgeshire. The multi-disciplinary team will further develop /progress concepts for the eastern Station building, main footbridge (parcel bridge is excluded) and commercial opportunities ensuring it continues to achieve the outcomes stated in the LUF 2 bid and agreed with government.

4.5.3 **Station Facilities**

There is a shortage of quality food and beverage, waiting facilities, meeting and conferencing space within the Station compromising the overall customer experience. The multi-disciplinary team will agree with PCC, NR and LNER the specification of the Station in terms of facilities in light of previous work and the budget envelope. Equalities Act 2010 compliance and connectivity through the Station is critical to the success of the project and this must be considered.

4.5.4 **Car Park Provision**

Surface level car parking occupies approximately 5 hectares of land around the Station. This high value land has the potential to transform the local area and could be unlocked for greater commercial and housing development. This is particularly significant as there is a substantial lack of high quality commercial and office space in Peterborough and particularly in the proximity of Peterborough Station. The relocation of the Network Rail Maintenance Delivery Unit (MDU) to Mayors Walk and Spital Bank car parks, freeing up land for residential development on the western side, will mean such re-provision of parking space is required, with additional opportunities for consolidation.

4.5.5 **Onward Connectivity**

There is a lack of accessible and level pedestrian and cycle links between the heart of the city and the train Station and from the west to the Station – Bourges Boulevard interrupts the movement of active modes and the existing buildings provide visual severance.

There are three routes into the city centre from the rail Station, but these are via an underpass that is unattractive and of poor quality. The underpass could be perceived as intimidating and offers a very poor first impression of Peterborough. A strong connection between the railway Station entrance and Cowgate could become an accessible route suitable for all which would introduce visitors to the city through a series of legible spaces, finally culminating in the west face of the Cathedral. The western entrance will also be a new prominent approach and as such an interchange area is required that enables drop-off, walking and cycling arrivals.

4.6 Outputs from the four stages of work set out in paragraph 4.1 will be made available to the Scrutiny Committee to ensure they are fully informed of the project's progress and any key decisions.

5. CORPORATE PRIORITIES

5.1 The following outlines how the recommendation links to the Council's Corporate Priorities:

5.1.1 The Economy & Inclusive Growth

Environment

A Carbon Impact Assessment has been completed. It states that there will be no change to council or city-wide emissions through the design stage of the project. Emissions will rise through the construction phase due to increased travel, construction and waste. City wide emissions are expected to decrease once the station is improved due to increased attractiveness of travel to Peterborough by train, thus reducing car usage. The project brief will include consideration by the contractors for emissions reduction.

Homes

The release of land on the western side of the Station will free up land for residential development.

Jobs & Money

To the east of the Station, the design will be developed, and concepts progressed that will offer commercial opportunities and workplaces and provide economic growth in the area.

5.1.2 Our Places & Communities

Places and Safety

The Station Quarter will be designed to create a safe environment where people want to live, invest, work and visit. This will be achieved through the new public realm, improved access routes, commercial offering and the new housing with local access to such facilities.

Health and Wellbeing

The project will improve the active travel routes to and from the Station. The new western entrance will reduce car travel distances and hence reduce emission from vehicular travel.

6. CONSULTATION

6.1 Engagement with stakeholders, has taken place during the LUF2 bid and to date, with the following:

- CPCA
- Network Rail
- LNER
- DtT (Department for Transport)
- DLUHC

A detailed programme for the project will be provided by the multi-disciplinary team, that will include stakeholder mapping and engagement and a public consultation.

7. ANTICIPATED OUTCOMES OR IMPACT

7.1 Scrutiny Committee consideration of the Peterborough Station Connectivity and Enhancements Project will provide a review and challenge for the project.

Monitoring and evaluation outputs and outcomes are to be agreed with DLUHC and DfT as part of the LUF2 funding requirements and the development of the Outline Business Case. They will include reporting on the following type of metrics in addition to the impact on economic growth/jobs:

- Air quality - NO2 concentrations
- Air quality - PM2.5 concentrations
- Change in cycle flow
- Change in passenger numbers
- Change in pedestrian flow
- Change in vehicle delay
- Change in vehicle journey time
- Number of road traffic accidents
- User satisfaction (transport)
- Percentage of visitors who report feeling safe in the local area
- Change in vehicle flow
- Percentage of residents who report feeling safe in their local area

8. REASON FOR THE RECOMMENDATION

- 8.1 It is recommended that the Scrutiny Committee note the current position of the Peterborough Station Quarter (PSQ) Programme and in particular the Station Enhancement and Connectivity project that is the main focus of work at this time.

The high-level timeline is as follows for the Station Enhancement and Connectivity project:

- Development of a Masterplan Framework – July 2023
- Agreement of Phase 1 Components – August 2023
- Stakeholder Consultation on Phase 1 Components – Autumn 2023
- Design and Appraisal of Phase 1 Components – December 2023
- Submission of Outline Business Case – end of 2023
- Detailed Design of Phase 1 Components – through 2024
- Submission of Full Business Case – Autumn 2024
- Construction of Phase 1 Components – Early 2025 to March 2026

DLUHC has begun a process of regular monitoring of the project via CPCA (as the organisation that submitted the LUF2 bid), that includes consideration of progress, delivery programme, and risks.

9. ALTERNATIVE OPTIONS CONSIDERED

- 9.1 **To do nothing** – This option was discounted on the basis that the LUF2 funding would be a missed opportunity for Peterborough.

10. IMPLICATIONS

Financial Implications

- 10.1 Funding is available from LUF2 of £47,850,000, subject to business case approval at each stage. CPCA will be the accountable body to DLUHC for the use of this funding, and in order for PCC to draw down the funds to meet project expenditure a Grant Funding Agreement will be in place between CPCA and PCC, giving PCC responsibility for financial control of the grant it receives and ensuring the terms of the LUF2 funding are complied with.

Legal Implications

- 10.2 There are no legal implications in respect of what is proposed which is an update to members on the current status of the Peterborough Station Quarter Redevelopment Scheme. Where necessary as part of the proposal, legal advice will be sought in respect of such items as procurement.

Equalities Implications

- 10.3 For the Station Facilities, the Equalities Act 2010 informs that compliance and connectivity through the Station is critical to the success of the project and this must be considered. An access audit will be carried out on the design proposals to ensure compliance with Equality Act 2010, "Access for All" and allow for a meeting with Disability Peterborough to discuss the proposals and possible presentation to Network Rail's Built Environment Accessibility Panel (BEAP). Improvements will be in scope for disability users.

11. BACKGROUND DOCUMENTS

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

- 11.1 The LUF2 Bid has been used for background.

12. APPENDICES

- 12.1 There are no appendices.