Peterborough Integrated Development Programme (IDP)
(Cabinet version - 14 Dec)

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Opportunity Peterborough
urban regeneration company

PETERBOROUGH
CITY COUNCIL

Contents

EXECUTIVE SUMMARY

Introduction and Purpose of an IDP

The Peterborough Integrated Development Programme (IDP) provides a single delivery programme for strategic capital-led infrastructure. The purpose of the IDP is to:

- Summarise key strategies and plans for Peterborough, highlight their individual roles and importantly show how they complement one another.
- Set out what infrastructure and support Peterborough needs for the next 15 years or so, why we need it, who will deliver it, and what it might cost. For a variety of audiences, it shows, and gives confidence to them, that we have a coordinated plan of action on infrastructure provision.
- Form the basis for bidding for funding, whether that be from: Government; Government Agencies; lottery and other grants; charities; private sector investment; and developer contributions (s106 and potentially CIL).

In this context, the IDP is the fundamental bedrock to support two emerging policy documents of the City Council: the Core Strategy (CS) and the Planning Obligations Implementation Scheme (POIS).

The IDP identifies key strategy priorities and infrastructure items which will enable the delivery of the city's growth targets. The projects that are proposed are priorities for funding. They are not unstructured 'wish-lists', instead they are well evidenced investment priorities that will contribute to enhancing the area's economic performance, accommodating physical growth and providing a basis for prosperous and sustainable communities.

Document Preparation

The document has been prepared by Peterborough City Council (PCC) and Opportunity Peterborough (OP), with the assistance from EEDA and other local strategic partners within Peterborough.

Key strategies and plans for Peterborough

The IDP summarises key plans, strategies and associated targets within them, including:

- The Sustainable Community Strategy, with its vision of a 'bigger and better Peterborough';
- The Core Strategy, with its emerging targets of around 26,000 new homes and complementary job growth;
- Growth aspirations, such as the proposed Great Haddon urban extension;
- Regeneration aspirations, such as the intensification of the City Centre and the regeneration of our Neighbourhoods; and
- Regional aspirations for Peterborough, as set out in documents such as the East of England Plan and Regional Economic Strategy.

The IDP also makes commentary on the latest social and economic issues which the City faces, such as employment and unemployment rates, job creation, and skill levels.

Issues, Opportunities and Infrastructure Needs

To deliver the targets and aspirations of the key plans and strategies there is a need for significant amounts of infrastructure. The IDP groups these needs into 'packages' of infrastructure requirements, under two broad headings:

- Spatial packages i.e. infrastructure needs to deliver large scale spatial initiatives such as the city centre and urban extensions.
- Thematic packages i.e transport, environmental, utilities, etc, infrastructure needs to complement the growth.

Infrastructure Schedule

To complement the main IDP report is a schedule of named infrastructure items, listed under the aforementioned spatial and thematic packages. This schedule is intended to be 'live' and updated frequently as and when infrastructure is completed, added or deleted.

Total Infrastructure Cost

Whilst only regarded as a 'snap shot' in time, the following illustrates the kind of financial cost of providing the infrastructure to support the growth (with full details and breakdown in the schedule):

Infrastructure theme	Infrastructure Cost (min est)	Infrastructure Cost (max est)
Transport	£500m	£1,000m
Education	£175m	£200m
Environment	£65m	£120m
Utilities / Services	£120m	£200m
Employment	£10m	£20m
Community Infrastructure (including affordable housing)	£380m	£465m
Totals (appx)	£1.250bn	£2.005bn

Governance Arrangements and Funding the Infrastructure

The IDP sets out, in brief terms, how the City intends to manage its infrastructure programme, though it notes this is under review at the moment partly reflecting the outcome of this IDP and other key documents such as the imminent final draft Core Strategy.

The IDP also sets out some preliminary ideas as to how the infrastructure will be funded. This is not a straight forward issue, and will involve contributions from a wide range of public sources (councils, agencies and government departments) and private sources (utility companies; private sector developers). The IDP itself will be an essential tool in bidding for funds and justifying contributions from such public and private partners.

Future IDP Reviews

The IDP is holistic. It is founded on a database for infrastructure provision that reflects delivery by the private sector, the City Council and a range of agencies and utilities. All partners are committed to developing the IDP's breadth further through engagement with a broader range of stakeholders, including those from the private sector.

This document shows a "snap shot" in time and some elements will need to be reviewed in the context of activity on the growth agenda such as the emerging Core Strategy, City Centre Area Action Plan (CCAAP), and the Long Term Transport Strategy (LTTS) plus other strategic and economic strategies and plans that are also identifying key growth requirements. As such, it is intended that this IDP will continue to be refreshed in order to remain fit-for-purpose.

Introduction

1.1 This document is Peterborough's Integrated Development Programme (IDP). Its purpose is to provide a single delivery programme for strategic capital-led infrastructure which will allow for appropriately phased growth and development in the period to 2031. This document builds on the previous version of the IDP completed in April 2008.

1.2 The purpose of the IDP is to:

- Summarise key strategies and plans for Peterborough, highlight their individual roles and importantly show how they complement one another.
- Set out what infrastructure and support Peterborough needs for the next 15 years or so, why we need it, who will deliver it, and what it might cost. For a variety of audiences, it shows, and gives confidence to them, that we have a coordinated plan of action on infrastructure provision.
- Form the basis for bidding for funding, whether that be from: Government; Government Agencies; lottery and other grants; charities; private sector investment; and developer contributions (s106 and potentially CIL).

1.3 In this context, the IDP is the fundamental bedrock to support two emerging policy documents of the City Council: the Core Strategy (CS) and the Planning Obligations Implementation Scheme (POIS).

1.4 This IDP identifies key strategy priorities and infrastructure items which will enable the delivery of the city's growth targets for both jobs and housing identified in the Regional Spatial Strategy (RSS) (commonly known as the East of England Plan) and the Core Strategy. The investment packages that are identified – and within them, the projects that are proposed as priorities for funding – are not unstructured 'wish-lists', instead they are well evidenced investment priorities that will contribute in an unambiguous manner to enhancing the area's economic performance, accommodating physical growth and providing a basis for prosperous and sustainable communities.

1.5 The IDP is holistic. It is founded on a database for infrastructure provision that reflects delivery by the private sector, the City Council and a range of agencies and utilities. This late 2009 review adds to the programme for Peterborough; and all partners are committed to developing the IDP's breadth further through engagement with a broader range of stakeholders, including those from the private sector.

1.6 The document has been prepared by Peterborough City Council (PCC) and Opportunity Peterborough (OP), with the assistance from EEDA and other local strategic partners within Peterborough.

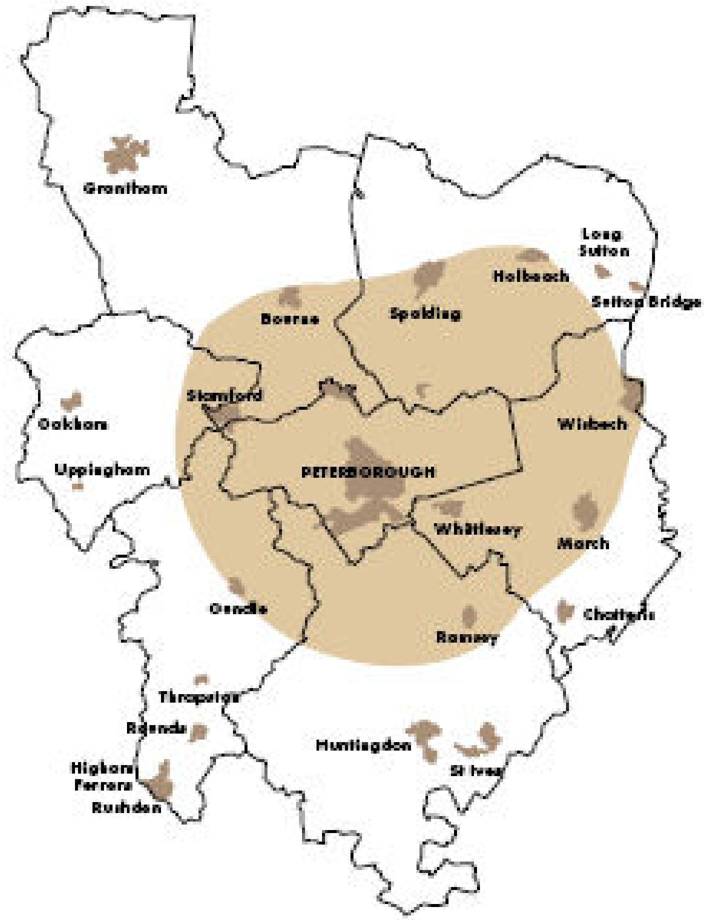
1.7 This document shows a "snap shot" in time and some elements will need to be reviewed in the context of activity on the growth agenda such as the emerging Core Strategy, City Centre Area Action Plan (CCAAP), and the Long Term Transport Strategy (LTTS) plus other strategic and economic strategies and plans that are also identifying key growth requirements. As such, it is intended that this IDP will continue to be refreshed to remain fit-for-purpose and meet the overall purposes of an IDP as outlined in paragraph 1.2 above.

2: Context, Vision and Growth Trajectories

Background

2.1 Peterborough is identified in the RSS as an area that has the potential to accommodate considerable housing and job growth. The area covered by this IDP is the unitary authority area, as shown in the centre of Figure 2-1. The shaded functional sub-region extends well into the surrounding authorities, which are also experiencing considerable growth.

Figure 2-1: Map of Peterborough – urban area, unitary authority area, and wider influence



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2.2 The population of Peterborough grew very quickly during the 1970s and 1980s. Over the last decade or so, however, the rate of population growth has been lower in Peterborough than the average for either the East of England or England as a whole (see Figure 2-2).

2.3 The urban area of Peterborough, as defined by the Office of National Statistics (ONS) "bricks and mortar", accounted for almost 90% of the population of the unitary area at the time of the last Census. On this basis, Peterborough was identified as the fifth largest urban area in the East of England, and the biggest – by some margin – of the New Towns.

2.4 Peterborough forms the hub of a well-defined labour market and it is formally recognised as a Travel to Work Area. Overall, there is a net in-commute of around 19,000 people daily and the catchment extends well into the East Midlands. Among the out-commuters, around 1,500 travel to London. However one of the features of Peterborough that really stands out is its high degree of self-containment as compared to other cities within the East of England, which has positive implications in terms of sustainability:

- Of the 82,815 people travelling to work in Peterborough (urban area) at the time of the 2001 census, 49,808 (or 60.1%) also lived there

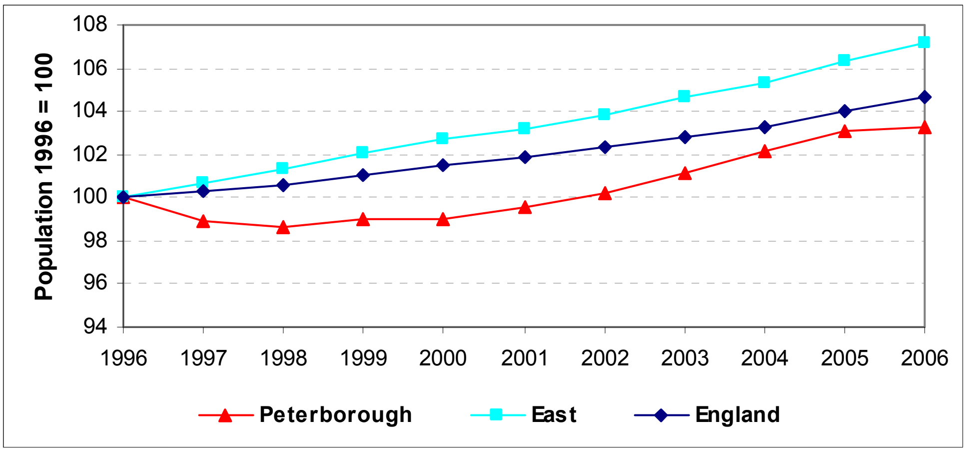
- Within Peterborough (urban area) – at the time of the census – 63,802 people lived in the area and had a job, of whom 49,808 (78.1%) worked locally.

2.5 In terms of its demography, Peterborough has a number of other distinctive characteristics. Firstly, the City is ethnically diverse. As Table 2-3 suggests, an eighth of the population is non-white – a figure which is close to double the average in the East of England.

2.6 A second characteristic surrounds the relatively high number of migrant workers. In 2006/07, Peterborough accounted for almost 10% of the region's National Insurance registrations of non-UK nationals; economic migrants from Poland accounted for close to half of this total with a high proportion of Lithuanians and Slovaks.

2.7 Finally, it is important to note that compared to the national and regional averages the population of Peterborough is relatively young (Table 2-4). In principle at least, this means that the local economy has the potential to be relatively productive.

Figure 2-2: Population of Peterborough in relation to the East of England and England



Source: ONS Mid Year Population Estimates

Table 2-3: Resident Population by Ethnic Background

	White	Non-white	Mixed race	Asian/Asian British	Black / Black British	Chinese / Other
England	89.1	10.9	1.6	5.3	2.7	1.3
East	92.8	7.2	1.4	3.1	1.6	1.1
Peterborough	87.7	12.3	1.7	7.7	2.0	1.0

Table 2-4: Age distribution of Peterborough's Resident Population compared to the National and Regional Figures, 2006

	England	East	Peterborough
Aged 0-15 years	17.7	17.9	19.5
Aged 15-39	34.1	32.2	35.9
Aged 40-64	32.3	33.2	30.6
65+	15.9	16.7	14.0

Source: ONS Mid Year Population Estimates

2.8 The following box outlines some other key facts about Peterborough:

Peterborough: Key Facts

- Peterborough has a resident population of around 166,000 people (though this may be an underestimate by up to 5% due to fluctuating migration issues)
- Population growth forecasting indicates that Peterborough will have a population of approximately 175,000 people by 2011, 189,000 by 2016 and 204,000 by 2021
- There were 42,098 children and young people (aged 0-19) living in Peterborough in 2001, including 10,066 aged under five years
- Peterborough is more ethnically diverse than most areas in the East of England, with 1 in 14 people having an Asian ethnic group
- The largest Asian ethnic group is the Pakistani population, with around 7,100 people with a Pakistani ethnic group living in Peterborough
- Peterborough City Council's administrative area covers an area of around 34,300 hectares and has a higher population density than found on average in the East of England and in England, at 4.5 people per hectare
- Peterborough has relatively high levels of deprivation compared with many areas and is ranked amongst the third of English local authorities with the greatest levels of deprivation
- Levels of income deprivation are higher than the England average. One child in four lives in a household dependent on means tested benefits
- The rate of reported crime is higher than the England average
- Overall examination results are lower than the England average
- In April 2007 the unemployment rate was higher in Peterborough at 3.5% than the national, regional or Cambridgeshire rates
- Peterborough is a designated dispersal area and home to a significant number of asylum seeking children and families
- Life expectancy in Peterborough is significantly below the national average for both men and women.

Vision for Peterborough

2.9 The following section outlines a summary of the vision for Peterborough, as reflected in a number of strategic plans and strategies

Sustainable Community Strategy

2.10 The Sustainable Community Strategy (SCS) represents the growth agenda of all partners. Its vision and priorities direct many other key strategic documents that support the overall development of Peterborough including the Core Strategy.

2.11 The SCS vision is that of:

- A bigger and better Peterborough that grows the right way – and through truly sustainable development and growth:
    - Improves the quality of life of all its people and communities and ensures that all communities benefit from growth and the opportunity it brings
    - Creates a truly sustainable Peterborough, the urban centre of a thriving sub-regional community of villages and market towns, a healthy, safe and exciting place to live, work and visit, famous as the environment capital of the UK.

2.12 The SCS has the following key priorities:

- Creating strong and supportive communities
- Creating the UK's environment capital
- Delivering substantial and truly sustainable growth
- Creating opportunities, tackling inequalities

2.13 The Greater Peterborough Partnership (GPP) is the Local Strategic Partnership working collectively towards the vision and priorities of the SCS.

Local Area Agreement (LAA) – Growing the Right Way

2.14 The LAA has been developed by all the partners within the framework of the GPP (and adopted by PCC 9 April 2008). The GPP oversees the delivery of this agreement. The LAA is an agreement between the public and voluntary sector organisations in Peterborough, the regional Government Office (GO-EAST), East of England Development Agency (EEDA) and central Government departments.

2.15 It aims to achieve sixteen outcomes, of which four relate to the substantial and truly sustainable growth priority:

- Increasing economic prosperity – so that the people of Peterborough can work locally, benefiting from a strong local economy that is an attractive destination for business investment, particularly in higher skilled sectors
- Creating better places to live – so that we provide better places to live for both new and existing communities, ensuring the highest environmental standards of new building
- Building the infrastructure of the future – so that we create the conditions for business, service and community prosperity and growth
- Creating a safe, vibrant city centre and neighbourhood centres – so that people have more diverse and improved places to visit and enjoy.

Regional Spatial Strategy (RSS)

2.16 The RSS, publisged in 2008, has a vision that:

> *By 2021 the East of England will be realising its economic potential and providing a high quality of life for its people, including by meeting their housing needs in sustainable and inclusive communities. At the same time it will reduce its impact on climate change and the environment, including through savings in energy and water use and by strengthening its stock of environmental assets.*

2.17 The RSS forms the top tier of the statutory development (or land use) plan for the region, with the district and unitary authorities producing the second part for their areas, known as the Local Development Framework. The RSS includes policy on a range of issues covering the economy, housing, culture transport, environment, carbon dioxide emissions, renewable energy, water, waste and minerals.

2.18 It recognises that Peterborough is a functional economic sub-region comprising an area within and outside the East of England encompassing parts of East Northamptonshire, Rutland, South Kesteven and South Holland (all in the East Midlands region). The Peterborough Housing Market Area also extends into south Lincolnshire, Rutland and Northamptonshire and PCC has led on the production of a sub regional strategic housing market assessment.

Regional Economic Strategy 2008-2031

2.19 The East of England Regional Economic Strategy (RES) is produced by EEDA. The latest version was adopted on 9 September 2008. It assesses the region's strengths and weaknesses and the major trends that will affect businesses and communities over the next 20 years. The vision in this strategy is that by 2031 the region is to be seen as:

> *'An ideas driven region, that is internationally competitive, harnesses the talent of all and is at the forefront of the low carbon economy'.*

2.20 Within this there are eight goals entitled: Enterprise; Innovation; Digital Economy; Resource Efficiency; Skills for Productivity; Economic Participation; Transport; and Spatial Economy.

2.21 The RES notes that Peterborough is a major regional city with an influence that extends into the East Midlands, with major strengths in environmental technologies, media, publishing and services. The challenges are consistent with the four priorities of the SCS including to develop people's skills, improve the urban environment and tackle areas of deprivation.

2.22 To deliver significant growth, the RES notes that Peterborough requires:

- A bold and visionary strategy for the economic development of the city
- Effective partnership working to deliver regional economic and regional spatial strategy ambitions
- Integrated development programmes that identify the phasing and financing of major physical infrastructure and growth
- A planning framework and system that provides clarity and confidence to the market including master plans for areas of regeneration

Sub-Regional Economic Strategy 2008 - 2031

2.23 The Sub-Regional Economic Strategy (SRES) for Peterborough presents the vision for the economic well-being of the sub-region for the period 2008-2031. The vision and priorities contained in this SRES are derived from assessments of the Peterborough regional economy. They also take account of key European, national and regional influences, such as the RES and RSS.

2.24 The purpose of the Strategy is to:

- Strengthen economic development in the region
- Ensure that there are significant improvements to economic performance and the environment in Peterborough, that raise the standards of living and quality of life in the area
- Help and allow the region to contribute to sustainable economic growth

2.25 The Strategy shares the same vision with the SCS.

2.26 The SRES aims to deliver sustainable growth by building upon the sub-region's strengths and opportunities and tackling the weaknesses and threats identified. This is a long-term challenge that will require significant prioritisation to manage expectation and build for sustainable growth.

Local Development Framework (LDF)

2.27 The LDF is gradually replacing the City Council's adopted Local Plan. The first of the new documents to be issued for public consultation is the Peterborough Core Strategy. It shares an identical vision to that of the SCS.

2.28 To achieve the vision the emerging Core Strategy identifies twelve key themes (within which lie a further twenty-nine objectives):

- Delivery and Implementation
- Local Distinctiveness
- Community Wellbeing
- Housing
- Economy, Employment and Skills
- City and District Centres
- Transport and Accessibility
- Climate Change, Sustainability and the Natural Environment
- Recreation, Leisure, Culture and Open Space
- Design, Public Realm and Heritage
- Minerals and Waste

- Infrastructure

2.29 The emerging Core Strategy, covering the period to 2026, will set out the overall approach to development in Peterborough based on the RSS. It contains five main elements:

- An overall vision (sometimes referred to as a spatial vision) setting out how the area is expected to change over the plan period
- A set of strategic objectives outlining the main policy directions that need to be pursued in order to realise the vision
- A spatial strategy and a series of core policies for addressing the vision and objectives; these will provide the basic structure for promoting development in some places, restricting it in others, informing and co-ordinating investment, and establishing the framework for detailed policies and proposals to be developed in subsequent documents of the LDF
- A key diagram, showing diagrammatically how different elements of the Core Strategy will apply to different locations
- An outline of the means of implementing the Core Strategy policies, together with a set of indicators and targets to provide a basis for monitoring that implementation.

2.30 It has several stages to its production and includes Sustainability Appraisal and Habitats Regulations Assessment. It is anticipated that the proposed submission Core Strategy will be published for consultation in early 2010 and submitted to the Secretary of State in Spring 2010.

Growth Trajectories

Support for Growth

2.31 Peterborough's growth targets, as set out in the RSS, have been welcomed by the partners.

2.32 Those partners, however, recognises the challenges that remain in order to maintain momentum and continue to generate the right atmosphere for growth, through increasing social community infrastructure, education and skills, quality of life issues and attracting additional high grade jobs to the city.

Growth Strategy

2.33 As part of Peterborough's commitment to growth, and growing the right way, an Integrated Growth Study (IGS) was commissioned to provide vital evidence on how this can be achieved in a sustainable manner. The IGS is a key element in the evidence base for the Core Strategy. The integrated nature of the study has resulted in a comprehensive review of all key policy, strategy and local planning documents as well as the aims and ambitions of key stakeholders, strategic partners, and the wider community.

2.34 Extensive consultation has been held with Peterborough's communities and stakeholders on the issues, visions and generic concepts for growth patterns to ensure as broad consensus as possible for proposals.

2.35 The preparation of options for sustainable growth has been based on a robust analysis of the potential options, through the development of a comprehensive spatial baseline that has enabled identification of opportunities and constraints to development and allowed analysis of potential areas suitable for growth. The IGS recommended spatial option focuses on a pattern of growth including city centre and district centre intensification along with specific urban extension, and limited growth in the rural areas.

Growth Targets

2.36 The RSS establishes targets for Peterborough of at least 25,000 net additional dwellings and 20,000 jobs (between 2001 and 2021). The table below sets out the progress that has been made to achieving the target (as of 1st April 2009), and rolls forward the targets to 2026.

Dwelling provision for 2001 to 2021	Number of Dwellings
Net additional dwellings achieved (2001 to 2009)	6,892
Additional dwellings required to meet RSS minimum figure	18,108

(2009 to 2021)	
Additional dwellings required to compensate for assumed losses in dwellings (2009 to 2021)	171
Total outstanding requirement (2009-2021)	18,279
Dwelling Provision for 2021 – 2026	
Additional dwellings required to ensure continuity of supply to (2021 to 2026)	7,100
Additional dwellings required to compensate for assumed losses in dwellings (2021-2026)	71
Total requirement (2021 to 2026)	7,171
Dwelling provision to 2009 to 2026	
Total outstanding net requirement (2009 to 2026)	25,450

2.37 As such, provision will be made for the development of a minimum of approximately 25-26,000 additional dwellings over the period from 2009 to 2026.

Peterborough Housing Trajectory

2.38 The Housing Trajectory will be updated each year to take into account the number of completions, losses and dwellings on sites with planning permission. A new Housing Trajectory will be included in the Core Strategy and updated each year in the Annual Monitoring Report.

Spatial Strategy for the Location of Residential Development

2.39 The overall development strategy, as set out in the emerging Core Strategy, is to focus the majority of new development in and around the urban area of the City of Peterborough, creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling a larger number of people to access services and facilities locally.

City Centre Intensification

2.40 The need to increase provision of housing in the city centre was a common theme emerging from the consultations on the Core Strategy and IGS. Development would be expected to 'kick-start' regeneration of the area as a vibrant activity hub for the rest of the city, where an increased number of people living in the centre will provide a greater market demand and associated opportunities for the development of a vibrant night time economy and associated improvements in local leisure, recreation, employment and retail provision.

2.41 The City Centre Area Action Plan (CCAAP) and Implementation Strategy will set out the coherent planning and phasing of development in the city centre. A city centre Public Realm Strategy has also been developed to enhance the attractiveness of the city centre.

District Centre Intensification

2.42 In and adjacent to District Centres and Local Centres, Opportunity Peterborough and the Council will encourage schemes for residential intensification. Working with partners, Neighbourhood Management Teams will draw up District Centre masterplans or other studies to identify and enable suitable opportunities for any such intensification. These could lead to significantly more dwellings in and around District Centres by 2026.

2.43 These areas cover the five District Centres of Peterborough: Bretton, Hampton, Millfield, Orton and Werrington. They comprise some of the former township areas that have been identified as having the capacity for significant growth through the exploitation of in-fill sites, increased density, redevelopment of existing-use sites (surface car parks) and market and policy-led residential development.

2.44 Intensification of this nature should deliver considerable regeneration benefits and secure the long term sustainability of social facilities. Other benefits likely to result from this would be the potential for an improved transport network through increased patronage and demand, with the opportunity for the instigation of high quality sustainable transportation modes.

Urban Extensions

2.45 Urban extensions provide an opportunity to deliver a large proportion of the city's new growth. Sustainable new communities can be created by using the best principles of urban design, and modern design and construction. They can support existing communities through combined social capital and new environmental infrastructure, and offer the opportunity for enhanced public transport systems and the expansion of Peterborough's Green Wheel network. Urban extensions also offer the potential for greater speed of delivery with land coming forward more readily with fewer inherent constraints and issues.

2.46 The scale of housing growth that the RSS requires of Peterborough means that there will need to be significant reliance on urban extensions to deliver not simply dwellings, but complete sustainable, inclusive, mixed use communities. Learning from best international practice, urban extensions should be designed and delivered as exemplars in sustainable living.

2.47 The emerging Core Strategy identifies three new urban extensions namely; Great Haddon, Norwood and Stanground South. The locations for the proposed new urban extensions (i.e. those not already committed) are based on the evidence and conclusions from the IGS, which examined all potential alternatives against a comprehensive range of constraints information and evaluation criteria.

2.48 The spatial strategy also reaffirms the completion of the Hampton Township, with scope for additional dwellings in the former Orton Brickworks area. It also reaffirms the expansion of the urban area at Paston Reserve.

2.49 On the south side of Peterborough, it is proposed that development will extend to the south and west of Hampton, in an area to be known as Great Haddon, delivering the largest single component of Peterborough's residential requirement to 2026.

Rural Settlements

2.50 In the rural area of Peterborough, residential development is planned to be on a comparatively modest scale, in accordance with the approach of the RSS and national planning policy, but offering scope to maintain the sustainability and vibrancy of villages and a degree of choice in the location of new dwellings, including affordable rural housing. The strategy is based on the settlement hierarchy which is founded on the evidence of the Peterborough Settlement Hierarchy Study 2007 and 2009 study update. The Core Strategy has full details on numbers and settlements chosen for limited growth.

Economic Performance and Economic Growth

Introduction

2.51 The changing scope of Peterborough's economic landscape has been well documented. Peterborough is a major regional centre and gateway. The sub-region enjoys a strategic location on the national road and rail network allowing easy access to national and international markets.

2.52 More than 6,000 companies are currently based within Peterborough, including some with their regional and international headquarters based in the city. Peterborough demonstrated the strongest performance of the East of England cities in the State of the English Cities report. However, recent population growth appears to have slowed and GVA growth is also reflective of the 19,000 people who commute into the city. The sub-region has experienced high levels of in-migration in recent years.

2.53 The RSS target is 20,000 jobs for the sub-region building on a series of target sectors and current strengths, in particular environmental technologies. This is to be balanced with a concentration on improvements in the urban fabric and renewal of the city centre, new housing and investment in new educational and training opportunities, including the development of a university presence.

2.54 The social and economic influence of the Peterborough sub-region's economy goes far wider than the existing administrative boundaries, spreading into Fenland, parts of South Lincolnshire, Rutland, East Northamptonshire and Huntingdonshire, and reaching a total population of some 700,000, substantially larger than the size of the population of Cambridgeshire (estimated at 570,000). Peterborough's location at the north-western edge of the Region places it at the same distance from Leicester as Cambridge, although it is undoubtedly influenced more by the economic growth of Cambridge than that of its north-western neighbour.

2.55 Peterborough has a strong and diverse economy with a number of significant sectors, such as environmental technology, media, engineering and financial services. Peterborough is currently working toward delivering major economic growth and sustainable regeneration to help secure investment for the sub-region. Peterborough is a designated 'Environment City' with companies providing environmental manufacturing, technology and advisory services supported by the new Eco-Innovation centre. Peterborough has key economic strengths in industrial sectors such as environmental goods and service industries, food agriculture and media and publishing companies.

The population and growth: Mid-year population estimates and projections[1]

Area	**2001**	**Change 2001-2006**	**Per cent change**	**2006**	**2021**
Peterborough	157,400	8,600	5.5	163,300	185,400
East of England	5,400,500	206,100	3.8	5,606,600	6,471,000
England	49,449,700	1,313,200	2.7	50,762,900	56,757,000

2.56 There are areas of relatively high deprivation, mainly in the north and east of the city centre in the old, pre-New Town core, with 22 of Peterborough's 104 SOAs in the 20% most deprivation in the UK. One of the wards is in the most deprived 3% of SOAs nationally.

The Labour Market and Economy

2.57 The previous population growth was matched by growth in employment, originally in traditional sectors like engineering, then in back-office functions for the financial services sector. However, recent studies suggest that the economy has not evolved sufficiently over the last ten years and is still over-dependent on these traditional sectors although there has been a significant development in the Environmental sector which now accounts for up to 4,000 jobs.

2.58 Peterborough's labour market strength is shown by its high employment rate 73.7 per cent of the working age population were in employment in 2008 early 09, highly favourable in comparison to (GB: 73.9 per cent) and East of England: 77.3 per cent. Equally so, 78.3 per cent of the working age population were either in employment or actively seeking work in for the same period (GB: 78.9 per cent). However this represents a steady decline, as figures reported in 2006/7 showed numbers at (77.1%, above the UK average of 74% but below the regional level of 78.3%).

2.59 There were 99,400 employees working in Peterborough in 2007. The East of England Forecasting Model estimates that total employment will increase by 22 per cent in Peterborough between 1991 and 2006. Sectors that account for the greatest share of employment in Peterborough include banking, finance and insurance (employing 28 per cent of all employees), public administration, education and health industries (24 per cent), and distribution, hotels and restaurants (23 per cent).

2.60 Economic output (Gross Value Added) per head was £24,085 in 2006 (UK: £19,430), whilst in 2008 median gross weekly earnings for Peterborough residents were £422.00 set against the east of England figures at £498.70 and UK: £478.60. Weak productivity is reflected by this picture of low earnings, which can be accounted for in part by low skills and a history of having no localised higher education facility with which to encourage aspirations. A steady change could potentially be seen with a rise in skills levels, given the newly opened Anglia University (Peterborough) campus.

[1] Source: ONS NOMIS

Employment (Apr 2008-Mar 2009)[2]

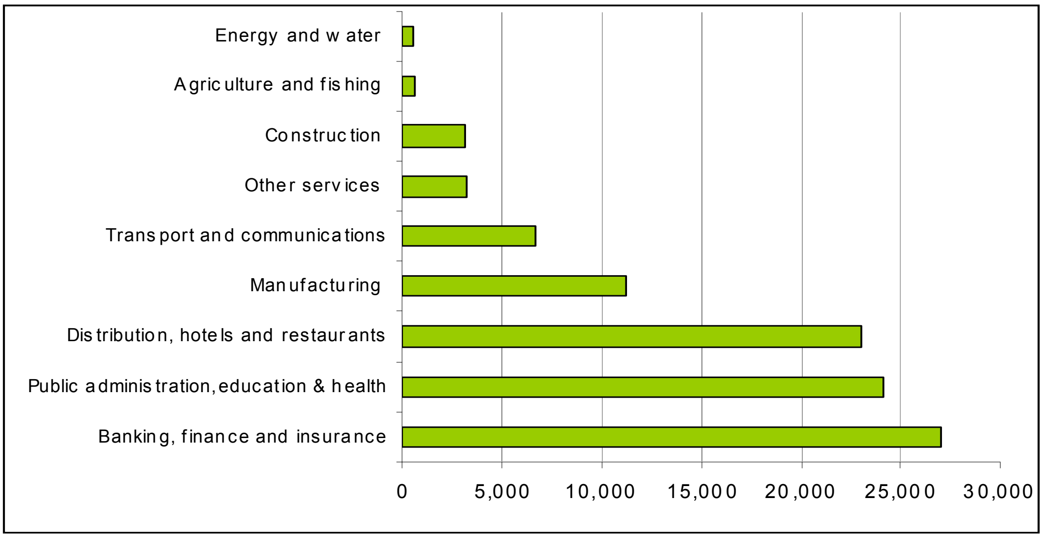
	Peterborough (numbers)	Peterborough (%)	East (%)	Great Britain (%)
All people				
Economically active†	83,300	78.3	81.7	78.9
In employment†	78,500	73.7	77.3	73.9
Employees†	69,400	65.4	66.6	64.4
Self employed†	8,700	8.0	10.3	9.1

† numbers are for those aged 16 and over, % are for those of working age (16-59/64)
§ numbers and % are for those aged 16 and over. % is a proportion of economically active – in work or seeking work

Employment Growth

2.61 Whilst the figures note high levels of employment, job growth is poor, particularly in food where the total number of people employed has declined. Construction has performed better. The largest increase has been in public administration. Projections for future employment growth from 2006 – 2021 are 18 per cent. Nevertheless, the growth aspirations of the regeneration, skills and employment partnerships have collective ambitions to actively align the cities infrastructure development with that of raising both the skills and levels of job opportunities for residents and migrants to the city alike. The series of tables outlined below give a clear illustration of the most recent and projected data which provides evidence for this.

Figure 3: Proportion of employees by industry[3]



Projected number of employees[4]

Area	Projected change 2006-2021	Projected percentage change 2006-2021	Projected total employees 2021
Peterborough	600	0.5	111,700

Employment by occupation (Apr 2008-Mar 2009)[5]

	Peterborough (numbers)	Peterborough (%)	East (%)	Great Britain (%)
Soc 2000 major group 1-3	30,300	38.6	44.4	43.5
1 Managers and senior officials	10,500	13.3	16.9	15.6
2 Professional occupations	9,100	11.6	13.1	13.1
3 Associate professional & technical	10,700	13.6	14.3	14.6

[2] *Official labour market statistics 2008*
[3] *Source: ABI, 2007*
[4] *Figure 4 shows the estimated employment growth levels*
[5] Source: ONS annual population survey

Soc 2000 major group 4-5	14,200	18.1	22.1	22.2
4 Administrative & secretarial	7,900	10.0	11.0	11.4
5 Skilled trades occupations	6,300	8.1	11.0	10.7
Soc 2000 major group 6-7	14,500	18.5	15.2	15.9
6 Personal service occupations	7,200	9.1	7.9	8.3
7 Sales and customer service occs	7,300	9.3	7.2	7.5
Soc 2000 major group 8-9	19,400	24.8	18.3	18.4
8 Process plant & machine operatives	6,600	8.4	7.0	7.0
9 Elementary occupations	12,800	16.3	11.2	11.3
Notes:	Numbers and % are for those of 16+ % is a proportion of all persons in employment			

Economic Inactivity – Unemployment

2.62 5.5% of the working age population claimed unemployment related benefits in May 2009 (UK 4.1%), and total benefit claimants represented 15.8% of the working age population in Peterborough in 2008, higher than the East of England average at 11% (GB: 14.2%). At 5.5 per cent, Peterborough's claimant unemployment rate now exceeds the UK rate (4.%). The number of claimants of unemployment related benefits has increased by 2,597 in the 12 months to May 2009, now totalling 5,577 claimants.

Figure 5: economic inactivity[6]

Peterborough Area April 08-March 09	**Peterborough Numbers**	**Peterborough %**	**East of England %**	**Great Britain %**
Economically In-Active	22, 200	21.7	18.3	21.1
Wanting a Job	7,400	7.2	4.7	5.6
Not wanting a job	14,800	14.4	13.6	15.5

Enterprise and Entrepreneurship

2.63 According to the sub-regional economic strategy, it is well established that SME's are a major source of employment growth, and for Peterborough this can be seen in the high numbers of self-employed in the year 08/09[7] at 8,700, although 2.3% lower than reported for the East of England, this figure represented only 1.1% lower than the national average. Recent reports[8], show the level of enterprise activity in the sub-region was 420 small businesses in manufacturing, 1850 in business services (although with fewer than 200 employees). The birth rate (that is, VAT registrations), is relatively high in comparison with both the region and nationally. VAT registrations are collected annually and for Peterborough 4,825 VAT registered businesses were recorded at the end of 2007. On average, there were 500 new business VAT registrations every year between 2003 and 2007. Business stock measured at the end of each year has shown a gradual increase of approximately 100 per year. In 2003, the two-year business survival rate was 82 per cent. In 2004 the 18-month business survival rate was 89 per cent. In 2006, new VAT registrations represented 10.1 per cent of all VAT registered business stock. De-registrations represented 7.2 per cent of total stock. A marked increase is shown in 2007 as outlined in the table below.

VAT (2007)	**Peterborough (numbers)**	**Peterborough (%)**	**East (%)**	**Great Britain (%)**
Registrations	510	10.6	9.6	10.2
Deregistrations	370	7.7	7.2	7.3
Stock (at year end)	4,825	-	-	-

NB: Statistics are published November of each year to reflect the previous years trading. ONS statistics for Peterborough which are VAT only (excluding PAYE) for 2008 have been requested. The interim registration figures are 6,667 VAT registered companies by broad industry group (inc PAYE).

6 *Source: Nomis data – Economic Inactivity Apr 08-Mar 09*
7 Source: Nomis data 2007
8 PACEC – June 08

2.64 The credit crunch has led to a number of challenges for potential enterprise and entrepreneurship given the reduced levels of available lending and, with often stricter and more costly terms. Business link East reports that 'even larger sized enterprises have restricted or shelved expansion or growth plans, and fewer new potential start ups are willing to undertake high levels of financial risk'. Changes to the Bank of England base rates and reductions in the interbank offer rate have not been passed on to businesses and consumers. However, although interest rates remain higher than base rates, they are still low by historic standards. The withdrawal of credit insurance in 2008 from many companies created cash flow problems, as these companies now typically have to pay for supplies up front in lieu of sales. Due to the credit crunch and recession, financial companies nationally have experienced declining profitability and have had to operate more efficiently by reducing their workforces.

2.65 However, the financial services industry is diverse and not all banks and financial institutions have been hit hard by the credit crunch and recession. The banks that have been less seriously affected are expanding their business in the region. Business Link East has reported that banks with a historically lower profile in the region such as Clydesdale Bank plc are undertaking higher levels of lending. Regional building societies (such as Norwich and Peterborough Building Society) have reported healthy trading conditions, as they were not exposed to risky borrowing and lending activities.

Assets and Opportunities

2.66 Despite the somewhat bleak picture of economic performance. Peterborough does have a range of assets and opportunities at it's disposal, and working through the very strong partnerships greater benefit can potentially be realised for both business and the community.

- A strong and continuing tradition of high value manufacturing and a current concentration of employment in banking, finance and insurance services
- Environment City Status and emerging and well supported clusters in environmental technologies and media, printing and publishing
- Strong public sector employment presence with the continuing ability to attract national agencies and organisations
- A key gateway to/from the region towards Midlands and the North and with good access to London and the Greater South East, with key investments infrastructure which has enabled an emerging proposal for an 'inland port'
- Continuing strong growth, which will attract investment
- A strong commitment to new development and regeneration to tackle some of the causes of economic underperformance, including affordable housing provision and the quality of all developments
- Presence of major companies including Thomas Cook Group, Indesit, Perkins Engines Co. Dresser Rand, EMAP, British Sugar plc and Fairline Boats plc.

Innovation

2.67 The SRES pin-points enterprise as innovation as the number one priority if Peterborough is to realise its ambitions to achieve 'substantial and sustainable growth' over the next 20 years. To achieve this vision, the Peterborough sub-regional economy must continue to increase its prosperity (as proxied by Gross Value Added (GVA) per capita) by raising the productivity of its firms, public sector and other organisations and the employment rate and prospects of its residents. A primary objective is to recognize the importance of innovation as a key driver of productivity and competitiveness, and of creating an environment that supports creativity and enterprise.

2.68 Innovation is of fundamental importance for promoting productivity growth and the competitiveness of firms in the Peterborough sub-region. However, unlike many competitor cities and sub regional economies, Peterborough does not have the benefit of a strong research base. R&D infrastructure and connections between industry and the research base in other parts of the UK and overseas are not as strong as they could be. In part, this reflects the structure of industry in the Peterborough sub-region with its relatively low share of high-technology industry and lack of large firms with R&D functions. It also reflects the limited research and technology infrastructure in the sub-region capable of engaging with Peterborough firms.

2.69 However the newly established University Centre in Peterborough established by partners Peterborough Regional College and Anglia Ruskin University, have agreed that they will work in partnership in delivering the new university offering to develop this area further, creating dedicated links to business and enterprise, and encouraging innovative thinking and ideas development through its future student programmes.

2.70 The Enviro-Cluster initiative focuses on the significant low carbon and environmental goods and services (LCEGS) sector cluster in the Greater Peterborough Growth Area; the largest of its type in the UK. The city's 380 organisations in this sector employ around 5,000 people and account for 5% of Peterborough's GDP.

Investment

2.71 In addition to innovation, a second drive for Peterborough to recognize the accelerating pace of change and the requirement in a changing economy to be flexible, adaptable and agile in its response to changing economic and social circumstances. Critical in this respect is the capacity of the sub-region to improve its skills base and education infrastructure to meet the changing skill needs of business and the public sector (discussed later). The third and fourth objectives, is that of the need for the sub-region to recognise the strategic importance of specialisation, and the need to focus on sectors and clusters where Peterborough is perceived to enjoy a competitive advantage.

Skills

2.72 The skills levels within Peterborough are captured in terms of levels of attainment (by qualifications) and more generically across employment activity. Historically Peterborough has suffered from low achievement levels in terms of qualifications, and this has been deemed to create the knock effect in terms of the take-up high-level employment opportunities (by local residents) and the subsequent low wage levels of employees. A key requirement in meeting the need for a flexible and adaptive economy is a skills base responsive to the rapidly changing needs of business as the pattern of demand changes and as technology changes production and distribution processes for manufacturing and services. Major shifts in the skills demanded by industry and the public sector will be required to support future growth of the Peterborough economy, and changes in its industrial structure. Moreover, if Peterborough is to succeed in restructuring its economy towards more high value-added activities the demand for skills at the intermediate and higher level will increase significantly. The upgrading of skills of those in the workforce and the integration of the unemployed and other groups of non-employed with the potential to find employment will be essential if skill and labour supply constraints are not to limit the growth of the sub-regional economy and/or give rise to unacceptable net inward commuting.

Qualifications levels

2.73 The qualifications attainment of the working age population in Peterborough was generally lower than the East of England and GB averages in 2008. The proportion of graduates in the City's workforce is low. School attainment is also poor in some areas. The overall percentage of pupils achieving 5 or more A*-C grades at GCSE was 47.5% in 2003 compared to 51.9% nationally and points scores at GCSE and A-level are also marginally below national equivalents. Figures below show the 12 month calculations via Nomis official labour market statistics, as NVQ 2 and above well below attainment regional and national attainment levels at 56% seta against a national average of 65.2% and East of England average of 62.8%.

Peterborough Area Jan – Dec 2008	**Peterborough Numbers**	**Peterborough %**	**East of England %**	**Great Britain %**
NVQ4 and above	19.300	18.8	26.1	29.0
NVQ3 and above	37,400	36.4	43.4	47.0
NVQ2 and above	57,500	56.0	62.8	65.2
NVQ1 and above	73,500	71.7	78.8	78.9
other qualifications	13,500	13.1	9.3	8.7
no qualifications	15,600	15.2	11.8	12.4

2.74 For Peterborough to become a high-skilled, high wage economy and for businesses to improve their competitiveness and productivity the workforce must be responsive to the needs of businesses and businesses must share the responsibility of skills upgrading with the educational sector. There have been some developments to date which have aided this, such as the Thomas Deacon Academy, a school set up by the Government Academies Programme and sponsored jointly by Perkins Engines and the Deacon's School Trust, and the new University Centre Peterborough which has been established.

2.75 In summary, whilst the East of England enjoys comparatively high rates of economic activity, many of Peterborough's inner urban areas feature highly in regional and national deprivation ratings. Significant inequalities exist and a key aim of Opportunity Peterborough and its partners is to help broaden participation in the economy by harnessing skills and tackling the economic challenges faced by the city and its sub-regions.

Conclusions

2.76 The delivery of 20,000 jobs is a challenging target. Peterborough is seeking to achieve a step change in delivery, essentially by targeting high end job growth through knowledge and environmental sectors. Whilst these are growing markets, delivery is competitive and in many senses Peterborough is starting with a competitive disadvantage. Significant efforts are required through intervention to encourage market led jobs delivery to take a different form to those delivered in previous periods of significant growth.

3: Opportunities and Issues Arising from the Strategies and Evidence Base

Introduction

3.1 The following table sets out Summary of Peterborough's Development Strengths, Weaknesses, Opportunities and Threats (SWOT) arising from the previous chapter:

Summary SWOT	
Strengths • Ambition and priority area for increasing levels of housing and employment growth • Choice of land available for a range of uses • Well-defined sub-regional catchment area in areas such as employment and retail • URC to drive forward growth • Strong cluster of environmental technologies, goods and services (EnviroCluster) • Strong manufacturing base, particularly engineering • Important service provision sector, particularly finance sector • Strategic location in relation to transport network, well connected to the national road and rail network in all directions • Significant food and drink sector • Established media, publishing and printing sector • Recent increase in start up rates for new businesses • Beacon Council for improving accessibility to services (via public transport) • Good record of major transport scheme and project delivery • Green Wheel Infrastructure • Low wage economy • High average road speeds • Geographical location in relation to London, eastern ports and wider UK • Growing educational sector with the potential to develop an HE presence	**Opportunities** • Developing health sector • Growing banking, finance & insurance sectors • Environmental technologies cluster and developing climate change agenda (opportunity to develop local markets to recycle locally recovered materials) • Exploiting the city centre in terms of under used assets • Potential to develop city-centre tourism and cultural activities • Increasingly important recreational and entertainment location • Potential to build on average level of research and development (R&D) knowledge-based industries • Sustainable Travel Demonstration Town pilot scheme to be 'mainstreamed' • Ideal location for Distribution industry industry (ideal for logistics in sending recovered materials for recycling) • Significant Government funding available to boost house building industry • Proximity to Cambridge as a tourism and high tech investment centre • Identified as an engine for growth in RES 2008-2031 • Low average property prices relative to the rest of the Greater South East • Opportunities for more efficient land use in urban area

Weaknesses	Threats
• Poor brand and image • Lack of higher education facility • High incidence of low growth and low skilled sectors • Lower than national average educational attainment • Lack of investment in cultural, sport and entertainment amenities • Continued flow of inward investment from foreign-owned companies • Limited high tech sectors • Low level of high end jobs • Lack of growth in net capital expenditure • New town infrastructure maintenance legacy • Potential restrictions to spatial growth due to limitation of energy supply. • Railway station is a poor entrance to Peterborough • High number of LSOAs in upper deprivation quartiles • Limited effective business engagement • Low development values makes new schemes difficult to deliver	• Pace of technological changes • Economic restructuring with regards to manufacturing and resulting threats of globalisation in key supply chains • Low aspirations and expectations • Declining environment in townships due to age • Falling top 50 retail town centre ranking and competition from surrounding settlements • Growing traffic congestion • Fringe retail areas under pressure due to city centre developments • Declining net capital expenditure • High level of people not in education, employment or training (NEETs) • Low education attainment • Impact of credit crunch and national/ global recession on the development and housebuilding sectors • Low skills, low wages • Falling house prices leading to reduced gross development values which compromise delivery viability and anticipated planning gain • Main housebuilders have ceased volume residential development in the short term • Decline in social cohesion • Pressure on public services from growing but transient migrant population • Rise in deprivation • Higher crime

Package Approach

3.2 With the benefit of the evidence and other information set out in the previous chapter, plus the SWOT analysis, we now turn to the principal opportunities for, and constraints to, growth. If Peterborough is to realise the shared vision, and to achieve its targets for economic/employment and housing growth, in a manner that is both sustainable and desirable, we believe that it must set out a coherent strategy on a ***spatial*** basis and a ***thematic*** basis. We've described these as 'packages'.

3.3 The ***Spatial Packages*** are grouped under the following four areas:

- ***City Centre***
- ***Neighbourhood Areas***
- ***Urban Extensions***
- ***Other Growth***

3.4 The ***Thematic Packages*** are grouped under the following headings:

- ***Transport***

- ***Education***
- ***Environment***
- ***Utilities and Services***
- ***Employment / Economy***
- ***Community Infrastructure***

Spatial Package: City Centre

3.5 The city centre is a key priority for Peterborough and its partners. The IGS, Core Strategy and emerging City Centre Area Action Plan (CCAAP), seek to create a strong, vibrant centre that will serve Peterborough and its sub-region. This section sets out how the city centre can grow and reinforce its function as the heart of Peterborough.

3.6 Some investment took place in the city centre in the 1970-80s. Queensgate shopping centre opened in 1981 and Rivergate a few years later. The Northminster office quarter was developed at much the same time. The 1980s also saw through traffic taken out of the core of the City Centre and major refurbishment of the public realm in Bridge Street, Long Causeway and Cathedral Square.

3.7 Since then investment has been limited. No significant shopping development has taken place and no speculative offices have been built over the last fifteen years. There has been a gradual decline in Peterborough's status as a shopping centre in the face of new competition in Leicester, Cambridge and out of town centres. Investment has taken place in some new pubs, clubs and restaurants but cultural facilities as a whole remain extremely poor for a city of this scale with such major aspirations. Most of the investment in the public realm is now twenty years old or more and is looking jaded and worn. The City Centre has many significant and unique assets such as the River; the Embankment; and the Cathedral and its precincts. Little has been made of these and they remain a major opportunity. In short, the decline needs to be reversed and this can only be done with significant public and private investment coordinated by a robust long term plan and vision.

3.8 Building on the strategy set out in the IGS and Core Strategy, the CCAAP (a statutory Development Plan Document) will provide the detailed framework for the revitalisation and expansion of the city centre by identifying the opportunities for a range of commercial, residential, social, transport, environmental and physical benefits.

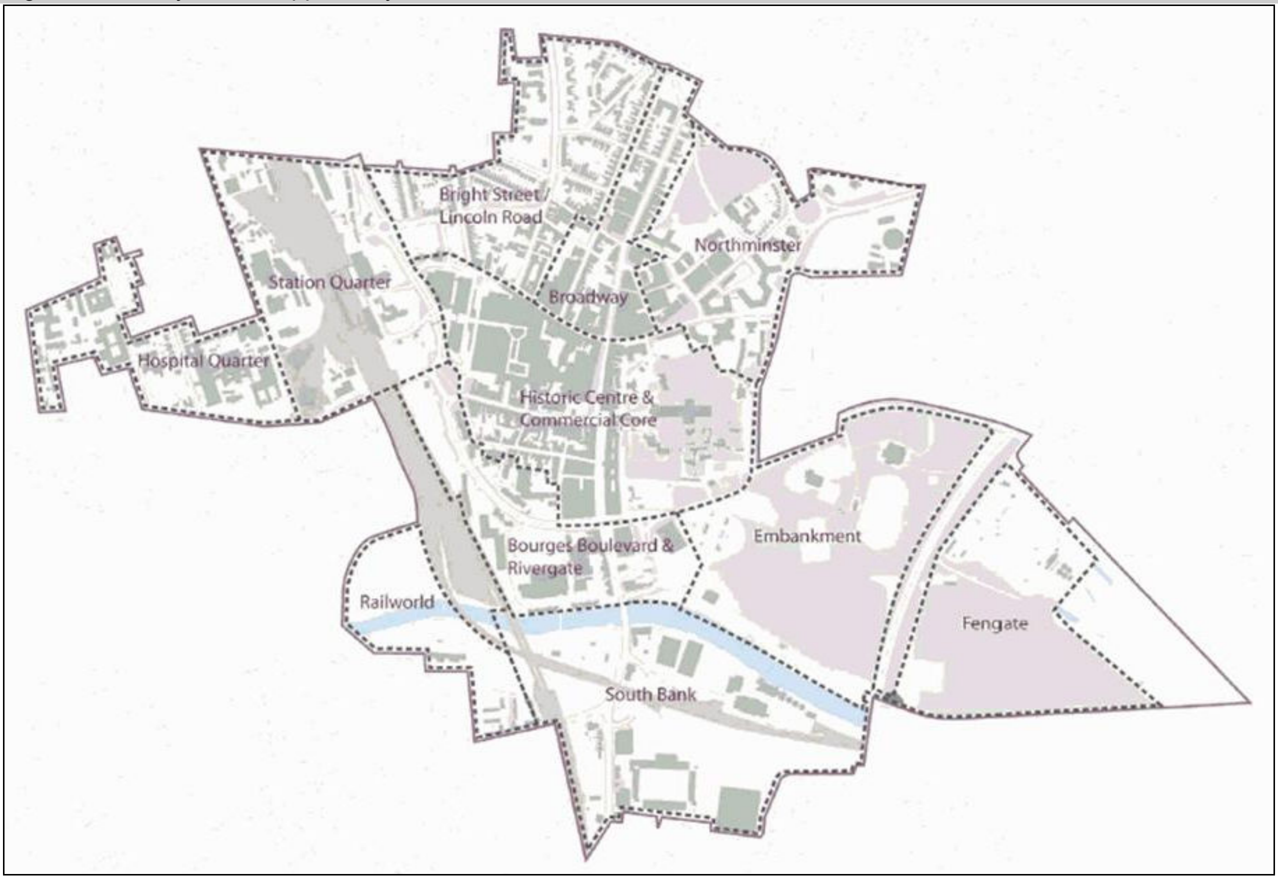
3.9 Key proposals are:

- The creation of a distinct, vibrant and attractive centre for Peterborough and the wider region
- An expanded centre with a greater number and range of retail uses, businesses and facilities
- An accessible centre with high quality public transport and a safe, convenient environment for pedestrians and cyclists
- A greater role for the key attractions of the Embankment, the River Nene, the Cathedral Precincts, Stanley Recreation Ground and Cathedral Square
- A greater range of cultural, leisure and entertainment facilities
- A major increase in city centre living
- Refurbishment of the public realm
- A centre that reflects the City's aspirations to be the "environment capital"
- An inclusive centre that meets the needs and aspirations of all residents and visitors.

3.10 Infrastructure costs will be significant. The provision of public sector funding will be important for delivery given the marginal or commercial nature of several of the schemes.

3.11 The city centre boundary is shown below. A brief description of each sub-area follows.

Figure 8-1 : City Centre Opportunity Areas



3.12 **The Historic Centre and Commercial Core:** The City Core is the heart of the city retail offer and as such is fundamental to the success of the city centre as a whole. It is important it functions effectively both during the day and evenings. There are unlikely to be many major new developments within the area, but where opportunities emerge they are likely to be new retail, leisure, office and residential uses. Public realm improvements commenced with Cathedral Square in 2009.

3.13 **South Bank, Embankment, Fengate and the River Nene:** The River Nene is one of the centre's underused assets. It represents a major opportunity but public access is limited and it is divorced from more popular areas of the centre. The South Bank in particular could be an exceptionally attractive area. It currently is seriously underused, is very unsightly and in some parts is completely derelict. Yet it has a lengthy frontage to the river and enjoys superb views across the Embankment to the Cathedral. It is divided by a railway, south of which is the football ground, car parking and other non intense uses. The redevelopment of this area is already the subject of advanced discussions for around 350 dwellings as part of the Government's Carbon Challenge initiative. The area is not without constraints which will need investment to be overcome.

3.14 The Embankment is one of Peterborough's key assets. There are a number of uses on it and it hosts a number of regional scale events. The western section in particular has exceptional views towards the cathedral and the distinctive outdoor swimming pool is listed as an historic building. The CCAAP will outline a new vision for the area, and again there are issues concerning infrastructure and development costs that will require significant investment.

3.15 **Railworld, Station Quarter, Hospital Site ('City West')** One of Peterborough's great assets is its access to the East Coast mainline. Yet the area around the station is underused and in parts very unattractive. Major redevelopment is proposed. Peterborough's hospital is immediately to the west of the Station Quarter. Construction of a replacement is well advanced on a site at Bretton Gate releasing the present site as an opportunity area. East of the Station Quarter a planning application has been submitted for a major regeneration scheme for North Westgate. Access is a key issue in these areas. The railway as well as being a great asset is a barrier to movement. Bourges Boulevard as a dual carriageway road reinforces this, with Crescent Bridge Roundabout a particularly negative element that needs to be addressed. North Westgate will be one of the most significant investments in the city centre for several decades.

3.16 **Northminster and the Market / City North** The area north of the Cathedral and Long Causeway could see significant change. There are a number of underused sites and the market itself is in need of refurbishment and regeneration. There are a number of possible opportunities for land assembly and regeneration. The introduction of housing could help in this area and it could also be suitable for employment and civic uses.

Spatial Package: Neighbourhood Areas

3.17 Significant growth during the 1970s-80s at the time of the New Town Development Corporation was focused around the creation of new “townships”; namely Bretton, Orton and Werrington. The “township” label fell away and was replaced by ‘district area’, which was more flexible in accommodating both existing areas and the ‘new’ township areas of Peterborough.

3.18 Peterborough has five district areas; the three mentioned above plus the existing area of Millfield and the most recent area known as Hampton.

3.19 Neighbourhood Management Areas were developed as a mechanism to manage and support communities in the context of the growth agenda, with the aim of preparing neighbourhood management plans for each area in partnership with the local community to identify key interventions for future growth.

3.20 A new model, building on the existing Neighbourhood Investment Strategy but responding to local, regional and national policy changes, will be developed which will focus on delivering a neighbourhood management solution for our communities – essentially, a multi-partner approach to problem solving, community planning and driving the improvement agenda, which connects the ‘bottom up’ (i.e. community engagement, local aspirations, local needs), with the ‘top down’ (i.e. legislation, regional policy, data and intelligence)..

3.21 Overall, this Package is based around a number of interventions which are intended primarily to equip the Neighbourhood Management Areas for substantial sustained and sustainable population growth, through the provision of community, health, education public order, leisure and open space provision, etc.

3.22 This package ensures that the focus does not solely lie on the city centre and new urban extensions being the key recipient of new growth and regeneration, and the funding associated with bringing this forward.

3.23 As originally conceived, the districts were fashioned as almost ‘self-contained’ areas were people could live, play and shop. Subsequently, the decline in family size and increase in mobility has gone some way to reducing the viability of a number of the older district centres. However, there are opportunities to revitalise the districts and enable the existing areas to feel the benefits that the growth agenda will bring. It has been identified within the IGS and emerging Core Strategy that this can be achieved through the intensification and re-development of those existing communities.

3.24 These areas of Peterborough have therefore been identified as having the capacity for significant growth through the exploitation of in-fill sites, increased density, redevelopment of existing-use sites (surface car parks) and market and policy-led residential development.

3.25 Intensification of this nature should deliver considerable regeneration benefits and secure the long term sustainability of social facilities. Increased density housing may be contentious locally, but there are sufficient examples from elsewhere as to how this can be delivered by providing quality design and creating an attractive environment in such a way as to encourage community integration and security.

3.26 The overall aim is to re-create walkable neighbourhoods where people can live, work and play locally if they choose to, through the provision of high quality housing that will increase the catchment of each area; thus enabling their future long term sustainability. One approach could also see each of the district centres adopt a unique role (e.g. as a centre for environmental and financial services, or health). This reflects Peterborough’s aspirations and connects to its vision of an integrated yet sectored approach to economic prosperity and would need to be considered carefully in balance with the aspirations for the city centre; seen in the context of the aforementioned improvements and enhancements at its core in creating a more dynamic city centre.

3.27 Other benefits likely to accrue from this would be the potential for an improved transport network through increased use and demand, with the opportunity for the instigation of high quality sustainable transportation modes.

3.28 It is important to note that, alongside the development of the key neighbourhood centres, significant amounts of development activity are proposed for the wider neighbourhood area surrounding key centres. For example, there is potential to bring forward a major redevelopment scheme for the Herlington Centre, part of the Orton neighbourhood of which the Orton Centre is a part. This complementary but separate development potential will help ensure sustained growth and regeneration across whole communities whilst still maintaining the key focus for regeneration at the district centre heart.

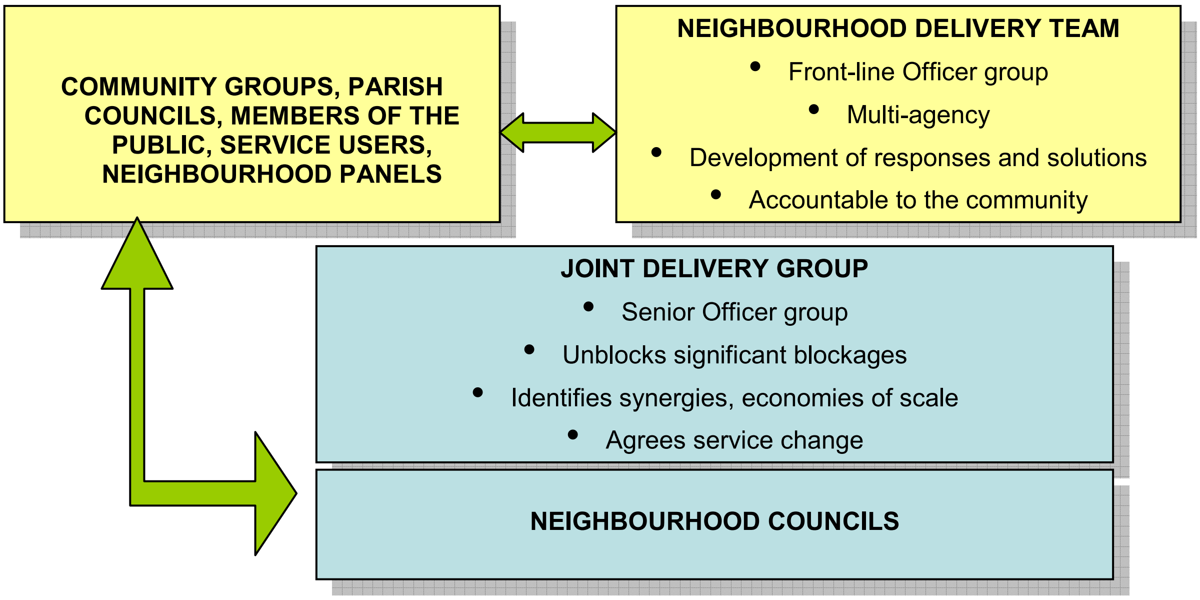
3.29 ***Neighbourhood Councils:*** On 18 May 2009 PCC approved the appointments of Chairmen of Neighbourhood Councils. There are 7 Neighbourhood Councils across the city aligned to the new Neighbourhood Management model. The first public meetings were in October 2009.

3.30 Neighbourhood Councils are made up of elected members, with standing invitations being issued to Parish Councils, Youth Council, Police Authority, Fire Authority, members of the public and other relevant local bodies, such as schools and community and voluntary groups. There will be the opportunity for such groups to take part in the meetings and express their views, but they will not have voting rights.

3.31 Each Neighbourhood Council will meet 4 times a year, with meetings to be held in its locality. In addition, there will be an annual Area Forum to be held towards the end of the year. This will include all the Neighbourhood Councils for each area. The Area Forum meetings will be an opportunity for the Neighbourhood Councils in each area to come together and discuss their work, and also to look at issues of mutual interest and importance going forward.

3.32 Neighbourhood Councils will be responsible for developing, agreeing and owning a local community action plan for their area, which sets out short, medium and long term service, regeneration, and investment opportunities to improve the area and the lives of our citizens. This will be achieved through an open neighbourhood management process whereby residents will be involved and engaged to help identify priorities.

Neighbourhood Councils Supporting Structure



Spatial Package: Urban Extensions

3.33 The spatial pattern of growth needed to achieve the City's growth targets requires a select number of urban extensions. The Core Strategy will confirm the identity of these extensions in due course, though at the time of writing there are number of areas likely to be confirmed.

3.34 Depending on the location(s) chosen, new settlement extension(s), plus new business extension(s) would require significant initial infrastructure development. A significant proportion would be met by the developer directly. It is, however, envisaged that a degree of wider infrastructure provision will be required in order to unlock such key and significant growth and funding for this need to be identified and secured. In addition it is important to ensure other parts of Peterborough benefit from the growth and opportunities associated with this.

3.35 The emerging Core Strategy identifies major urban extensions at Stanground South, Paston Reserve/Norwood and Great Haddon. These urban extensions could offer much in terms of delivering sustainable growth at scale. Consolidated, rather than dispersed, urban extension(s) could become demonstration sustainability projects in their own right: a single large extension could be self-sustaining, achieve high levels of environmental sustainability (quasi-eco town) and even offer enhanced facilities for neighbouring communities. It could also offer the opportunity for enhanced public transport systems and encourage the expansion of the Green Wheel network.

3.36 Urban extensions also offer the potential for greater speed of delivery with land coming forward more readily and fewer inherent constraints and issues.

Spatial Package: Other Growth (city infill and other settlements)

3.37 In addition to focussed growth in the city centre, urban extensions and via the 'neighbourhood' initiatives, other growth will come forward in the city, as well as growth in outlying settlements and rural areas. These, either singularly or cumulatively, will have significant infrastructure implications.

3.38 By their very nature, it is hard to be specific about what those demands will be or quantify precise infrastructure needs or costs. As such, only estimates of costs and needs can be made, and often can not be spatially specific in where they will be needed. Through the remaining part of this chapter and elsewhere in this IDP, we have attempted to make reference to this 'other growth' and associated infrastructure need, but express caution at in its use. It is likely to be an underestimate of need, rather than over estimate, reflecting the difficulties in predicting the 'unknown'.

Thematic Package: Transport

Introduction

3.39 The development of the Transport element of the IDP has been influenced by the emerging national policy agenda for transport and Peterborough's SCS. Towards a Sustainable Transport System (TaSTS), Dft 2008, sets out the Government's response to the recommendations of Stern on the economics of climate change, and Eddington on transport's contribution to economic growth and productivity. TaSTS set out the Government's proposed approach to strategic transport planning to 2014 and beyond, and identified five broad goals for transport:

- Tackle climate change;
- Support economic growth;
- Promote equality of opportunity;
- Contribute to better safety, security and health;
- Improve quality of life and promote a healthy natural environment.

3.40 Proposals for putting this approach into practice were set out in the subsequent document Delivering a Sustainable Transport System (DaSTS), DfT Nov 2008. DaSTS identified the challenges to delivery of these five goals on the national, international and cities and regional networks. It also identified cross network challenges. The underlying principle of DaSTS is to understand the role of transport in supporting strong economic growth in a low carbon world.

3.41 Final Guidance (July 2009) for local authorities on preparing their third Local Transport Plan (LTP3) indicates that the DaSTS goals will replace the shared priorities for transport set out in LTP2 guidance. The City Council is currently working towards LTP3 and the challenges, vision and transport options could change as we develop that LTP3. Full details will be published in April 2011.

DaSTS and the IDP (Transport)

3.42 The five DaSTS goals have the current national policy agenda, with its emphasis on economic growth and climate change at the core, and will therefore be adopted as the overarching objectives for transport in Peterborough.

3.43 Doing so provides the flexibility for Peterborough to demonstrate alignment of its local strategic objectives (i.e. those established in the Sustainable Communities Strategy) with national policy.

3.44 The table below shows the alignment of the Peterborough LTP2 objectives and the DaSTS goals.

LTP2 Objectives	DaSTS Goals
Accessibility - better accessibility for all with particular reference to those living in rural areas and those with mobility difficulties	Opportunity of Equality
Integration - greater integration between different means of travel	
Travel Choice - increase travel choice and improve quality	
City Centre - support the proposals to develop and enhance the City Centre	Support economic growth
Growth - support and influence growth through transport solutions	
Economy - support local economic performance by the provision of an integrated transport network	
Efficiency - make the best use of existing transport infrastructure	
Environment - reduce the environmental impacts of transport	Improve quality of life and provide a healthy natural environment; Tackle climate change
Healthy Travel - improve community health by increasing walking and cycling, and reducing transport related pollution	Contribute to better health, security and safety
Safety - reduce the number of personal injury accidents amongst all travellers and reduce travel related crime	

Peterborough's Transport Challenges

3.45 The transport issues facing Peterborough, both now and in the future as a result of the growth agenda, have been assessed and mapped against the DaSTS goals. This has allowed the transport challenges against each issue to be identified.

3.46 The mapping of the issues and challenges against the DaSTS goals helps formulate the Peterborough challenges summarised in the table overleaf.

DaSTS Goals →	**Tackle Climate Change (C)**	**Support economic growth**	**Promote Equality of opportunity**	**Contribute to better health, safety & security**	**Improve quality of life & natural environment**
Peterborough Challenge	Reduce the need to travel by fossil fuel vehicles, to reduce emissions of greenhouse gases	Tackle congestion and overcrowding on City's Parkway system. In particular Jn 1-2, 4-5, 32-33	Reduce impact of congestion during peak periods on public transport	Change the attitude and behaviour of male drivers in the 17 to 25 year age range	Improve journey time reliability, particularly along the parkway system
		Improve surface access and interchange arrangements at and between all modes of travel	Improve public transport opportunity / coverage	Improve air quality	**Improve the urban landscape & Environment**
		Reduce productivity impacts of congestion by improving journey time reliability and reducing delays	Reduce physical and psychological barriers **to sustainable transport modes**	Secure improved road safety	**Through traffic removed through City Centre**
		Ensure transport capacity to accommodate growth agenda	Improve rural bus service frequency	Reduce vulnerability of network to terrorist attack and natural disaster	Continue the downward trend in both nitrogen dioxide and particles beyond 2015, particularly in the context of the growth agenda
		Improve resilience of network to impact of accidents, roadworks and weather	Improve PT information	Reduce fear of crime	
		Improve journey time reliability for movement of goods and business users		Improve cycling / walking opportunities	

The Transport Options (Note: this work is still under consideration by the City Council)

3.47 A list of potential Transport Options to overcome the Transport Challenges whist meeting the DaSTS goals has been identified for consideration.

GOAL 1 Tackle Climate Change

- Develop work place, residential, district centre and school travel plans to reduce emissions from car journeys, improve air quality and promote health and fitness
- Improve public transport services to reduce congestion
- Better integration of transport and land use planning to reduce the need to travel
- Work with partners to change the way key services such as highway maintenance and street lighting are delivered
- Consider 50mph speed limits to reduce emission levels
- Introduce ATM to manage speed

GOAL 2 Support Economic Growth

- Smarter choices options
- Improve overall levels of accessibility to and from employment and key services
- Develop freight quality partnerships
- Consider HOV and HGV only lanes
- Introduce ATM to maximise road capacity and improve journey time reliability
- Introduce VMS signs to improve the resilience of the transport network
- Tackle congestion hot spots on the Parkway system
- Improve connectivity of the railway station to all other modes of travel

GOAL 3 Promote equality of opportunity

- Develop and improve an accessibility strategy that contains inclusive partnership-led solutions, addressing how services are delivered as well as transport
- Solutions to rural accessibility issues such as Demand Responsive Transport schemes
- Partnership working to promote social inclusion
- Consider the role of concessionary fare schemes
- Develop solutions to urban accessibility issues such as better information provision through branded public transport schemes.
- Consider giving priority to buses in congested areas
- Public transport improvements, particularly on service frequency, connectivity and orbital routes
- Ensure travel information is accessible to all

GOAL 4 Contribute to better health, safety and security

- Develop and implement of Road Safety strategies, including engineering-based schemes and education, training and publicity
- Development of inclusive transport schemes to improve walking, cycling and public transport access to key service areas

- Implement walking and cycling schemes to promote healthier life styles and CO_2 reduction, particularly by removing and / or minimising barriers to travel
- Consider 50mph speed limits on rural roads to reduce road crash severities
- Introduce ATM to improve road safety

GOAL 5 Improve quality of life and natural environment

- Noise management schemes through engineering and maintenance, and working with Defra noise maps and action plans
- Improve rural accessibility and reduce the need for travel
- Schemes to improve air quality through developing more sustainable transport solutions, such as:

  Travel planning

  Roadside emissions testing

  Zero emission zones

  Electric buses

  Promotion of electric cars

  Electric charging points

- Improvements to public transport services through working in partnerships with local transport operators
- Schemes to enhance urban and rural streetscape design
- Schemes to improve signing, travel information, ticketing and ease of interchange
- Improve journey time reliability on the parkway system through the introduction of:

  VMS signs

  ATM

  Tackling congestion hot spots.

Transport Vision (Note: this work is still under consideration by the City Council)

3.48 Development of the Transport Options is allowing a Transport Vision for Peterborough to be developed: a Vision that would address the many challenges facing Peterborough whilst meeting the goals of Developing a Sustainable Transport System (DaSTS). The vision under consideration is set out under the following headings, with full details to be announced shortly:

- ***Smart Choices:*** "Smart Choices" is a way of giving the necessary travel information about alternative ways of making a journey, particularly by an alternative mode.
- ***Walking / Cycling:*** Peterborough will be a "connected city", with the walking and cycling network enhanced to remove or at least minimise barriers to travel.
- ***Public Transport:*** Frequent buses, high quality bus station, park and ride and potentially a wider range of solutions such as tram, cable car, parry people movers, transport modules, driverless taxis and Light Rapid Transit.
- ***Highway:*** A wide variety of improvements, from maintenance to speed control to information
- ***Rail:*** Various improvements to the train station, possible new stations and a possible rail freight are under consideration
- ***Freight:*** plans being drawn up with the aim of directing the flow of extraneous HGV traffic from Peterborough's urban roads onto the parkway network

Transport Solutions (Note: this work is still under consideration by the City Council)

3.49 A list of potential transport solutions has been developed, by reference to:

- Previously published documents
  - LTP2
  - IGS – Integrated Growth Study
  - CCAAP – City Centre Action Plan
  - IDP – Infrastructure Development Plan
  - NR – RUS Network Rail: Rail Utilisation Strategy
- Local consultation
- The Transport Vision (referred to above)

3.50 This list has been themed by mode and type of improvement. The most up-to-date list of proposed and potential schemes, based on the themes below, can be found in a separate schedule of infrastructure items which accompanies this IDP.

- **Committed Schemes.** Schemes under construction, or with funding and other guarantees in place
- **Secured Developer led schemes.** Although secure through planning condition or obligation, such improvements depend on specific developments coming forward to which there can be no guarantee
- **Smarter Choices (funded or planning obligation).** Designed to minimize the need to travel by car by promoting the more sustainable (walk / cycle / PT) forms of travel
- **Walk / Cycle.** Designed to encourage travel by walk and cycle
- **Public Transport (Future Bus).** Designed to encourage travel by public transport
- **Highway.** Minimum considered necessary after Travel Choices, walk / cycle and PT improvements.
- **Freight.** Giving priority to essential freight movements, whilst minimising its potential adverse impact.
- **Rail**. Primarily based on the Network Rail's (Rail Utilisation Strategy), though the Peterborough Station remodelling and associated improvements are considered key to maintaining Peterborough's status and a Regional Hub.

Risks

3.51 The key risks to a transport scheme are:

- **Development dependency.** A transport scheme wholly dependant on a development coming forward, with the scheme secured either through planning obligation or planning condition. But if the development does not come forward then neither will the transport scheme.
- **Landownership.** If third party land is required, not in the control of either the highway authority or developer then Compulsory Purchase Order (CPO) powers might be required to acquire the land. However, if a development is wholly dependent on the acquisition of such land then a ransom equal to a third of the value of that development might be payable (whether or not such a transport scheme would be in the public interest; necessary to enable CPO powers to be used).
- **Planning consent.** The transport scheme might require planning consent and / or necessary traffic regulation orders.

- **Political acceptability / priority.** A transport scheme might be unacceptable, given the balance of other non transport issues.
- **Funding.** Funding might not be available, given other competing transport priorities both locally and nationally.

Thematic Package: Education

Introduction

3.52 As the city grows education and further learning for all needs to expand in line with the increasing population. At the same time, existing provision needs to be reviewed and shortfalls or surpluses addressed. There are three aspects to this: provision for Children, for Young People and for Adults.

3.53 Provision for Children and Young People includes: full day care, pre-school education and Children's Centres for under 5s; primary, secondary and special schools for 5 – 16 years olds; school sixth forms, sixth form and skill centres for 16 – 19 year olds; play facilities, extended schools, before and after school and holiday clubs; social care and additional facilities for those children who need extra support; youth provision for out of school activities for 13 – 19 year olds; Connexions for careers advice and more targeted support.

Provision for Children

3.54 Government aims to have a Children's Centre in every community by 2010. Each centre should reach approximately 800 children under 5 years of age. Based on the current population this will be achieved for Peterborough by 2010.

3.55 As the number of homes expands, provision needs to be made for communities to access Children's Centres. The current growth predictions mean that additional centres would be required in Central, East, South West and South East parts of the city. Any plans for new build primary schools should consider the inclusion of Children's Centre facilities.

3.56 Future development plans must ensure that all children aged 3 and above can access an Early Years place to enable families to claim the nursery education funding they are entitled to and that places are available for 25% of children to support the requirements of working parents.

3.57 The majority of the pre-school education and day care in Peterborough is delivered by the private, independent and voluntary sectors and facilities are located in a variety of different premises. Plans for any development will need to consider where Early Years settings could be located, for example within a community centre.

3.58 To ensure a mixed market economy, a variety of different spaces should be planned, including community spaces, rooms linked in with any new School / Children's Centre development and appropriate commercial facilities.

3.59 Predicted 'child yield' ranges from 6 per year group per 1000 dwellings for 1 bed-roomed accommodation to 82 per year group per 1000 for four bed-roomed. The likelihood is that inner city development will tend more towards one and two bed-roomed apartments and further out will be family housing. For any development consideration must be given to the space required to ensure the local authority meets the duties placed upon it.

3.60 Child numbers data from the NHS and existing school rolls show that the current level of school places will become insufficient within the next 5 to 10 years for both primary and secondary level, even if the overall number of dwellings is not increased. Children's Services will be dealing with the shortfall by school expansions wherever possible. It is essential that additional school places required by city expansion are planned for, as there is no existing surplus to be taken up.

3.61 The Core Strategy proposes an additional 25,000 dwellings to be built by 2021, with development continuing for another 5 years after that. It provides guidance on likely numbers and location, although detailed timescales and housing mix are not yet determined. Based on the information available, and excluding Hampton where the infrastructure is already planned, there are likely to be an additional 3700 under 5s and 2900 primary age children by 2021. 150 of the primary children would be in villages and could be accommodated in existing or expanded village schools. The remainder, equivalent to 13 primary forms of entry, will need new school places. 2.5 – 3 of the forms of entry need to be in the City Centre, 6 at Great Haddon, 3 at Paston Reserve/Norwood and 1 at Stanground South.

3.62 Based on the information available, and excluding Hampton where the infrastructure is already planned, there are likely to be an additional 1980 11 – 16 year olds and 790 post 16s by 2021. This would require further 13 - 14 forms of entry, likely to be 7 at Great Haddon and 6 or 7 at Norwood.

3.63 In addition, special school places would also need to be provided, as about 1% of school aged children currently attend special schools in the city and this proportion is likely to remain constant. The predicted school age population suggests an additional fifty special school places and a new build would be required. As yet there has been no discussion of size or location, but any special school would take pupils from across the city and it could be co-located with other education facilities.

3.64 All schools should be able to deliver extended school services by 2010. Any new school premises should include provision to allow this.

Provision for Young People

3.65 In light view of the Government proposal to require young people of 16 - 18 years to continue some form of education or training, as well as the shift from 'A' levels to a four pathway progression pattern, with the new Diploma qualification being core, further facilities will be required to support this.

3.66 No one school is able to deliver this due to the additional resources that would be required in isolation in each school. Not only are the skills required to teach this wider than those that currently exist in any school, it would not be cost effective as they would need to be of industry standard in each school.

3.67 As all schools would require this facility, it is has been identified that a Skills Centre would provide this additional capacity in the city, as well as providing a central facility which would reduce the travel time.

3.68 To date, funding has been identified to support both vocational provision and the Skills Centre initiative through the Learning Skills Council (LSC), and the Department for Children, Schools and Families capital.

3.69 There is a need for those young people most at risk of entering into negative outcomes post - sixteen to be engaged on a local level to ensure their sustained involvement and eventual progress into the Skills Centre, college or university. This will need community based satellite centres built into the development of the Skills Centre which are not based on school sites, but are open during the day and offer:

- space for small groups of targeted, difficult to engage young people to achieve their first steps/progression through bespoke training and development opportunities
- space for young people engaged in local voluntary activity to meet and develop their contribution to the local community and be supported
- space for vacancy displays and delivery of information, advice and guidance.

3.70 These satellite centres need only be sufficient for small group work and some administration (e.g. neighbourhood shop size).

3.71 It is recommended that the creation of these centres is explored in:

- Bretton - Intensification Zone and priority ward in relation to numbers of young people not in education, employment or training (NEET) re: NEET numbers- averaging 3 – 4% above the average for the whole city NEET % in 2008/09
- Orton Longueville - Intensification Zone and priority ward re: NEET numbers – averaging 9 – 10% above the average for the whole city NEET % in 2008/09

- Millfield/North Ward - Intensification Zone and priority ward re: NEET numbers – averaging 7 – 8% above the average for the whole city NEET % in 2008/09.

In addition, investing in a city resource to support the reduction of NEETs, improve behaviour outcomes and provide alternative learning opportunities would be beneficial. Proposals have been put forward around purchasing a commercially viable farm to support the above.

Provision for Adults

3.72 There is a need to develop the skill level of the workforce in order to attract the higher value employers. Although Peterborough Regional College (PRC) already offers twenty degree level programmes for around 850 students, this is not a significant level of higher education provision and it must be noted that Peterborough is the largest city within the country without a university presence.

3.73 In light of this, PRC and Anglia Ruskin University (ARU) are actively working on plans to establish a University Centre in Peterborough, which would allow many more local people to study to degree level. A planning application is expected to be submitted this year, for a new Centre on the Regional College campus, next door to the new Thomas Deacon Academy, which will create a new “education quarter” for the city.

3.74 It is hoped that this will contribute to the regeneration of Peterborough city by not only significantly enhancing the level higher education provision, but also providing new economic opportunities.

3.75 In addition, plans are progressing quickly to develop and open a Financial Business School, linked to a major local employer. This would be another major step forward in delivering a number of university faculty schools across Peterborough linked to key business clusters; including finance and environment.

3.76 A key element to the vision is an improvement to the quality of life. One means to achieve this is through creating opportunities and tackling the inequalities that people face.

3.77 This can be achieved through improving skills and education of people within Peterborough, so they are better skilled for work whilst raising aspirations and opportunities for everyone.

3.78 The goal concerning Skills has two priorities that are relevant to this package, namely:

- Priority 1: Education and training provision that meets the needs of employers and the economy

- Priority 3: Clear progression pathways for vocational training that improves business performance.

3.79 The RSS addresses this package in relation to two areas. The first is in relation to the provision of jobs, which is covered by policy E1 and in relation to Peterborough.

3.80 Specifically in relation to Peterborough, Policy PB1 addresses the issue of improving access to further and higher education facilities, through the expansion of such facilities including the provision of a university.

3.81 Aside from Policy CS12, which addresses the issue of developer contribution towards infrastructure requirements - which will be required on a neighbourhood and strategic level for early years to secondary education, as well as university and skills provision - the document highlights support for the development of a university. This is also addressed in Policy CS2 under the location of employment development and Policy CS18 regarding cultural and leisure facilities.

3.82 Peterborough has suffered from a lack of services to help improve the skill and education of adults, and as has been mentioned above, Peterborough is the largest city without a university presence. Part of this package seeks to readdress this.

3.83 This package looks holistically at learning and skills; and has the identified a key intervention surrounding the need to establish a full university for Peterborough.

3.84 This would have numerous beneficial outcomes; from the direct up-skilling of over 4000 students to the knock-on effects of supporting and attracting various industries and SMEs to creating an intellectual capital and draws in other knowledge.

3.85 While Peterborough has achieved a radical improvement to secondary educational facilities, it also requires tertiary education to raise the achievements of its citizens to provide the higher level skills and knowledge and provide a balance to the ‘educational offer’ - without this there is a risk that key companies and sectors will leave or not be attracted to the city.

3.86 Package-level risks are summarised below:

Package-level risk		Actions to manage or mitigate
Funding formulae with regard to compulsory education provision fail to recognise the implications of rapid increases in population	→	There is a need to lobby the funding bodies to ensure that funding formulae do not disadvantage Peterborough
The quality of interventions is not good enough to transform Peterborough into a “learning city”	→	It is recognised that the challenge in Peterborough is significant and steps will be taken to ensure that the investments made – and the alliances forged – are of the highest quality and impact. This will be imperative if they are to be capable of addressing decades of under-investment
Government policy changes with regard to new FE/university campuses, etc.	→	This is possible, but unlikely, given changes to the leaving age for compulsory education. Partners will continue to “make the case” for Peterborough

Thematic Package: Environment and Green Infrastructure

Environment Capital

3.87 Peterborough continues to build on the Environmental City status awarded in 1991 and has committed itself to creating the UK’s Environment Capital by adopting this as one of the key priorities in its SCS 2008 - 2011.

3.88 It is supported by a set of challenging targets and action plans, which will ensure that achieving the Environment Capital status enhances Peterborough’s local, national and international environmental reputation and becomes a tangible and evidenced reality.

3.89 The IGS provides a detailed benchmark describing the steps required for the city to grow substantially and sustainably alongside a wide range of parameters against which progress can be measured. This document is central to the Environment Capital priority.

3.90 The combined activities spanning the whole breadth of the global and local environment is ensuring that Peterborough’s ambition to create the UK’s Environment Capital becomes a tangible and evidenced reality although it is recognised that more work needs to be undertaken to engage communities in the Environment capital concept as well as defining more comprehensive tools against which progress can be measured.

3.91 One means to achieve this priority is through by a package which identifies key green infrastructure requirements to support a growing city. This will enable Peterborough to become one of the UK’s greenest cities that includes attractive neighbourhoods and thriving biodiversity.

3.92 The RSS refers to environmental infrastructure in Policy ENV1 to ensure that a healthy and enhanced environment is provided for existing and future communities. Policy ENV8 Renewable Energy and Energy Efficiency is also included to help the region move towards energy self-sufficiency and meet and improve on its renewable energy targets.

3.93 This priority is also referred to in the LDF and plays a key role in ensuring that environmental sustainability is central to the city’s growth plans consistent with the RSS targets.

3.94 More specifically, current activity in relation Environment Capital contributes to the following RES goals:

- Digital Economy: Accelerating the use of digital technologies in public services, society and commerce
- Resource Efficiency: Benefiting from a low carbon, low resource economy
- Skills for Productivity: Developing skills for the changing economy
- Transport: A transport system that fully supports sustainable economic growth
- Spatial Economy: Sustainable places that attract and retain the people and investment necessary for a world class economy.

3.95 Peterborough has adopted the “creating the UK’s Environment Capital” priority to ensure that the city leads the way in sustainable growth. It is not a response to specific opportunities or constraints nor does it seek to unlock specific sites. It does however provide a framework against which policies and physical infrastructure should be planned and implemented.

3.96 There are clear opportunities for Peterborough to emerge from the current economic downturn in a stronger position that most of its competitors as a result of the scale and effectiveness of its environment goods and services sector. Specific projects will be developed during the year to ensure that the city benefits from these opportunities. These include:

- The refreshing of the original research which identified the Peterborough Enviro-Cluster, funded by Opportunity Peterborough. The updated research will be used to promote the Cluster and encourage improved networking
- Bidding for “Jobs for the Future” funding for a project which, amongst other things, will support Peterborough’s Environmental Capital agenda by delivering house-to-house surveys across the city, providing households with information about our environment capital agenda, details of how to save energy; how to compost; how to cut down on car journeys etc
- Further development of the Peterborough Environment Graduate Scheme (PEGS).

3.97 The implementation of key actions and achievement of national and local targets together with wide dissemination of the city’s environmental credentials and aspirations will continue to raise the profile of Peterborough as the UK’s Environment Capital with resultant reputational, environmental and economic benefits including:

- Presenting Peterborough case studies as part of the European Open Days in October 2009 and Green Week 2010. Other European opportunities will also be investigated during the year
- Undertaking a feasibility study into the possibility of Peterborough presenting at the United Nations World Urban Forum 2010 building on a recommendation from the Perception Peterborough Work published in 2008.
- Building on the success of the 2009 “Tour Series – Peterborough” cycle race event.

3.98 The key challenge in many areas is maintaining high performance in the context of uncertain resources. Many actions are planned within available resources; these include:

- The adoption of a new Climate Change Strategy for the city in early 2010 which will cross-link with the Climate Change Adaptation Profile.
- Government, regional and European funding streams are actively being investigated to ensure that the outcome targets remain achievable.

3.99 Peterborough will have achieved its ambition to create the UK’s Environment capital when local residents and businesses believe that they are playing their part in the city’s sustainable future.

3.100 For Peterborough, becoming The Environment Capital will create a city which encourages and supports its people in making significant and real improvements to their quality of life. Through this we will deliver truly sustainable growth for the city, ensuring a cleaner, greener, healthier and more vibrant Peterborough for the future.

3.101 Delivery of this package is almost entirely reliant on existing resources within partner organisations and, therefore, on the relative priority applied to this package within each partner organisation. This risk is mitigated through continued engagement between partners reinforcing the role that the Environmental Capital package plays in the future of the city. Alternative funding sources, including EEDA, EU are also being explored for specific projects.

3.102 Although the Environment Capital title was locally developed there is still a risk that another town or city will beat Peterborough to achieving it. This is being addressed through co-ordinated media campaigns and high profile events promoting the city's achievements and future plans.

Green Infrastructure

3.103 Access to quality open space and biodiversity is a key factor in prompting community well being, health and maintaining a high quality of life. The Peterborough IGS has identified that in order to ensure that existing and new communities can maintain appropriate access to green infrastructure, an additional 182ha of open space and 47ha of local natural reserves are required as a minimum for the amount of development proposed.

3.104 In addition to this, is the protection and enhancement of the Green Grid Network for both recreational and leisure uses as well as for its nature valve. For all of these types of spaces the issue of ownership is important to ensure and maintain public access.

3.105 Within the RES is the 'Spatial Economy' goal, which concerns attracting people and investment to an area. Priority 4 addresses making an increased economic gain from the region's natural assets, among other matters.

3.106 The issue of green infrastructure is addressed in Policy ENV1 and states that this is a key aspect to address, especially those areas taking the largest levels of growth and the largest amount of housing growth in the region.

3.107 Policy CS19 also describes the issue of both green infrastructure and open space more generally.

3.108 This package is critical in creating within the Peterborough area the conditions for sustainable growth. Hence it is not a response to specific opportunities and constraints and it would be wrong to assess it in those terms. Equally, it is not concerned with unlocking specific sites and assets but instead the focus is on the growth of the functional urban area as a whole. Without the delivery of the package, securing sustainable growth within Peterborough will be extremely problematic. Hence the series of interventions linked to this package are of foundational importance in relation to Peterborough's growth ambitions overall.

3.109 Peterborough has the vision and the aspiration to develop the environmental assets it encompasses. This is not just the 'low carbon' concept from the Stern Report that has become common currency. It is fundamental to all aspects of growth and regeneration from sustainable transport, through the environment cluster to the development of the John Clare centre at Helpston.

3.110 These projects have come from the Green Grid Strategy produced in 2007. The strategy was commissioned by the Natural Networks (formerly Green Grid) Steering Group to draw up a strategic framework and action plan for green space provision throughout the Greater Peterborough area, developing a Strategy to ensure that Peterborough's growth goes hand in hand with the protection and provision of quality green infrastructure. The Strategy seeks to provide a comprehensive vision to improve the quality, quantity and connectivity of the area's green spaces and to identify proposals for capital projects that will be realised in the short medium and longer term.

3.111 A vision for the Green Grid has been developed to reflect the aspirations of stakeholders and also to provide a close fit with existing vision statements from other related documents including the Peterborough Open Space Strategy. The Peterborough Green Grid Vision is therefore summarized as follows:

To create and positively manage an integrated network of high quality and multi-functional green infrastructure within and linking urban and rural environments that delivers:

- Enriched biodiversity habitats and greater connectivity
- Enhanced and sustainable access for all

- Diverse patterns of landscape and townscape character
- For the benefit of all who live, work in and visit Peterborough demonstrating its commitment to become the UK's Environment Capital.

3.112 There is a wide range of planning policy relevant to the development of the Green Grid Strategy. This is reflected at a national level through government publications and policy statements and at a regional scale through the RSS. At a regional level Green Infrastructure has been recognised as being fundamental to sustainable development. It should be planned at an early stage, providing sustainable, multi-functional connections throughout. Green Infrastructure should be strategically planned, not only within developments, but should provide connections to surrounding areas and villages/towns and link/liaise/support Green Infrastructure initiatives. At a local level the Peterborough Local Plan 2005 sets out the policy context for the city. The local policies will develop and change as part of the emerging Local Development Framework (LDF).

3.113 The Green Grid Strategy demonstrates the multi-functionality that Green Infrastructure provides in creating attractive places where people wish to work, visit and live. These benefits include:

- **Environmental**
- **Social**
- **Economic**

3.114 There many different ways of funding Green Infrastructure. A number of these sources are well established, e.g. Section 106 Obligations, while others are evolving as a result of government initiatives and experience from outside the UK. However it should be noted that to achieve the Green Grid Strategy and the variety of initiatives and projects proposed a combination and mix of different funding mechanisms will be required. This will involve local authorities, developers, central government agencies, the private commercial sector, the voluntary sector and private landowners. In many case there will be a need to work in partnership. It is vital that there are sufficient resources allocated for both the implementation stages and the ongoing management of the projects. Most grant aid currently focuses on the implementation; however providing for the ongoing management should also be understood and the best option for each facility or group of facilities be agreed at the planning stages.

3.115 In any area there is a mix of different land tenures, land uses and ownerships. This often makes the planning and delivery of strategic environmental projects complex. Although Green Grid projects will aim to achieve common objectives of benefit to all, they will often cross a range of public and private ownerships, requiring land acquisition, lease agreements, and or planning approvals all of which are potentially costly and time consuming exercises.

3.116 Consequently the Natural Networks Partnership formed in 2004 consisting of a wide range of organisations including PECT, PCC, GPP, OP, GO-EAST, Natural England, Wildlife Trust & Environment Agency plus key land-owners & other sub-regional projects e.g. Great Fen Project. The Natural Networks Partnership facilitates delivery of the short, medium & long term goals identified in the Green Grid Strategy. The Partnership will ensure representation from relevant stakeholders, and provides a dedicated project management route, ensuring the synergy of projects, identification of partnership linkages for site specific projects, and assistanec with potential funding sources.

3.117 The concept of the Green Grid is based on the Regional Spatial Strategy (RSS) for the East of England policy SS8 which requires the provision of networks of green spaces linking the urban area with the countryside. The RSS and the Local Development Framework (LDF) will set out the provision of green infrastructure. The Green Grid Strategy translates these provisions on a local spatial level.

3.118 To provide more specific direction to the development of the Green Grid, 23 Recommendations have been established. These recommendations provide more specific local direction to the guiding principles of green infrastructure. The recommendations may be grouped under the headings of biodiversity and landscape, access and recreation, and major new green space.

3.119 **Biodiversity and Landscape Structures:** These projects aim to enhance the regional biodiversity resources, patterns and targets present. Attempts are made to protect and buffer existing habitats. The projects link with the 50-year Biodiversity Vision, targets for species and habitats within the Cambridgeshire BAP & the wider guidance of The Regional Biodiversity Map. There is a focus on restoring and rebuilding degraded and damaged landscapes, following the progressive impact of intensive agricultural practices or the more localised impacts of land use change such as mineral and waste sites. Projects have been identified to create new landscapes to respond to changing environmental conditions and to accommodate flood management.

3.120 **Green Connectivity:** The projects aim to create enhanced access for all and particularly by sustainable means including foot, cycle, horse and boat to promote a healthier lifestyle. Central to this is the improvement of the quality of both the existing rights of way network and other strategic routes in the area. New routes are promoted with a priority focus on the areas of planned growth and existing settlement edges, particularly where there is currently restricted public access. The development and expansion of circular routes on both land and waterways is considered. Gaps in the network including suitable bridging points are included. It is intended that existing and new access routes should wherever possible follow and double as biodiversity corridors. Consideration is given to the demands of access arising from both existing and expanding populations to help protect sensitive local environments by use of suitable management plans and agreements.

3.121 **Green Spaces:** The aim is that green space in and around settlements should be multi-functional. This is particularly the case where higher density populations are present either through existing or planned development. Projects aim to create additional publicly accessible land through a combination of land acquisition, adoption and access.

3.122 **Rural Landscape Enhancements:** The projects reflect the distinctive patterns of the local landscape, both in terms of its natural and its historical and cultural landscapes. The proposals promote and enhance the local diversity and distinctiveness of each area and draw on the guidance of the landscape character assessments produced to further this objective. It is clear that different solutions are promoted within different areas, with in some cases woodland being appropriate, in others a more open character of grassland and in others a variable matrix.

3.123 **Risks:** Risk assessment associated with key interventions has been undertaken. In overview the most significant threat to the success of the package as a whole is the ability to attract funding at the right time, and this is intrinsically linked to future funding cycles.

3.124 Other key risks are summarised below.

Package-level risk		Actions to manage or mitigate
Investment priorities are misaligned (in terms of timing) with major housing development	→	Partners are committed to advancing green infrastructure as a priority and designing in GI in advance of development
Failure to demonstrate quantifiable outputs and outcomes linked to GI reduces its case for funding	→	Partners have agreed locally that it is a priority and will need to persuade funders of this as part of a wider dialogue in which the holistic nature of sustainable development is emphasised

Public Realm

3.125 The overarching vision for public realm improvements is to create a vibrant and sustainable city centre scene. Changing the pattern of movement through it; capitalising on great assets such as the river and historic buildings including the Cathedral; and facilitating a huge expansion in the number of visitors and residents in the city centre making it much more of a 24 hr location for activity.

3.126 Realising the vision is dependant upon following a programme of phased delivery of public realm improvements, including:

- Phase I – Cathedral Square moving into “St. John’s Square post demolition of the Norwich Union/Corn Exchange building); moving into
- Phase II – Bridge Street North; moving into
- Phase III Long Causeway; moving into

- Phase IV Cowgate; moving into
- Phase V Westgate.

3.127 Cathedral Square and the site currently occupied by the Corn Exchange Building (nominally 'St John's Square') lie at the heart of the city centre, and are the focus of the first phases of public realm improvements. In turn the city centre should lie at the heart of the urban and rural area (and identity) of Peterborough. Growth of the city through the work of the UDC in the 1970s-80s, provided many new and positive amenities for the city and created new townships around its centre. Where it failed, however, was in not providing sustainable critical mass and growth at its heart.

3.128 The current work of Opportunity Peterborough, Peterborough City Council and partners provides for regeneration and the benefits of growth for the whole of the unitary authority area – as set out in its IDP. Significantly, however, it has learned from the UDC experience and is creating a sustainable heart to the city to ensure the long term sustainability of all these initiatives. In effect, providing the heart to the city will underpin the broader scope of work.

3.129 There is a need to invest in a public space that will promote an improved quality of place and improves the environment, in a time of macro economic downturn, to prevent degeneration and attract new investment. There is also a need to enhance Peterborough's image as determined through perceptions surveys and stakeholder surveys undertaken as part of the City Marketing Plan. Development of the historic core public realm will act as a catalyst to growth and regeneration. Spatial perspectives on economic/ employment and housing growth outlined a weakness that Peterborough has in attracting "big town" activities, events and land uses.

3.130 The overarching aim of the project is to help revitalise the physical and economic status of the city and ensure that the existing tourist, retail and commercial clusters located at the heart of the city can attract shoppers and visitors alongside the new retail developments situated to the North-West of the historic core and traditional centre. Admittedly Cathedral Square and "St. John's Square" is not blighted with vacant, derelict buildings but it could be argued that investment in the 'townscape' of this area is highly desirable to prevent significant decline in the wake of the North Westgate development.

3.131 The main objective of this project is to create a vibrant and sustainable city centre that will increase people's access to facilities, services as well as cultural and historic assets such as the Cathedral, Guildhall, St. John's Church; changing the pattern of movement through it and facilitating a huge expansion of interest in the city centre making it much more of a 24 hour location for activity; as well as the broader potential to attract tourists and inward investment. Looking medium to long term as part of the wider public realm regeneration scheme the aim is to capitalise on the river as a great asset to the city.

3.132 The project will contribute to the overarching vision by:

- Creating of a vibrant and attractive city centre, making Peterborough a better place in which to live and work
- Increasing the number of residents and visitors using the city centre, particularly in the evening.
- Improving access for all to key buildings and services within the historic core
- Promoting a positive image of Peterborough, and increasing inward investment.
- Supporting the extension of late night shopping and other economic activity through events and markets held within the square.
- Supporting Peterborough's Environment Capital status by it's use of materials and supporting pedestrians, promoting carbon reduction
- Creating a sense of place and identity that meets the needs of the current and future communities, promoting shared community activity

Thematic Package: Utilities and Services

Introduction

3.133 In order to achieve "a bigger and better Peterborough", there will be an increasing demand placed on the utilities within Peterborough particularly energy use and supply, water infrastructure, waste management and digital connectivity. This package identifies the additional infrastructure requirements, highlighting those that will require public sector intervention.

3.134 The RSS addresses the issues covered by this package; namely energy, water and waste; policies ENG1 and 2, WAT1-4 and WM1-8, respectively, are relevant:

3.135 Digital Connectivity is not an issue addressed directly by the RSS but it is however increasingly a crucial infrastructure item that impacts significantly on economic growth, social inclusion and the environment. This fits with strategic priorities for the growth of this business sector in the region, resource efficiency and reductions in travel.

3.136 One of the eight RES Goals is Resource Efficiency. Within this are four priorities that work closely alongside the policies mentioned above:

- improving resource efficiency through behavioural change
- leading the UK in sustainable energy production
- increasing share of environmental goods and services markets
- making the East of England a water-efficient region.

3.137 Within the LDF, the emerging Core Strategy Proposed Submission Version and the Planning Policy Issues and Options DPD contain related polices.

3.138 Peterborough's ability to deliver growth and regeneration, and not constrain it, will be partly dependent upon resource related infrastructure such as energy, water and waste, along with digital connectivity. How these elements are managed to ensure growth can continue in a sustainable manner is crucial. Whilst indicative, the most important investments within this package are:

- Water - Capacity increases for Flag Fen waste treatment works to process the city's waste water and sewerage output within environmental constraints. Without this occurring Peterborough cannot meet or approach its growth targets for dwellings numbers and new employment locations. This element of infrastructure is managed by an external partner, Anglian Water.

- Energy - Provision of a city ESCO to deliver not only the energy requirements needed for the planned growth within the city but to do so in a way that reduces CO_2 emissions linked to Peterborough and also reduces the costs associated with the massive investment in electricity network that is currently required for growth to be achieved. This infrastructure requires public intervention.

- Waste - Provision of an Energy from Waste (EfW) facility, an Anaerobic Digestion facility and improved recycling facilities in Peterborough. Collectively these will encourage more dry recycling, divert waste from landfill, turn food waste into fertiliser and create renewable energy that could help to heat or power nearby areas of the City.

- Digital Connectivity – Create a digital infrastructure for the unitary authority, to ensure that Peterborough remains a competitive location for businesses in addition to enabling the improved delivery of public services and an enhanced standard of living for local residents.

3.139 In addition, there are various issues surrounding inadequacies of existing provision and a legacy of ageing utilities infrastructure within Peterborough. As such there is an urgent need for new investment as a critical part of the regeneration agenda. Within this context, the key risks have been identified are set out in the following table.

Package-level risk		**Actions to manage or mitigate**
Due to the global economic down-turn, utility companies become more cautious in their investment decisions	→	The only response is to stay close to the utilities providers whilst also taking steps to seriously increase the competitiveness of the local economy and therefore increase demand. In this sense there are important links to both the Economy and City Centre Investment Packages.
Government policy changes e.g. the emphasis on renewable energy source increases	→	While this is a risk, the creation of a Peterborough ESCo to manage the finance and risks associated with Peterborough's energy supply would ensure the City becomes more resilient to future change by managing its own energy requirements. This is an opportunity for the City.

Flood risk issues could cause problems for the delivery of some key growth sites, either related to changes in national policy or new Climate Change data.	→	Peterborough has undertaken an SFRA Level 2 specifically to tackle these issues and understand how strategic developments are affected and design a sensible approach going forwards to developments at risk from flooding.

Energy

3.140 The increasing importance of the climate change agenda and the associated reduction of carbon dioxide emissions necessary in the future is a crucial factor to the way in which future provision of energy across Peterborough is delivered. To meet national and local carbon dioxide reduction targets, more predominance will have to be given to local/ decentralised energy generation from low carbon/renewable sources.

3.141 The RSS states in policy ENG2 that the development of new facilities for renewable power generation should be supported, with the aim that by 2010 10% of the region's energy and by 2020 17% of the region's energy should come from renewable sources. These targets exclude energy from offshore wind, and are subject to meeting European and international obligations to protect wildlife, including migratory birds, and to revision and development through the review of this RSS.

3.142 This package identifies the current and future energy demand and outlines certain options for the use of renewable energy within Peterborough, as well as the use of different environmental technologies with links to Peterborough's desire to further develop its market share of environmental services and goods through its Environment Capital status.

3.143 ***Electricity:*** The IGS undertook a strategic review of the current status of our local energy infrastructure networks. This identified that, unsurprisingly, to accommodate the planned growth there would be a need to enhance electricity supply and network capacity across the city as many of the substations are at capacity. The Peterborough Energy Study, commissioned in 2008, has examined the current infrastructure in more detail along with the current and future energy requirements for the city relative to the growth agenda.

3.144 All of the substations in the Peterborough area (EDF Energy and EON run) source their electricity from a National Grid 400/132kV substation in Walpole via several 132kV overhead lines. The 132kV circuits supplying the Peterborough area have limited capacity and once utilised it will be necessary to either increase the capacity of these circuits or for National Grid to construct a new 400/132kV substation near Peterborough. The design and installation timeline for such works would be in the region of 5 years.

3.145 The existing electricity network is not sufficient to support the new growth as the majority of substations in the area are at capacity. The status of Peterborough's local substations is highlighted in the table below along with what is known about whether the District Network Operator (EDF Energy or EON) intend to carry out upgrades. All upgrades are dependent upon new development going forward.

3.146 EDF Energy are unable to bring reinforcements to the grid ahead of development due to the time lag that would then exist in terms of receiving reimbursement through revenue received from customers. Since the upfront cost of providing new or reinforced substations for developments cannot therefore be spread out over the build-out period, it places a large burden on the first phase of most of the planned strategic developments.

3.147 The Peterborough Energy Study estimates, that assuming all growth targets are met, by 2026, 194 GWh of extra electricity will be required by Peterborough. To put this into context, Peterborough's 2008 power usage has been calculated as 810 GWh so this is approximately an extra 25% on top of what the City uses already.

3.148 Upgrading Peterborough Central, Peterborough South and Farcet substations is particularly key to Peterborough's growth due to the planned city centre regeneration and development of Great Haddon to the south-west of the urban area and Stanground South to the south-west. The developer-proposed Regional Freight Interchange would also be powered from Farcet Primary and one of the Central Substations.

3.149 Three new substations are therefore required based on large areas of regeneration or new development going forwards. These are in the Station Quarter (providing power to the whole of the City Centre), Great Haddon and in Werrington (also providing power to the Bretton area). The lead in time for planning and building a 33kV and 132kV substation is approximately 3 years and 4 years respectively.

3.150 The table below presents the current capacity status of the local DNO substations with the Peterborough area:

Size (kV)	Location and Owner	Existing Capacity	Notes	DNO intention
400	Walpole - EDF & EON	Minimal		Not known yet
132	Peterborough North - EDF	Spare	Edith Cavell hospital to any use excess	No plans at this stage
132	Peterborough Central (x2) - EDF	Minimal		Both to be upgraded
132	Peterborough East - EDF	Spare 10 MVA	Sufficient for 3,333 homes approx.	Has been upgraded – no further plans
132	Peterborough South - EDF	Upgraded	Hamptons to take spare	Upgrade in progress from 33kV to 132kV
132	Stamford – EON	Minimal		Not known yet
33	Orton - EDF	Minimal		To be upgraded
33	Farcet - EDF	Minimal		To be upgraded
33	Funtham's Lane - EDF	Upgraded	Spare to be used by Hanson Brick Co.	Not known yet
33	Whittlesey - EDF	Minimal		Not known yet
33	Stamford – EON	Minimal		Not known yet
33	West Deeping (x2) – EON	Minimal		Not known yet
33	Wittering – EON	Spare 3MVA	Sufficient for 1,000 homes approx.	Not known yet
?	Station Quarter	All		To be built
?	Great Haddon	All		To be built
?	Werrington	All		To be built
33	Market Deeping – EON	Minimal		Not known yet

3.151 ***Gas:*** During the IGS National Grid advised on the impact on their strategic network relative to the IGS's proposed three spatial growth options. This review of the impact of the Core Strategy's preferred option on their network is based on that information. It should be noted that National Grid's review focused on the Intermediate Pressure (IP) network and in particular the three 'off takes' (where their local grid draws from the national gas main network) at Eye, Flag Fen and Horsey.

3.152 National Grid sees few restrictions on developments in the city centre and the south of the city. East of the city is supplied from the off take at Flag Fen and the south by the off take at Horsey Lock. It would appear that both of these can take the increased demands anticipated.

3.153 There are more concerns about the supplies to the north, north west, west and north east of Peterborough. National Grid report that the 'off take' from the local transmission system is located at Eye but any significant load increases may result in the Above Ground Installation (AGI) needing to be rebuilt'. New developments at Werrington, Bretton, Eye and other sites in the north, north west and north east of Peterborough would be limited until this improvement can be undertaken.

3.154 In addition to this, further reinforcements would be necessary on the local Medium Pressure and Low Pressure networks for all the areas under consideration.

3.155 ***Energy Service Company (ESCO):*** An ESCO can be used as a model for the delivery of energy supplies to an area, in which, instead of a simple connection being made to the network of the local Distribution Network Operator, a new company is brought in to install, own and operate a new network. This model has been at its most successful in large developments away from existing urban areas where significant reductions in the costs of installation of new utility infrastructure have been achieved by the ESCO setting the cost against the income from the operation of the new network. ESCOs may source their power from the existing utility company networks, though could also mix this with onsite renewable sources or with a Combined Heat and Power system.

3.156 The viability of an ESCO for individual development will depend on many factors including size, phasing, and the proposed energy strategy. Scale is important because a certain level of income from operation of the network is needed to justify the costs of establishing the ESCO. A current rule of thumb is that an ESCO may well be viable for scheme with a total adjacent energy demand in excess of 5MVA (around 2,500 houses).

3.157 One of the aims of the ESCO can be to act as an Independent District Network Operator, to “unblock” grid capacity restrictions and deficiencies, through generation of onsite low carbon energy; reducing the existing demand via increased energy efficiency of existing areas; and forward funding reinforcement works to enable security of supply.

3.158 The ESCO would have clear priorities, being self financing once operational, and providing an appropriate rate of return to investors. It would make significant contributions to Peterborough’s Environment Capital credentials and directly support the city’s Carbon Reduction Commitments.

3.159 The ESCO could help finance energy projects in any part of the Unitary Authority, but certain areas have been prioritised according to the scale of the area/development, the suitability of such a scheme to the area and the deliverability of a new energy scheme considering different drivers for it coming forward. This process was carried out by the Peterborough Energy Study to select prioritised Energy Action Zones for earliest implementation of either energy efficiency schemes and/or on or near-site renewables.

3.160 The legislation for heat generation and supply by Local Authorities and ESCOs is different to that for electricity. The most appropriate form for the ESCO to take and the most suitable technologies for the energy centre supplying particular sites will all need to be subject to detailed investigation.

3.161 ***Renewable and Low Carbon Technologies*** The Council will particularly welcome proposals where the capacity for supplies of energy from a decentralised or on-site renewable and / or low carbon technology source exceeds likely consumption, offering scope for surplus energy to be supplied back into the National Grid or to power another nearby development.

3.162 Commercial-scale renewable energy generation developments will be supported at locations where other policies of the development plan can be satisfied. Developments of this type will be subject to a comprehensive assessment which will be based on the individual and unique circumstances of the case. When considering such assessments, regard will be given to the wider environmental benefits of providing energy from renewable sources as well as the potential effects on amenities and the local landscape.

3.163 The following technologies are among those that are being considered for use by the local energy centres in Peterborough:

- Biomass burners
- Combined heat and power - either fuelled by biomass or natural gas
- Photovoltaic panels
- Solar thermal water heating
- Wind turbines
- Ground source heat pumps
- Air source heat pumps

Water

3.164 The following RSS policies are relevant to the water sections of this package: WAT1 - Water Efficiency; WAT2 - Water Infrastructure; and WAT3 - Integrated Water Management

3.165 Policy WAT2 of the RSS identifies the approach to be taken with regards to the supply and maximising the existing infrastructure to minimise the need for new facilities. In addition to this, it identifies the need for local water cycle strategies to address a number of issues concerned with the provision of water.

3.166 Water related planning issues are being addressed through the Core Strategy DPD and the Planning Policies DPD.

3.167 In order to provide information on which to base future water infrastructure and asset management planning, a comprehensive appraisal of the constraints, predicted demands and operational infrastructure requirements has been undertaken as part of the Peterborough Water Cycle Study. This project, which incorporates a detailed Level 2 Strategic Flood Risk Assessment (SFRA), is due for sign-off before the end of 2009.

3.168 ***Waste Water and Sewerage:*** There are eight Waste Water Treatment Works (WwTW) located within the Peterborough WCS area. The detailed Water Cycle Study has identified that Flag Fen will experience capacity issues relative to the planned growth. In addition, the WCS also identifies that the Upton WwTW may experience capacity issues towards the end of the plan period.

3.169 The Flag Fen waste water treatment works is the largest in the catchment, serving a population equivalent of 182,021 which includes the city of Peterborough and some surrounding villages. The Flag Fen WwTW catchment will incorporate the majority of the new growth in Peterborough. However the recorded dry weather flow at Flag Fen is very close to its current consented value of 43,653m3/day which doesn't give sufficient headroom allowances for annual variation in flow or to account for the currently consented development. A new consent therefore needs to be agreed with the Environment Agency. During their Asset Management Plan periods 5 and 6, Anglian Water Services also need to plan for increasing the treatment capacity of the works to account for future growth and environmental limits. Operational and process capacity issues at Flag Fen could significantly constrain planned development unless a suitable long-term solution can be found.

The main arising issues regarding the sewerage network are detailed below:

- Developments in the north east such as Paston Reserve and Norwood as able to be accommodated in the existing trunk sewers with minimal investment
- The central developments will have a greater impact on the existing network due to existing overloaded and surcharged sewers. Increased storage is proposed with the City Centre.
- In the south, the Orton and Hampton London Road pumping stations will need uprating, a new pumping station will be needed onsite at Great Haddon and a new rising main is required to the Ortons. This in order to address capacity issues in the existing network as well as to allow Great Haddon to proceed.
- Development around Stanground and the south east of Peterborough will also be limited by the need for Stanground South Thistle Drive pumping station to be uprated.
- Outlying developments such as Eye and Eye Green will impact on currently overloaded sewers and rising mains in this area and intervention / infrastructure upgrades are required.

3.170 ***Water Resource, Supply and Treatment*** Potable water for Peterborough is supplied by Anglian Water Service (AWS) from the Ruthamford Water Resource Zone (WRZ). The Water Cycle Study concludes that there are sufficient long term water resources to accommodate the planned development in Peterborough up to 2031. This is in part due to a current £115 million AWS project at Rutland Water to abstract an additional 90Ml per day. There is sufficient headroom that uncertainties in development type and location outside the PCC boundary can be accommodated, but it is important to note that Daventry, Corby, and Kettering are all predicted to undergo significant growth. These areas also reply on the Ruthamford WRZ. This issue should therefore be revisited later in the planned development period to ensure appropriate allocation of water resources across the region's Water Resource Zones.

3.171 In order to ensure that this headroom is safeguarded and for Peterborough to achieve its Environment Capital aspirations and 'water neutrality', it is important that: Peterborough achieves Code for Sustainable Homes Level 6 for new residential properties as planned by the existing Code; a continuing consumer education programme is implemented in Peterborough; and Anglian Water continue their planned demand reduction measures.

3.172 Work carried out by the UK Climate Impacts Programme (UKCIP) predicts that winter rainfall will increase whereas summer rainfall will decrease. In addition, increases in temperatures will reduce the length of the winter recharge season and increase demand. AWS have assessed that climate change is the biggest risk faced in the future 25 years in their area and have included for this (as a component of headroom) in their calculations of deployable outputs and demand forecasts based on information from UKCIP. At a strategic level, AWS will take climate change into account by storing more runoff from winter rainfall in reservoirs.

3.173 ***Water Quality:*** Flag Fen WwTW discharges to the Counter Drain, which is pumped into the River Nene, beyond the Dog in Doublet tidal lock gates downstream of the city. In addition, combined sewer overflows within the city discharge to the River Nene and Counter Drain; and spills from these may be contributing to the poor water quality in the Counter Drain. The River Nene is compliant relative to monitoring (scoring 'fairly good'), although two other areas (the Counter Drain Headwaters to Dog in a Doublet and the Gwash: North Brook to Welland) are described as 'marginal' and 'significant failure'.

3.174 The reason for the River Gwash being close to failing its water quality target is given as its low flows affecting dissolved Oxygen levels.

3.175 Additional development within the Peterborough area has the potential to impact on river water quality via surface water runoff and wastewater outflows. Appropriate sustainable urban drainage systems are essential for all new developments and measures should also include: minimisation of spillage from CSOs; consideration of direct discharge to the tidal reach of the River Nene; investigations into reduction of infiltration and diffuse pollution; and sufficient investment to improve the effluent standard from Flag Fen WwTW to meet environmental limits.

3.176 ***Flood Risk and Fluvial Flood Risk Management:*** Understanding climate change and flood risk is critical to ensuring that future growth and development is sustainable. A Catchment Flood Management Plan (CFMP) has been prepared by the Environment Agency for the Nene catchment. The CFMP looks at broad scale flood risk across the catchment to develop and agree sustainable policies for future flood risk management. The Nene CFMP considers major sources of fluvial flooding only.

3.177 The level 1 SFRA and a level 2 SFRA contains information on historical flooding from all sources, flood defences and key SUDS features, flood zones and flood warning arrangements, updated flood zones information, greater clarity for the proposed key strategic development sites regarding their role going forwards (following the sequential test procedure as governed by PPS25); site specific flood mitigation recommendations; and developer guidance with regards to flood risk assessments (FRAs).

3.178 Current flood risk management measures in Peterborough include: raised embankments and flood walls; designated flood storage areas and washlands; sluices; inland drainage systems; and pumping stations.

3.179 The SFRA2 allows for Climate Change in its modelling and indicates which new strategic sites in Peterborough may need further investigation as to the effects of Climate Change as new data becomes available, or which require specific flood mitigation and adaption methods to adequately reduce flood risk and improve safety

3.180 ***Surface Water Management*** The importance of improved surface water and flood risk management is currently being debated via the Floods and Water Management Bill progressing through Parliament, prompted by the Pitt Review. To address the key operational, planning and resilience issues for Peterborough, a Peterborough Flood Risk Partnership has been initiated to lead on Surface Water Management Plans for Peterborough.

3.181 Some of the highlighted issues are:

- Current responsibilities for surface water and flood risk management are split between a number of parties (Environment Agency, Anglian Water, Peterborough City Council, Middle Level IDB, Welland and Deepings IDB and the North Level IDB), creating a complex and unclear situation. The PFRP brings together all these partners with PCC taking overall responsibility for surface water management as recommended within the Pitt Review. The SWMP will develop a clearer management and maintenance plan for Peterborough.

- Much of the sewer system within the study area is separated into storm and foul water. Storm water is not treated prior to discharge into watercourses therefore any urban pollutants washed into the storm network will be conveyed to the river system.

- However, there are Combined Sewer Overflows (CSO) within the city centre and other urban areas that have the potential to increase both flood risk and pollution to the receiving watercourses.

- Reduction in flood risk and improvements in water quality can be achieved through the utilisation of Sustainable Drainage Systems (SUDS). SUDS encompass a range of techniques which aim to mimic the natural processes of runoff, infiltration and cleansing as closely as possible. There is a specific SUDS treatment train which should be followed to ensure best practise in surface water management. The SWMP will include development of drainage strategies for key at risk areas of Peterborough.

Digital Connectivity

3.182 Digital connectivity is key to future productivity and an integral part of current living. Broadband services need extending/improving, as do skills in IT to assist 'future proofing'.

3.183 In order to ensure Peterborough is not overlooked by businesses demanding cutting edge communication technologies the City Council needs to be proactive in developing a vision for a Digital Peterborough. Investment in physical infrastructure of technology is important in realising this vision.

3.184 An improved communications network within the city will provide a raft of benefits, ranging from economic competitiveness to social inclusion. An enhanced digital network will attract more data heavy businesses to Peterborough whilst allowing for more flexible working practices and reducing work-related travel through services such as video conferencing and remote working. The integration of junction improvements across services at the same time will encourage a modal shift, leading to an integrated approach to information (emergency planning information, parking availability, shopping offers, traffic delays etc). This in turn will enhance the flow of goods, services and people around the city through measures such as Real Time Passenger Information (RTPI) and urban traffic control management. These outputs significantly complement Peterborough's Environment Capital aspirations by lowering travel emissions and reducing congestion.

3.185 In addition to bestowing significant economic competitiveness, digital connectivity is also important at a community level. As declared in the Digital Britain report, access to the online world is moving from conferring advantage on those who have it to conferring active disadvantage on those who are without. Services are increasingly being delivered online, with these potentially expanding to healthcare, civic engagement and the delivery of social services. Considering the vulnerable populations who rely on these services the solutions identified need to be inclusive both with respect to availability and cost. Connectivity also needs to be realised for more remote communities (although funding will be offered in the future through central government to ensure connection to the 'final third').

Waste

3.186 A combination of European and national policy and legislation is geared to reduce the quantity of waste, particularly domestic refuse, which is disposed of in landfill; with a corresponding increase in the amount to be recycled. Within this framework, Peterborough City Council has two separate responsibilities with regards to waste. As Waste Collection and Disposal Authority it is responsible for the collection and disposal (including recycling) of municipal waste – that is, household and some similar wastes. However this waste makes up a relatively small fraction of the total amount of waste arising in Peterborough. The remainder, including most commercial and industrial waste, is dealt with by a number of private waste contractors operating in the city. The Waste Planning Authority function of PCC is responsible for ensuring availability of sufficient suitable sites for waste treatment facilities for all of the waste arising in Peterborough. It does this through the Cambridgeshire and Peterborough Minerals and Waste Local Development Framework (M&WLDF)

3.187 Although there are plans to reduce levels, Peterborough is currently a net importer of waste, with most of this coming from South Lincolnshire. Although PCC was the top performing unitary authority in terms of recycling rates at 46.6% in 2007/08, the city produces more waste per person than most other places in the UK and there is a continuing need to reduce waste production and the total amount of waste that is generated per person. Overall the Peterborough IGS indicated that "*There is a need to secure sustainable waste management; reduce amounts of biodegradable waste going to land fill; increase restrictions on landfill; and exceed current recycling targets".*

3.188 By 2013, the majority of the operational landfill sites will be full, although some may be able to operate until 2020. By 2021, an expanded network of treatment facilities will be needed to increase recycling and composting levels and assist energy recovery from waste. The approach to providing sites to cater for this need is outlined in the draft M&WLDF.

3.189 In making plans for the growth of Peterborough account also needs to be taken of the proposed waste recycling and recovery sites in the M&WLDF; Waste Safeguarding Areas and Sustainable Transport Protection Zones (the latter being relevant for both minerals and waste). As identified above, Peterborough currently has a relatively high household recycling rate and is concentrating on improving this towards a goal of 65% or more whilst at the same time seeking to implement schemes to minimise waste production among residents.

3.190 With this aim in mind the Waste Collection and Disposal Authority function of PCC is developing an Anaerobic Digestion (AD) facility for recycling food waste into fertiliser and renewable energy; an improved and expanded Materials Recycling Facility (MRF) to enable more dry recycling; and an Energy from Waste (EfW) facility to generate electricity from the remaining waste and reduce reliance on landfill. A new Householders Recycling Centre (HRC) is also planned for the south of the city to cater for the growing population in that area. The replacement or renovation of the existing HRC at Dogsthorpe is also needed in the long term to ensure ongoing service provision to residents in the north of the city.

3.191 The way in which resource related infrastructure (energy, water, waste) overlaps and is managed together is crucial to ensuring growth can progress in a sustainable manner. The Council's AD and EfW facilities could play a key role in the city ESCO (refer to Energy section) in terms of supplying the energy generated by the processes for use in local areas of Peterborough / energy action zones. The facilities would therefore assist in delivering the energy requirements needed for the planned growth in a way that reduces Peterborough's CO_2 emissions and minimises the need for further energy production.

Thematic Package: Employment

3.192 The Sub-regional engagement, intelligence and advocacy activity specification for sub-regional activities will enable us, post Peterborough Regional Economic Partnership, to develop real time intelligence and an evidence base which sets the agenda for recovery and growth across the Peterborough sub-region. It will enable us to develop a sub-regional strategic overview of key issues in the City and work with EEDA and key delivery agencies on the ground to ensure that the challenges and opportunities facing the City are tackled.

3.193 The plan is underpinned by the Peterborough LAA targets; supports the wellbeing responsibilities of the City Council and OP; takes account of those activities and organisations currently involved with the agenda in the City; adds value; and avoids duplication.

3.194 The plan also responds to the need to address the implications of the recent financial downturn. At its heart is the process of proactively engaging with business, business support intermediaries and other agencies to ensure:

- a clear understanding, by policy makers, of the issues facing the local economy,
- that those services designed and developed at a national and regional level are working effectively and remain pertinent to the Peterborough context in terms of the Local Area Agreement and other key strategies
- that businesses are engaged in the issues, work more cohesively around the agglomeration opportunities in Peterborough and have the opportunity to influence the priorities for business growth

3.195 **Business Engagement:** Identify and engage with top 100 and other major city-based companies, including investor development visits to foreign owned companies with EEI partners to stimulate further investment and higher skilled jobs. The Centres will build up students numbers over the next five years with the goal of achieving 4000 (FTE) HE students by 2013/14. Achieving this level of students is an essential criteria in convincing HEFCE (Higher Education Funding Council for England) to invest further in the project and is a critical component in attaining University status for the City.

3.196 **Economic Intelligence:** Commission a thorough analysis to identify potential for regenerating declining clusters such as engineering and manufacture; Secure buy-in from all cluster stakeholders, establish cluster support teams, develop cluster strategy and identify collaborative action; Develop public/private sector initiatives to support firms in declining clusters by ensuring that constraints to growth and business development are minimised and competitiveness in domestic and export markets is increased. Such initiatives include upgrading the skills of the workforce through cluster skills centres, cluster-based networks, support for cluster specific enterprise and entrepreneurship development

3.197 **Advocacy and Lobbying:** It is important to review and where appropriate refresh the current business support activities and aspirations of the business engagement team. Including reviewing the activities and partnership funding proposed within the 2008 OP Business Plan Marketing and Communications Strategy. We intend to develop these activities into a programme of lobbying and advocacy both for and with the business community on the basis.

Thematic Package: Community Infrastructure

Health and Well Being and Adult Social Care

3.198 The following key drivers are seen as change agents for the future delivery of health and well being services for the Peterborough population over the next 10 years:

- Joint Strategic Needs Assessment
- Living Longer: Living Well – NHS Peterborough Five Year Strategic Plan
- Strategic Service Development Plan – SSDP
- Older Persons Accommodation Strategy
- Greater Peterborough Health Investment Plan
- Carbon Management Strategy
- Commissioners Investment Asset Management Strategy
- Putting People First – national concordat for adult social care

3.199 A Joint Strategic Needs Assessment (JSNA) is the means by which The Primary Care Trust (PCT) and Peterborough City Council will describe the future health, care and well-being needs of local communities and neighbourhoods and the strategic direction of service delivery to meet those needs. Work is on going to refresh the first JSNA (2007), which will take account of data and information on inequalities between the differing, and overlapping, communities in Peterborough and support the meeting of statutory requirements in relation to equality audits.

3.200 The PCT and its partners already recognise the need for health and well being improving strategies to tackle these issues:

- Partnership working focused on determinants of health and well being
- Economic development & regeneration
- Increased income/ benefit uptake
- Informed partnership with communities
- A positive start to life for all children
- Reducing active and passive smoking
- Getting people to enjoy healthy exercise
- Promoting healthy eating
- Tackling the health and social harm of alcohol misuse
- More choice and control
- Supporting people to live independently at home
- Supporting vulnerable people

3.201 The Strategic Service Development Plan (SSDP) (2008) is a plan for strategic change influenced by a vision for what is considered to be the foreseeable future (the next 10 years). It proposes changes in the way that the health and well being needs of the Peterborough area are met through commissioning intentions and providers' obligations.

3.202 The proposals for change have been influenced by factors such as:

- The changing population of the area and its changing health and well being needs
- Health and well being professionals' improved knowledge and changing ideas about best practice
- Peoples' lifestyles and expectations
- Drives for comprehensiveness, excellence and equity in the way that health and well being needs are met
- Incentives to improve health and well being outcomes
- Financial pressures
- The emergence of new organisations, cultures and contracts
- Expanding technology
- The views and potential contributions of the private, not for profit and voluntary sectors.

3.203 The Peterborough PCT was established to focus on commissioning (planning and buying) health and adult social care services that meet the needs of the city. The Commissioning Strategy for health and well-being is designed to enable commissioners to achieve:

- a shift towards services that are personal, sensitive to individual need and that maintain independence and dignity;
- a strategic reorientation towards promoting health and well-being - investing now to reduce future ill health costs; and
- a stronger focus on commissioning the services and interventions that will achieve better health and well-being, across health and local government, with everyone working together to promote inclusion and tackle health inequalities.

3.204 The Greater Peterborough Health Investment Plan is a Private Finance Initiative (PFI) scheme involving three health partner agencies (Peterborough Primary Care Trust, Peterborough and Stamford Foundation Hospitals NHS Trust and the Cambridgeshire and Peterborough Mental Health Partnership NHS Trust) and Progress Health (Peterborough). The April 2007 agreement has already resulted in the completion of a 102 bed mental health unit (MHU) and a 34 bed City Care Centre (CCC). The third element of the agreement is for:

- At Edith Cavell Hospital site a 612 bed acute hospital that includes general and specialist outpatient services, day surgery, elective and emergency services, diagnostics, cancer and therapy services (reproducing services currently delivered across two sites). The new hospital is due to be open in October 2010.

3.205 **Adult Social Care:** The City Council and PCT are working to review and replace over time Council owned care homes to meet the changing needs of local people. In addition, the City Council and PCT are proposing to establish extra care home provision across the city, building on schemes already implemented.

Culture, Sport and Recreation

3.206 A growing and vibrant area depends in part on all residents having access and opportunity to participate in a range of cultural sporting and recreational facilities and activities. Culture and sport is recognised as having broad ranging benefits of enabling communities and individuals to come together in a positive and non threatening environment. Participation can help them grow and achieve physically, mentally, socially and academically. It is Peterborough's aspiration to ensure true access for all in society to a broad range of facilities and activities. We will work to update our existing programmes and infrastructure as well as develop in new and innovative directions.

Affordable Housing

3.207 The projections within the spreadsheet have been based on the following assumptions. All sites will deliver 30% affordable housing with a 70/30 tenure split in favour of affordable rent. Paston Reserve, Stanground South and Hampton are exceptions to this rule where an alternative tenure split has historically been agreed. An assumed HCA grant rate of £52,000 per affordable rented unit and £34,000 for each intermediate tenure unit has been applied. This is relevant to the minimum cost estimate and is reflective of current bids being submitted to HCA. To calculate the maximum cost, an assumed 15% increase on the minimum cost has been applied.

3.208 The objectives of the programme are to: to deliver 1050 affordable housing units over the 2008-2011 HCA funding period; to deliver 200 homes to Lifetime Homes standards; to deliver 40 homes to wheelchair accessible standards; and to provide 400 extra care units by 2011.

3.209 The project will aim to ensure the sustainable delivery of affordable and specialist housing, which will make significant in-roads to meeting the needs of those in unsuitable accommodation and those looking to set up their own home who can't afford to meet their housing needs on the open market. However, it is crucial that affordable housing is delivered within sustainable and balanced communities and is not developed in isolation. Therefore the project is not simply about maximising delivery. The Council's Local Plan Policy H23 requires 10% of dwellings on developments of 25 or more dwellings to be built to Lifetime Homes standards and 2% of dwellings on developments of 50 or more dwellings to be built to wheelchair accessible standards. The Core Strategy preferred option 6 proposes that the proportion of homes developed to Lifetime Homes standards be increased to 20% on sites of 15 or more dwellings.

3.210 Affordable housing is linked to (i) LAA target NI 155 Number of affordable homes delivered (gross); (ii) Contribution towards NI 154 net additional homes provided; (iii) SCS priority- GO02 Creating better places to live; (iv) PCC Housing Strategy Objective 1- Availability of quality housing; (v) PCC Hsg Ob 2- Planning the growth for the city; (vi) PCC Hsg Ob 3- Development of balanced and mixed communities.

3.211 The Council's affordable housing preferred option is evidenced by the Peterborough Strategic Housing Market Assessment (SHMA) and Peterborough Housing Needs survey both published in March 2008, which indicate an annual unmet affordable housing need of 808 units per annum. However, the ability to meet housing needs to be balanced against the overall viability of residential development and, in the current climate, the slow down in the development industry upon which much affordable housing delivery relies. 1050 affordable units over the period represents a step change for the city in terms of delivery. This is a challenging target within the current climate.

3.212 Key risks include a slowdown in delivery of affordable housing; Over provision of affordable housing as a proportion of new build; Failure to deliver 400 extra care units; Failure to identify suitable sites for PLD accommodation; Lack of sales of intermediate products.

4: Governance and Finance Arrangements

Summary of Governance / Delivery Arrangements

4.1 The governance and management arrangements for growth currently sit with the Deputy Chief Executive's department and subsequently under the Head of Delivery.

4.2 Moving forward, our Governance arrangements will be more focussed on a programme of projects to kick start delivery. Plans to develop a Peterborough Delivery Partnership are being finalised with key partners.

Finance Arrangements - Introduction

4.3 Having set out the issues, opportunities, needs and governance arrangements to deliver growth and associated infrastructure, it is necessary to briefly refer to the finance arrangements underpinning all of these matters.

4.4 Put simply, the finance arrangements need to be as simple as the regulations and governance arrangements permits, but there is no hiding from the fact that getting the right funding, at the right time, from the right organisations will be complex.

4.5 There are broadly four sources of funding to deliver the growth and infrastructure:

1. **Direct Private Sector spend** (including developers and utility companies)
2. **Private Sector contributions to the Public Sector** in order for the Public Sector to spend it
3. **'Public' spend** i.e. the spending of funding (grants, loans or other forms) received from: Europe, Government, government agencies, Lottery, etc
4. **Joint Ventures** between Private and Public Sector

Direct Private Sector Spend

4.6 The vast majority of financial investment in the City will be private sector funds spent directly by the private sector. This could be from developers (i.e. building houses, employment premises, retail premises etc, together with associated on-site infrastructure) or via (the former public, but now privatised) utility providers (i.e. water, energy, telecommunication companies etc).

4.7 Where agreements on such contributions are not easily determined or are stalling, it is becoming more frequent for 'open book' negotiations to take place. This gives the public sector the opportunity to scrutinise the 'costs' which the developer is undertaking overall on delivering the site, so that a greater understanding can be reached by all parties on what may be a reasonable (and viable) contribution the private developer can make to wider infrastructure needs.

4.8 The city council endorses such open book arrangements in appropriate circumstances, and sees considerable benefits in doing so for both parties. It is also likely to speed up conclusions on appropriate financial contributions to be made.

4.9 This IDP is a crucial source of reference for the private sector (including the utility providers) in order for them to plan for their financial commitments in the City.

Private Sector contributions to the Public Sector

4.10 It is now common practice for developers to make financial (as well as other) contributions to the public sector in order for wider infrastructure needs to be delivered. These contributions, via a formal legal agreement (a 'Planning Obligation' agreement), have traditionally been agreed on a site-by-site basis. However, a move towards standard charges for certain items (eg school places, libraries, etc) has become common place, and this has been taken forward further by some authorities towards an overall 'standard charge' or 'tariff' arrangement.

4.11 The City Council has been exploring the issue of a standard charge for sometime, and commenced such a process in 2009, based on the Council's draft 'Planning Obligations Implementation Scheme' (POIS) SPD. The final version of this SPD is due by early 2010.

4.12 All funds collected via the standard charge is being pooled, and then spent on infrastructure items in accordance with arrangements set out in the POIS.

4.13 Whether a payment of a standard charge is made by a developer remains optional and negotiable.

4.14 The actual standard charges set out in the POIS reflect the infrastructure needs of the City as set out in this IDP. The charge is only a contribution to the overall infrastructure costs, and needs to be supported by substantial public sector investment. The viability of the charge on the development proposal is an important consideration.

4.15 Full details of the arrangements are set out in the POIS.

4.16 Government is planning to overhaul the 'standard charge' process, with the introduction of a Community Infrastructure Levy (CIL). Whilst similar to a standard charge in that there will be a locally agreed fee a developer will have to pay for each unit of development built, the CIL, if implemented by a local authority, is non-negotiable on a site-by-site basis. This will considerably streamline the process and gives considerably more certainty to developers and the public sector alike. However, on the downside, the lack of negotiation ability may result in certain sites becoming unviable.

4.17 The City Council is currently exploring whether it wishes to introduce a CIL.

4.18 The policy framework for overseeing the contributions made by developers will be in the Core Strategy and the POIS. At the time of writing (October 2009), the following emerging policy is likely to be put forward by the Council, and will be independent tested at Examination in 2010.

Policy CS 12: Developer Contributions to Infrastructure Provision

Where a planning obligation is required in order to meet the principles of policy CS10 'Infrastructure' then this may be negotiated on a site-by-site basis. However, to speed up and add certainty to the process, the City Council will encourage developers to enter into a planning obligation for contributions based on the payment of a standard charge. Subject to arrangements to be set out in a separate Planning Obligations LDD, contributions received via this standard charge may be assembled into pools at an authority-wide level and to the relevant Neighbourhood Management Area (as described in policy CS 8).

The use of a standard charge approach will ensure that any contribution is reasonably related to the scale and type of development that is proposed. The Planning Obligations LDD will set out detailed arrangements for the operation of the standard charge and formulae based upon needs assessments, viability studies and associated business plans, which will be kept under review. The LDD will include the level of the charge for different types of development, by unit of development, and the basis for the calculation of that level of charge; any minimum size thresholds which will apply; any arrangements for pooling, including the split between the pools; any arrangements for staged payments; long-term management and maintenance of infrastructure; any arrangements to address collection and management of pools; and inflation proofing measures.

The City Council will be prepared to negotiate a variation from the standard charge(s) in cases where actual provision of neighbourhood or strategic infrastructure is provided as part of the development proposals or other material consideration. The LDD will include an explanation of where exemptions from or variations to the charge may occur.

Additional contributions may also be negotiated to mitigate a significant loss of a facility on the site, such as public open space.

In the event that the Community Infrastructure Levy (CIL) is fully enacted and Government regulations are put in place, then the City Council may adopt such a CIL to replace the standard charge arrangements set out in this policy.

(Source: Draft Pre-Submission version of the Core Strategy, October 2009)

Public Funding

4.19 Recognising that the private sector will not, either directly or indirectly, fund all necessary infrastructure, the public sector must make significant financial contribution to enabling growth and infrastructure provision. The sources of such funding are wide, and range considerably in terms of access to such funds by a particular locality.

4.20 Examples of sources of funding are as follows:

- European funding (particular for major transport schemes or tackling deprivation)
- Central Government Funding (such as for transport, green infrastructure, community infrastructure, health care, schools, culture. Such funding is either 'ringfenced' for direct spend on a specific item of infrastructure or (more increasingly) 'non-ringfenced', which devolves decisions on precisely what the funding is spent on to the local level)
- Government Agencies and Quangos (such as Homes and Communities Agency and East of England Development Agency)
- The City Council's own financial resources and capital programmes
- Lottery Funding

4.21 Some of these funds are automatically awarded to the City Council, though the level of fund may be determined by need or past performance.

4.22 Other funding is secured via 'bidding' processes, where only selected authorities receive funding based on the bid submitted. The City is generally good at securing funds through such 'bids' and this is being strengthened by the creation of a new 'Central Bidding Team' at the City Council, which has a remit to:

- research what non-statutory grant opportunities are available
- create a library of templates and case studies to help staff successfully bid for grants
- identify what the city's unique selling points are to help cash in on our strengths
- ensure each bid is commercially sound, e.g. ensuring a good return on investment
- decide the best approach on who will apply – department, central funding unit or jointly
- ensure each bid is written and branded consistently
- evaluate each bid to ensure we learn from mistakes to enable successful bids in the future

4.23 The City Council and its partners are committed to maximising its income via all available public sources, and then effectively joining up such funds with funding from other (private) sources so that effective and efficient delivery of infrastructure can be delivered.

Joint Ventures

4.24 The council is looking actively at the benefits to be achieved from a range of joint ventures with the private sector, to deliver growth in the City. Early work is underway, to scope the projects which may benefit from a joint venture and would otherwise be stalled.

5: The Infrastructure Schedule and Moving Forward

The Schedule

5.1 Accompanying this IDP is a detailed schedule of infrastructure projects, which have been derived from the issues, opportunities and needs outlined in this main report.

5.2 The schedule is intended to be the more ‘live’ element of the IDP, in that it can be updated quickly and frequently as and when projects are completed, confirmed or added to the list. There is no such urgent requirements for frequent updates to this main document, though from time to time it will be refreshed.

5.3 The schedule sets out not only what infrastructure items are required, but sets out where the infrastructure is needed, when, how it may be founded, and an estimation of the cost of that infrastructure.

5.4 The schedule is set out under the following main headings, and also given below is an estimate of the total cost of infrastructure required (and known about) in the period to 2031:

Infrastructure theme	Infrastructure Cost (min est)	Infrastructure Cost (max est)
Transport	£500m	£1,000m
Education	£175m	£200m
Environment	£65m	£120m
Utilities / Services	£120m	£200m
Employment	£10m	£20m
Community Infrastructure (including affordable housing)	£380m	£465m
Totals (appx)	£1.250bn	£2.005bn

5.5 The schedule, and costings, will be frequently reviewed and updates as appropriate.