



# Peterborough Local Plan

## 2016 to 2036



Adopted 24 July 2019

PETERBOROUGH  
  
CITY COUNCIL





**Peterborough** Local Plan  
2016 to 2036

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## **Peterborough Local Plan**

**24 July 2019**

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## Foreword

This is the adopted Peterborough Local Plan.

It was adopted by resolution of Peterborough City Council, in accordance with the provision of section 23(5) of the Planning and Compulsory Purchase Act 2004, on 24 July 2019.

## Foreword

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## Part A - Setting the Scene

- 1.1** This is the Peterborough Local Plan. It contains the most appropriate planning policies for the growth and regeneration of Peterborough and the surrounding villages up to 2036.
- 1.2** Within this document you will find a vision for what Peterborough could be like in 2036. There are also some objectives to explain what is trying to be achieved and policies setting out what and how much development should take place and the sites required to meet this growth. This Plan is structured as follows:
- Part A - sets the overall vision and objectives;
  - Part B - identifies the spatial distribution and broad areas of growth;
  - Part C - includes the detailed policies and standards that will be used in determining planning applications; and
  - Part D - identifies the sites required to deliver the future growth requirements.
- 1.3** The Plan is supported by a Policies Map which shows where the spatial policies in the Local Plan apply.

### Peterborough in Context

- 1.4** Peterborough is a unitary authority located in the East of England, approximately 125 kilometres (80 miles) north of London. It comprises the City of Peterborough itself, and 25 villages set in countryside extending over an area of approximately 344 square kilometres. The area borders the local authorities of Fenland, Huntingdonshire, East Northamptonshire, Rutland, South Kesteven and South Holland. The total population of Peterborough is estimated as 196,640 (at mid 2015).
- 1.5** One of the unique characteristics of Peterborough is its situation in the landscape, on the very edge of the Fens. To the east of the City, the fenland landscape is flat and open, with the villages of Eye and Thorney on islands of higher ground and a settlement pattern of dispersed hamlets and farms. To the west and north, the shallow river valleys of the Nene and Welland give way to an undulating limestone plateau, with a denser pattern of attractive stone villages. Historic houses and their grounds, like Burghley and Milton, feature prominently in the landscape, as does the RAF base at Wittering, beside the A1 towards the western edge of the area.
- 1.6** There is a long history of settlement in Peterborough, with evidence from the Bronze Age remains at Flag Fen. The Norman Cathedral still stands at the heart of the modern city; a city which expanded in Victorian and Edwardian times as Peterborough developed as a significant railway town, and then experienced further rapid growth from 1967 under the New Towns programme. It remains one of the fastest growing cities in England. Today, Peterborough is an important regional centre, providing employment, shopping, health, education and leisure facilities for people across a wide catchment area.
- 1.7** In addition to its important built heritage, the area contains a rich biological diversity. There are two Special Areas of Conservation (Orton Pit and Barnack Hills & Holes); part of a Special Protection Area and Ramsar site (Nene Washes); three National Nature Reserves (Castor Hanglands, Bedford Purlieus and Barnack Hills & Holes); five Local Nature Reserves; and a large number of Sites of Special Scientific Interest and other County Wildlife Sites.
- 1.8** Peterborough has a diverse economy, ranging from innovative small business to large global headquarters. The high performing business sectors include engineering and manufacturing; agriculture; food and drink; digital and creative; energy and environment; and financial services. Peterborough fared well during the national and global economic downturn with increased investment underpinned by the city's ambitions and new initiatives to support economic growth.

## Introduction

- 1.9** A particularly important characteristic of Peterborough is the concentration of companies engaged in environment-related activities. There is also significant pressure for development to serve the logistics industry, taking advantage of the area's prime location beside the (north-south) A1 and (east-west) A47. Agriculture remains important to the economy, although the numbers employed on a full-time basis are relatively small. Unemployment levels in Peterborough tend to be marginally higher than those for the UK as a whole, but average figures mask particularly high pockets of unemployment, with a concentration in some inner city wards where other measures of deprivation are also higher than average.
- 1.10** The City of Peterborough continues to grow, the most noticeable growth areas are at Hampton, where a major urban extension is underway on reclaimed brickfields, and the urban extension at Stanground South (Cardea). In recent years there has been increased development within the city centre, however, there remain vacant and underused sites close to the city centre which offer the opportunity for further investment to regenerate the area.
- 1.11** Several communities in the Peterborough area have demonstrated an interest in neighbourhood planning since its introduction through the Localism Act of 2011. As of Spring 2018, there are:
- Three adopted Neighbourhood Plans, covering the parishes of Ailsworth, Castor and Peakirk;
  - A number of other parishes which have formally expressed an interest in neighbourhood planning.
- 1.12** Neighbourhood Plans are optional plans prepared by communities. Once they are adopted they form part of the development plan for Peterborough, sitting alongside the Peterborough Local Plan. If an area has a Neighbourhood Plan, any planning application in that area will be determined using the Local Plan, Neighbourhood Plan, national policy, and taking account of any other material considerations.
- 1.13** Copies of all adopted Neighbourhood Plans, and details of any emerging Neighbourhood Plans, can be found on our website.

## Influences and Overarching Issues

### Introduction

**2.1** The Local Plan is required to be consistent with the NPPF/NPPG and to have regard to any other plans, policies and strategies, particularly the council's Sustainable Community Strategy. To help identify the key issues, that have been used to develop objectives for the Local Plan, a review of the following plans, policies and strategies has been carried out:

- Sustainable Community Strategy
- Housing Strategy
- Parish Charter
- Air Quality Strategy
- Cultural Strategy
- Biodiversity Strategy
- Director of Public Health's Annual Report
- Adjoining local authorities plans
- Health and Wellbeing Strategy
- Local Transport Plan

### Council's Priorities

**2.2** The Local Plan will also help to deliver the council's corporate priorities (as at July 2017):

- Drive growth, regeneration and economic development
- Improve educational attainment and skills
- Safeguard vulnerable children and adults
- Implement the Environment Capital agenda
- Support Peterborough's culture and leisure trust Vivacity
- Keep all our communities safe, cohesive and healthy
- Achieve the best health and wellbeing for the city

**2.3** Through these priorities the council aims to improve the quality of life for all residents and communities and to create a truly sustainable Peterborough.

### Environment Capital

**2.4** The council is committed to creating the UK's Environment Capital. Not only is it one of the council's key strategic priorities, but it's one of the key priorities of the Sustainable Community Strategy. Creating the UK's Environment Capital means changing the way we do things as a city, to ensure that by 2050 we are living within the resources of one planet.

**2.5** In May 2017 the [Environment Action Plan \(EAP\)](#) was adopted by the council. It provides a clear vision of how Environment Capital will be achieved. The action plan comprises ten themes (see below), each with a 2050 vision along with interim targets (currently to 2020).

## Influences and Overarching Issues



### Strategic Priorities for Development and Use of Land in Peterborough

**2.6** The strategic priorities for the development and use of land in the Peterborough Authority Area (for the purpose of section 19(1B) of the Planning Compulsory Purchase Act 2004) are:

**Table 1 Strategic Priorities**

NPPF Strategic Priorities	Local Planning Authority Strategic Priorities	Key Policies to Address these Priorities
Housing and Jobs	To facilitate the delivery in full of the homes and jobs identified as being needed in the district.  To deliver a balanced mix of tenures, types and sizes of new homes, including affordable homes of a type and tenure which meet identified needs.	LP3, LP4 and LP8
Retail	Peterborough City Centre to continue to provide a regional destination for shopping and leisure.	LP6 and LP12
Infrastructure	Ensure necessary infrastructure is in place to support growth. Continue to implement Community Infrastructure Levy (CIL) and update the Council's Infrastructure Delivery Plan (IDP).	LP14 and LP15
Health	To provide safe and healthy environments, reduce health inequalities and help everyone live healthy lifestyles.	LP7
Climate Change	Implement the council's Environment Capital Agenda creating sustainable development.	LP1 and LP31

## Influences and Overarching Issues

**2.7** This Local Plan sets out policies to address these priorities when taken as a whole.

### **Other Strategies, Plans and Evidence Base**

**2.8** On our website you will find a library of documents which have helped inform preparation of the Local Plan.

## Influences and Overarching Issues

### Overarching Issues

- 2.9** A good understanding of the needs, constraints and issues facing Peterborough is essential to inform the Local Plan. An extensive review of all strategies, plans, policies and other local and national information was undertaken through the Sustainability appraisal (SA) Scoping Report. This identified that Peterborough faces a range of challenges, set out below.
- 2.10** The issues have been categorised into a number of topic areas based on the ten Environment Action Plan Themes. It is emphasised that these are issues that the Local Plan must take into account, but it does not follow that it has to address them all. Some will be addressed by other means outside the Local Plan process. The order of overarching issues set out below does not imply any relative importance of one over another.

#### Overarching Issues:

**Zero Carbon** - Peterborough's energy consumption and carbon emissions are lower than the national average. There is potential for increased renewable energy use.

**Sustainable Water** - The existing drainage network struggles to cope with short durations of intense rainfall. Growth is likely to put pressure on already limited water resources.

**Land Use and Wildlife** - Peterborough has a high quality natural environment that needs protecting and enhancing. Peterborough has an overall good provision and network of open space, but with deficiencies within some inner city wards.

**Local and Sustainable Food** - There are opportunities to increase the provision of allotments to help encourage people to grow their own food.

**Sustainable Materials** – Opportunities for Peterborough to become a lead authority in driving forward the concept of becoming a circular economy.

**Zero Waste** - Peterborough currently has good recycling and composting records, although this is below the council's target.

**Sustainable Transport** - Peterborough has good rail links to London and other major cities. There is a need to improve public transport and to reduce travel by private car. There are opportunities to improve walking and cycling networks.

**Culture and Heritage** – Peterborough hosts many cultural events attracting many visitors to the city. There are opportunities to increase the cultural and leisure offer and improve the evening economy. There are many important heritage assets that need to be protected and enhanced.

**Equality and Local Economy** - Peterborough has a diverse economy, however there is a need to attract more high tech businesses to the area. The unemployment rate is slightly higher than the national average. There is a need to identify suitable land to meet future employment needs, particularly the need for high quality office development in the city centre. There is currently a shortage of school places in Peterborough. There are opportunities to improve school attainment. There are increasing levels of deprivation in some areas of the city.

**Health and Wellbeing** - There are significant health inequalities within Peterborough, and average life expectancy is below the national average. House prices in Peterborough are below the national average, but there is still a lack of affordable and range of housing types to meet all needs of the community.

- 2.11** The above issues will be monitored as part of the EAP targets.



## Introduction

3.1 This section describes our vision for Peterborough over the period to 2036.

### Our vision for Peterborough

**By 2036 Peterborough will have become a destination of choice, a bigger and better city, growing in the right way to meet the needs of its growing population, and providing a range of high quality attractions and facilities making it a distinctive place to live, work and visit.**

**Peterborough city centre, with its iconic cathedral and historic core, will have maintained and strengthened its position as the top retail centre in the area, drawing visitors from the wider region to enjoy the shopping, leisure, culture and entertainment it has to offer, including a redeveloped riverfront and enhanced city core, with a range of restaurants and bars supporting a safe and vibrant night time economy.**

**A walkable, liveable city, with a network of footpaths and cycleways, providing safe, efficient and enjoyable ways to move around. Sustainable transport options will link all parts of the city, including the railway station and the River Nene, to the wider regions beyond.**

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

**A strong and resilient economy powered by a diverse and highly skilled workforce, supporting and retaining existing businesses whilst creating the right environment to attract and help grow new businesses.**

**A place where attractive, inclusive and well-designed neighbourhoods provide a range of quality housing to meet the present and future needs and aspirations of all communities.**

**A network of characterful villages set within an attractive rural landscape, each with local services and facilities providing for community needs, together with a vibrant and diverse rural economy.**

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

**Peterborough will be heralded as the UK's Environmental Capital, a smart city where flows of materials, goods, services, people and data work to achieve a truly 'circular city', living within its means and operating in a truly sustainable way, and tackling the issues of climate change.**

## Our Vision

## Our Objectives

## Our Objectives

- 4.1 To achieve our vision we have identified a set of overarching objectives. These objectives have evolved from the review of relevant plans and programmes undertaken for the Sustainability Appraisal (SA) process. The objectives have been grouped around the ten Environmental Action Plan themes, though many objectives will contribute to more than one theme.

	<b>1: Zero Carbon</b>	1.1 To reduce reliance on fossil fuels, maximise the use of renewables and reduce carbon dioxide / methane emissions
		1.2 To minimise pollution which affects human health
	<b>2: Sustainable Water</b>	2.1 To reduce vulnerability to flooding
		2.2 To minimise pollution of water resources
		2.3 To minimise water consumption and encourage water re-use
	<b>3: Land Use and Wildlife</b>	3.1 To protect and enhance landscape, biodiversity and geodiversity and minimise the pollution of natural resources
	<b>4: Sustainable Materials</b>	4.1 To minimise the consumption of non-renewable natural resources and maximise the re-use of materials
	<b>5: Local and Sustainable Food</b>	5.1 To promote the conservation and wise use of productive land
	<b>6: Zero Waste</b>	6.1 To reduce waste not put to any use
	<b>7: Sustainable Transport</b>	7.1 To encourage walking, cycling and the use of public transport and reduce the need to travel by car
	<b>8: Culture and Heritage</b>	8.1 To promote a more vibrant Peterborough
		8.2 To protect and enhance townscape character, retain local distinctiveness and protect and enhance heritage and cultural assets
	<b>9: Equity and Local Economy</b>	9.1 To support rural communities in creating a vibrant rural economy
		9.2 To diversify the economy and increase economic vitality to aid regeneration and provide economic resilience
		9.3 To give everyone access to learning, training, skills and work opportunities
		9.4 To reduce poverty and inequality and enable everyone to have a comfortable standard of living
		9.5 To provide easy and affordable access for everyone to basic services and facilities
	<b>10: Health and Wellbeing</b>	10.1 To provide safe and healthy environments, reduce health inequalities and help everyone to live healthy lifestyles
		10.2 To make suitable housing available for everyone
		10.3 To reduce crime and the fear of crime

- 4.2 The NPPF clearly states that the purpose of the planning system is to contribute to the achievement of sustainable development 'which should be seen as a golden thread running through both plan-making and decision-taking'. In order to fully integrate the aims and

## Our Objectives

aspirations of the Environment Action Plan into the new Local Plan these objectives have been used in a consistent way in both the SA framework and the Local Plan.

- 4.3** Each Local Plan policy, and all reasonable alternative options, have been assessed against the above sustainability objectives. The results are set out in the SA report which is published alongside this Local Plan.
- 4.4** To help demonstrate how each policy meets the sustainability objectives, for any policy that scores either a positive effect (+) or a significant positive effect (++) the relevant Environment Action Plan symbol, as shown below, has been placed above each policy.

### Sustainability Objectives



## The Spatial Strategy

### Part B - The Spatial Strategy

- 5.1** This section of the Local Plan sets out the overall strategy for meeting the future growth of Peterborough to 2036. It sets out how much growth is needed and how it will be distributed to ensure that the Local Plan vision and sustainability objectives can be met. Part C of this plan sets out the detailed planning policies and Part D identifies the sites required to meet the future growth.

#### Sustainable Development

- 5.2** Development in Peterborough should contribute to our ambition to create the UK's Environment Capital. This approach fits with the overarching national policy in the NPPF, which has a presumption in favour of sustainable development.



#### Policy LP1: Sustainable Development and the Creation of the UK's Environment Capital

When considering development proposals, the council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will seek to work proactively with developers and investors to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area, and in turn helps Peterborough create the UK's Environment Capital.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.

### Spatial Strategy

#### The Settlement Hierarchy and the Countryside

- 5.3** A settlement hierarchy ranks settlements according to their size and range of services and facilities. It provides a framework for decisions about the scale and location of new development, and the targeting of investment in any new services and facilities. In general terms, a hierarchy helps decision making achieve more sustainable communities, bringing houses, jobs and services closer together in settlements that already offer the best range of services and facilities.
- 5.4** The settlement hierarchy identified in policy LP2 below has been used to assist in determining the overall distribution of growth and for identifying which villages, subject to consideration of constraints, would be more suitable for future growth.
- 5.5** A settlement hierarchy also helps to protect the character of the landscape, by maintaining and reinforcing the distinction between built-up areas and countryside, and placing a restriction on the forms of development that would be acceptable in the countryside.
- 5.6** In Peterborough there are a number of settlements ranging in size from the city of Peterborough itself to small villages, hamlets and individual, isolated dwellings. One of the particular



## The Spatial Strategy

characteristics of the local authority area is that it is dominated by the city, and there are no other settlements larger than 4,500 people. In other words, there are no market towns.

- 5.7** The Peterborough Settlement Hierarchy Study (January 2018) identifies which settlements should be included in the hierarchy and at what tier they sit. It also explains the rationale in more detail.
- 5.8** It is emphasised that the position of any village in the hierarchy is largely a reflection of its size, and the scale and range of its services and facilities. Whilst this offers a pointer to its suitability (or not) for further development, it does not follow that new development is either appropriate or necessary. For example, if there is no need to identify sites for development in the rural area, then a village which is highly placed in the hierarchy may not need to have any site allocations. A village may be highly placed in the hierarchy, but subject to constraints which restrict the scope for further development. Such constraints would not alter its position in the hierarchy, but would be a critical factor in determining its suitability for any growth.
- 5.9** This policy, together with policy LP3 and policy LP4, steers most new development to those larger places that offer the best access to services and facilities (both now and for the foreseeable future). This can help reduce the need to travel, as well as making best use of existing infrastructure and previously developed land in built-up areas.
- 5.10** This policy does not set an absolute restriction on the number of dwellings or other development that would be acceptable. This would be determined by applying Local Plan policies relating to such matters as density, amenity, traffic implications and greenspace provision.
- 5.11** It is emphasised that place names in the policy are references to villages, not parishes, as there are instances in Peterborough where a village extends across parish boundaries and therefore includes properties in more than one parish.
- 5.12** For many years the council has defined on the Policies Map, for each village within the District, a village boundary, also referred to as a village envelope, which sets the limit of the physical framework of the built-up area. The primary purposes of the envelopes, and the policies which apply within and outside them, are to prevent the spread of development into the countryside; to maintain the essential character of each settlement; and to control the growth within and outside each settlement in accordance with the settlement hierarchy in policy LP2. Policy LP11 sets out further criteria for considering development in the countryside.
- 5.13** The boundaries for the urban area and for each village are shown on the Policies Map.



### Policy LP2: The Settlement Hierarchy and the Countryside

Decisions on investment in services and facilities and on the location and scale of new development will be taken on the basis of the following settlement hierarchy.

<b>The City of Peterborough:</b>	Including the existing urban area, the City Centre, District Centres and urban extensions
<b>Large Villages:</b>	Eye (including Eye Green) and Thorney

## The Spatial Strategy

<b>Medium Villages:</b>	Ailsworth, Barnack, Castor, Glinton, Helpston, Newborough, Northborough and Wittering
<b>Small Villages:</b>	Ashton, Bainton, Deeping Gate, Etton, Marholm, Maxey (including Castle End), Peakirk, Pilsgate, Southorpe, Sutton, Thornhaugh, Ufford, Upton, Wansford and Wothorpe

The village envelope for each village is identified on the Policies Map. Proposals within the village envelope will be supported in principle, in line with policy LP1, subject to it being of an appropriate scale for the settlement. Land outside the village envelopes and outside the Peterborough Urban Area boundary is defined as countryside. Development in the countryside (i.e. outside the boundary of all settlements in the hierarchy) will be restricted to that which is:

- demonstrably essential to the effective operation of local agriculture, horticulture, forestry, outdoor recreation and access to natural greenspace, transport or utility services; or
- residential development which satisfies the 'exception' test set out in policy LP8; or
- development in accordance with Policy LP11; or
- minerals or waste development in accordance with the separate Minerals and Waste Development Plan Documents.

All other residential development outside of village envelopes and outside of Peterborough Urban Area boundary will, by definition, be contrary to the vision, objectives, development strategy and policies of this Local Plan, and should be refused, unless otherwise acceptable within a made Neighbourhood Plan.

### The Level and Distribution of Growth

- 5.14** As required by the NPPF, this Local Plan must define the overall level of growth, such as for new housing, in Peterborough.
- 5.15** Growth targets should be informed by need. Whilst preparing this Local Plan, the 'Objectively Assessed Need' (OAN) for housing, including market, affordable, and other tenures, was determined through the preparation of, and regular updates to, a Strategic Housing Market Assessment (SHMA) for the Peterborough sub region housing market area which includes the adjoining local authorities of South Holland, South Kesteven and Rutland.
- 5.16** However, in September 2017, Government published a consultation document entitled "Planning for the right homes in the right places", which has the intention of getting away from local based methods of calculating housing need and instead using a national standard method to calculate the 'local housing need'. The effect of the new method establishes a Peterborough housing need of 942 dwellings per year, starting in 2016. The overall housing need for the plan period is therefore 18,840 homes between 2016 to 2036.
- 5.17** During the preparation stages of this Local Plan, the council also considered what it agreed in 2013 when the Cambridgeshire authorities, including Peterborough, signed a 'memorandum of cooperation' to support a coherent and comprehensive growth strategy across Cambridgeshire and Peterborough between 2011 and 2031. This included the agreement that Peterborough would accommodate some of the housing need arising in the Cambridge Sub Region Housing Market Area (which includes areas close to Peterborough, such as Yaxley and Whittlesey). The agreement amounted to an additional 2,500 dwellings (125 dwelling per year over 2011 to 2031). However, during the latter stages of preparing this Local Plan, and particularly during its examination stage, it became clear that the time had come to bring an end to bring to an end the terms of the 'memorandum of cooperation', and that Peterborough should only seek to meet its own housing needs.

## The Spatial Strategy

- 5.18** Separately, part of the overall vision for Peterborough is the creation of an independent, campus based university which will have an undergraduate population of 12,500 students by 2035. This will result in a significant increase in the undergraduate population of the city and overall housing need. In May 2017 the Student Housing Need Assessment was published, which concluded a need for an additional 40 dwellings per year over the period of 1 April 2021 to 31 March 2036. The total housing, 2016 to 2036, therefore increases by a further 600 dwellings.
- 5.19** This means that the total housing requirement for Peterborough becomes 19,440 dwellings between 2016 and 2036.
- 5.20** However, to determine how much new land needs to be allocated, account must be taken of any completions since 2016 (the base date of the Local Plan for the purpose of the housing forecast).
- 5.21** The council monitors housing completions annually, and the results from the latest Housing Monitoring Report (March 2018) identifies that between 1 April 2016 and 31 March 2018 a total of 1,970 (net) dwellings were completed. This means the Local Plan needs to make provision between 1 April 2018 and 31 March 2036 for 17,470 net dwellings (though existing permissions do count towards this target).

**Table 2 Overall Requirement for Residential Growth**

Dwelling requirement for 2016 to 2036	Number of dwellings
Headline 'Local Housing Need' (LHN) 2016 to 2036	18,840
Student Requirement (Student Need Assessment 2017) 2021 to 2036	600
<b>Local Plan requirement 2016 to 2036</b>	<b>19,440</b>
Dwelling requirement for 2018 to 2036	
Net additional dwellings completed 2016 to 2018	1,970
<b>Local Plan Requirement 2018 to 2036</b>	<b>17,470</b>

### Annual Requirement and Five Year Land Supply

- 5.22** The year on year housing requirement differs. This is because the source of the need is different and covers different periods. The table below summarises the annual requirement from the different sources, discussed above. This shows that during the first 5 years (2016 to 2021) the annual requirement is for 942 dwellings per year. This then increases to 982 per year between 2021 and 2036.

**Table 3 Annual Requirement**

Period	Local Housing Need (pa)	Student Need (pa)	Total OAN (pa)
2016/17 - 2020/21	942	0	942
2021/22 - 2035/36	942	40	982

- 5.23** The NPPF requires councils to identify and update annually a supply of deliverable sites to meet five years' worth of housing. Therefore it is important to set out the different annual



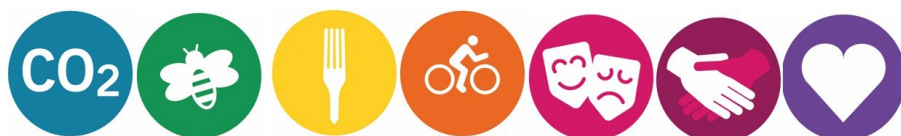
## The Spatial Strategy

need figures (above) to make it clear what figures should be used when calculating the council's five year land supply requirement.

- 5.24** For example, for a Peterborough Five Year Land Supply report covering the period 1 April 2018 to 31 March 2023, the basic five year requirement is 942 for years one to three (2018/19 to 2020/21) and 982 for years four and five (2021/22 to 2022/23). The total basic requirement is therefore for 4,790 dwellings.
- 5.25** Part D of this plan identifies the sites required to meet the growth targets, and Figure 1 (Housing Trajectory) shows what is considered deliverable each year.
- 5.26** As stated in table 2, between 2016 and 2018 a total of 1,970 dwellings were completed, this is 86 dwellings above the two year requirement of 1,884.
- 5.27** Reflecting the recent start date of the Plan (2016), and the realistic prospect of annual delivery being broadly consistent with the annual housing requirement, any surplus or backlog which does occur should be dealt with over the first five year period of any Five Year Land Supply report.

### The Spatial Strategy for Residential Growth

- 5.28** The spatial strategy makes provision for housing growth in a wide variety of places across the local authority area, but with a distinct emphasis on locations within and adjoining the urban area of the city. These are generally the most sustainable and help to maximise the use of previously developed land. The Key Diagram (Map A), at the end of this section, shows the general location and strategy for future growth.



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

The overall development strategy is to continue to focus the majority of new development in and adjoining the urban area of the City of Peterborough (maximising growth within the urban area), creating strong, sustainable, cohesive and inclusive mixed-use communities, making the most effective use of previously developed land, and enabling a larger number of people to access services and facilities locally.

Provision has been made in this Local Plan to facilitate the development of approximately 19,440 additional dwellings over the period from April 2016 to March 2036.

The broad distribution of dwellings, taking account of commitments, is as follows:

Location	Approximate Percentage of Growth
Urban Area of Peterborough	Maximise (equates to 27%)
Urban Extensions to Peterborough	59%
Villages	5%
Windfall	9%
<b>Total</b>	<b>100%</b>

## The Spatial Strategy

Away from the urban area of Peterborough, the strategy is for a collection of urban extensions at Hampton, Stanground South, Paston Reserve, Gateway Peterborough, Norwood, Great Haddon and at the East of England Showground (see Policy LP35).

Elsewhere, the strategy for planned growth will be on Large Villages and, to a lesser extent, on Medium and Small Villages. In these categories of settlement, new residential development sites for 10 dwellings or more and employment allocations have been allocated in some of the settlements. Other development in these villages will be limited to infill or redevelopment of sites of a scale appropriate to the village.

Individual sites to deliver the scale of housing growth set out above are contained in Part D of this Plan.

### Spatial Strategy for Employment, Skills and University Development

- 5.29** The job growth target for the Local Plan is based on 2016-based forecasts by the East of England Forecast Model (EEFM). This suggests we should be planning for 17,600 jobs (total jobs, including part time) between 2015 and 2036, distributed across different sectors, with approximately 55% of the jobs estimated to be accommodated on employment land (B Use Classes) while the remaining 45% would be in shops, education, health facilities etc (non B Use Classes).
- 5.30** The Peterborough Employment Evidence Report (August 2017) translates the B Use Classes job requirement (of 9,669 jobs) into a need for around 76ha of employment land between 2015 and 2036 to be allocated in this plan.
- 5.31** Policy LP44 identifies the strategic employment sites and policy LP46 identifies other employment sites to meet the above target. The allocations we have made in this Local Plan amount to around 160ha and is more than sufficient to meet our forecast job needs (allowing for losses, flexibility and choice).
- 5.32** To reflect the differing locational and amenity requirements of various employment uses, two categories of employment areas are established, forming the basis for future land use decisions - General Employment Areas (GEA) and Business Parks (BP).
- 5.33** GEAs are considered suitable for a full range of employment uses: offices, research and development facilities, light and general industrial, and storage and distribution (i.e Use Classes B1, B2 and B8).
- 5.34** BPs are expected to accommodate development within the Use Classes B1(a) and B1(b) only. Generally, these areas are developed at a lower density than other employment areas and provide a higher quality environment. General industrial and warehousing uses are not permitted within BPs in order to protect levels of amenity and maintain the attractiveness of these locations for inward investment. The design of all buildings within BPs should be of a high quality and respect the character of the area.
- 5.35** Policies LP47 to LP53 identify sites within the city centre suitable for B1 office use.

#### University

- 5.36** It is a council priority to help establish an independent campus based University of Peterborough with an undergraduate population of 12,500 students by 2035. This will meet student demand, tackle the skills agenda, contribute to the local economy, and attract new businesses and investment to the city.

## The Spatial Strategy

- 5.37** The establishment of a University of Peterborough was also a priority in the Cambridgeshire and Peterborough devolution deal with Government. The Cambridgeshire and Peterborough Combined Authority approved Phase 2 funding for the university campus in June 2017, with construction of a new campus expected to start in 2021/22.
- 5.38** Land will be safeguarded within the Riverside North Policy Area (see policy LP51) for a new campus. This may include the creation of bespoke faculty buildings, an administrative centre and general student amenities such as student accommodation and sports facilities.



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

The strategy is to promote and develop the Peterborough economy, offering a wide range of employment opportunities, with particular emphasis on growth of the environmental goods and services cluster, financial services, the advanced manufacturing sector, and other existing clusters in the city, building on existing strengths in 'knowledge-based' activities.

Employment development will be mainly focused in the city centre, elsewhere in the urban area (within General Employment Areas and Business Parks), and in urban extensions. Small-scale employment development will be allowed in villages where it would meet local needs and, in particular, would form part of mixed-use development.

Provision has been made to accommodate the 76ha of employment land identified as needed over the period from April 2015 to March 2036, including land already committed with planning permission. Policies LP44 and LP46 identify the sites required to deliver the above level of growth.

Mixed-use developments (mixed horizontally or vertically) which incorporate employment together with residential, leisure and/or retail uses will be encouraged, in particular in the city, district and local centres.

#### General Employment Area (GEA)

Within GEAs listed below, and identified on the Policies Map, planning permission will be granted for development within Use Classes B1, B2 and B8.

Site Reference	Employment Area Name
GEA 1	Bourges
GEA 2	Bretton
GEA 3	Eastern
GEA 4	Hampton
GEA 5	Lakefield
GEA 6	Orton Southgate
GEA 7	Oxney
GEA 8	Paston
GEA 9	Werrington
GEA 10	Westwood
GEA 11	Woodston
GEA 12	Gateway Peterborough

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### Business Parks (BP)

Within BPs listed below, and identified on the Policies Map, planning permission will be granted for development within Use Class B1. Other development in BPs will not be permitted unless ancillary to B1 use.

Site Reference	Employment Area Name
BP 1	Bretton
BP 2	Peterborough Business Park (Lynch Wood)
BP 3	Thorpe Wood

Policies LP47 to LP53 also identify suitable sites/areas within the city centre for B1 office development.

### Other Employment Proposals

Other employment proposals not within GEAs, BPs or allocated sites will be supported, provided:

- there is a clear demonstration that there are no suitable or appropriate sites or buildings within allocated sites or within the built up area of the existing settlement;
- the scale of the proposal is commensurate with the scale and character of the existing settlement;
- there is no significant adverse impact on the character and appearance of the area, and/or the amenity of neighbouring occupiers;
- there are no significant adverse impacts on the local highway network;
- there is no significant adverse impact on the viability of delivering any allocated employment site; and
- the proposals maximise opportunities for modal shift away from the private car.

### Expansion of Existing Businesses

The expansion of existing businesses which are currently located in areas outside allocated employment sites will be supported, provided:

- existing buildings are reused where possible;
- they do not conflict with neighbouring land uses;
- they will not impact unacceptably on the local and/or strategic highway network; and
- the proposal would not have an adverse impact on the character and appearance of the area.

### Loss of Employment Sites and Buildings to Non-Employment Uses

Conversion and redevelopment of, or change of use from, existing non-allocated employment sites and buildings to non-employment uses will be considered on their merits taking account of the following:

- whether the loss of land or buildings would adversely affect the economic growth and employment opportunities in the area the site or building would likely serve;
- whether the continued use of the site or building for employment purposes would adversely affect the character or appearance of its surroundings, amenities of neighbouring land-uses or traffic conditions that would otherwise be significantly alleviated by the proposed new

## The Spatial Strategy

use. It should also be shown that any alternative employment use at the site would continue to generate similar issues;

- whether it is demonstrated that the site is inappropriate or unviable for any employment use to continue and no longer capable of providing an acceptable location for employment purposes; and
- whether the applicant has provided clear documentary evidence that the property has been appropriately, but proportionately, marketed without a successful conclusion for a period of not less than 6 months on terms that reflect the lawful use and condition of the premises. This evidence will be considered in the context of local market conditions and the state of the wider national economy.

### University of Peterborough

In principle, development proposals which directly assist in creating a thriving, independent, campus based university, with an undergraduate population of 12,500 students by 2035 will be supported.

A new university campus could be included within the Riverside North Policy Area (see policy LP51).

### Urban Extensions

- 5.39** Policy LP5 is an overarching policy for all new urban extensions (defined as being 500 dwellings or more, which also links to the present threshold change for the purpose of Community Infrastructure Levy (CIL) calculations). Policy LP35 identifies the sites, and any site specific policies are set out in Part D of this Plan.
- 5.40** It is important that these new areas are developed as genuinely sustainable places, with a full range of residential opportunities, to create balanced, mixed communities; employment areas; and all of the services and facilities that will enable residents to meet their day-to-day needs locally. It is equally important that development of these areas takes place in a manner that is well integrated with the existing communities of Peterborough, so that they are seen as, and function as, part of the City.
- 5.41** New urban extensions could offer scope to implement a wide range of sustainable development principles.



### Policy LP5: Urban Extensions

Development of new urban extensions (500 or more dwellings) must be planned and implemented in a comprehensive and co-ordinated way, through an agreed broad concept plan that is linked to timely delivery of key infrastructure. With the exception of inconsequential development, proposals for development within the identified urban extensions which come forward prior to the production of, and agreement on, a broad concept plan will be resisted. The concept plan can be submitted prior to or alongside an application for the urban extension or other large scale allocations.



## The Spatial Strategy

Whilst phasing may be agreed, the council will need to be satisfied that the key aspects of the concept plan will be delivered. Therefore, to prevent the provision of appropriate infrastructure being either delayed or never materialising, appropriate safeguards will be put in place, normally through a Section 106 agreement, which ensure that specific aspects of the scheme are delivered when an appropriate trigger point is reached.

Each urban extension should, where appropriate:

- Make efficient use of land, provide a broad range of housing choice by size, type and tenure (including market and affordable housing) and cater for people with special housing needs;
- Provide serviced plots for self build and custom build homes (minimum 1% of all plots rising to 5% if there is evidence of need for plots, demonstrated via the council's latest self build register);
- Provide a range of local employment opportunities (not necessarily B class employment unless stipulated in a site specific policy);
- Make provision (which may be new or enhanced provision off site) for an appropriate level of retail, leisure, social, cultural, community and health facilities to meet local needs of the community without having an unacceptable impact on the vitality and viability of existing centres;
- Minimise the need to travel, whilst maximising sustainable transport modes. This will be achieved by locating key facilities such as schools and local shops within easy walking and cycling distance of most properties, incorporating high quality walking and cycling networks linking to the wider area, and providing access to high quality public transport services and facilities, including bus priority corridors and, where appropriate and viable, park and ride;
- Provide appropriate highway access to/from the site, plus make provision to mitigate against any wider impacts on the highway network so as to ensure that the residual cumulative impact of the development on the highways network is not severe;
- Incorporate pre-school(s), primary school(s) and secondary(s) schools, if the scale of the urban extension justifies any on site, or, if not, contribute to provision off site in order to meet the needs generated by the urban extension (subject to national regulations governing such contributions);
- Provide a network of open spaces for play, sport and recreation, including local nature reserves, woodlands, green spaces and allotments;
- Consider design solutions to maximise the use of energy from on-site renewable and/or decentralised renewable or low carbon energy source and maximise energy efficiency; and
- Incorporate appropriate landscape treatment to ensure that the development can be satisfactorily assimilated into the surrounding area.

### The City Centre

- 5.42** The city centre is the 'heart of the city' and is essential to the image, economic prosperity and future success of Peterborough. It is the part of the city most likely to be used by residents and visitors and is a major focus in the region in terms of shopping, leisure, employment and culture, providing a diversity of experience and activity. A lively, successful city centre contributes greatly to the quality of life of the people of Peterborough and the surrounding area.
- 5.43** The area forming the city centre is shown on Map D. The city centre extends from the former District Hospital site in the west to Fengate in the east. It includes the residential areas in the vicinity of Lincoln Road and Bright Street in the north and the Peterborough United football ground in the south, as well as the principal shopping, office and entertainment areas and Cathedral Precincts in the very centre.

## The Spatial Strategy

- 5.44** Within the city centre lie the cathedral and many other important listed buildings and heritage assets. It is an important interchange between different means of travel, with railway and bus stations; compared with many city centres, it is relatively accessible by private car.
- 5.45** However, the city centre is not without its problems, and there are issues which need to be addressed over both the long and short term.
- 5.46** The city centre had historically relatively few houses and flats, when compared to other towns and cities of a similar size and scale, but this is changing and further new housing will continue to be supported.
- 5.47** Recent investment in the public realm around Cathedral Square, Bridge Street, Cowgate and King Street has attracted new retailers, restaurants and bars to this part of the city. Extensions to the Queensgate Shopping Centre have accommodated national retail and restaurant operators. Further development is also planned.
- 5.48** The cultural offer is not fully developed and there is a significant opportunity to attract visitors into the city centre, particularly in the evening. The evening economy has improved in the last few years with new restaurants, particularly around Cathedral Square and linked to the wider public realm improvements. However, this is still a limited offer when compared to other towns and cities of a similar size.
- 5.49** There has been little new office development in the city centre for many years. The city centre has not been able to successfully compete for investment with business parks located on the edge of the city. The city centre office stock is generally ageing and some is poor quality, some of which has been converted to residential development, and consequently new office stock is needed.
- 5.50** The River Nene is one of the city's most important assets but it currently fails to maximise its potential for leisure and is poorly connected to other parts of the city centre. Again this needs to be addressed.
- 5.51** The transport network in and around the city centre currently prioritises accessibility by car at the expense of pedestrians and cyclists. Improvements have been made with the new pedestrian crossing points along Bourges Boulevard improving access to and from the railway station into the city core.
- 5.52** The following policy sets the overall vision for the future improvement, growth and regeneration of the city centre. It is supported by policies LP47 to LP53 which identify 'Policy Areas' with individual policies for each area setting out a vision, potential development opportunities and specific planning requirements.



### Policy LP6: The City Centre - Overarching Strategy

Peterborough City Centre will be developed and promoted to maintain its position as a centre of regional significance.

Major new retail, cultural and leisure developments which will meet the needs of the city and its sub-region, as well as the local needs of a significantly larger city centre resident population, are

## The Spatial Strategy

encouraged. A Primary Shopping Area (PSA) is defined, which will be the highest level in the hierarchy of centres for retail planning in Peterborough.

The city centre, as defined on the Policies Map, is promoted as a location for substantial new residential development at a range of densities according to location. It is also promoted as a location for employment development, with an emphasis on B1 development (together with employment in all of the service sectors outside the B Use Classes). Mixed use development is encouraged, especially outside the PSA.

Improvements to the public realm throughout the city centre will continue to be promoted, with a particular focus on the pedestrian environment and connections between Cathedral Square, Lower Bridge Street, the Embankment, Fletton Quays and Rivergate as well as Westgate. Enhancement of the public realm and natural environment, including better walking and cycling links and river-based navigation, will be supported with good quality and well designed street furniture, use of public art, tree planting and landscaping, and development constructed using high quality materials.

The city centre's historic environment will be protected, including a requirement that any new development should be of a scale, character, quality of design and standard of finish that will preserve and, where possible, enhance its character and appearance, protecting or enhancing the setting or views of heritage assets.

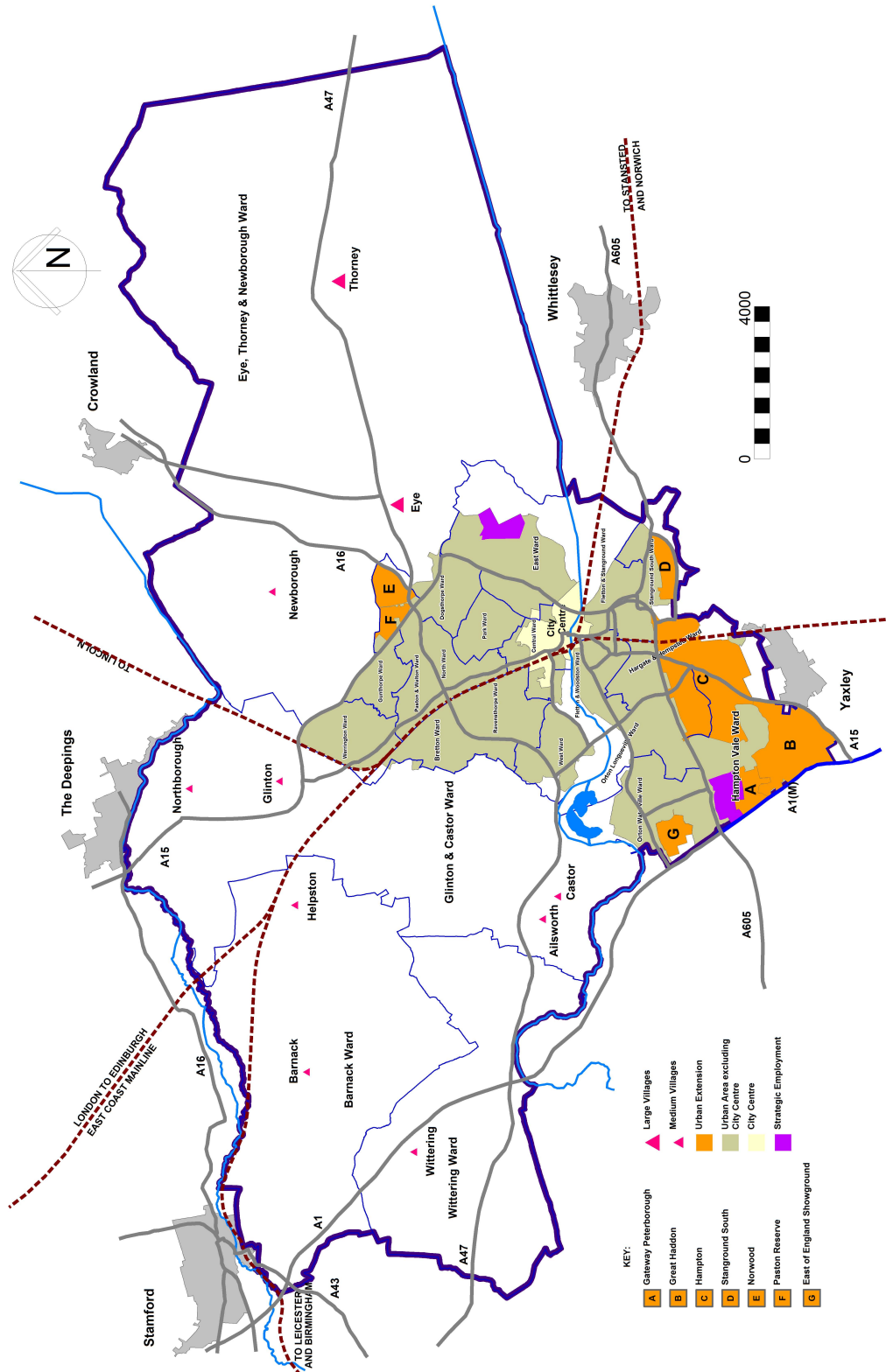
**NOTE:** Individual policies for the different Policy Areas and individual sites are set out in Part D of this Plan (see policies LP47 to LP53).



**5.53 Local Plan Key Diagram**

**5.54** To summarise the strategic proposals set out in Part B please see the 'Key Diagram' on the next page. This is for illustration purposes only, and if there is conflict, the Policies Map has precedence.

# The Spatial Strategy



## Part C - The Policies

**6.0.1** In this part of the Local Plan we set out various criteria based policies which will be used to appraise, and reach decisions on, all planning applications.

### 6.1 Health and Wellbeing

**6.1.1** A key role for the Local Plan is to provide for development in a way that supports and encourages active and healthy lifestyles. This helps in delivering sustainable development, (see policy LP1). Health and Wellbeing cuts across many policies in this Local Plan and is one of the key objectives and sustainability criteria.

**6.1.2** In Peterborough, there are differences in the health and wellbeing and life expectancy between the most deprived and least deprived communities. The Peterborough Joint Health and Wellbeing Strategy (2016 - 2019) sets out the significant health issues for Peterborough, drawing on evidence from the Joint Strategic Needs Assessment, which include:

- Life expectancy lower than the national average;
- Health inequalities between some wards within the Peterborough area,
- Peterborough has higher mortality rates than the national average,
- Common mental disorders are higher in women in Peterborough than in men.

**6.1.3** There is strong evidence that inequalities in health and wellbeing are influenced by social, economic and environmental factors. These are known as the wider determinants of health. In order to help address these priorities and issues, it is essential that community needs are supported through appropriate physical social and green infrastructure, and by other facilities and key services which contribute to improving physical and mental health and wellbeing, and the overall quality of life experienced by residents.

**6.1.4** Most developments have the potential to positively influence health and wellbeing. The impacts of proposed development on the wider determinants of health could be assessed and considered by the applicant at the earliest stage of the design process. Health Impact Assessment (HIA) is a method of considering the positive and negative impacts of development on the health of different groups in the population, in order to enhance the benefits and minimise any risks to health. Further guidance on preparing HIAs is published on the council's website.

**6.1.5** Active Design, developed by Sport England and supported by Public Health England, provides a set of principles for creating the right conditions within existing and proposed development for individuals to be able to lead active and healthy lifestyles. The Active Design guidance, which provides further details for each of the principles along with a set of case studies, can be found on Sport England's website. Developers may find it helpful to consider the guidance.

**6.1.6** Health and wellbeing are cross cutting themes and policy LP7 should be read alongside other policies in this plan that seek to address the wider determinants of health.



## The Policies

### Policy LP7: Health and Wellbeing

Development proposals should promote, support and enhance both the physical and mental health and wellbeing of the community, contributing to reducing health inequalities and helping to deliver healthy, active lifestyles.

This will be achieved by:

- Seeking, in line with guidance at policy LP14, developer contributions towards new or enhanced health facilities from developers where development results in a shortfall or worsening of provision, as informed by the outcome of consultation with health care commissioners;
- In the case of residential developments of 500 dwellings or more, applicants must submit a fit for purpose Health Impact Assessment (HIA) as part of the application and demonstrate how the conclusions of the HIA have been taken into account in the design of the scheme. For proposals less than 500 dwellings, submission of a HIA is optional but will be taken into account if submitted with a proposal. The HIA should be commensurate with the size of the development;
- Development schemes safeguarding and, where opportunities arise, creating or enhancing the role of allotments, orchards, gardens and food markets in providing opportunities for exercise and access to healthy, fresh and locally produced food;
- Development schemes facilitating participation in sport and physical activity, as far as is relevant to the specific proposal, through the internal and external layout, design and use of buildings, and overall site layout and design.

Proposals for new health care facilities should relate well to public transport services, walking and cycling routes and be easily accessible to all sectors of the community. Proposals which utilise opportunities for the multi-use and co-location of health facilities with other services and facilities, and thus co-ordinate local care and provide convenience for the community, will be particularly supported.

Large scale major developments that are aimed at attracting visitors, should incorporate 'changing places' toilet facilities as set out at [REDACTED]

## 6.2 Housing Standards Review

- 6.2.1** The council is keen to ensure that new homes built in the future are of a higher standard in terms of their technical functioning.
- 6.2.2** In the past, Local Plans could attempt to set such standards, but this led to inconsistencies between different districts, and government believed it generally caused confusion and expense for developers. In 2015, Government therefore confirmed that it would prevent Local Plans from setting their own standards and instead impose national standards via the Building Regulations system. There are three exceptions to this general rule.
- First, a Local Plan could require internal minimum space standards for all dwellings, though such standards could only be those as prescribed by government.
  - Second, a Local Plan could require water efficiency measures in new houses which would aim to reduce average occupier use of water down from 125 litres (as required

by Building Regulations) to 110 litres. This measure can only be applied in areas that are considered to be in water stress.

- Third, a Local Plan could require higher standards than required by Building Regulations in relation to access to, from and within buildings.

- 6.2.3** A Local Plan can only require one or more of these optional standards if the standard will address a clearly evidenced need and the viability implications of introducing the standard have been adequately considered.
- 6.2.4** Whilst the council acknowledge there could be evidence of 'need' to introduce all of the optional standards, the council is concerned that viability of development would be compromised (or other essential infrastructure not deliverable) if all such standards were imposed on development in full.
- 6.2.5** As such, this Local Plan introduces the first optional standard relating to space standards for all new rented tenure affordable dwellings only. This is in recognition of the need for minimum space standards, due to recent changes to the benefits system, for what are likely to be fully occupied homes (see policy LP8 below). The plan also requires the second standard relating to water efficiency (see policy LP32) and an element of the third optional standards relating to access standards (see policy LP8 below).

### 6.3 Meeting Housing Needs

- 6.3.1** Three of the key objectives of the Local Plan are to: ensure that proposed new housing delivers a balanced mix of housing tenures, types and sizes; delivers sufficient affordable housing; and improves the overall quality of the housing stock. In short, a key task for the Local Plan is to provide a policy framework that will deliver housing that meets all needs, within the context of an evolving national policy.
- 6.3.2** At a strategic level, the issue of meeting all needs can be subdivided into matters relating to the mix of dwellings of different sizes that will satisfy need and demand; the provision of housing for those households unable to meet their needs in the open market; and the provision of housing for those with special requirements.
- 6.3.3** Developers will be encouraged to bring forward proposals which will, in overall terms, secure the market and affordable housing mix as recommended by the most up to date SHMA. This mix is however not prescriptive, and is intended to allow developers to respond to demand and site specific characteristics and circumstances. However, unless financial viability indicates otherwise, the guidance on mix in the most up to date SHMA will be sought.
- 6.3.4** Affordable housing is housing that is provided for eligible households who are unable to meet their housing needs in the open market because of the relationship between housing costs and income. It is tightly defined by national policy. The affordable housing needs of the most vulnerable people will be prioritised by the council. The term 'vulnerable people' refers to a broad group of people who need some kind of support with their living arrangements to enable them to live safely. This could include people with learning disabilities and autism; physical disabilities; sensory impairment; mental health support needs; ex-offenders; older people, young people and care leavers; and statutorily homeless households. It is important that accommodation proposals for vulnerable people consider the location of housing in relation to essential services and community facilities. While such services should be accessible to all of Peterborough's residents, their location might become more significant for those with mobility issues, or where cost of travel is a barrier.
- 6.3.5** The policy sets an overall target for 30% affordable housing for sites of 15 or more dwellings. Where the affordable housing policy would result in the requirement relating to part of a

## The Policies

dwelling, the calculation will be rounded upwards for 0.5 and over and downwards for less than 0.5.

- 6.3.6** For many years, it has been difficult for local people on lower incomes to secure market housing. Although house prices in Peterborough are generally lower than those across the region as a whole, so too are average incomes. A limited supply of new affordable properties, and the loss of existing affordable homes through 'right to buy' and 'right to acquire' provisions have tended to exacerbate housing problems for those in need. The latest SHMA evidence (2017 update) has calculated that there is a total annual affordable housing requirement of 559 dwellings (approximately 57% of the annual OAN).
- 6.3.7** The policy seeks, via negotiation and through taking account of a scheme's financial viability, a greater part of affordable housing provision to be for affordable rent. This is to prioritise the provision of homes that people can reasonably afford and reflects the council's priority for affordable rented accommodation identified in the Peterborough Housing Strategy (2017). Where in the policy it refers to a 'greater proportion' being affordable rent, the target is a 70%/30% split in favour of affordable rent, though this should not be applied prescriptively on all schemes, and the split may differ depending on the specific circumstances of a scheme.
- 6.3.8** The preference for affordable rent is supported by evidence as part of the SHMA (2014) and the Local Plan Viability Assessment (2016). The SHMA identifies a net need for 19% intermediate housing and 81% social-affordable rent. The Viability Assessment assumes a tenure split of approximately 70% affordable rented tenure and 30% intermediate in the form of shared ownership. This is also supported by the number of people presenting as homeless to the council and the significant rise in temporary accommodation needing to be accessed by the council to accommodate these households.
- 6.3.9** The policy also sets additional higher access standards so that sufficient choice is available in the market for people with particular needs, such as the requirement for wheelchair accessible homes and homes which can be adapted to suit people's needs over time. Part M (Volume 1) of Building Regulations, updated on 1 October 2015, sets out these additional higher standards. M4(1) Category 1 relates to mandatory access standards (visitable dwellings), M4(2) Category 2 to accessible and adaptable dwellings and M4(3) Category 3 to wheelchair user dwellings. Within Category 3, there is a differentiation between wheelchair adaptable dwellings (M4(3)(2)(a)) and wheelchair accessible dwellings (M4(3)(2)(b)). Any dwellings identified as needing to meet the policy requirement for any of these standards should have regard to this section of the Building Regulations.
- 6.3.10** The Housing and Planning Act 2016 introduced the concept of Starter Homes, though at the time of writing many aspects of that Act relating to Starter Homes have not been brought into effect, and the Housing White Paper 2017 made suggestions that some aspects may not be taken forward as envisaged. As such, policies in this Local Plan, and specifically LP8, are silent in respect of Starter Homes, due to the uncertainty as to precisely how this form of housing is to be taken forward by Government.
- 6.3.11** A 'Park Home', is a residential mobile home, similar to a bungalow or caravan in style, installed on a dedicated site or 'home park' that is either privately owned or owned by a Local Authority. Park homes are designed to be lived in permanently and provide an opportunity for residents to own a home, but pay rent to the owner of the site that includes costs towards maintenance of the communal areas. Park home sites provide a small but important part of the district's housing accommodation. These sites require all the services and facilities of built residential development and will not be acceptable on sites poorly related to services and facilities necessary to meet resident's needs.
- 6.3.12** The policy below makes no reference to houseboats, on the basis that there are no registered permanent houseboats within Peterborough, and there has been no evidence provided to the



council of a need to make provision for them in the plan period. Should any proposals for houseboats arise, they will be treated on their merits using the policies in this Plan as a whole.

**6.3.13** Please note that the requirements for Gypsies and Travellers and Travelling Showpeople are covered by policy LP10.



### Policy LP8: Meeting Housing Needs

Development proposals for housing will be supported where they provide a range of high quality homes of varying sizes, types and tenures to meet current need, including homes for market rent and plots for self-build.

Developers are expected to provide housing that contributes to meeting the housing needs of the Peterborough housing market area, as identified in the latest Strategic Housing Market Assessment and in any other appropriate local evidence.

#### Affordable Housing

Development proposals of 15 or more dwellings (whether as new-build or conversion) should, through negotiation, provide 30% affordable housing. The affordable housing needs of the most vulnerable groups will be prioritised.

The council will negotiate with developers to secure affordable housing on the basis of the above thresholds, taking into account:

1. The financial viability of individual schemes (using a recognised viability model)
2. The degree to which the most vulnerable are being provided for.

Affordable housing should be provided on-site, unless exceptional circumstances can be demonstrated for provision of homes and/or land to be provided off site or through a commuted sum.

If a development scheme comes forward which is below these thresholds and thus does not require the provision of affordable housing, but the scheme is followed by an obviously linked subsequent development scheme at any point where the original permission remains extant, or up to 5 years following completion of the first scheme, then, if the combined total of dwellings provided by the first scheme and the subsequent scheme/s provide 15 or more dwellings, then policy LP8 as a whole will be applied, with the precise level of affordable housing to be provided being 'back dated' to include the earlier scheme(s).

The exact tenure mix on each site will be a matter for negotiation, informed by the latest evidence of housing need. The council's preference and starting point for negotiations, as informed by the latest needs assessment, is for a greater part of affordable housing to be for affordable rent.

All new rented tenure affordable housing will be required to be built to meet minimum national space standards (as defined by the Building Regulations).

#### Homes for Older People

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To help meet the demands of an ageing population of Peterborough, proposals will be supported, in principle, which incorporate measures which are likely to be attractive to older people, and thereby encourage and enable older people to reside in such properties, both now and as they get older.

For major development proposals, it should be set out how such measures have been considered and incorporated into the proposal. Proposals will be refused which fail to demonstrate appropriate measures have been considered and incorporated, where it would appear to have been practical, likely viable and appropriate to have done so.

### **Accommodation for Vulnerable People**

Planning permission will be granted for accommodation which is entirely aimed at meeting the housing needs of the most vulnerable, provided that the development:

1. Meets an identified need and is supported by Adult Social Care Commissioning;
2. Will be suitable for the intended occupiers in terms of standard of facilities, the level of independence and the provision of support and/or care;
3. Will be accessible by non-car means to essential services and community facilities as appropriate to the needs of the intended occupiers;
4. Does not conflict with any strategic policy of this plan and does not have any fundamental constraint.

A legal agreement will likely be necessary to ensure that such accommodation is retained for the purpose for which it was intended under this policy, particularly if the development is on an 'exception' site.

### **Dwellings with Higher Access Standards**

Housing should be adaptable to meet the changing needs of people over time. All dwellings should meet Building Regulations Part M4(2), unless there are exceptional design reasons for not being able to do so (e.g listed building constraints or site specific factors such as vulnerability to flooding or site topography).

On all development proposals of 50 dwellings or more, 5% of homes should meet Building Regulations Part M4(3)(2)(a).

### **Rural Exception Sites**

Development proposals for affordable housing outside of but adjacent to village envelopes may be accepted provided that:

1. It meets an identified local need for affordable housing which cannot be met within the village envelope; and
2. There is demonstrable local support for the proposal\*; and
3. There are no fundamental constraints to delivering the site or significant harm arising.

\*The term 'demonstrable local support' means at the point of submitting a planning application to the council, there should be clear evidence of local community support for the scheme, with such support generated via a thorough, but proportionate, pre-application community consultation exercise. If, despite a thorough, but proportionate, pre-application consultation exercise, demonstrable evidence of support or objection cannot be determined, then there will be a requirement for support from the applicable Parish Council. If an applicant is in doubt as to what would constitute a 'thorough, but proportionate, pre-application consultation exercise', then the applicant should contact the council.



**Homes for Permanent Caravan Dwellers/Park Homes**

Planning permission will be granted for permanent residential caravans (mobile homes) on sites which would be acceptable for permanent dwellings.

**6.4 Custom build, Self-build and Prestige Homes**

- 6.4.1** Policy LP8 requires the provision of a wide choice of homes to meet the needs of the community, this could include custom build, self-build and prestige homes.
- 6.4.2** The Self-build and Custom Housebuilding Act 2015 places a requirement on Local Planning Authorities to maintain a register of individuals and associations of individuals who have expressed an interest in acquiring land for the purposes of self-build or custom build.
- 6.4.3** The Housing and Planning Act 2016 goes further to require Local Planning Authorities to grant planning permission on sufficient serviced plots of land to meet the identified need for self-build and custom build.
- 6.4.4** On a separate matter, one of the issues identified for the Local Plan is that a substantial proportion of higher paid people in managerial, professional and technical occupations are commuting into Peterborough for work, whilst living elsewhere in the housing market area (and possibly beyond). Nearly half of the managers and senior officials who work in Peterborough live outside the local authority area.
- 6.4.5** If Peterborough's economic development strategy of growth based on the attraction of new and expanding companies in the environmental and knowledge-based industries is to succeed, there will be a need for large, top of the range houses that will enable business leaders to live locally. Provision will be made for the development of new properties in this sector of the market.
- 6.4.6** Large existing houses in generous plots, including older properties and those in conservation areas, will also help to meet this particular need. The policy therefore seeks to prevent their loss.
- 6.4.7** There is no specific definition of 'top of the market' prestige homes, but these can be generally regarded as being at the higher end of the market in terms of value (within the highest 10% price bracket of dwellings in the housing market area as a whole); large (perhaps with 5 bedrooms or more); and individually designed, with a high specification, detailing and facilities. Newly-built houses in this sector would be typically aimed at the senior professional and managerial market or would be of a bespoke design for an individual client.

**Policy LP9: Custom Build, Self-build and Prestige Homes**

Planning permission will not be granted for development which would involve the loss of a dwelling (whether by demolition, redevelopment, conversion or change of use) or the sub division of its plot, which meets the need for prestigious, top-of-the-market housing, unless:

- a. the proposed development would itself create one or more prestigious dwellings; or

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- b. there is clear evidence that the dwelling that would be lost has been marketed at a realistic price for an appropriate period of time without genuine interest in its purchase and occupation as a dwelling; or
- c. the existing dwelling does not contribute to the historic environment.

Policies LP35, LP37 to LP43 and LP47 to LP53 identify sites that will be expected to include a reasonable proportion of prestige homes.

Proposals for residential development will be considered more favourably if they provide appropriate opportunities for custom build and self build. As set out in policy LP5, sites over 500 dwellings will be expected to provide serviced plots for custom build and self build homes.

### 6.5 Gypsies and Travellers and Travelling Showpeople

- 6.5.1** Throughout many parts of the country the Gypsy and Traveller community has experienced difficulties in securing sufficient caravan sites to meet their needs. The Government's overarching aim is to 'ensure fair and equal treatment for travellers, in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community' (Planning Policy for Traveller Sites (PPTS), August 2015).
- 6.5.2** For the purposes of planning policy the PPTS defines "Gypsies and Travellers" as:
- 'Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such'.*
- 6.5.3** The latest [Gypsy and Traveller Accommodation Assessment](#) (GTAA) (October 2016) covering most of Cambridgeshire, King's Lynn and West Norfolk, Peterborough and West Suffolk identifies no additional need for Gypsy and Traveller sites in Peterborough and no need for Transit sites for Travelling Showpeople. Therefore this plan does not allocate any sites for Gypsy and Traveller or Travelling Showpeople purposes.
- 6.5.4** However, the GTAA identifies that there may be an 'unknown' need for up to 16 pitches between 2016 and 2036. This unknown need is to be met through the determination of planning applications, taking into account the requirements of the NPPF, PPTS and policies in this Local Plan, particularly the requirements set out in policy LP10 below.
- 6.5.5** In Peterborough there are currently two council owned sites and nine private sites. The council owned sites are located at Oxney Road and Paston Ridings on the eastern side of the city and are large in size. The private sites are located in the urban and rural areas to the north and east of the city and the number of pitches on each site varies.
- 6.5.6** From the experience of the council in managing its sites, and from views expressed by residents of sites within Peterborough, it is clear that future provision should aim to deliver smaller sites which have a maximum capacity of 15 pitches, and in many cases, considerably fewer.



### Policy LP10: Gypsies and Travellers and Travelling Showpeople

Planning permission will be granted for the development of land as a Gypsy and Traveller Site, or a Travelling Showpeople site, if each of the following criteria can be met:

- a. the site and its proposed use does not conflict with other local or national planning policy relating to issues such as flood risk, contamination, landscape character, protection of the natural, built and historic environment or agricultural land quality;
- b. the site is located within reasonable travelling distance of a settlement which offers local services and community facilities, including a primary school;
- c. the site can enable safe and convenient pedestrian and vehicle access to and from the public highway, and adequate space for vehicle parking, turning and servicing;
- d. the site is served, or capable of being served, by adequate mains water and sewerage connections and should not place unacceptable pressure on local infrastructure; and
- e. the site can enable development and subsequent use which would not have any unacceptable adverse impact on the amenities of occupiers of nearby properties or the appearance or character of the area in which it would be situated (in accordance with LP17).

The council will be prepared to grant permission for sites in the countryside (i.e. outside the urban area and village envelopes) provided that there is evidence of a need, that the intended occupants meet the national PPTS definition of a Gypsy and Traveller, or a Travelling Showperson and provided that the above criteria (a) to (e) are met.

In the countryside, any planning permission granted will restrict the construction of permanent built structures to small amenity blocks associated with each pitch, and the council will ensure, by means of a condition or planning obligation, that the site shall be retained for use as a Gypsy and Traveller site or a Travelling Showpeople site in perpetuity.

## 6.6 Development in the Countryside

- 6.6.1** Areas outside the urban boundary and the village envelopes are considered as being in the countryside for the purpose of policies in the Local Plan.
- 6.6.2** Policy LP11 recognises the potential for conversion of redundant rural buildings in the open countryside to dwellings. Given that new housing in the countryside is subject to strict control, applications for residential conversions will be examined with particular care and will only be acceptable where all the criteria of policy LP11 can be met and the development complies with all other relevant policies of the Local Plan.
- 6.6.3** The replacement of an original dwelling with a new dwelling on a one-for-one basis may be acceptable in certain circumstances and policy LP11 sets out the criteria to be applied. Where a building is of historic or traditional nature or is otherwise worthy of retention, redevelopment will be resisted and proposals for restoration and renovation will be encouraged.
- 6.6.4** Policy LP2 places a restriction on development in the countryside and new isolated homes in the countryside will generally be avoided, although an exception may be justified when required to enable agricultural, forestry and certain other full-time workers to live at, or in the immediate vicinity of, their place of work.
- 6.6.5** It will often be as convenient and more sustainable for such workers to live in the city of Peterborough, or nearby towns or villages, or suitable existing dwellings, so avoiding new and potentially intrusive development in the countryside. It is recognised however that there will be some cases where the nature and demands of the work concerned make it essential

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for one or more people engaged in the enterprise to live at, or very close to, the site of their work. This requirement will depend on the needs of the enterprise concerned and not on the personal preferences or circumstances of any individuals involved.

**6.6.6** Where permission is being sought for a dwelling under this policy, the council will require the applicant to supply sufficient information to demonstrate that both the functional and financial tests are satisfied. The functional test is necessary to establish whether it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. In applying this test, the council will consider matters such as:

- the scale and nature of the enterprise
- the potential for things to go wrong or need attention unexpectedly or at short notice
- the frequency of such events
- the ability for a person living off the site to deal with such events
- the period of time over which events occur.

**6.6.7** If a functional need is established, the council will then consider the number of workers needed to meet it, and the dwelling should be of a size commensurate with the established functional requirement and economic viability of the enterprise. It is the requirements of the enterprise, rather than those of the owner or occupier, that are relevant in determining the size of the dwelling that is appropriate.

**6.6.8** Any temporary planning permission in association with a proposed or newly established enterprise will only be granted at a location which would be suitable for a permanent occupational dwelling, and will always be subject to a condition requiring the removal of the caravan, mobile home or structure and the reinstatement of the land to its original condition at the end of the temporary period. The council will not normally grant successive extensions to a temporary permission over a period of more than three years.

**6.6.9** Whenever permission is granted under policy LP11, suitable conditions will be attached to restrict occupancy of the dwelling and, if necessary, to remove certain permitted development rights relating to residential extensions.

**6.6.10** The re-use of buildings in the countryside for employment purposes can play an important role in meeting the need for employment in rural areas. It can provide jobs, give renewed use to vacant buildings and reduce the demand for new buildings in the countryside. The re-use of buildings for tourist accommodation and attractions is generally supported because of the contribution to rural diversification and the wider economic benefits for Peterborough.

**6.6.11** Successful rural enterprises located in the open countryside, where new development is closely controlled, may need to expand on their current site. This can protect existing jobs and create additional employment in rural areas. However, such development needs to be highly sensitive to its surroundings. Policy LP11 allows such expansion but ensures that it will be carried out in a way which does not cause significant harm to the countryside or amenity.

**6.6.12** In order to maximise opportunities for rural working it is also necessary to retain land which provides existing employment. This will be achieved by preventing use for other purposes unless continued employment use is not viable or would be unsuitable for other planning reasons.

**6.6.13** Tourism in rural areas would need to be limited to avoid undue harm to the open nature of the countryside. Where accessibility is poor, proposals would need to be limited to small-scale development such as conversion of existing rural building for tourism/leisure use.

**6.6.14** In all cases where a tourism, leisure or a cultural facility is proposed in the open countryside and requires the construction of a new building, the council will require a robust business

plan, appropriate to the proposed scheme. The business plan must demonstrate the demand and viability of the scheme on an on-going basis. This requirement will help prevent development being permitted in the open countryside, which quickly fails as a business and leads to pressure on the council to permit the conversion of the failed development to another use (e.g. conversion to residential) which the council would not have permitted on that site in the first instance.



## Policy LP11: Development in the Countryside

### Part A: Re-use and conversion of non-residential buildings for residential use in the countryside:

Where a change of use proposal to residential use requires permission, and where the site is located in the countryside, then the proposal will be supported provided that the following criteria are met:

- a. the use of the building has ceased; and
- b. where the use of the building was previously for agricultural purposes, it was not constructed within 10 years preceding the proposal being submitted; and
- c. the proposal results in no more than five residential units; and
- d. the building is not in such a state of dereliction or disrepair that significant reconstruction requiring planning permission would be required; and
- e. there are no fundamental constraints to deliver the site, or significant harm arising.

### Part B: Replacement of a permanent existing dwelling in the countryside:

Planning permission for the replacement of an existing dwelling in the countryside with a new dwelling will be supported if:

- f. the residential use of the original dwelling has not been abandoned; and
- g. the original dwelling is not of any architectural or historic merit and it is not valuable to the character of the settlement or wider landscape; and
- h. the original dwelling is a permanent structure, not a temporary or mobile structure.

Provided that criteria f to h can be met, any replacement dwelling should be:

- i. of an appropriate scale to the plot and its setting in the landscape; and
- j. of a design appropriate to its setting; and
- k. located on the site of the original dwelling, unless an alternative suitable position exists within the existing residential curtilage, in which case the existing dwelling will be required to be completely removed immediately (likely to mean no more than one month) after the new dwelling is first occupied.

### Part C: Mobile homes within the countryside:

Applications for temporary and mobile homes will be considered in the same way as applications for permanent dwellings.



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### **Part D: New dwellings in the countryside (relating to agricultural workers, forestry and other enterprises where a countryside location is essential):**

Planning permission for a permanent dwelling in the countryside to enable an agricultural worker to live at, or in the immediate vicinity of, their place of work will only be granted to support existing agricultural activities on a well-established agricultural unit, provided that:

- l. there is a clearly established existing functional need (i.e. it is essential for the proper functioning of the enterprise for one or more workers to be on the site for all or most of the time); and
- m. the need relates to a full-time worker, or one who is primarily employed in agriculture and does not relate to a part-time requirement; and
- n. the unit and the agricultural activity concerned has been established for at least three years, has been profitable for at least one of them and is currently financially sound with a clear prospect of remaining so; and
- o. the functional need cannot be fulfilled by an existing dwelling, or the conversion of an existing building in the area, or any other existing accommodation in the area which is suitable and available for occupation by the worker concerned.

These criteria will be applied on a similar basis to proposals for new forestry dwellings and to dwellings which are needed in association with other enterprises where a countryside location is an essential requirement. In the case of the latter, a pre-requisite for any dwelling is that the enterprise itself must have planning permission.

Planning permission will not be granted for a new permanent dwelling in association with a proposed or newly established enterprise in the countryside. In such cases, if a functional need is demonstrated, there is clear evidence of a firm intention and ability to develop the enterprise and there is clear evidence that the enterprise has been planned on a sound financial basis, permission may be granted on a temporary basis for no more than three years for a caravan, mobile home or wooden structure which can easily be dismantled. After the three year temporary permission has expired, permission will only be granted for a permanent dwelling if the above criteria have been met. A further temporary period will not be permitted.

Any such development will be subject to a restrictive occupancy condition.

### **Part E: The Rural Economy:**

In the countryside, development involving the expansion of an existing employment use on its current site or the conversion of an existing agricultural building (particularly if it is adjacent to or closely related to a village) will be acceptable for employment uses within Use Classes B1 to B8 or tourism and leisure related uses, provided that all of criteria (p) to (v) below are met:

- p. it would be consistent in scale with its rural location, without unacceptable environmental impacts; and
- q. it would not adversely affect existing local community services and facilities; and
- r. it would be compatible with, or would enhance, the character of the village or the landscape in which it would be situated; and
- s. it would not cause undue harm to the open nature of the countryside or any site designated for its natural or heritage qualities; and
- t. it would be easily accessible, preferably by public transport; and
- u. if it would involve the construction of a new building in the open countryside, the development is supported by a robust business plan that demonstrates (i) the demand for the development

- and (ii) that the facilities to be provided would constitute a viable business proposition on a long-term basis; and
- v. in the case of a conversion, the building is not in such a state of dereliction or disrepair that significant reconstruction would be required.

**Part F: Protecting the best and most versatile agricultural land:**

Proposals should protect the best and most versatile agricultural land so as to protect opportunities for food production and the continuance of the agricultural economy. With the exception of allocated sites, development affecting the best and most versatile agricultural land will only be permitted if:

- w. there is insufficient lower grade land available at that settlement (unless development of such lower grade land would be inconsistent with other sustainability considerations); and
- x. the impacts of the proposal upon ongoing agricultural operations have been minimised through the use of appropriate design solutions; and
- y. where feasible, once any development which is permitted has ceased its useful life, the land will be restored to its former use, and will be of at least equal quality to that which existed prior to the development taking place (this requirement will be secured by planning condition where appropriate).

**Part G: Agricultural diversification:**

Proposals involving farm based diversification will be permitted, provided that the proposal will support the applicable farm enterprises and providing that the development is:

- z. in an appropriate location for the proposed use;
- aa. of a scale appropriate to its location; and
- ab. of a scale appropriate to the business need.

## 6.7 Retail and Other Town Centre Uses

- 6.7.1** Town centres are at the heart of communities, providing a focus for retail and other town centre uses, including leisure, commercial, office, cultural and community facilities. It is national policy to enhance vitality and viability of town centres.
- 6.7.2** This policy sets the framework for how planning applications for retail and other main town centres uses will be assessed to make sure that they are appropriate in scale and location.

### Hierarchy of Centres

- 6.7.3** In Peterborough, there is a hierarchy of centres, complemented by out-of-centre shops, which is well established. Peterborough city centre is at the top of the hierarchy of such centres, with by far the largest retail floorspace (approximately 159,000 square metres gross) and a full range of other services, performing a regional role and with a retail catchment for comparison goods shopping that extends into the East Midlands as well as the East of England. Policy LP6 focuses on the wider vision for the city centre, supported by policies LP47 to LP53 which set out the specific policies and land uses for the different Policy Areas in the city centre.
- 6.7.4** The Peterborough Retail Centres Hierarchy Study (November 2017) identifies five District Centres at Bretton, Hampton, Millfield, Orton and Werrington based on the scale of retail provision (with retail floorspace in the range 9,880 square metres to 27,745 square metres) and the availability of other community services and facilities. Bretton has recently been

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remodelled and improved with considerable investment; Hampton is currently being re-modelled and extended and Orton has undergone substantial redevelopment, although there is scope for further regeneration in subsequent phases. Together with Orton, the centres now in most need of further investment are Werrington and Millfield. Policy LP37 identifies opportunities for further regeneration of the Orton and Werrington District Centres.

- 6.7.5** Finally, there are a number of identified Local Centres, serving the day-to-day needs of their local neighbourhoods.
- 6.7.6** The Policies Map identifies these centres and also identifies the Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF) for city centre and district centres. For Local Centres the PSA is the same as the boundary of the Local Centre.
- 6.7.7** The designation of the PSF applies only to the ground floor level. Although predominantly in retail use, PSF within District Centres can contain a variety of other uses. However without a reasonable continued proportion of class A1 retail units, the pedestrian flow in the daytime could fall below a level that would maintain the viability of the centre.
- 6.7.8** New centres will be created in urban extensions . These are justified in order to meet the needs of local residents in the areas planned for substantial residential intensification and expansion (see policy LP5 Urban Extension). Of the permitted urban extensions this includes two Local Centres at Hamptons East and a Local Centre at Paston Reserve/Norwood.

### Retail Need

- 6.7.9** The latest Retail Study (December 2016) indicates there is no capacity for any further convenience goods floorspace during the plan period. However, this assumes all recently permitted floorspace is built. If some of the existing commitments (at 31 March 2016) are not implemented then this would release some floorspace capacity.
- 6.7.10** For comparison goods, the Retail Study indicates there is currently no capacity for any further floorspace to 2026. However, there is likely to be some need beyond 2026, although this should be treated with caution as long term retail growth expenditure forecasts beyond a ten years period is very difficult to accurately forecast.
- 6.7.11** The council therefore recognises the importance of regularly reviewing retail forecasts figures, at least every five to ten years, to take into account the latest information on population and expenditure growth. The latest retail forecasts will be taken into account when assessing planning applications for retail development.
- 6.7.12** Despite the 'no capacity' conclusion set out in the Study until at least 2026, the council will still support appropriate retail proposals coming forward, although this is likely to be only within the designated centres.
- 6.7.13** As a general principle, new shops selling primarily convenience goods should be located close to, and easily accessible by, the community that they are intended to serve, with a priority to development in centres. This includes the city centre, as the spatial strategy envisages considerable residential development (and, therefore, population growth) here.
- 6.7.14** Policy LP12 sets out the sequential approach to the location of retail development based on the hierarchy of centres. The meaning of 'edge-of-centre' for the purpose of retail development is a location that is well connected to and within easy walking distance (i.e. up to 300 metres) of the boundary of a PSA. In determining 'easy walking distance', the council will take into account barriers to pedestrian movement, such as the need to cross major roads or car parks, the attractiveness and perceived safety of the route and the strength of attraction and size of the centre.



## Other Town Centre Uses

- 6.7.15** A sequential approach will also be applied to other town centre uses in line with the NPPF and as set out in policy LP12.
- 6.7.16** However, in accordance with policy LP4 (Spatial Strategy for Employment, Skills and University Development) office developments will also be supported in defined General Employment Areas and Business Parks.
- 6.7.17** Policy LP30 also sets out a wider approach to culture leisure and tourism, and identifies exceptional circumstances where other locations may be appropriate.
- 6.7.18** Other uses such as libraries, medical centres and community facilities should be located in or on the edge of centres where possible, but will not be restricted to those locations if they would be unsuitable or inappropriate in relation to the community that they would serve.



### Policy LP12: Retail and Other Town Centre Uses

The overall strategy for retail and other main town centre uses within the City, District and Local Centres of Peterborough is to:

- support and regenerate the city centre in order to promote its viability and vitality and to maintain its position at the top of the retail hierarchy;
- protect, support, and where necessary regenerate, existing District Centres and Local Centres to ensure they continue to cater for the needs of the communities they serve;
- provide appropriate development in the form of new centres in the emerging and proposed urban extensions, to serve the needs of the new communities created, as set out in policy LP5.

#### Hierarchy of Centres:

The hierarchy of designated centres in Peterborough is as follows, and are identified on the Policies Map:

#### 1 - Peterborough City Centre\*

Peterborough City Centre

#### 2 - District Centres\*

Bretton  
Hampton  
Millfield

Orton  
Werrington

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### 3 - Local Centres

Amberley Slope (Werrington)	Lincoln Road/Geneva Street
Ayres Drive (Stanground)	Lincoln Road/Paston Lane
Bamber Street/Gladstone Street	London Road
Bellona Drive (Stanground South)	Loxley
Broadway Central Avenue (Dogsthorpe)	Malvern Road
Central Square (Stanground)	Matley
Chadburn (Paston)	Mayors Walk
Church Drive (Orton Waterville)	Napier Place
Copeland	Netherton
Crown Street/Lincoln Road	Newark Avenue
Eagle Way (Hampton)	Oakleigh Drive
Eastfield Road – North	Oundle Road
Eastfield Road – South	Parnwell
Eye	Russell Street
Fleet Way	St Pauls Road
Fletton High Street	Taverners Road (Lincoln Road)
Fulbridge Road/Mountsteven Avenue	The Parade (Lawson Avenue)
Gladstone Street/Russell Street	The Pyramid Centre (Bretton)
Gunthorpe Road	The Triangle/Lincoln Road
Hampton Hargate	Thorney
Hampton Hempsted	Valley Park/Sugar Way
Hampton Vale	Warwick Road
Herlington	Welland (Scalford Drive)
Hill Close/Eastfield Road	Welland Road
Hodgson	Werrington Village
Langford Buildings/Alexandra Road	Westwood (Hampton Court)
	Wittering

\*For retail development, the PSA will take precedence

#### Primary Shopping Areas and Primary Shopping Frontages

The City Centre and District Centres each have a Primary Shopping Area (PSA) and Primary Shopping Frontage (PSF), as identified on the Policies Map. Local Centres do not have PSF and their PSAs are the same as their Local Centre boundaries (also identified on the Policies Map).

Within the PSF of the City Centre, development for A1 and A3 uses will in principle be acceptable. Particular support will be given to A3 uses around Cathedral Square. Development for other ground floor uses will only be acceptable if it would maintain a built frontage with a window display, would be likely to maintain or increase footfall along the frontage and would not result in a concentration of non-A1 or non-A3 uses in that location.

Within the PSF of the District Centres or within Local Centres, planning permission for any non-A1 use at ground floor level will only be granted if the development would maintain or enhance the vitality and viability of the centre and appearance of the frontage.

#### New Retail Development

The latest retail forecast (2016) indicates there is no capacity for any further comparison or convenience floorspace across the district until at least 2026. As such, only retail proposals within a designated centre, of a scale appropriate for that centre, will be supported, unless: