



## 1.0 INTRODUCTION

Welcome to Peterborough City Council's second Local Transport Plan.

The *Transport Act 2000* places a statutory responsibility on local transport authorities in England (outside London) to produce and implement a Local Transport Plan (LTP) that reflects the guidance issued by the Government. The Government's *Full Guidance on Local Transport Plans*, published in December 2004, sets out the approaches and methods to be adopted by local transport authorities in developing their second Local Transport Plans (LTP2).

That guidance required the submission of a provisional LTP2 in July 2005, with fully worked up strategies, but with provisional targets and implementation programmes. The provisional LTP2 was well received by Government and was awarded a 'promising' rating. 82 provisional LTP2s were submitted to Government nationally, of which 16 plans were classified as 'very promising', 59 were classified as 'promising' and 7 plans were classified as 'needing substantial improvement'. This LTP2 builds upon the work undertaken for the provisional LTP2 and includes fully worked up strategies, final policy implementation programmes and final indicators and targets. The Council's specific response to Government feedback is detailed in Annex 1.

### 1.1 A Growing Peterborough

This LTP2 has been developed against a very different background to that of the first in 2000. Then, development rates in the city were slow and economic activity had little opportunity for large scale expansion. In 2004, all of this changed when the Peterborough sub-region was included in the Government's *Sustainable Communities Plan*. As a result, Peterborough now forms part of the London-Stansted-Cambridge-Peterborough Growth Corridor and the Council has undertaken substantial research to consider the scale and infrastructure impacts of growth. The *East of England Plan* contains proposals for rapid expansion with over 21,000 new homes and over 17,000 jobs in the Peterborough unitary area.

Concurrent with the *East of England Plan*, the City Centre is about to enter a major transformation over the next 10-15 years. A *City Centre Framework* was developed by the Council, in partnership with the East

of England Development Agency and the national regeneration agency English Partnerships. The *City Centre Framework* outlines a new vision for the City Centre, provides guidelines on shaping its physical form and identifies investment priorities. It is estimated that over £750m of investment will be attracted to the centre, with the addition of over 2,500 new homes and creation of about 15,000 jobs.

To drive this expansion, Opportunity Peterborough (the city's Urban Regeneration Company) was established in early 2005. The outlook in Peterborough is positive and the Council is committed to growing in the right way and becoming an exemplar of sustainable growth. In other words, the Council is actively identifying the infrastructure requirements for the additional jobs and homes and ensuring that these are provided before, or as part of, the development phases.

Having secured its position in the London-Stansted-Cambridge-Peterborough Growth Corridor, the Council now has additional evidence in its possession demonstrating that an accelerated rate of growth, higher than included in the *East of England Plan*, may be deliverable in Peterborough. This could see the Council achieving the 21,200 additional homes and 17,400 additional jobs earlier than the 2021 target date.

For the purposes of this LTP2 (in line with the Government advice) the transport strategy set out, focuses on the banked growth figure. The research backing this figure, both regionally and nationally, will be valid in planning for the life of the LTP2. During the course of the LTP2 however, work will be undertaken to assess the transport and land-use impacts of growth beyond the banked figures. These studies will inform Peterborough's third Local Transport Plan (LTP3).

The LTP2's development reflects a growing Peterborough and is very much a pro-choice document. As such, it tackles congestion by balancing the need to maintain good accessibility by private motorised vehicle, as required through the 'Traffic Manager' function (as defined in the *Traffic Management Act 2004*), against the requirement to meet the growing demand for travel by the promotion of attractive and safe sustainable alternatives through travel mode choice. Infrastructure will be provided (where necessary by the public and private sector) to support new development, whilst continued support will be given to soft measures through both the Department of Transport's Sustainable Travel

Demonstration Town grant funding (branded locally as the *Travelchoice* project) and the LTP2 budgets to maximise the use of sustainable means of travel.

An accelerated growth programme would allow the Council to consider more innovative travel solutions usually associated with larger towns and cities. For example, within this context, the case for a rapid transit system will be fully considered in the preparation for the LTP3.

## 1.2 Approach to Developing the LTP2

The LTP Guidance encourages local authorities to obtain more informed responses in consultation exercises and to avoid 'consultation fatigue' problems.

In recognising this advice, the Council has adopted a three stage approach to consulting on local transport issues for the purposes of the LTP2:

Stage	Details
1	Analysis of growing local evidence base
2	Involve stakeholder groups in strategy development for the provisional LTP2
3	Wider public consultation on the issues raised in the provisional LTP2 to inform the final LTP2 submission

### Stage 1: Analysis of Growing Local Evidence Base

Stage 1 utilised a comprehensive evidence base established as a result of public consultation exercises at various stages through the life of the LTP1 on transportation-related issues to initiate the development of the LTP2. This included:

#### *City Centre Framework*

Wide-scale public consultation was undertaken between October 2003 and February 2004. Analysis revealed that approximately half of the feedback concerned transport-related issues, with responses related to car parking and congestion featuring strongly. Strong support was received for improvements to the Station Quarter, comprising the railway and bus stations.

#### *Peterborough Bus Strategy*

In 2003, consultation was undertaken on Peterborough's *Bus Strategy*. Opinions were gathered from bus operators and passengers, neighbouring local authorities, community transport operators, community groups, and local businesses. Issues raised included rural transport needs and bus priority measures. Following the adoption of the *Bus Strategy*, a review of public transport provision was undertaken in autumn 2004. Three strands of consultation were used: focus groups with the general

public; discussions with bus operators; and a review of bus monitoring findings (including information from passenger comment cards on trial bus services). Barriers to the bus service use were highlighted and these included safety and security fears and the inability to get to and from places of work by bus.

#### *Rural Transport*

A Rural Transport Audit, in partnership with the Countryside Agency, took place in summer 2002. A Council roadshow visited the 25 rural parishes within Peterborough's boundaries. The roadshow was a comprehensive consultation exercise giving residents an opportunity to discuss transport issues and needs in their area. The primary aim of the roadshow was to identify issues of social exclusion, accessibility, and road safety. The need for expanding demand responsive services, measures to address speeding traffic blighting village life, and better cycle and pedestrian routes, were the main outcomes from this audit.

#### *Travelchoice*

As part of the *Travelchoice* project (further discussed in Section 3 *Transport Challenges and Opportunities*), extensive research on travel behaviour was commissioned in 2004, in partnership with the Department for Transport (DfT) and Sustrans. The objective was to obtain substantial information on how people in Peterborough travel and on their reasons for their choice of mode to inform sustainable transport strategies. The research was divided into two main components: a travel behaviour survey with a net sample of 4,461 people; and, secondly a programme of in-depth interviews with a sub-sample of 403 people covering perceptions, attitudes and potential for behaviour change. This research underpins much of the development of the LTP2, especially the Council's transport priorities.

### Stage 2: Stakeholder Group Involvement

Feedback from local stakeholder groups informed the development of the provisional LTP2. In general, contact with stakeholders was facilitated by existing partnerships formed by the Council. This feedback included representation from:

- Environment and Transport Board of the Greater Peterborough Partnership (the Local Strategic Partnership);
- Local Cycle and Access Forums;
- Local Diversity Group;
- the Greater Peterborough Chamber of Commerce and Industry;
- in addition to external stakeholders, the Council's unitary status has helped effective consultation to be undertaken with other local authority functions such as Planning, Community Services, Adult Social Care (now part of a Primary Care Partnership with the health sector) and Children's Services.

Annex 2 details stakeholder involvement and their input in further detail.

### Cross Sector Working

In addition to external stakeholders, the Council's unitary status has helped effective consultation to be undertaken with other public sector functions such as Planning, Community Services, Adult Social Care (now part of a Primary Care Partnership with the health sector) and Children's Services.

To inform the development of the LTP2, an officers' steering group was established to ensure that the wide range of services provided by the Council were given full consideration in the plan. In addition to transport professionals, the membership included local expertise in land-use planning and policy, pollution control, people with disabilities, community safety, corporate policy, education, and information and communication technology. The terms of reference for the group were:

- review and re-draft as necessary existing specific transport strategies and introduce new strategies where appropriate;
- ensure co-ordination between departments within the Council;
- ensure relevant guidance/legislation is applied through the LTP2 and co-ordination with other policy areas;
- develop indicators and set targets;
- undertake consultation with stakeholders;
- inform the implementation programme.

This cross sector approach has resulted in an LTP2 that is underpinned by Community and Corporate plans. Section 3: *Transport Challenges and Opportunities* recognises a sustainable integrated transport network that is accessible to all is key to delivering Peterborough's corporate priorities; Section 4 *Transport Priorities* outlines the transport strategies that have been developed to meet these challenges and support the continuing growth of Peterborough.

Cross-sector working continues outside of the LTP2 development process. For example, there was joint working on growth agenda, secondary schools renewal programme and climate change strategy issues with transportation representatives and ongoing intercommunication is essential for co-ordination and consistency.

### Stage 3: Wider Consultation

The provisional LTP2 was used as a vehicle for wider public consultation. An article appeared in the Council newspaper 'Your Peterborough' in November 2005, which was delivered to all households in Peterborough. The article highlighted key elements of the plan and invited people to attend a public exhibition, held on 18th/19th November 2005. A questionnaire was distributed to provide feedback on all aspects of the plan. A summary of the feedback form is detailed in Annex 2.

## 1.3 The First Local Transport Plan

Peterborough's first Local Transport Plan (LTP1) set out the Council's transport objectives and strategies for 2001/02 to 2005/06.

Within this period, the Council has a good record for delivering a wide range of schemes funded from the LTP1 settlements, including the introduction of its 'Primary Cycle Network', local safety schemes and public transport improvements. Other notable successes from the LTP1 include:

- 78% of rural households are within 13 minutes walk of an hourly bus service - this percentage has remained relatively stable despite significant housing development in the rural areas over the past five years;
- excellent progress was made on the reduction in the number of people and number of children killed or seriously injured on roads in Peterborough - this was achieved through the introduction of a safety camera partnership (with Cambridgeshire County Council and Cambridgeshire Constabulary), local safety schemes, and road safety education, training and publicity;
- public transport patronage increased significantly against a national trend of falling numbers;
- two supplementary bids were approved for exceptional and unforeseen maintenance works to several Parkway highway structures and A15 Town Rail Bridge. This allowed the Council to repair and maintain structures on the Primary Route and Principal Road Network essential to the delivery of the LTP and for the future developments of the city to take place.

But a number of challenges still remain:

- whilst the condition of Principal Roads and Unclassified Roads has improved, the condition of non-Principal Roads is deteriorating and is forecast to continue to do so, unless funding levels are raised;
- there is a concern with the number of casualties amongst 17-25 year olds, particularly males;
- the Council has successfully slowed traffic growth



Peterborough City Centre

within the City Centre with a comparative shift to sustainable modes, but slowing traffic growth in the central area in light of proposals for the *City Centre Framework* will remain a challenge;

- car growth is still increasing on the school run and there was only a limited increase in those walking and cycling.

Following a 'weak' performance rating for the *fourth LTP1 Annual Progress Report*, the Council engaged the Government's appointed consultant (Atkins) in the development of the LTP2. The support given to the Council focused on appropriate targets and indicators for the LTP2, relating to clear outcomes, rather than outputs of schemes and initiatives. This review built a strong foundation for the LTP2, with targets and indicators supporting and delivering a coherent transport strategy. The Council was subsequently awarded a 'fair' performance rating for the fifth *LTP1 Annual Progress Report*. A score of 77% represented the most improved transport authority in the East of England region.

## 1.4 About Peterborough

### History of Peterborough

Peterborough is a modern city located within one of the fastest growing regions in the UK. From medieval times to the start of the industrial revolution, Peterborough was little more than a small market town on the edge of the Fens with a cathedral dating back to pre-Norman times, though it was granted city status by Henry VIII in 1541.

For many centuries the River Nene was an important transport route and the Customs House still stands today alongside the Town Bridge. Peterborough's real growth started in the mid-19<sup>th</sup> century with the arrival of the railways which, in turn, attracted a number of heavy industrial companies.

By the late 1960s, the New Towns programme had begun. Peterborough was designated a New Town in 1968, and the Peterborough Development Corporation was established to double the city's population in close partnership with the City Council. Peterborough Development Corporation's framework concentrated development through four residential townships, each with a full range of social and economic facilities. The fourth township, Hampton, is now being built to the south of the city and will continue the city's growth with the development of over 7,000 houses, and industry and commercial space for 12,000 jobs. In April 1998, Peterborough achieved unitary status and is now responsible for all local government services in the district.

### A Bigger and Better Peterborough

Peterborough is about to undergo its third cycle of growth. In February 2004, the Government extended the London-Stansted-Cambridge (M11) Growth Corridor

to include Peterborough as part of the *Sustainable Communities Plan*. The subsequent Peterborough sub-regional study identified the sub-region has a potential to accommodate substantial housing growth up to 2021 and beyond.

In addition to the growth area proposals, the Council is working with the East of England Development Agency and English Partnerships to fund and progress the development set out in the *City Centre Framework*. This Framework outlines a new vision for the City Centre; it identifies investment priorities and provides guidelines on shaping the physical form of the City Centre over the next 15-20 years. Opportunity Peterborough will drive the *City Centre Framework* proposals forward.

Ambitious plans for secondary education improvements through the Council's *Secondary School Review* and major primary health care changes through the *Greater Peterborough Health Improvement Plan* will ensure the city continues to grow the right way.

### Geography

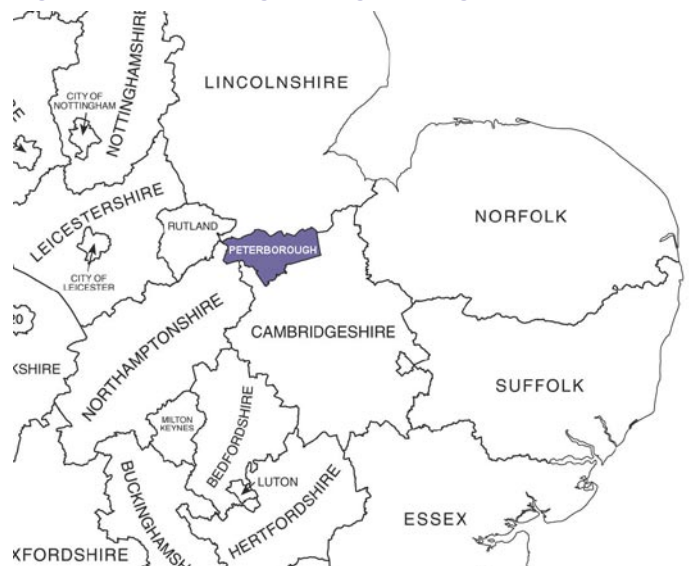
Peterborough covers an area of 344 square kilometres and is the sub-regional centre for North Cambridgeshire, South Lincolnshire and East Northamptonshire.

Peterborough is located on the border of Cambridgeshire, Northamptonshire, and Lincolnshire as shown in Figure 1. Peterborough and Cambridgeshire relate to the Government Office for East of England, whilst Northamptonshire and Lincolnshire relate to the Government Office for East Midlands.

### Political Composition

The current political balance of the Council (in 2006) is Conservative 33, Labour 7, Independent 6, Minority Parties 6, Liberal Democrat 4 and other 1.

Figure 1: Peterborough's Neighbouring Authorities



## Demography

The current population of Peterborough as of mid-2004 is 159,100 people (Office of National Statistics). The vast majority of this population live in urban areas and Peterborough is the economic centre for approximately 350,000 people within the wider region. As detailed in Figure 2, Peterborough experienced a 31% increase in population between 1971 and 2001. The population density in 2003 was 463 people per square kilometre.

The population growth in Peterborough in the seventies was due to New Town expansion. Throughout the eighties, the high level in-migration continued, with many people moving from other UK regions to Peterborough.

The development of the Hampton Township in the south of the area continues to attract more people from outside the district. This, along with the growth area housing and the *City Centre Framework*, will provide the impetus for further growth throughout the next two decades. Between 2006 and 2020, Peterborough is forecast to grow faster than all neighbouring authorities. The population is expected (under current growth forecast) to increase to approximately 175,000 by 2011. This figure excludes additional growth expected if more ambitious growth scenarios being considered are adopted in the future.

## Rural Population Growth

As detailed in Table 1, the rural wards in Peterborough have seen significant growth over the past five years; this will have a future impact on transport provision required in rural areas.

Table 1: Growth in Rural Areas

	No. of Dwellings (Census 2001)	Dwellings Built Since 2001	% Increase
Barnack	1,154	73	6%
Eye and Thorney	2,632	119	5%
Glington and Wittering	2,677	18	1%
Newborough	790	91	12%
Northborough	1,063	12	1%

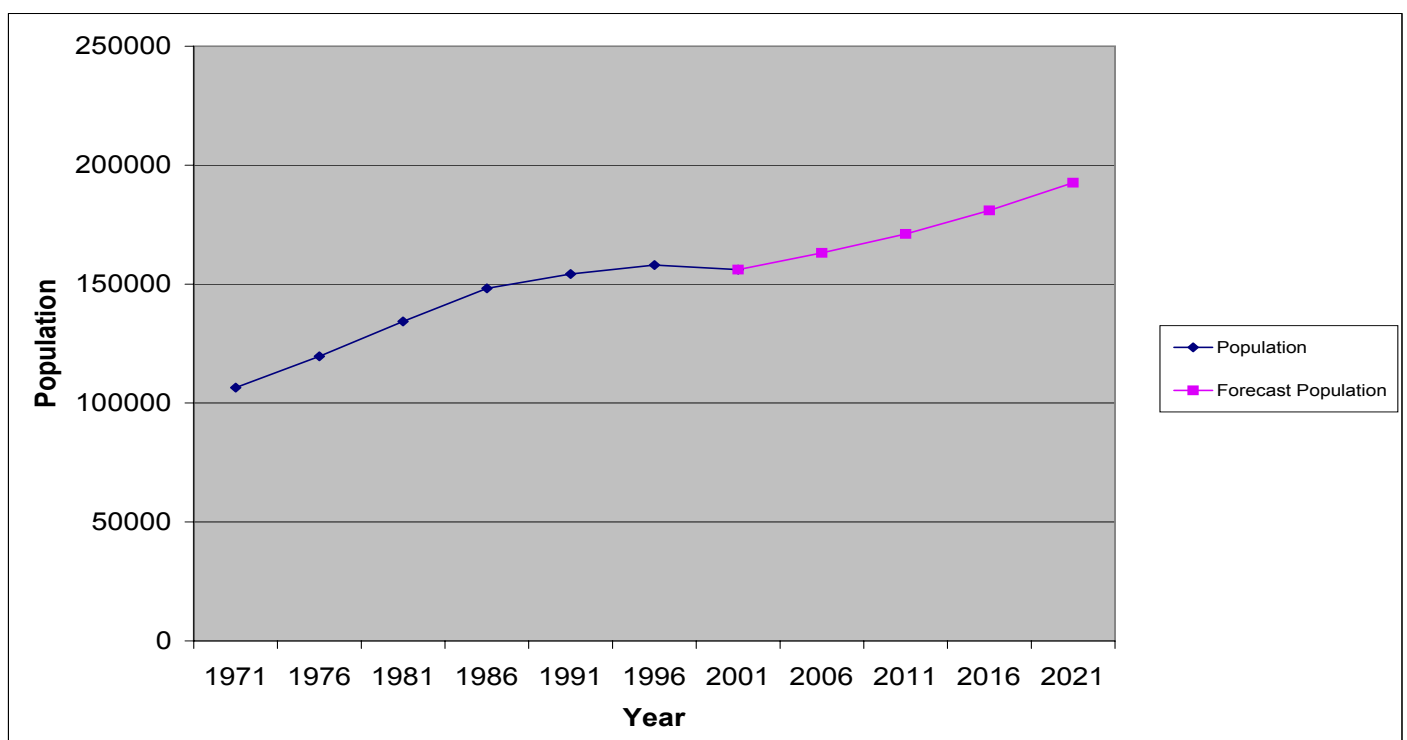
## Economic Activity

Peterborough ranks as one of the four most productive non-metropolitan locations in Britain. Labour costs in Greater Peterborough are highly competitive compared with the national average and especially when compared with London and the South-East region.

Peterborough has been successful in attracting major employment investment over the last 20 years; it has encouraged diversification into services whilst retaining its manufacturing base. Peterborough's key employment sectors include information technology, financial services, printing and environmental businesses. In recent years, Peterborough has seen an influx in distribution centres that are keen to set up in Peterborough because of the excellent road and rail connections.

Peterborough has a strong retail centre but there has been little change in the volume of retail floor space in recent years. The aim of the *City Centre Framework* is to make Peterborough City Centre a regionally significant place to shop through major expansion and renewal of the retail core of the city.

Figure 2: Population Growth 1971-2021



Peterborough's GDP of £2.69 billion together with £8.9 billion generated by the rest of Cambridgeshire accounts for 17% of the GDP for the whole of East of England.

Table 2: Labour Market Summary for Peterborough

	Number of People (000s)	Peterborough (%)	Eastern (%)
Economically Active	78,000	81.1	81.5
In Employment	74,000	77.1	78.3
Employees	68,000	70.3	67.9
Self Employed	6,000	6.5	10.1
Unemployed	4,000	4.9	4.0

Source: Local Area Labour Force Survey (March 2002-February 2003)

### Deprivation

According to the *Index of Multiple Deprivation 2004*, Peterborough ranks 100 out of 354 local authorities in England and 3 out of 48 in the East of England, where a rank of one is the most deprived. European Regional Development Fund (Urban II) finance is available to those areas of Peterborough most disadvantaged and in need of regeneration. These are defined by reference to a number of indices, relating to employment, education and health.

### Transport Links

Transport is a key strength for Peterborough. The city of Peterborough is 78 miles from London via the A1(M) and less than 20 miles from the A14, which links the East Coast ports of Felixstowe and Harwich with the Midlands. Peterborough is on the East Coast Main Line, which links London with Leeds, York, the North East and Scotland. The east-west railway line links Peterborough with Norwich, Great Yarmouth, Leicester, Birmingham, Nottingham, Sheffield, Manchester and Liverpool.

Express coach services link the city to major regional cities in the North, Midlands, London and the South. The sub-regional bus network links Peterborough with the villages and towns in South Lincolnshire, Rutland and Northamptonshire along with Huntingdon, Norwich, Great Yarmouth, Kings Lynn, Wisbech and Milton Keynes.

Peterborough is identified as a Regional Interchange Centre in the *East of England Plan*, based upon the following characteristics:

- access to key mainline railways (north/south and east/west routes);
- served by strategic inter-urban bus/coach links;
- major bus hubs with strong sub-regional bus networks.

### Traffic Trends

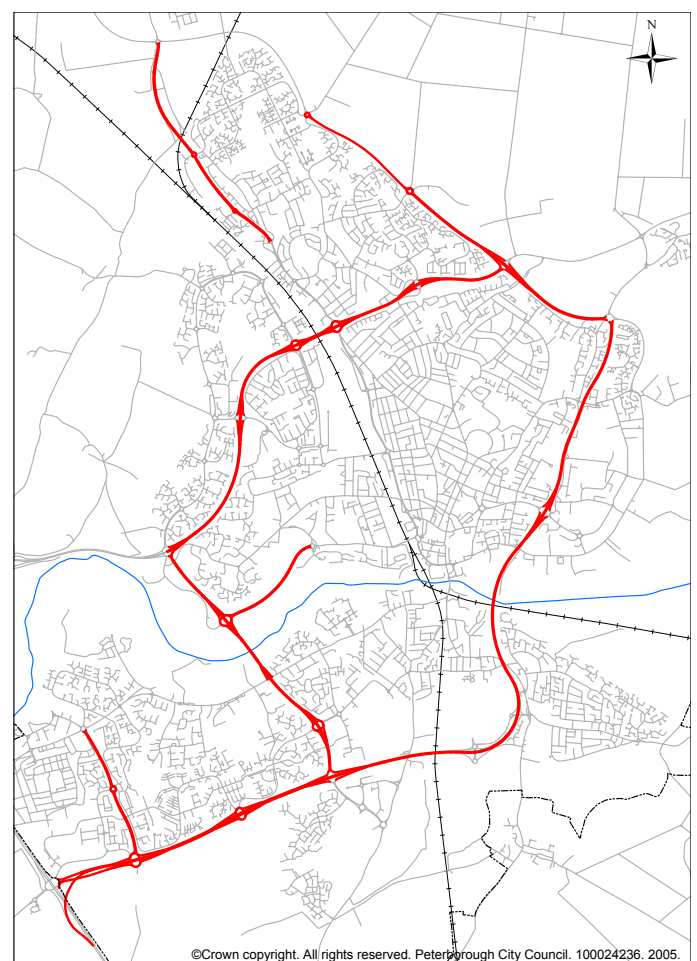
To inform the *Travelchoice* project, travel behavioural research was conducted in 2004. This secured

information on how people travel and the reasons for their mode choice within Peterborough. The research was carried out by Socialdata and Sustrans and the key findings were:

- the mode share of car trips is highest for work, work-related business and escort trips equating to 68% of employed men and 59% of employed women;
- public transport in Peterborough is used mostly for personal business, education and shopping trips. Retired people, younger people and employed women use public transport more than average;
- more than 83% of Peterborough residents' trips remain within the Peterborough urban area (i.e. begin and end in the city). The average distance of these trips is about four kilometres;
- 21% of all car trips are less than 3km and three quarters were within the city.

This research was fundamental to the development of the LTP2 transport strategy.

Figure 3: Parkway Network



### Transport Infrastructure

The Highways Agency is responsible for two key routes within the locality: the A1(M), linking London with Scotland; and the A47 linking Norwich and Leicester.

Peterborough has an excellent Principal Road network, a key element being the Parkway network around the city. Built during the New Town phase of development, this network represents an excellent asset to the area. It removes many through trips from the central area, particularly inter-urban lorry trips and reduces journey times for cross city journeys.

New Town development also introduced a comprehensive network of segregated cycleways/footways serving the new townships of Ravensthorpe, Bretton, The Ortons, Paston, Gunthorpe and Werrington. In addition, The Ortons, and Werrington have segregated bus routes. Table 3 sets out in more detail the transport network in the Peterborough unitary area.

Table 3: Peterborough's Transport Network

#### Road Network

Type of Road	Total km
Non-core detrunked	6.7
of which built-up	0.0
Principal Motorways	0.0
Principal A Roads	70.9
of which built-up	22.3
B Roads	49.8
of which built-up	29.2
C Roads	156.3
of which built-up	49.6
Unclassified Roads	540.5
of which built-up (Inc housing estate roads)	430.9
Backlanes	0.8
Motorways	0.0
<b>Total</b>	<b>1357.0</b>

Local Authority Estimate as per DfT transport form (R199b)

#### Cycle Routes

Cycle Routes	Total km
Cycle	230

#### Rights of Way

Public Rights of Way	Total km
Footpaths	183.5
Bridleways	53.7
Byways	7.33

As per Peterborough City Councils Right of Way Improvement Plan (ROWIP)

#### Waterways

Waterways	Total km
River Nene	34.1

#### Bridges

Type of Bridges	Total in Peterborough	PCC Owned
Bridges	143	143
Rail Bridges	15	5
Pedestrian subways	42	42
Foot Bridges	43	40
Under passes	5	5
Retaining walls	5	5
Culverts	148	109
<b>Total</b>	<b>400</b>	<b>344</b>

