

NOTICE OF MEETING

MEETING	PLANNING AND ENVIRONMENTAL PROTECTION COMMITTEE
DATE:	TUESDAY 28 APRIL 2009
TIME:	1.30 pm
VENUE:	BOURGES/VIERSEN ROOM - TOWN HALL
CONTACT:	Martin Whelan Telephone: 01733 452323 e-mail address martin.whelan@peterborough.gov.uk
<i>Despatch date:</i>	<i>20 April 2009</i>

AGENDA

	PAGE NO
1. Apologies for Absence	
2. Declarations of Interest	
3. Members' Declaration of intention to make representations as Ward Councillor	
4. Development Control and Enforcement Matters	
4.1 08/01525/FUL - Newborough Branch Practice 42 School Road Newborough Peterborough.	1 - 10
4.2 08/01504/REM - 157 - 161 Fletton Avenue Fletton Peterborough PE2 8DB.	11 - 18
5. Report on appeals	19 - 22
6. Emerging Planning Policy on Prestige Homes in Peterborough	23 - 50
7. Enforcement action in Park Ward	51 - 52



There is an induction hearing loop system available in all meeting rooms. Some of the systems are infra-red operated, if you wish to use this system then please contact Martin Whelan on 01733 452323.

In accordance with standing orders, Members are asked to determine whether agenda item 7 – Enforcement Action in Park Ward, which contains exempt information relating to individuals as defined by paragraphs 1, 2 and 3 of Schedule 12A of Part 1 of the Local Government Act 1972 should be exempt and the press and public excluded from the meeting when it is discussed, or whether the public interest in disclosing this information outweighs the public interest in maintaining the exemption.

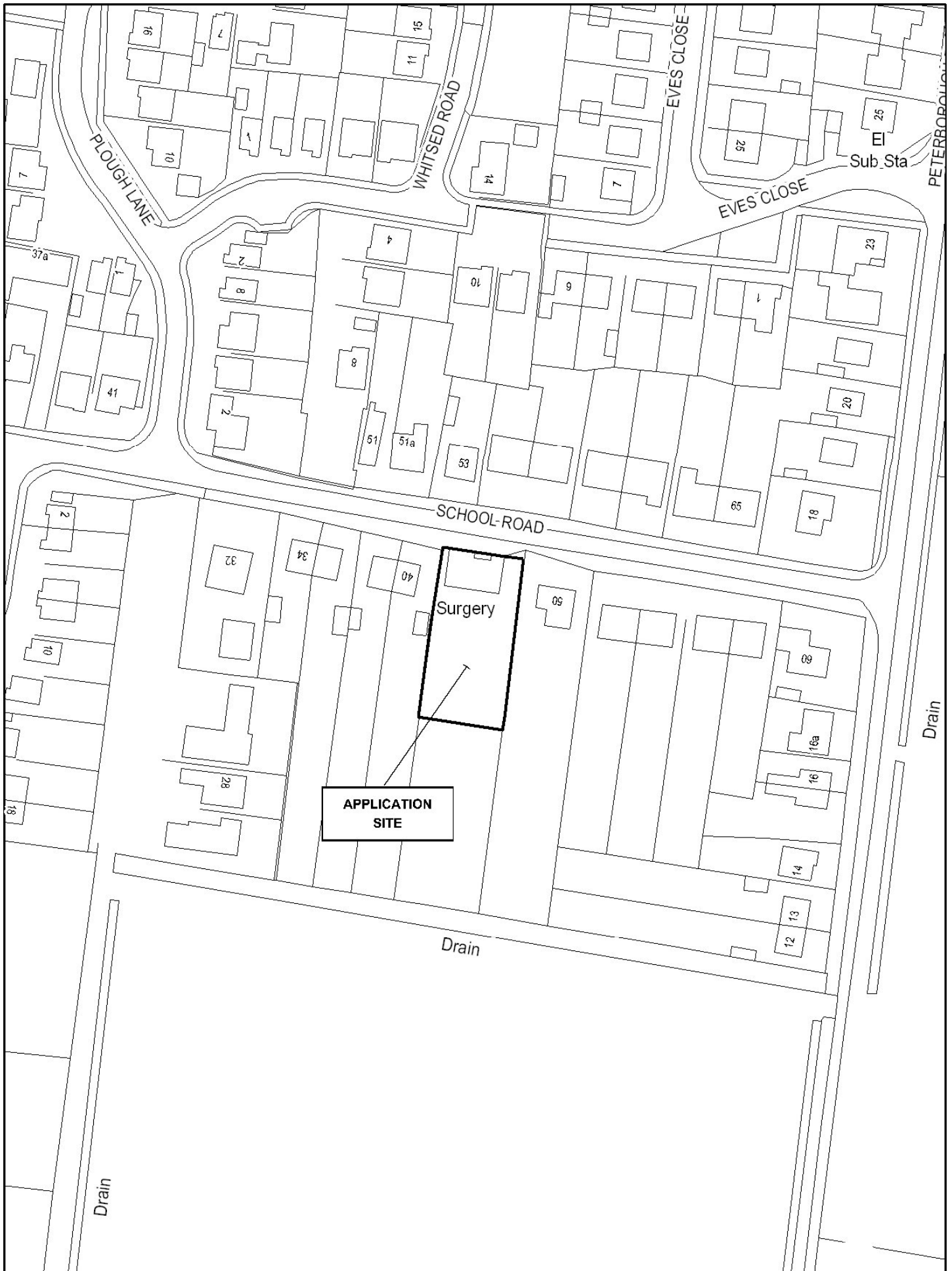
MEMEBRS OF PLANNING AND ENVIRONMENTAL PROTECTION COMMITTEE

Councillor M Todd (Chairman), Councillor P Hiller (Vice-Chairman), Councillor C Ash, Councillor C Burton, Councillor M Cereste, Councillor P Kreling, Councillor S Lane, Councillor P Thacker, Councillor I Walsh and Councillor C Day

Subs: Councillors: F Benton and K Sharp

NOTES:

1. Any queries on completeness or accuracy of reports should be raised with the Case Officer or Head of Planning Services as soon as possible.
2. The purpose of location plans is to assist Members in identifying the location of the site. Location plans may not be up-to-date, and may not always show the proposed development.
3. These reports take into account the Council's equal opportunities policy but have no implications for that policy, except where expressly stated.
4. The background papers for planning applications are the application file plus any documents specifically referred to in the report itself.
5. These reports may be updated orally at the meeting if additional relevant information is received after their preparation.



LOCATION PLAN **08/01525/FUL**
 Newborough Branch Practice, 42 School Road, Newborough
Scale 1:1250 Name MKB Department Planning Services



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08/01525/FUL CHANGE OF USE FROM DOCTORS SURGERY TO RETAIL FOR
PHARMACY, NEWBOROUGH, PETERBOROUGH
VALID: 08 JANUARY 2009
APPLICANT: MR M DATOO
AGENT: MR N MARSDEN
REFERRED BY: COUNCILLOR HARRINGTON
REASON: IMPACT ON RESIDENTIAL AMENITY, INCREASED TRAFFIC GENERATION
AND ASSOCIATED CONGESTION
DEPARTURE: NO
CASE OFFICER: MISS A HAWLEY
TELEPHONE: 01733-454418
E-MAIL: astrid.hawley@peterborough.gov.uk

1 SUMMARY/OUTLINE OF THE MAIN ISSUES

The main considerations are:

- Principle of the development.
- The impact on the visual amenity of the area.
- The impact on residential amenity.
- Highway implications.
- Landscaping implications.

The Head of Planning Services recommends that the application is APPROVED.

2 PLANNING POLICY

In order to comply with section 38(6) of the Planning and Compulsory Purchase Act 2004 decisions must be taken in accordance with the development plan policies set out below, unless material considerations indicate otherwise.

Development Plan Policies

Relevant policies are listed below with the key policies highlighted.

The Peterborough Local Plan (First Replacement)

Notation: Within the village of Newborough

R10 Shops in Villages - Planning permission will be granted for shops in villages provided that the scale of provision is commensurate to the size of the village, any building is of a suitable design and form and that no suitable alternative location is available within a designated centre. Additionally the proposal should not result in an adverse impact on the residential amenity of nearby residents or highway safety.

DA2 The effect of development upon on the amenities and character of an area – planning permission will only be granted if development can be satisfactorily accommodated within the site, it would not affect the character of an area, it would have no adverse impact upon the amenities of occupiers of nearby properties.

T1 Transport implications of New Development – planning permission will only be granted if the development would provide safe and convenient access to the site and would not result in an adverse impact on the public highway.

T10 Car and Motorcycle Parking Requirements – planning permission will only be granted for development outside the city centre if it is in accordance with Appendix V.

Material Planning Considerations

Decisions can be influenced by material planning considerations. Relevant material considerations are set out below, with the key areas highlighted:

National Planning Policy Statements

PPS1 Delivering Sustainable Development

Peterborough Core Strategy (Preferred Options May 2008)

CS1 Spatial Strategy for the Location of Residential Development

CS5 The Settlement Hierarchy and the Countryside

3 DESCRIPTION OF PROPOSAL

Permission is sought for a change of use of the old doctors' surgery (D1 Non Residential Institutions) to a pharmacy (A1 Retail).

It is proposed that the internal floor space would be arranged to provide a prescription counter, retail area for non prescription goods, two consulting rooms, a drug storage area, an office, staff toilet and small kitchen space.

No external alterations are proposed to the existing building.

Off road customer parking and a designated service/delivery area would be provided to the rear of the building.

4 DESCRIPTION OF SITE AND SURROUNDINGS

The existing building, constructed in 1987, is single storey and modest in scale, with a designated car parking area at the rear. The building was previously used as a doctors' surgery but has been vacant since this operation ceased.

The site falls within a residential area and is surrounded by dwellings to the north, south, east and west. The village school, a dentists and a Special Needs care home are located further to the west on School Road.

There are two trees, one silver birch and one oak, located to the rear of the site which are covered by Tree Preservation Orders.

The access to the designed parking area at the rear of the building also serves the residential dwellings to the rear (south).

5 PLANNING HISTORY

Application Number	Description	Date	Decision
05/01984/OUT	Erection of five two storey dwellings and associated garaging	10.03.06	Permitted
07/00351/REM	Erection of five two storey dwellings and associated garaging	24.10.07	Permitted
08/01536/FUL	Construction of two three bedroom detached dwellings with associated garaging		Under consideration

The application for the erection of two dwellings (planning reference: 08/01536/FUL refers) on this site is currently under consideration by the Local Planning Authority. Both this application for a change of use and the application for residential development will be assessed against the relevant policy criteria and determined on their own merits. The subsequent implementation of either scheme, if permission is granted, will be dependent on the sale of the land, as governed by the land owner.

6 CONSULTATIONS/REPRESENTATIONS

INTERNAL

Head of Transport and Engineering – No objections. An area to the rear of the site should be laid out to accommodate deliveries to the pharmacy and other associated servicing requirements, customer car parking re-configured appropriately. Secured ‘Sheffield’ type cycle stands should be provided in close proximity to the building.

Planning Policy Manager – No objections. The key issue is whether the scale of provision is appropriate to the size of the village in accordance with criterion (a) of Policy R10 of the Peterborough Local Plan (First Replacement). The Core Strategy (Policy CS5) identifies Newborough as a Limited Growth Village where some of the 500 dwellings (Policy CS1) will be allocated to 2026. Taking into account the existing status of the village, and its growth potential, it is considered that the scale of development is appropriate to the village and would provide additional services which would enable the village to become more sustainable. The proposal therefore accords with criterion (a) of policy R10.

EXTERNAL

Peterborough NHS Primary Care Trust (PCT) – Advised that the former doctors’ surgery was a dispensing practice not a pharmacy. It would only have dispensed prescription medicines to patients of that practice, with no retail element to the dispensing arrangements. Patients registered elsewhere would not have access to receiving medication from the practice. The PCT refused the application to enable the applicant to open a pharmacy in Newborough. The applicant’s subsequent appeal was upheld by the NHS Litigation Authority, Family Health Services Appeal Unit.

Newborough Parish Council- Has objected to the proposal on the following grounds:

- The existing building detracts from the visual amenity of the area in terms of both the building itself and the neglected flower beds to the front of it. The Parish considers that the proposal before the Local Planning Authority (LPA) for the erection of two dwellings would resolve this issue and return the land to residential use. It is considered that this would be more appropriate than a shop in this location.
- Insufficient information has been provided about the internal layout and how the floor space would be used.
- The information contained within the supporting statement is inaccurate. The doctor’s surgery did not contain a pharmacy, rather a unit for dispensing prescription drugs to the surgery’s patients only.
- Security issues associated with securing large quantities of drugs on site.
- There is a surgery operated from Guntons Road, adjacent to the village Hall, it provides a dispensary to patients. An additional pharmaceutical dispensary is not required in the village, which is recognised as a Limited Rural Growth Settlement.
- Increased congestion, on street parking and negative impact on highway safety along School Road, particularly at school arrival/departure times. The road is frequently heavily parked as a result of patients to the dentists, visitors to the special needs home and residents.

NEIGHBOURS

Letters of objection have been received from 3 local residents raising the following issues:

- Increased car parking/traffic and congestion particularly at school drop off/collection.
- People will not use the dedicated rear car parking area.

- The new dwellings to the rear of the site and the approved development for two dwellings adjacent to the site will cause more on street car parking/vehicular activity.
- Suitability of the shared access to the rear car parking area/dwellings.
- The site falls within a residential area and should be redeveloped to provide housing as this is considered more appropriate to the character of the area than a shop.
- A new surgery has been provided next to the village hall and provides good service. It is not considered that the village is big enough to support a pharmacy.

COUNCILLORS

Cllr Harrington has objected to the application on the following grounds:

- Impact on the residential amenity of local residents as a result of the associated noise, traffic, vehicular movements and increased on street parking, likely to be generated.
- The impact on highway safety from the associated increased traffic generation and congestion arising from the change of use, particularly at school arrival/departure times and when taken in connection with traffic generated by the dental surgery, residents and the special needs care home located along School Road.
- Insufficient information about the proposal included in the application to assess the likely traffic generation.

It should be noted that a number of the issues raised such as competition/duplication of services and the safe storage of drugs are not material planning considerations. These matters fall outside of the remit of the planning system and are, therefore, not relevant to the determination of this application.

7 REASONING

a) Principle of the development

The premises have an internal floor space of some 133 m². Of this floor space, an area of approximately 18m² would be designated for the sale of non prescription goods. The remaining floor space would be used as a dispensary, drug storage area, consultation rooms, office, staff toilet and kitchen area. Policy R10 of the Peterborough Local Plan stipulates that planning permission will be granted for shops in villages provided that the scale of provision is commensurate to the size of the village. Newborough is identified as a Limited Growth Settlement in the Peterborough Local Plan and in the emerging Core Strategy, where policy CS1 identifies an allocation of some 500 dwellings for the village up to 2026.

Taking into account the existing status of the village and its future growth it is considered that the scale of the development proposed is appropriate to the size of the settlement and will enable it to become more sustainable by offering a variety of services and amenities, thereby reducing the need for residents to travel further afield to secure such services. The village does not have a defined local centre in which to allocate such uses so every application must be considered on its own merits.

In order to ensure that the level of retail space remains at a provision that is commensurate to the size of the village and that any subsequent applications to extend the floor space or change the type of retail from a pharmacy would be appropriately assessed it is recommended that a condition controlling the level of A1 retail floor space and limiting the use to a pharmacy be imposed upon any approval.

Subject to this, it is considered that the proposal is acceptable in principle, in accordance with criterion policy R10 (a), subject to satisfactory evaluation of the other issues below.

b) Impact on Visual Amenity

No alterations are proposed to the external fabric of the building. Any subsequent proposal to materially change the appearance of the frontage or extend the building would require formal planning consent. The impact on the character of the area in terms of the physical appearance of the building will not, therefore, change from the existing situation.

The comments from the Parish Council are noted but this application cannot be resisted on the grounds that the replacement of the existing building with residential development would be more appropriate.

c) Impact on Residential Amenity

A doctor's surgery by the nature of its use attracts patients, staff and deliveries with the associated footfall and vehicle movements. It is not considered that the proposed pharmacy would result in any additional levels of visitors than the previous use.

It is proposed that the pharmacy is open from 8:30 am to 6pm Monday to Friday and 9am – 1pm on Saturday's. The premises will not be open on Sunday or Bank Holidays. It is considered that these opening hours are appropriate within a residential area, and can be conditioned to ensure that any future extension to the opening hours will require formal planning permission.

As such, it is not considered that the proposed use would have an unacceptable adverse impact upon the amenity of the neighbouring residents.

d) Highway Implications

Concerns have been raised regarding on street car parking and increased traffic generation. The site has an existing shared access (with the residential development to the rear) to which no alteration is proposed. The premises have a parking area which could provide adequate customer car parking, cycle parking as well as a designated delivery and servicing area. The proposed parking provision is considered acceptable in accordance with the maximum car parking standards set stated in Policy T10 of the Peterborough Local Plan (First Replacement). In addition it is considered that many visitors to the pharmacy will be local residents likely to travel to the site on foot, or as part of a link trip thereby reducing the need for car travel or specific travel to other local centres outside the village. As such the site is considered to be a sustainable location in accordance with Policy T1 of the Peterborough Local Plan (First Replacement).

e) Landscaping Implications

The site has two trees located to its rear boundary that are the subject of Tree Preservation Orders. As part of the proposal the applicant would be required to re-surface the rear car parking area. In order to assess the likely impact of the re-surfacing on the Root Protection Area (RPA) of the trees the applicant was asked to carry out an Arboricultural Impact Assessment.

There is a discrepancy between the proposed layout in the submitted Assessment and the amended layout subsequently submitted by the application showing a designated serving/delivery area. Notwithstanding this discrepancy, the Landscaping Officer has advised that the separation distance between the trees and the proposed hard surfacing area is acceptable in principle. In order to ensure no future damage to these protected trees the Landscaping Officer has advised that an amended pruning scheme should be submitted for consideration. The trees should also be protected during construction works. It is considered that these matters can reasonably be addressed via a condition on any planning permission.

8 CONCLUSIONS

Subject to the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighting against relevant policies of the development plan and specifically:

The provision of the scale of the development is considered commensurate to the size of Newborough Village.

The proposed change of use will not result in any material change to the external appearance of the building and will not therefore result in any change to the visual amenity of the area.

The proposed change of use is not considered likely to generate any increased levels of footfall to the site than when it was used as a doctor's surgery. The proposal will not therefore result in any increased

detrimental impact on the residential amenities of local residents in terms of noise and nuisance arising from the use and its associated activities.

Adequate onsite parking, delivery area and a means of access are provided and the site is accessible by a variety of modes of travel. It is not considered therefore that the proposal will result in a detrimental impact on highway safety.

The proposal is therefore in accordance with policies T1, T10, DA2 and R10 of the Peterborough Local Plan (First Replacement).

9 RECOMMENDATION

The Head of Planning Services recommends that this application is APPROVED subject to the imposition of the following conditions:

C 1 The development hereby permitted shall be begun before the expiration of three years from the date of this permission.

Reason: In accordance with the provisions of Section 91 of the Town and Country Planning Act 1990 (as amended).

C 2 The pharmacy shall not be brought into use until the areas shown for the parking, turning, loading and unloading of vehicles on the approved plan (Car Parking Plan 03.04.2009) have been marked out and made available for use on site. These areas shall not thereafter be used for any purpose other than the parking, turning, loading and unloading of vehicles, in connection with the use of the building.

Reason: In the interest of Highway safety, in accordance with Policies T1, T10 and T11 of the Peterborough Local Plan (First Replacement).

C3 Notwithstanding the submitted information the pharmacy shall not be brought into use until details of the proposed cycle shelters have been submitted to and approved in writing by the Local Planning Authority. The shelters shall be installed in accordance with the approved details before pharmacy is brought into use and thereafter retained.

Reason: In the interest of Highway safety, in accordance with Policies T1, T10 and T11 of the Adopted Peterborough Local Plan (First Replacement).

C4 The use hereby permitted shall not be open to customers outside of the following times 8.00am to 6.00pm Monday to Friday and 9.00 am to 1.00pm Saturdays. The use shall not be open to customers at any other time including Sundays and Bank Holidays.

Reason: In order to protect the amenity of the adjoining occupiers from noise and traffic generation, in accordance with Planning Policy Guidance (PPG24 Planning and Noise), and Policies DA2 and R10 of the Peterborough Local Plan (First Replacement).

C 5 Notwithstanding the details hereby approved, the retail (A1) floorspace shall not exceed an area of 20m² as indicated on the proposed layout plan (dated 26.02.09).

Reason: In order to protect the amenity of the area and in accordance with policies DA2 and R10 of the Peterborough Local Plan (First Replacement).

C6 The building shall be used solely for A1 retail purposes in connection with the Pharmacy use hereby approved; and for no other purpose (including any other purpose within Class A1 of the Schedule to the Town & Country Planning (Use Classes) Order 1987) (or any provision equivalent to that class in any statutory instrument revoking and re enacting that Order with or without modification), notwithstanding the provisions of the Town &

Country Planning (General Permitted) Development Order 1995 (or any statutory instrument revoking and re enacting that Order).

Reason: In order to protect the amenity of the area, in accordance with Policy DA2 of the Peterborough Local Plan (First Replacement).

- C7 (a) No development or other operations shall commence on site until an amended arboricultural report (herein after called the approved protection scheme) which provides for the retention and protection of trees, shrubs and hedges growing on or adjacent to the site, including trees which are the subject of a Tree Preservation Order currently in force, has been submitted to and approved in writing by the Local Planning Authority; no development or other operations shall take place except in complete accordance with the approved protection scheme. (The amended report should include a revised pruning schedule to be agreed with the Local Planning Authority.**
- (b) No operations shall commence on site in connection with the development hereby approved (including any tree felling, tree pruning, demolition work, soil moving, temporary access construction and/or widening or any operations involving the use of motorised vehicles or construction machinery) until the protection works required by the approved protection scheme are in place;**
- (c) No excavations for services, storage of materials or machinery, parking of vehicles, deposit or excavation of soil or rubble, lighting of fires or disposal of liquids shall take place within any area designated as being fenced off or otherwise protected in the approved protection scheme;**
- (d) Protective fencing shall be retained intact for the full duration of the development hereby approved, and shall not be removed or repositioned without the prior written approval of the Local Planning Authority;**

Reason: In order to protect and safeguard the amenities of the area, in accordance with Policies LNE9 and LNE10 of the Peterborough Local Plan (First Replacement).

Notes Relating to this Decision

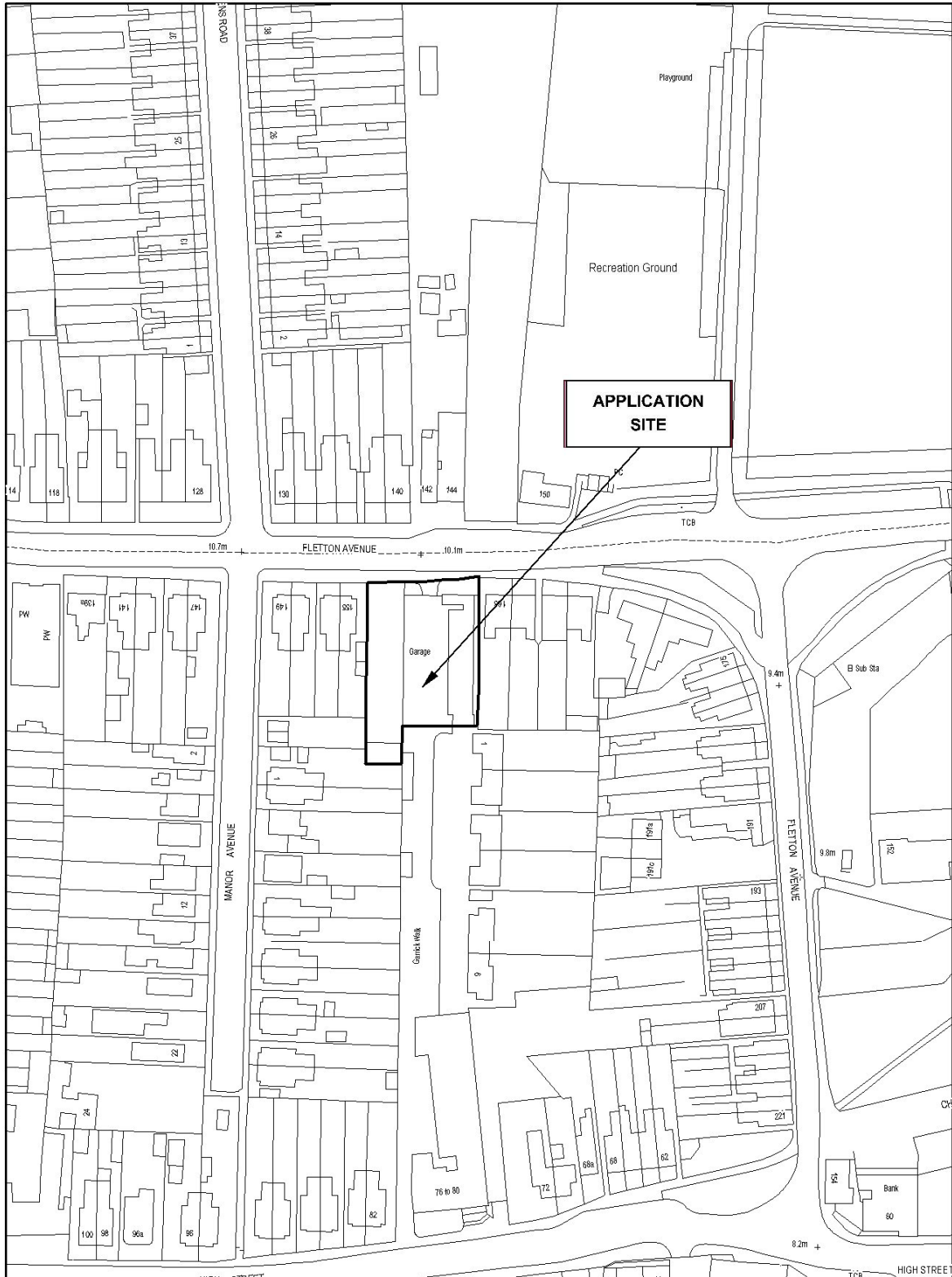
- 1 Public Health Act 1925 S17-18
The development will result in the creation of new street(s) and/or new dwelling(s) and/or new premises and it will be necessary for the Council, as Street Naming Authority, to allocate appropriate street names and property numbers. Before development is commenced, you should contact the Technical Support Team Manager - Highway Infrastructure Group on (01733) 453461 for details of the procedure to be followed and information required. This procedure is applicable to the sub-division of premises, which will provide multiple occupancy for both residential and commercial buildings.
Please note this is not a function covered by your planning application but is a statutory obligation of the Local Authority, and is not chargeable and must be dealt with as a separate matter.
- 2 Highways Act 1980 - Section 148, Sub-Section C
It is an offence to deposit anything including building materials or debris on a highway which may cause interruption to any user of the highway (including footways). In the event that a person is found guilty of this offence, a penalty may be imposed in the form of a fine. It is the responsibility of the developer and contractor(s) to ensure that no building materials or debris are placed on or remain within the highway during or after the construction period.
- 3 Highways Act 1980 - Section 149
If any thing is so deposited on a highway as to constitute a nuisance, the local authority may by notice require the person who deposited it there to remove it forthwith and if he fails to comply the Local Authority may make a complaint to a Magistrates Court for a Removal and Disposal Order under this Section. In the event that the deposit is considered to constitute a danger, the Local

Authority may remove the deposit forthwith and recover reasonable expenses from the person who made the deposit. It is the responsibility of the developer and contractor(s) to ensure that no building materials or debris are placed on or remain within the highway during or after the construction period.

- 4 This planning permission does not give consent for the display of any advertisements on the property. These may require separate Advertisement Consent. For further information contact the Planning Department by telephoning 01733 453410.

- 5 Pursuant to condition C3 Cycle parking should be in accordance with the Council's cycle parking guidance (a copy is attached) which recommends a 'Sheffield' hoop design located within a secured shelter. For further information please contact the Travel Choice Team on 01733-317484.

Copy to Councillor Harrington.



LOCATION PLAN 08/01504/REM
 157 - 161 Fletton Avenue, Fletton, Peterborough

Scale 1:1250 Name MKB Department Planning Services



PETERBOROUGH
 CITY COUNCIL

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08/01504/REM: CONSTRUCTION OF 10 X 2 BED AND 4 X 1 BED APARTMENTS IN 2 BLOCKS AT 157 - 161 FLETTON AVENUE, FLETTON.
VALID: 15 JANUARY 2009
APPLICANT: HERITAGE HOMES
AGENT: H A ARCHITECTURAL
REFERRED BY: CLLR RUSH
REASON: OVERDEVELOPMENT OF THE SITE, OUT OF CHARACTER WITH THE AREA.
DEPARTURE: NO

CASE OFFICER: AMANDA MCSHERRY
TELEPHONE: 01733 454416
E-MAIL: amanda.mcsherry@peterborough.gov.uk

1 SUMMARY/OUTLINE OF THE MAIN ISSUES

The application was deferred from the 14th April 2009 meeting in order to address the following concerns:

1. Correctly drawn visibility splays
2. Measures to reduce conflict at the point where the access abuts car parking spaces
3. Measures to reduce pedestrian / cyclist conflict with vehicular movements
4. Bin storage / collection areas

At the time of writing, amended plans are awaited and will be reported to members together with any comments from Highways etc.

The main considerations are:

- The impact of the development on the streetscene
- The impact of the proposal upon the residential amenities of adjoining occupiers

The Head of Planning Services recommends that the application is APPROVED (subject to the receipt of satisfactory revised plans being received).

2 PLANNING POLICY

In order to comply with section 38(6) of the Planning and Compulsory Purchase Act 2004 decisions must be taken in accordance with the development plan policies set out below, unless material considerations indicate otherwise.

Development Plan Policies

Relevant policies are listed below with the key policies highlighted.

The Peterborough Local Plan (First Replacement)

- DA1 Development should be compatible with its surroundings, with no adverse visual impact.**
DA2 Development should have no adverse impact on the amenities of occupiers of nearby properties.
T9 High quality off-street cycle parking should be provided
LNE9 Development should make adequate provision for landscaping of the site.

Material Planning Considerations

Decisions can be influenced by material planning considerations. Relevant material considerations are set out below, with the key areas highlighted:

PPS 3 Housing- Advises that good design is fundamental to the development of high quality new housing.

3 DESCRIPTION OF PROPOSAL

Reserved Matters planning permission is sought for the appearance, scale and landscaping only, following approval of outline application 05/01449/OUT, which included the reserved matters of access and siting.

The proposal is for the provision of a two storey block of flats to the rear of the site, and two blocks of two and a half storey blocks of apartments fronting Fletton Avenue. Access to the site would be via a central access from Fletton Avenue to a central courtyard with 14 car parking spaces. Ten of the apartments are two bed roomed, and four one bed roomed.

4 DESCRIPTION OF SITE AND SURROUNDINGS

The site is at present vacant and was previously used as a used car sales garage with parking. The area surrounding the site is predominately two storey residential housing.

5 PLANNING HISTORY

Application Number	Description	Date	Decision
08/00892/REM	Erection of 4 one-bed and 10 two-bed apartments in two blocks (amended elevations rec'd 8/9/2008)	02.10.2008	Refused
08/00070/REM	Erection of 10 x 2 bed and 4 x 1 bed apartments in 2 blocks	27.05.2008	Withdrawn
05/01449/OUT	Residential development revised scheme comprising of 14 flats in 3 blocks with associated parking, communal open space including access and siting	21.02.2006	Permitted

6 CONSULTATIONS/REPRESENTATIONS

INTERNAL

Head of Transport and Engineering (Original comments) Recommend refusal on the grounds that safe and convenient access for pedestrians and cyclists to Block C has not been shown. Access and siting were issues that were considered under the outline application, therefore not matters that can be addressed under this application.

Historic Environment Manager – The site falls within an area of archaeological interest in the historic core of Fletton. Buried medieval remains that are associated with the development of the village are expected to survive at this location. An archaeological mitigation condition was imposed on the outline planning consent 05/01449/OUT.

Head of Environmental Health Services – Due to the site’s previous usage as a garage the possibility of contamination should be assumed. The responsibility for providing information on whether the site is contaminated rests primarily with the developer. An unsuspected contamination condition was imposed on the outline planning consent 05/01449/OUT.

EXTERNAL

Senior Architectural Liaison Officer – The car parking layout whilst not gated and secured is well overlooked and restricted to a single point of entry. Therefore the security of car parking is considered adequate. Details of the height and design boundary treatments, car park lighting, and cycle storage should be agreed.

NEIGHBOURS

10 Letters of objection have been received from local residents raising the following issues:

- The development is out of character with the immediate area
- Overdevelopment of the site
- Height of the development and subsequent impact upon the adjoining area
- Accommodation in the roof not acceptable
- Appearance of the development not acceptable
- Too close to existing properties
- Loss of privacy to the adjoining neighbours
- Would create extra parking and traffic problems in the immediate area
- Refuse collection areas not practical
- No development should be allowed via Garrick Walk even construction traffic as it is a private road
- Wall to Garrick Walk is a party wall
- Height and material of boundary treatments
- Drainage
- Noise pollution
- Planning history refused application 08/00892/REM

1 letter of support for the proposal has been received.

COUNCILLORS

Cllr Rush objects on the grounds that it is out of character with the area, and overdevelopment of the site.

7 REASONING

a) Background

It is important to note that the site does have an extant outline planning permission granted in 2006 for 14 flats and at that time the siting of the flats and access was also approved.

The current planning application is a revised proposal, following the refusal by Planning Committee of the previous reserved matters application, planning reference 08/00892/REM on 23rd September 2008. Application 08/00892/REM was refused on the grounds that:-

‘The development by virtue of the design and height of the proposed buildings would impact harmfully upon the street scene, character of the area and the amenities of the occupiers of neighbouring properties. Furthermore, the layout of the car parking and bin storage areas would create a cramped and awkward environment harmful to the residential amenity of future occupiers. Hence the proposal is contrary to policies DA1, DA2 and DA6 of the Peterborough Local Plan (first Replacement).’

The main differences between this and the previously refused reserved matters application are:

- Alterations to the heights of Blocks A and B
- Alterations to design and fenestration Blocks A and B
- Change from dormer to velux style roof windows

This application is based upon the footprints approved at the outline stage and thus only matters of scale, appearance, and landscaping can be considered as part of this application.

b) Introduction

The key issues with regard to this proposal are the planning history of the site, the proposed design and appearance, and its impact upon the residential amenities of the surrounding residents.

b) Design

Three blocks of accommodation are proposed on site to provide the 14 apartments.

Block C to the rear of the site which backs onto Garrick Walk, would be a two storey high block and contain 4, 2 bedroomed apartments. A gabled appearance is proposed, similar in appearance to the adjacent properties. The scale and appearance of this block is considered to be acceptable, and not out of keeping with surrounding development.

The two proposed blocks on the site frontage facing Fletton Avenue (Blocks A and B) have been amended since the previous application and are now both two and a half storey blocks, with velux style rooflights to provide light the accommodation within the roofspace. The design and appearance of these blocks streetscene elevations is now one of two pairs of semi-detached properties, which is characteristic of the area.

Bay window detailing has also been introduced, which is also similar to some surrounding properties. The heights of these frontage Blocks are now approximately 9.5m to ridge. Under the previous application the heights of these blocks which were a mixture of 2 and 2.5 storey were 8.5m and 10.5m respectively. This 9.5m height is approximately 1m higher than the adjacent two storey residential properties. The design and appearance of these two blocks of accommodation has improved since the previous application and are now considered to be generally in keeping with the character of the surrounding area. The additional 1m height of these buildings and the proposed velux windows are not characteristic of the surrounding area. However on balance these differences are not in this instance considered sufficiently harmful to justify refusal of the proposal.

c) Residential Amenity

This reserved matters application can only consider the issues of scale, appearance and landscaping, all other matters were considered under the outline planning application.

Block C, would be two storey in height and similar to the properties on Garrick Walk. This block would be positioned to the north of the properties on Garrick Walk, therefore there would be no harmful overshadowing impact and their sunlight levels would not be adversely affected. The block will be at right angles to those properties and the windows to the rear elevation are bedroom, bathroom and kitchen windows with the main habitable rooms to the front facing the internal courtyard.

The positioning and heights of Blocks A and B on the site frontage will not adversely affect the light and outlook to adjacent neighbouring properties.

The concerns expressed by residents to the boundary treatment, in particular the brick wall to Garrick Walk, are acknowledged and a condition requiring details of these is recommended. Similarly the concern of residents at the refuse collection areas, is also covered by a condition imposed at the outline stage.

The issues raised by residents in respect of parking and traffic problems, noise pollution, and drainage were considered as part of the outline planning application. It is not proposed to take any form of access to the site from Garrick Walk.

8 CONCLUSIONS

Subject satisfactory amended plans being received and the imposition of the attached conditions, the proposal is acceptable having been assessed in the light of all material considerations, including weighting against relevant policies of the development plan and specifically:

The appearance, scale and landscaping of the 14 apartments are considered to be compatible with their surroundings with no adverse impact on the amenities of occupiers of nearby dwellings. The proposal is therefore in accordance with Saved Policies DA1, DA2 and LNE9 of the Peterborough Local Plan 2005 (First Replacement).

9 RECOMMENDATION

The Head of Planning Services recommends that this application is APPROVED subject to the following conditions:

C1 No development shall take place until samples of the materials to be used in the construction of the external surfaces of the dwellings; hereby permitted have been submitted to and approved in writing by the Local Planning Authority. Development shall be carried out in accordance with the approved details.

Reason: For the Local Authority to ensure a satisfactory external appearance, in accordance with Policy DA2 of the Peterborough Local Plan (First Replacement).

C2 The development shall not commence until details of all boundary walls and fences have been approved in writing by the Local Planning Authority. These shall be erected prior to the first occupation of the development, and thereafter such fencing shall be maintained to the satisfaction of the Local Planning Authority. In particular the attention of the applicant is drawn to the retention of the boundary wall to Garrick Walk

Reason: In order to protect and safeguard the amenities of the adjoining occupiers, in accordance with Policy DA2 of the Peterborough Local Plan (First Replacement).

C3 Notwithstanding the approved plans details of the proposed cycle parking and lighting for the car parking areas shall be submitted to and agreed in writing by the Local Planning Authority prior to their installation. Prior to the first occupation of the development, the cycle parking and lighting shall be full provided in accordance with the approved plans and retained as such in perpetuity.

Reason: In order to provide facilities for sustainable travel modes for residents and ensure appropriate lighting levels on site, in accordance with Policies T9 and DA11 of the Peterborough Local Plan (First Replacement).

Notes Relating to this Decision

- 1 The attention of the applicant and any future owner of the site is drawn to the need to comply with all the conditions which were the subject of the outline approval given in February 2006 (05/01449/OUT).
2. Building Regulation approval is required for this development. For further information contact the Building Control Section on 01733 453422 or email buildingcontrol@peterborough.gov.uk.

Copy to Councillors Rush, Walsh, Cereste

PLANNING AND ENVIRONMENTAL PROTECTION COMMITTEE	AGENDA ITEM No.
MEETING DATE 28th APRIL 2009	PUBLIC REPORT

Cabinet Member(s) responsible:	Cllr W Fitzgerald	
Contact Officer(s):	Barry Fagg Dale Barker	Tel. 01733 453475 01733 454411

Appeal Performance/Outcomes Q1 2009

RECOMMENDATIONS
<i>1. Members note the appeal performance figures for the last quarter and the matters that Inspector relied on in reaching their decisions.</i>

1. ORIGIN OF REPORT

- 1.1 This report is submitted to Members to update them on Appeal Performance/Outcomes for the last quarter.

2. PURPOSE AND REASON FOR REPORT

- 2.1 The purpose of this report is to advise Members of the number of appeals decided and their outcomes. It then goes on to look at the material considerations identified by the Inspectors when granting permission contrary to the decision of the Council.

3. TIMESCALE

Is this a Major Policy Item/Statutory Plan?	NO	If Yes, date for relevant Cabinet Meeting	
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4. Appeal Decisions

A schedule of appeal decisions is attached as annex 1. Members will note that of the 13 appeals decided this quarter, 9 were dismissed and 4 allowed. This amounts to 31%, which is within tolerance of the 30% target. The figure for the year is 16% which is a laudable achievement.

5. Allowed Appeals

The following appeals were allowed. In each case the relevant comments of the Inspector are set out to help Members and Officers to understand what material considerations led to the Inspectors decision and thus to help improve consistency of decision making.

07/01828/FUL

Change of use and alterations to double garage to form residential annexe at 41 Little Close Eye

Issues:

Impact on the character and appearance of the surrounding area
Impact on living conditions of nearby residents

Inspector's Comments:

The proposal would not increase site coverage, and the new pitched roof would improve the appearance of the building

An occupancy condition will prevent unacceptable loss of privacy for the occupants of the main house and there would be little or no loss of sunlight or privacy.

08/00101/FUL

Detached bungalow and garage at Terra Cotta First Drift Wothorpe

Issues:

Effect on the living conditions of neighbours (noise and disturbance)

Inspector's Comments:

The need to mitigate the burden imposed by the development through a S106 contribute is an important material consideration

The adjoining houses will be protected from the noise of passing traffic and loss of privacy by distance and the screening effect of a fence.

The dwelling is low and so will not be visually intrusive

08/00207/FUL

Conversion to 1 x 1 bed and 1 x 2 bed flats 35 Towler Street Peterborough

Issues:

The living conditions of occupiers of the ground floor flat.

Inspector's Comments:

A 1.8 m screen fence will provide adequate privacy and the infrequency of use of the rear garden will mean that there is little loss of privacy. The flat is already dark due to a neighbouring extension and thus the fence will not make it unacceptably worse.

08/00562/FUL Change of use of dwelling to A1 (Butchers Shop) at ground floor level with an infill extension at the rear at 53-55 Gladstone Street Peterborough

Issues:

This site is outside a local centre

Inspector's Comments:

There are other shops in the area outside the Local Centre

The proposal is to extend an existing shop which will increase vitality and viability and help the business develop.

6. Conclusions

- Occupancy conditions are considered an acceptable way to prevent dwellings being divided into multiple units
- The Council's requests for S106 contributions are supported in principle
- Lower levels of amenity are acceptable in inner city locations where housing density is high
- Extensions to shops outside Local Centres can be acceptable where they support local vitality and viability

7. Reasons for Recommendations

To ensure that Members are informed of current performance and to inform future decision making

Appeals Decided 01/01/09 and 31/03/09

Appeal Ref	DC Reference	Lodged	Description of Development	DC Decision	Appeal Decision	Appeal Decision Date	Address
08/00044/REFPP	07/01828/FUL	23-Oct-08	Change of use and alterations to double garage to form residential annexe	REF	ALLOW	12-Feb-09	41 Little Close Eye Peterborough
08/00043/REFPP	07/01891/FUL	22-Oct-08	8 dwellings	REF	DISMIS	20-Feb-09	Scotts Farm Welmore Road Grinton Peterborough
08/00037/REFPP	08/00048/FUL	28-Aug-08	Dwelling with integral garage including part demolition of existing greenhouse and garages	REF	DISMIS	02-Mar-09	102 Wisbech Road Thorney Peterborough
08/00033/REFPP	08/00101/FUL	09-Jul-08	Detached bungalow and garage	REF	ALLOW	20-Jan-09	Terra Cotta First Drift Woithorpe Stamford
08/00036/REFPP	08/00124/FUL	30-Jul-08	Four bungalows	REF	DISMIS	02-Feb-09	Land To The Rear Of 81 Wisbech Road And 14 Topham Crescent Thorney Peterborough
08/00049/REFPP	08/00207/FUL	02-Dec-08	Conversion to 1 x 1 bed and 1 x 2 bed flats	REF	ALLOW	12-Mar-09	35 Towler Street Peterborough
08/00050/REFPP	08/00562/FUL	06-Dec-08	Change of use of dwelling to A1 (Butchers Shop) at ground floor level with an infill	REF	ALLOW	19-Mar-09	53-55 Gladstone Street Millfield Peterborough
08/00035/REFPP	08/00602/OUT	17-Jul-08	Erection of Bungalow	REF	DISMIS	13-Jan-09	95 Thorpe Road Peterborough
08/00045/REFPP	08/00680/FUL	28-Oct-08	Two storey side extension	REF	DISMIS	12-Feb-09	18 Pingle Lane Northborough Peterborough
08/00046/REFPP	08/00731/FUL	03-Nov-08	Change of use from local authority open land to residential use	REF	DISMIS	12-Feb-09	2 Rose Avenue Stanground Peterborough
08/00042/REFPP	08/00779/FUL	14-Oct-08	Siting of tables & chairs on pedestrian highway for an al fresco dining area	REF	DISMIS	03-Feb-09	Yates 3 Hereward Cross Broadway Peterborough
08/00041/REFPP	08/00828/FUL	01-Oct-08	Change of use of car park for a period of one year to use as hand car wash and associated	REF	DISMIS	23-Feb-09	583 Lincoln Road Peterborough
08/00047/REFPP	08/01107/FUL	17-Nov-08	Change of use from agriculture and residential to a mixed use of agricultural, residential and car	REF	DISMIS	18-Feb-09	Buildings Farm Thorney Road Milking Nook Peterborough

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PLANNING & ENVIRONMENTAL PROTECTION COMMITTEE	Agenda Item No.
28th April 2009	Public Report

Report of the Executive Director - Operations

Report Author – Peter Heath-Brown, Planning Policy Manager

Contact Details – 01733 863796

Emerging Planning Policy on Prestige Homes in Peterborough

1. PURPOSE

- 1.1 To advise the committee on emerging planning policy for Prestige Homes in the city.

2. BACKGROUND

- The city needs a balanced stock of houses, including a reasonable proportion at the upper end of the scale
- Currently there is no Planning Policy to secure this
- Research has been carried out by staff, and a policy drafted on the issue
- If approved in the future by both by the city council and at a subsequent Public Inquiry, the policy can become part of the statutory Development Plan for the city,

3. IMPLICATIONS

- 3.1 Members, staff and the public will be made aware of the emerging policy and the opportunity to debate the issue in the future. While the draft policy is not yet a 'material planning consideration', in some cases the research underpinning it may be.

4. CONSULTATION

- 4.1 This report is made to committee to ensure that they are aware of the emerging policy. There will be a full round of consultation as the Planning Policy DPD moves towards adoption.

5. EXPECTED OUTCOMES

- 5.1 The emerging policy will become part of training for staff and members, and will be drawn to the attention of planning agents and landowners, as opportunities arise.

6. NEXT STEPS

- 6.1 There will be full consultation on the draft policy, as part of the overall package of planning policies to replace the current Local Plan policies.

7. BACKGROUND DOCUMENTS

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

The appended report.

8. APPENDICES

None.

PETERBOROUGH CITY COUNCIL

**THE NEED FOR 'TOP OF THE MARKET' PRESTIGE HOMES IN
PETERBOROUGH**

Strategic Planning & Enabling
Chief Executive's Department
Peterborough City Council

March 2009



THE NEED FOR 'TOP OF THE MARKET' PRESTIGE HOMES IN PETERBOROUGH

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THE NEED FOR 'TOP OF THE MARKET' PRESTIGE HOMES IN PETERBOROUGH

1. INTRODUCTION

- 1.1 This is a piece of research into one particular sector of the housing market in Peterborough – the availability of and demand for 'top of the market' prestige homes. For many years there has been anecdotal evidence that Peterborough has not been offering sufficient homes in this sector to meet demand or match the supply available in competing and adjoining locations.
- 1.2 The research aims to examine the evidence for this point of view and reach a conclusion as to whether it is true; and if there is a need for more such homes, to make recommendations as to how they might be achieved.
- 1.3 In this report, 'Peterborough' means the administrative area of the local authority of Peterborough. References to the urban area or the city are more specific references to the built-up area of the city of Peterborough itself. 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.

2. CONTEXT

The local authority area of Peterborough consists of the city itself and some 25 villages. The total population is estimated to be 163,300 (2007 mid-year estimate). The villages vary in size, but the largest has a population of around 4,040, so that there are no settlements that could be regarded as 'market towns' within the local authority area.

Although Peterborough is an ancient settlement with a long history, it remained relatively small and compact until the arrival of the railways in Victorian times. However, the main period of growth took place during the 1970s and 1980s, when Peterborough was designated as a New Town, with one of the main objectives being to provide homes and employment to relieve London's severe housing and congestion problems. This settlement pattern and history of housing growth are key to an understanding of the nature of the housing stock that exists in Peterborough today.

Peterborough has recently entered a further period of great change and it is essential to plan for this change in a way that meets the needs and aspirations of everyone, both now and in the future. As part of the Government's sustainable communities initiative, Peterborough was identified by Government as a suitable location for sustainable growth within the London – Stansted – Cambridge - Peterborough growth corridor. The Regional Spatial Strategy (RSS) for the East of England requires Peterborough to make provision for a minimum net increase of 25,000 dwellings between April 2001 and March

2021. The RSS also sets an indicative target of 20,000 net growth in jobs for Peterborough over the same period.

A number of studies have been undertaken to inform policy-making for this level of growth, including, in particular, work on the development of economic scenarios, and the selection of a preferred scenario, as part of the Integrated Growth Study for Peterborough. If the preferred 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 a full range of houses, including those of a type and size attractive to company directors, chief executives and others who make decisions about company locations, as part of a comprehensive 'Peterborough offer'.

3. POLICY BACKGROUND

- 3.1 There are a number of policies, plans and strategies that establish the background to this issue at a national, regional and local level.

PPS 3: Housing

- 3.2 Planning Policy Statement 3 (PPS3) was issued by CLG in November 2006 and sets out the national planning policy framework for delivering the Government's housing objectives. It provides an enabling framework for local planning authorities, working with their stakeholders, including developers, to deliver both the right quantity of housing to address need and demand in their areas and the right quality and mix of housing for their communities. This helps to achieve sustainable mixed communities.
- 3.3 Paragraph 9 says that the Government is seeking to achieve "a wide choice of high quality homes.... to address the requirements of the community".
- 3.4 Paragraph 10 says that the planning system should deliver "a mix of housing....to support a wide variety of households in all areas, both urban and rural".
- 3.5 Paragraph 21 explains that "local planning authorities should plan for a mix of housing on the basis of the different types of households that are likely to require housing over the plan period" and that this should have particular regard to the accommodation requirements of specific groups.
- 3.6 With specific regard to market housing, paragraph 25 emphasises the need to address any shortfalls in the supply of market housing and paragraph 26 says that "local planning authorities should plan for the full range of market housing".
- 3.7 Developers are encouraged to bring forward proposals for market housing, which reflect demand and the profile of households requiring market housing in order to sustain mixed communities (paragraph 23).
- 3.8 In conclusion, although the PPS does not make specific mention of prestige top-of-the-market homes, it is clear that a key thrust of national policy is to secure a variety and choice of new homes that meet all needs and demands; and that those homes should be of a high quality. Local planning authorities should plan to meet the needs that are particular to their area. It follows that if there is clear evidence of a need for more higher-end-of-the-market homes in

Peterborough, then a suitable policy response would be in accordance with, indeed supported by, national policy in PPS3.

The East of England Plan

- 3.9 The East of England Plan is the RSS for the region and was published by the Secretary of State for Communities and Local Government in May 2008. The primary purpose of regional policies is to provide a consistent regional framework to inform the preparation of LDFs, which must be in conformity with the RSS.
- 3.10 A key theme running throughout the RSS is the need for development to be undertaken in a sustainable way, including, for example, reducing the need for people to travel between home and workplace and the distance travelled. Reference has been made in paragraph 2.3 above to the scale of growth proposed for Peterborough, in terms of housing and employment. The city is identified as a Key Centre for Development and Change (policy SS3) and policy PB1 explains that the strategy is for growth and regeneration to strengthen Peterborough's role as a major regional centre.
- 3.11 Among the matters that policy PB1 requires to be addressed is 'seeking to attract investment in sectors of the economy with scope for expansion'. Clearly this involves a range of actions, but at the heart must be improvements to Peterborough's 'offer'. This should include the provision of houses which will be attractive to those business leaders who will make decisions about company relocations, and to key members of staff that they will employ; and the provision of such houses in locations that will minimise the distances needed for travel to work.

The Regional Economic Strategy for the East of England 2008-2031

- 3.12 The Regional Economic Strategy (RES) sets out a vision of a forward-looking and globally competitive region. The vision and targets are consistent with the East of England Plan.
- 3.13 One of the priorities in the RES is to focus on the need for the region to have a balanced approach to the provision of homes and jobs to support economic growth and regeneration. Sufficient high-quality, affordable and accessible homes are required in the right locations to support the region's labour force. Equally, it is essential that the region secures the provision of high-quality business infrastructure and premises to support the needs of current and future businesses.

Peterborough Local Plan (First Replacement)

- 3.14 The Peterborough Local Plan (First Replacement) was adopted by the Council in July 2005 and forms part of the statutory development plan for Peterborough.
- 3.15 There is no specific policy about prestige homes, but policy H15 addresses residential density. The explanatory text to this policy includes the following paragraph (2.46): "It is also important to maintain a range of housing to meet different needs. Large existing houses in generous plots, including older properties and those in conservation areas, may help attract owners and managers of businesses considering Peterborough as a potential development

location. Maintaining a stock of such housing will contribute to implementing the Council's economic development strategy, and this will be taken into account when considering proposals that could reduce that stock through insensitive infill development or redevelopment."

- 3.16 This paragraph was included verbatim in response to a recommendation from the Inspector who conducted the public inquiry into objections to the Plan (recommendation at paragraph 377, Chapter 2 – Housing, Inspector's Report, 2004).

Peterborough Housing Strategy 2008-2011

- 3.17 The Council's Housing Strategy Statement for 2008-2011 sets out a strategy to address all of the housing challenges that Peterborough faces over the coming years. It covers matters as diverse as housing quality, affordable homes, empty homes, homelessness, decent homes, fuel poverty and the needs of vulnerable sectors of society.

- 3.18 The context for the strategy appears in chapter 1. This includes the statement that "This strategy will need to focus on meeting the needs and aspirations of both the existing and future population of Peterborough. It will be essential to have a balanced mix of housing tenures and sizes throughout the district, including provision of executive, young professional and live/work homes in order to attract and retain more highly skilled workers."

- 3.19 Objectives of the strategy include
- Availability of quality housing
 - Planning for the growth of the city

- 3.20 Priority 5 of the strategy is 'Providing for the Future', and under a discussion of employment issues, the point is made that "Ensuring a balance of housing in Peterborough that delivers a variety of housing in terms of size, type and tenure, and meeting the needs and aspirations of a full range of households in Peterborough including executive households is essential to the growth of the city".

Peterborough Core Strategy Preferred Option

- 3.21 The City Council is in the process of preparing a Core Strategy, as part of its new Local Development Framework. In May 2008 a 'Preferred Option' version of the Core Strategy was published for public consultation.

- 3.22 A key task for the Peterborough Core Strategy is to establish a policy that will deliver housing that meets all needs, in particular addressing the following objectives:
- ensure that proposed new housing delivers a balanced mix of tenures and sizes
 - ensure that proposed new housing delivers sufficient affordable housing
 - ensure that proposed new housing improves the overall quality of the stock

The first of these objectives (OB7) is expressed as "To meet the needs and aspirations of Peterborough's existing and future population by ensuring that

there is a balanced mix of housing tenures and sizes throughout the area, including increased provision of executive, young professional and live/work homes in order to attract and retain more highly skilled workers within the area". This is consistent with, and aims to deliver, the message from the Peterborough Housing Strategy, quoted at paragraph 3.20 above.

- 3.23 The Preferred Option policy for Meeting Housing Needs (policy CS6) explains that "the strategy will be to secure a wide choice of high quality new homes that meet the needs of all members of the community, widening the range of property sizes available in response to future needs and demand, providing houses that will help to encourage employees to live locally rather than commute into Peterborough from elsewhere, and supporting the economic development strategy of this Core Strategy".

The Policy Background: Conclusions

- 3.24 Certain key themes emerge from this overview of the policy background. Nationally, there is a clear emphasis on the need for quality in new housing; on the provision of a range, choice or mix of new homes to meet all needs; and that it is for local authorities to identify what needs and demands arise in their area, and to plan for that need.
- 3.25 The emphasis from regional strategies is on the continued growth of Peterborough in a sustainable way, with a particular focus on attracting new employment development that will drive economic growth. Substantial new housing is required, and this must include housing that will be attractive to those making investment decisions about company locations; otherwise housing strategy will have failed in one of its roles as an enabler of economic development.
- 3.26 Local policies support the case for new housing at the top end of the market, as part of the overall range to be provided; and for the retention of existing large homes on generous plots. The need for 'executive' homes is identified as a particular need. Any policy that enables people to live closer to their place of work would help to achieve more sustainable patterns of development.
- 3.27 What is clear from this is that the policy context supports a locally-based policy approach to the provision of new prestige homes and the protection of those that exist at present, so long as there is evidence to justify it.

4. EVIDENCE

- 4.1 This section of the report will examine the evidence regarding top-of-the-market prestige homes from the following sources:
- The Peterborough Sub-Regional Strategic Housing Market Assessment
 - 2001 Census – Commuting data
 - Questionnaire survey of local developers and agents

Strategic Housing Market Assessment

- 4.2 The Peterborough Sub-Regional Strategic Housing Market Assessment (SHMA) was completed in March 2008 by Fordham Research on behalf of a consortium of local authorities forming the Peterborough Sub-Region. It covered the local authority areas of Peterborough, South Kesteven, South

Holland, Rutland and parts of East Northamptonshire, Huntingdonshire and Fenland. The SHMA is an essential tool and evidence base to ensure that a range of different types of housing are provided in different forms and in different localities in order to meet the various needs of its population.

- 4.3 An integral part of the SHMA work was a housing need and demand survey for Peterborough, which resulted in the production of a separate Peterborough Stage One Report: Needs Analysis, to accompany the SHMA.
- 4.4 Chapter 5 of the SHMA analysed the economic context for the SHMA area. Using data from NOMIS, it examined the occupation structure (grade of employment) by place of residence across the Housing Market Area (HMA). Details of the Standard Occupation Classification (SOC) grades of employment appear in Appendix 1, but the key point to note is that major group 1-3 comprises managers and senior officials, professional occupations, and associate professional and technical occupations. The findings from the SHMA are set out below (references to the 'Southern Fringe' are to those parts of East Northamptonshire, Huntingdonshire and Fenland within the HMA).

TABLE 1: Occupation Structure (2005)					
	Employment Category				
	Group 1-3	Group 4-5	Group 6-7	Group 8-9	Total
Peterborough	36.3%	19.9%	17.7%	26.2%	100.0%
South Kesteven	42.0%	25.4%	15.5%	17.1%	100.0%
Rutland	47.1%	22.8%	12.7%	17.4%	100.0%
South Holland	28.4%	19.4%	19.9%	32.3%	100.0%
Southern Fringe	36.9%	25.8%	16.9%	20.7%	100.0%
HMA	37.6%	22.2%	16.9%	23.3%	100.0%
East of England	43.1%	23.2%	15.4%	18.2%	100.0%
East Midlands	39.6%	22.2%	15.1%	23.0%	100.0%
Great Britain	42.4%	23.1%	15.7%	18.8%	100.0%

Source: Table 5.4, page 58 of Peterborough Sub-Regional Housing Market Assessment - 2008

- 4.5 The table shows that Peterborough has the lowest proportion of its resident population working in major group 1-3 (generally the most senior types of employment) of any part of the HMA, with the exception of South Holland. The proportion of residents of Peterborough employed in this major group 1-3 is lower than that for the East of England as a whole, the East Midlands as a whole and Great Britain as a whole.
- 4.6 The SHMA examined pay levels, and the findings are set out below.

TABLE 2: Weekly Gross Pay (2006)		
	Workplace based	Residence based
Peterborough	£427	£403
South Kesteven	£375	£443
Rutland	£424	£424
South Holland	£382	£400
Southern Fringe	£410	£453
HMA	£402	£421
East of England	£444	£470
East Midlands	£422	£427
Great Britain	£449	£450

Source: Figure 5.8, page 66 of Peterborough Sub-Regional Housing Market Assessment - 2008

- 4.7 The table shows that income (pay) based on place of residence is lower in Peterborough than in any other part of the HMA, with the exception of South Holland, and is lower than for the East of England, East Midlands and Great Britain as a whole. The figures for income (pay) based on place of work show a considerable contrast. In Peterborough, workplace based pay is greater than in any other part of the HMA and is significantly higher than residence based pay. Outside Peterborough, residence based pay is higher (or equal) to workplace based pay in every part of the HMA. This paints a very clear picture of higher paid people commuting into Peterborough for work, whilst living elsewhere in the housing market area (and possibly beyond).
- 4.8 Coupled with the data from occupation structures, the evidence points to a tendency for a significant proportion of people in higher paid managerial, professional and technical occupations living outside Peterborough and commuting into it for their place of work. This is summarised in paragraph 5.26 of the SHMA which, in commenting on the housing market area as a whole, said “The highest workplace based income was found to be in Peterborough City which is interestingly the only area where workplace incomes were higher than residence based incomes. This suggests out commuting to higher paid jobs in general, but the opposite in Peterborough. The local residents in Peterborough clearly do not occupy the highest paid jobs in the district, which are more likely to be held by in-commuters from other districts, including the more rural parts of the HMA”.
- 4.9 The SHMA examined the characteristics of the existing housing stock across the area (in paragraphs 6.4 to 6.7). The table below shows the types of dwellings, taken from the 2001 Census.

TABLE 3: Dwelling Types (2001)					
	Proportion of Dwellings by Type				
	Detached	Semi-detached	Terraced	Flat/maisonette	Caravan/Mobile Home
Peterborough	27.2%	31.4%	27.3%	13.4%	0.7%
South Kesteven	42.5%	31.9%	17.8%	7.3%	0.5%
Rutland	47.4%	28.1%	17.1%	6.9%	0.5%
South Holland	56.9%	30.1%	9.2%	3.4%	0.4%
Southern Fringe	49.6%	30.7%	14.1%	5.3%	0.4%
Peterborough HMA	40.6%	31.0%	19.3%	8.6%	0.5%
East of England	30.2%	31.3%	23.6%	14.3%	0.6%
East Midlands	32.3%	36.3%	21.3%	9.7%	0.4%
England	22.6%	31.7%	25.9%	19.4%	0.4%

Source: Figure 6.2, page 71 of Peterborough Sub-Regional Housing Market Assessment - 2008

- 4.10 Peterborough has the lowest proportion of detached dwellings and the highest proportion of flats compared to any of the sub-areas within the HMA. It has a lower proportion of detached houses than both the East of England and the East Midlands (although the proportion is greater than that for England).

- 4.11 The SHMA commented at paragraph 6.6 that “One stakeholder suggested that Peterborough City could do with more ‘executive’ homes. In terms of balance and looking at the fact that Peterborough has by far the smallest proportion of detached homes there is certainly some support for this case...”
- 4.12 The SHMA looked at the size of the dwelling stock across the area, presenting information from the 2001 Census on the number of rooms per dwelling (paragraphs 6.15 to 6.20). The Census counted all rooms other than bathrooms, toilets, halls or landings, or rooms that can only be used for storage such as cupboards.

TABLE 4: Size of Dwelling Stock (2001)							
	Proportion of Dwellings by Number of Rooms						
	1-2 rooms	3 rooms	4 rooms	5 rooms	6 rooms	7 rooms	8+ rooms
Peterborough	2.7%	9.5%	17.4%	30.6%	21.0%	9.3%	9.5%
South Kesteven	1.5%	4.2%	16.9%	25.1%	22.6%	11.9%	17.8%
Rutland	1.3%	4.8%	13.2%	22.8%	19.8%	12.7%	25.5%
South Holland	1.1%	4.3%	18.5%	25.6%	23.7%	12.4%	14.4%
Southern Fringe	1.1%	4.3%	16.6%	27.7%	20.6%	11.4%	18.3%
Peterborough HMA	1.8%	6.2%	17.1%	27.3%	21.8%	11.1%	14.8%
East of England	2.6%	8.1%	18.7%	27.2%	20.4%	10.1%	12.9%
East Midlands	3.4%	9.2%	20.0%	27.1%	20.5%	9.2%	10.6%
England	3.4%	9.2%	20.0%	27.1%	20.5%	9.2%	10.6%

Source: Figure 6.5, page 77 of Peterborough Sub-Regional Housing Market Assessment - 2008

- 4.13 What is clear is that the average size of dwellings in Peterborough is generally and significantly smaller than the average size of dwellings elsewhere in the HMA. The proportion of very large dwellings (of 8 rooms and above) is just 9.5%, which is lower than that for all of the other districts, the East of England, the East Midlands and England as a whole.
- 4.14 The proportion of dwellings with 7 rooms is just 9.3%, which is lower than that for all of the other districts and the East of England.
- 4.15 In contrast, the proportion of small dwellings in Peterborough, with between 1 and 3 rooms, is higher than that for all the other districts in the HMA and the East of England.
- 4.16 It is not axiomatic that large dwellings are always top-of-the-market prestigious ones. However, there is likely to be some close correlation, as such dwellings are most likely to be spacious ones with, perhaps, four or five bedrooms, a study, a separate dining room and/or utility room as well as a kitchen and reception room(s). The evidence clearly points to a shortage of such large properties in comparison with the remainder of the housing market area, and, indeed, in comparison with the region, the adjacent region and England as a whole.

- 4.17 The SHMA commented that “a good indication of the quality and price structure of the housing stock is the distribution of dwellings by Council Tax Band” (paragraph 6.21). All dwellings are allocated to one of eight bands for the purposes of calculation of council tax, based on their open market capital value as at 1st April 1991. If a property is built after this date, the banding will assume its value as if it had been built in 1991. The higher the band, the more valuable the property, and so, for example the top band H represents dwellings whose value was more than £320,000 at that date. The proportion of dwellings in the highest bands therefore gives a very clear indication of the proportion of top-of-the-market prestige homes for any local authority area.
- 4.18 The figure below shows the proportion of dwellings by tax band, taken from the SHMA.

TABLE 5: Dwellings by Council Tax Band (2004)						
	Proportion of Dwellings by Council Tax Band					
	Band A	Band B	Band C	Band D	Band E	Bands F to H
Peterborough	45.1%	23.1%	15.8%	7.8%	4.8%	3.3%
South Kesteven	30.7%	22.7%	17.7%	14.4%	8.4%	6.1%
Rutland	9.6%	25.5%	17.8%	14.6%	14.3%	18.2%
South Holland	38.6%	21.0%	25.3%	9.7%	4.2%	1.1%
Southern Fringe	27.1%	26.6%	19.9%	12.4%	8.3%	5.7%
Peterborough HMA	35.5%	23.1%	18.6%	11.0%	6.8%	5.1%
East of England	14.4%	21.2%	26.4%	17.4%	10.5%	10.1%
East Midlands	38.6%	22.3%	17.7%	10.4%	6.2%	4.9%
England	25.6%	19.2%	21.5%	15.1%	9.4%	9.1%

Source: Figure 6.7, page 79 of Peterborough Sub-Regional Housing Market Assessment - 2008

- 4.19 Dwellings in Peterborough are heavily weighted towards the lower tax bands, with 45.1% being in the lowest band A – a proportion which is higher than any other location in the HMA, the East of England, the East Midlands and England as a whole.
- 4.20 The proportion of Peterborough dwellings in the highest tax bands F to H (representing top-of-the-market prestige homes) is lower than that for any part of the HMA, with the exception of South Holland, and lower than that for the East of England as a whole, the East Midlands as a whole and England as a whole.
- 4.21 The same applies to the proportion in tax band E (the next highest band); the proportion of such dwellings in Peterborough is lower than that for any part of the HMA, with the exception of South Holland, and lower than that for the East of England as a whole, the East Midlands as a whole and England as a whole.
- 4.22 This provides clear evidence of fewer dwellings in Peterborough in the bands associated with top-of-the-market prestige homes, relative to all comparator locations (other than South Holland).

2001 Census

- 4.23 The 2001 Census collected information about the relationship between place of residence, place of work and occupation. The results for Peterborough are presented in Appendix 2.
- 4.24 The Appendix shows that in 2001 there were 73,279 employed residents of Peterborough, but 90,656 people working in Peterborough. Of this workplace population, 60,118 were residents of Peterborough and 30,538 (approximately half) were living elsewhere.
- 4.25 What is particularly striking are the occupations of those people working in Peterborough but living elsewhere. There were 6,264 managers and senior officials working in Peterborough but living elsewhere (contrasting with 2,907 in the same occupational category living in Peterborough but working elsewhere). There were 3,533 people in professional occupations working in Peterborough but living elsewhere (contrasting with 1,685 in the same occupational category living in Peterborough but working elsewhere). There were 5,338 people in associate professional and technical occupations working in Peterborough but living elsewhere (contrasting with 2,022 in the same occupational category living in Peterborough but working elsewhere).
- 4.26 Of the workplace population of 13,687 managers and senior officials, some 46% (6,264) lived outside the local authority area. This reinforces the evidence from the Strategic Housing Market Assessment, discussed in paragraphs 4.4 to 4.8 above. If there was a better supply of housing in Peterborough itself which was attractive to managers, senior officials and professionals, there would be the potential to reduce unsustainable patterns of daily commuting into the local authority area.

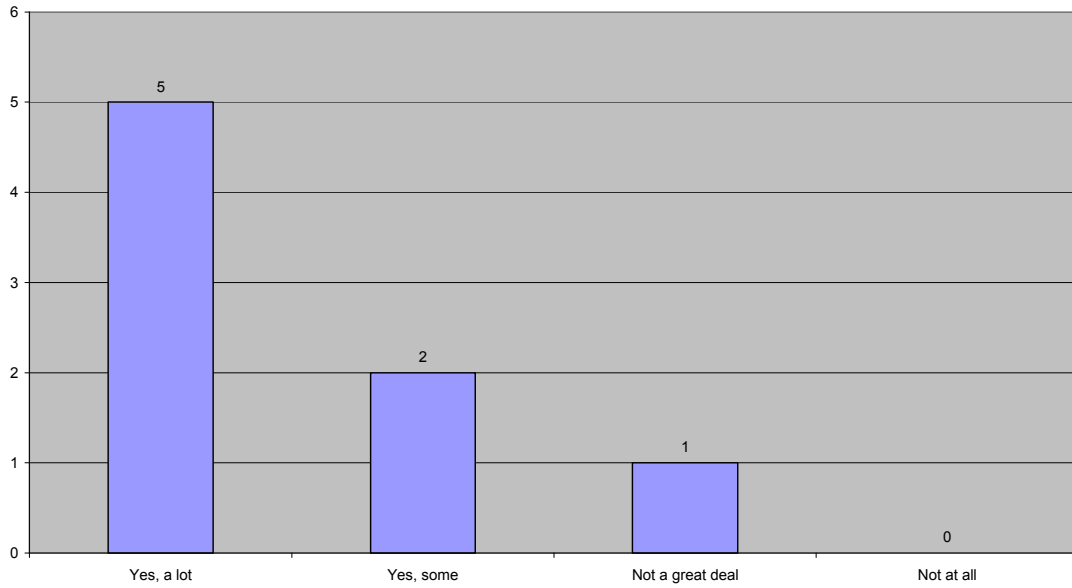
Questionnaire Survey

- 4.27 In February 2009, 85 local developers and agents were sent a questionnaire, seeking their views on the issue of prestigious homes in Peterborough. A copy of the covering letter and questionnaire appear at Appendix 3. Set out below is a question by question analysis, culminating in a summary analysis of key trends and findings. These results are based on the eight replies that were received.

Question 1 – Over the past couple of years, has there been a demand for higher value housing in Peterborough?

- 4.28 Respondents predominately felt that there has been ‘a lot’ of demand for higher value housing in Peterborough (five respondents), with two respondents believing there to be ‘some’ demand. One respondent considered there to be ‘not a great deal’ of demand.

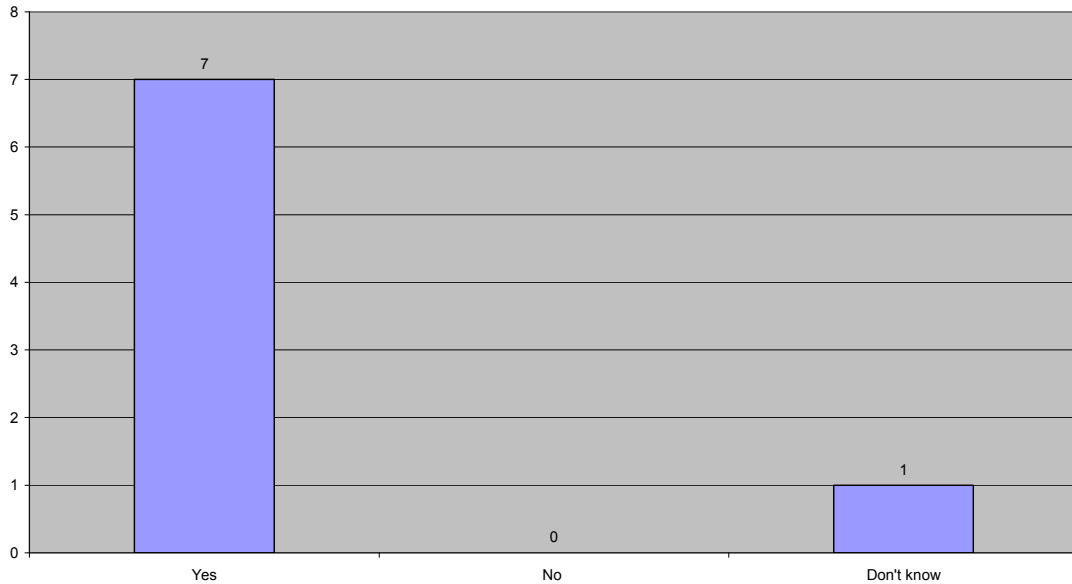
Over the past couple of years, has there been a demand for higher value housing in Peterborough?



Question 2 – Does the city need to make specific provision to meet this demand?

4.29 Seven of the eight respondents agreed that the city does need to make specific provision, whereas one indicated that they were not sure.

Does the city need to make specific provision to meet this demand?



Question 3 – In your opinion, is this demand liable to increase when the city develops economically?

4.30 All respondents answered 'yes' to this question, indicating that demand is expected to increase as the city's growth agenda takes hold.

Question 4 – Does the city need to make special provision to meet future demand?

- 4.31 As with the previous question, all respondents felt that special provision will be required to meet this demand.

Question 5 – What type of higher value housing is in demand?

- 4.32 Respondents were asked to rate a choice of three housing types (low density family housing, luxury apartments and luxury townhouses) between one and three (one being highest demand), or offer an alternative type of dwelling as an option. Six out of eight respondents rated 'low density detached family housing' as the type of housing which they believed to be in the highest demand. Self-build plots, gated communities and luxury retirement homes were also suggested as higher value housing in demand.

Question 6 – Are there locations within the city boundaries (excluding villages) where this type of housing would be particularly suitable?

- 4.33 This question requested a qualitative, written answer from the respondent. To summarise the findings, Longthorpe, Hampton, Central Park area, Orton Longueville and urban extension sites such as Great Haddon are all mentioned as suitable locations. One respondent stated that they were unaware of any suitable locations within the city boundaries.

Question 7 – What are the constraints to building this type of housing?

- 4.34 The availability of suitable sites and the cost of land were identified as a constraint by four respondents, whilst s.106 contributions and the provision of affordable housing within 'prestigious' housing developments was also seen as a constraint towards generating demand for developments. Another issue cited as a constraint was current planning policy in respect of higher density standards. The restriction of such development in rural locations was also mentioned.

Question 8 – What can the council do to enable this type of residential development?

- 4.35 A policy of allocating and identifying sites where developments of this specific nature would be considered is cited in response to this question. One respondent also suggests that the Council take a 'more amenable' attitude towards 'low density and bold design'. A reduction in the enforcement of planning obligations, including affordable housing provision, is also referred to as a method through which this type of development could be enabled.
- 4.36 In response to this question, one particular respondent called for the promotion of green and 'eco-friendly' development through the use of architectural competitions to 'promote excellence'. This respondent claimed that this approach would provide a basis from which to market and sell 'prestigious' developments 'during hard times'. Another respondent called for the Council to develop a policy 'based on character of area and need'.

Question 9 – In your opinion, how can the planning system ensure that particular sites are developed for this type of housing, rather than any other form of residential development?

- 4.37 The identification of ‘attractive, high value sites’ within the LDF site allocations was cited as a way of attempting to ensure development of a ‘prestigious’ nature, as was the easing of policies relating to housing density. Two respondents also indicated towards an apparent lack of awareness within the planning authority of the ‘requirements’ of the clientele for which ‘prestigious’ development is intended. The waiving of infrastructure levies was also quoted as an answer to this question by one respondent.

Summary analysis

- 4.38 The research undertaken via this survey has established some key opinions and themes. In terms of demand for ‘prestigious’ development, the majority of respondents believe there to be both present and future demand. On the whole, this future increase in demand is linked to the anticipated economic growth of the city, demand which the respondents feel the Council will need to make provision for. This provision should, according to the respondents, be based around low density detached family housing, as opposed to luxury apartments and townhouses. In terms of the constraints on this type of development, respondents cited Council policy in relation to housing density and planning obligations requirements. The respondents also considered the need for clear and specific site allocation within the forthcoming Site Allocation DPD.
- 4.39 It is worth noting that this analysis is based on the eight questionnaires that were completed of the 85 that were distributed and therefore it is based on a very small sample size; however it provides a flavour of the views of local industry sources.

5. CONCLUSIONS FROM THE EVIDENCE

- 5.1 The evidence shows that the average size of dwellings in Peterborough is generally and significantly smaller than the average size of dwellings elsewhere in the HMA. The proportion of very large dwellings (of 8 rooms and above) is lower than that for all of the other districts, the East of England, the East Midlands and England as a whole. There is likely to be some correlation between size of dwellings and the sector of the market that they will meet, as large dwellings are most likely to be spacious ones with, perhaps, four or five bedrooms, a study, a separate dining room and/or utility room as well as a kitchen and reception room(s), making them attractive to those people seeking properties towards the top end of the market.
- 5.2 The proportion of Peterborough dwellings in the highest council tax bands F to H (representing top-of-the-market prestige homes) is lower than that for any part of the HMA, with the exception of South Holland, and lower than that for the East of England as a whole, the East Midlands as a whole and England as a whole.
- 5.3 The evidence paints a very clear picture of a substantial proportion of higher paid people in managerial, professional and technical occupations 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.

- 5.4 In summary, this demonstrates that the anecdotal view, that Peterborough has a relative shortage of top-of-the-market prestige homes, is supported by the available evidence. What has emerged from the evidence is a substantial number of daily commuters in the higher-earning occupations, travelling into Peterborough for work. It is not clear whether this is through choice or because of a shortage or absence of suitable homes, but the relative shortage of prestige homes has certainly been demonstrated. These commuting patterns are not in the best interests of sustainability, and it would be in the interests of good planning, and in accordance with national, regional and local policies, to take steps which would encourage shorter daily journeys to work. This, therefore, would imply a strong case for the provision of more prestige homes within the Peterborough local authority area itself.

6. POLICY RECOMMENDATIONS

- 6.1 In the light of the evidence, there should be two fundamental elements to any policy solution:
- preventing the loss of existing homes that serve, or could serve, this type of market; and
 - securing the provision of more homes of the type that could meet the need at this end of the market.
- 6.2 In both cases, the Council could approve policies by resolution in the first instance, with a view to incorporating them into relevant Development Plan Documents (part of the Peterborough Local Development Framework) in due course.

Preventing the Loss of Prestige Homes

- 6.3 Regarding the first element, a possible policy could read: "Planning permission will not be granted for development which would result in the loss of any dwelling whose size, quality, character and location makes it attractive, or potentially attractive, to people seeking a prestige home at the top end of the housing market". This could be supplemented by controls over demolition and alteration in conservation areas, supported by relevant conservation area character appraisals, and the identification of particular locations in Peterborough which are outside conservation areas but which have particular concentrations of such dwellings - the two low density 'Arcadian' areas of Park Crescent and its vicinity and Thorpe Avenue / part of Thorpe Road and Westwood Park Road, for example.

Securing the Provision of More Prestige Homes

- 6.4 There are a number of alternative possible approaches for the second element to a policy solution:
- making land owned by the City Council available specifically for this type of housing;
 - relaxing planning requirements in order to provide a greater incentive for developers to build this type of housing;
 - identifying and allocating specific sites;

- devising a criteria-based policy which enables prestige homes to be built; and/or
- devising a criteria-based policy which requires prestige homes to be built.

Land Owned by the City Council

- 6.5 The City Council has a portfolio of land holdings which are managed by the Strategic Property Section. There is a programme of disposals of land which is surplus to requirements, but this is largely driven by a mandate to maximise capital receipts from sales. As this land is within the direct control of the Council it ought to be possible to change that mandate so that sites which are suitable for prestige homes are disposed of specifically and solely for that purpose. It is therefore recommended that consideration be given to changing the mandate to Strategic Property to enable this.

Planning Obligations

- 6.6 There would appear to be certain requirements that are currently applied to planning applications that may be acting as a deterrent to the development of prestige homes. The first of these concerns the Council's Planning Obligations Implementation Scheme, which was approved by full Council in December 2008 and is out to consultation as a draft Supplementary Planning Document in March/April 2009. This establishes standard charges which the Council will seek by way of a S106 planning obligation for different types of development. For dwelling houses, the standard charge rises according to the number of bedrooms proposed in each house, with £3,000 being sought for a 1 bedroom house, £4,000 for a 2 bedroom house, £6,000 for a 3 bedroom house, £8,000 for a 4 bedroom house and £9,000 for a 5 bedroom house (or larger). This tends to incentivise the development of smaller dwellings. Prestige, top-of-the-market homes tend to be large ones with 5 bedrooms or more, and a modest step to encourage more 5 bedroom homes would be to delete the 5+ bedroom category from the Planning Obligations Implementation Scheme, so that large houses with 5 or more bedrooms would fall into the category of dwellings of 4 bedrooms or more, paying £8,000. This may not have a substantial impact on delivery of larger prestige homes, but it would send out a positive message and is recommended. The loss to the Council funds for infrastructure would be just £1,000 for every dwelling of 5 or more bedrooms. This change could be made prior to the Scheme being adopted as the final Supplementary Planning Document.

Density Policy

- 6.7 Policy H15 of the Peterborough Local Plan (First Replacement) deals with densities and reads as follows:

“New residential development throughout the Plan area should be undertaken at the highest net residential density that is compatible with:

- (a) the character and appearance of the site and the surrounding area; and
- (b) the living conditions of local residents, particularly in terms of privacy, light, aspect and avoidance of excessive noise; and
- (c) achieving a good standard of design and layout; and

- (d) providing adequate open space appropriate to the type of development.

Net densities should be within the range 30-50 dwellings per hectare unless:

- (e) the above criteria determine otherwise and the proposal is acceptable in all other respects; or
- (f) higher densities are appropriate in the City Centre, District Centres, and within 400 metres of bus stops along the Primary Public Transport Corridor.

Net densities below 30 dwellings per hectare should be avoided.”

- 6.8 The final sentence “Net densities below 30 dwellings per hectare should be avoided”, if applied rigidly, would rule out the development of large detached dwellings on generous plots – exactly the type of houses which are needed to overcome the shortage identified in this report. The wording of this policy was devised by the Inspector who conducted the public inquiry into objections to the Plan, and, in fact, it contains a contradiction because the second paragraph opens the door to a density below 30 dwellings per hectare if criterion (e) applies, and therefore seems incompatible with the final sentence.
- 6.9 Furthermore, the Inspector would have devised his wording on the basis of national planning guidance which was in place at the time – specifically PPG3 ‘Housing’ of March 2000. This has since been replaced by PPS3 ‘Housing’ of November 2006 (as referred to in paragraphs 3.2 to 3.8 above), an expression of national policy which post-dates the adoption of the Local Plan. Although 30 dwellings per hectare (net) remains a national indicative minimum to guide development and decision-making, there is more emphasis in PPS3 on taking a variety of factors into account in deciding appropriate densities, leading to the possibility of much more sensitive development solutions (paragraphs 45 to 50 of PPS3).
- 6.10 Therefore, it is recommended that planning officers be reminded that there is no absolute requirement to achieve a density of 30 dwellings per hectare (net) in all residential development schemes; and a low density is perfectly acceptable if it helps to secure a legitimate planning aim – the delivery of more prestige homes at the top of the market.

Allocation of Sites

- 6.11 It is difficult to see how a site could be allocated specifically for ‘prestige’ homes, as there is no specific definition of the term in planning legislation, and the system cannot control such matters as the quality of internal fixtures and fittings. The planning system can control densities and the number of dwellings to be provided on a site and this would appear to have some potential to help achieve more prestige homes. However, developers are generally motivated by overall profit and a smaller number of prestige homes selling at a high price may not be as profitable as a larger number of smaller dwellings selling at a lower price. This means that attempts to allocate sites for a few low density dwellings may be the subject of opposition and formal objections from the landowner or prospective developer.

6.12 The formal allocation of sites for residential development will take place through the Council's Peterborough Site Allocations Development Plan Document, which must pass through a number of stages before it can be adopted. In practice, therefore, this route will not deliver 'quick wins'. Therefore, whilst it is recommended that the Site Allocations DPD specifically considers the potential to allocate sites for a small number of low density dwellings, it is also recommended that sites are identified in the meantime and brought forward in partnership with interested developers.

Criteria-based Policies

6.13 It would be reasonable to devise a policy which enables a developer to provide large, low density homes on appropriate sites, and this is recommended. Such a policy would be worded positively, along the lines of "Planning permission will be granted for..." In due course, such a policy should be progressed through the Council's Peterborough Planning Policies Development Plan Document, but the Council could approve an interim policy by resolution.

6.14 In terms of a requirement (as opposed to an enablement), the best prospects lie in areas of substantial development, including urban extensions, where it would be reasonable for the Council to require a full range of dwelling types and sizes. By their very nature, large estates may not necessarily be the obvious choice for those people seeking an exclusively-designed house on a secluded, individual plot, but it ought to be possible to deliver such properties with careful attention to layout, design and landscaping.

Summary of Policy Recommendations

6.15 In conclusion, it is recommended:

- That the Council approves a policy to control the loss of prestige homes, with a view to progressing such a policy through its Peterborough Planning Policies Development Plan Document. This should be coupled with the special controls available in conservation areas and the identification of additional areas of Arcadian character in the City (paragraph 6.3 above).
- That the Council considers changing its mandate to Strategic Property so that sites which are suitable for the development of prestige homes are disposed of specifically and solely for that purpose (paragraph 6.5 above).
- That the Council deletes the category of dwellings with 5+ bedrooms from the schedule of standard contribution figures in its Planning Obligations Implementation Scheme, so that the highest standard charge rate would be £8,000 for any dwelling of 4+ bedrooms. This change could be accomplished prior to the Scheme being presented for final adoption as a Supplementary Planning Document (see paragraph 6.6 above).
- That planning officers be reminded of the flexibility inherent in policy H15 of the Peterborough Local Plan (First Replacement) regarding residential densities, and the weight that can be attached to PPS3 'Housing' of November 2006, opening the way for the approval of residential development at a low density if this would secure the

provision of prestige top-of-the-market homes (paragraphs 6.7 to 6.10 above).

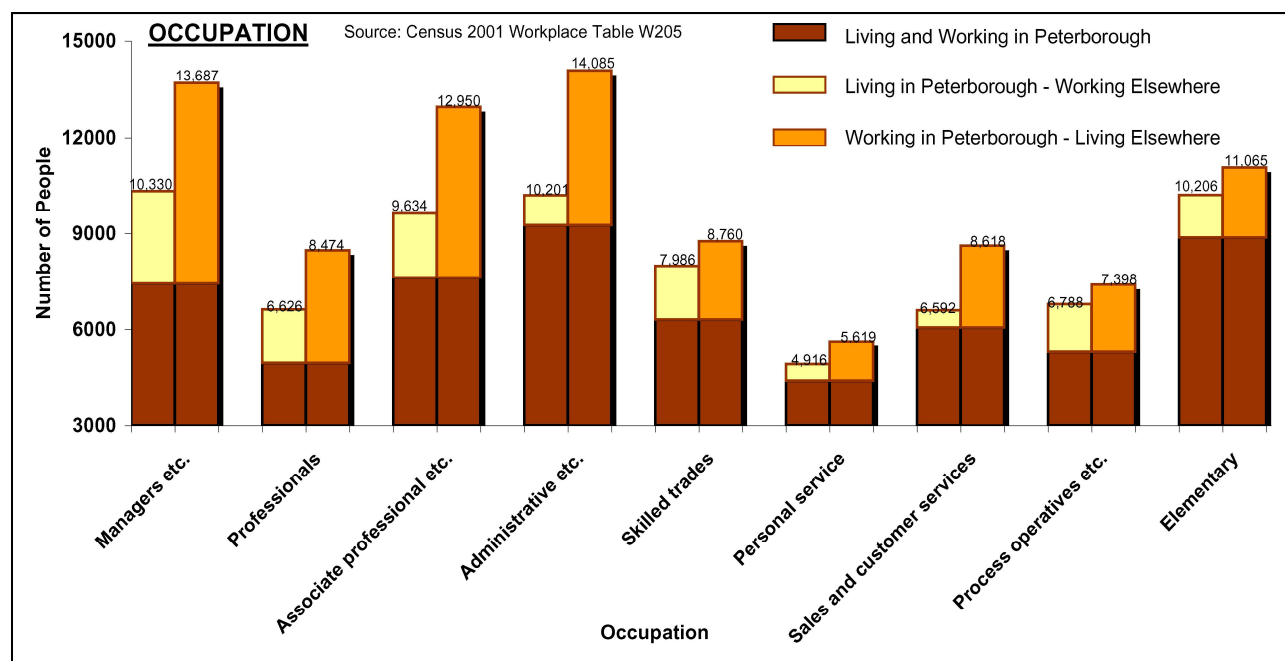
- That particular consideration be given to the allocation of sites for low density housing on suitable plots in the preparation of the Peterborough Site Allocations Development Plan Document; and in the meantime, sites are identified and brought forward in partnership with interested developers (paragraph 6.12 above).
- That the Council approves a positively worded policy to enable the development of large, low density homes on appropriate sites, with a view to progressing such a policy through its Peterborough Planning Policies Development Plan Document (paragraph 6.13 above).
- That the Council seeks provision of some large, low density homes on appropriate sites as an integral part of the full range of dwelling types and sizes to be delivered in proposed urban extensions to Peterborough (paragraph 6.14 above).

APPENDIX 1: SOC Grades of Employment

Grade of Employment (Standard Occupation Classification (SOC))	Description
SOC 2000 Major Group 1-3	Managers and senior officials – professional occupations – associate professional and technical occupations
SOC 2000 Major Group 4-5	Administrative and secretarial occupations – skilled trades occupations
SOC 2000 Major Group 6-7	Personal service occupations – sales and customer service occupations
SOC 2000 Major Group 8-9	Process, plant and machine operatives – elementary occupations

Source: NOMIS

APPENDIX 2: 2001 Census – Resident and Workplace Populations



Occupation	Employed Resident Population		Workplace Population		Living & Working in Peterborough		Living in Peterborough – Working elsewhere		Working in Peterborough – Living Elsewhere	
	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total	Number	% of Total
Managers and Senior Officials	10,330	14.1%	13,687	15.1%	7,423	12.3%	2,907	22.1%	6,264	20.5%
Professional occupations	6,626	9.0%	8,474	9.3%	4,941	8.2%	1,685	12.8%	3,533	11.6%
Associate professional and technical occupations	9,634	13.1%	12,950	14.3%	7,612	12.7%	2,022	15.4%	5,338	17.5%
Administrative and Secretarial occupations	10,201	13.9%	14,085	15.5%	9,254	15.4%	947	7.2%	4,831	15.8%
Skilled trades occupations	7,986	10.9%	8,760	9.7%	6,302	10.5%	1,684	12.8%	2,458	8.0%
Personal service occupations	4,916	6.7%	5,619	6.2%	4,395	7.3%	521	4.0%	1,224	4.0%
Sales and customer service occupations	6,592	9.0%	8,618	9.5%	6,050	10.1%	542	4.1%	2,568	8.4%
Process, plant and machine operatives	6,788	9.3%	7,398	8.2%	5,277	8.8%	1,511	11.5%	2,121	6.9%
Elementary occupations	10,206	13.9%	11,065	12.2%	8,864	14.7%	1,342	10.2%	2,201	7.2%
Total	73,279	100%	90,656	100%	60,118	100%	13,161	100%	30,538	100%

Source: 2001 Census Workplace Table W205 Key Statistics for Local Authorities; Standard Tables for Local Authorities © Crown Copyright, published by the Research Group, Cambridgeshire County Council

APPENDIX 3: Letter and Questionnaire to Agents and Developers



Achieving Excellence in the delivery of the Planning Service

Agents Network and Planning Customers

'Prestigious' Family Housing Questionnaire

We are writing to you to request your opinion as to whether Peterborough as a city is providing sufficient higher value, more exclusive housing to meet the aspirations of households both within the city and those who wish to move to the city for employment and other purposes. Concerns have been expressed particularly about the lack of new larger family housing within the existing built up areas and the subsequent impact on attracting the higher skilled employees and managers needed to drive forward the city's economic development.

In contextual terms, the Government's Planning Policy Statement 3 states that: *'Developers should put forward proposals for market housing which reflect demand and the profile of households requiring market housing, in order to sustain mixed communities'* and the Regional Economic Strategy discusses the need to: *'ensure sufficient high quality homes are developed in the right locations to support economic activity and regeneration'*.

Recent housing needs and market evidence in Peterborough, conducted by Fordham's Research Group Ltd, has indicated that there is a relative 'lack' of higher value, larger family housing in the city. Peterborough has a greater number of flats/maisonettes and terraced housing than the sub-region as a whole. It also has a far lower proportion of detached housing than the sub-region as a whole and stakeholder interviewees have suggested that "Peterborough City could do with more 'executive' homes."

Therefore, the city council wishes to undertake a brief snapshot of opinion to ascertain the market view of the demand and need for higher value 'executive' housing within the city. As a broad guide, by higher value we mean dwellings within the highest 25% price bracket aimed at the senior professional market. We are particularly interested in your opinion on 'prestigious' family homes, so we have asked some specific questions about this type of housing.

We would be most grateful if you could answer the following questions in your professional opinion and return the form in the pre-paid envelope provided. Should you have any queries or additional points to raise then please e-mail my secretary, Melanie Churchill at melanie.churchill@peterborough.gov.uk.

We realise that the current economic climate has stifled demand in all areas. However, as we are looking at the longer term future planning for the city; please assess expected demand under more normalised market conditions.

Yours Sincerely

Barry Fagg
Head of Planning Services

Questionnaire - 'Prestigious' Family Housing

[Please tick/ring your response]

Q1

Over the past couple of years has there been a demand for higher value housing in Peterborough?

- i) Yes, a lot
- ii) Yes, some demand
- iii) Not a great deal
- iv) Not at all

Q2

Does the city need to make specific provision to meet this demand?

- i) Yes
- ii) No
- iii) Don't know

Q3

In your opinion, is this demand liable to increase when the city develops economically?

- i) Yes
- ii) No
- iii) Don't know

Q4

Does the city need to make specific provision to meet future demand?

- i) Yes
- ii) No
- iii) Don't know

Q5

What type of higher value housing is most in demand?

[Please rank highest as 1]

- lower density detached family housing
- luxury apartments
- luxury townhouses
- other – *[please describe]*
.....

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Q6

Are there particular locations within the city boundaries (excluding villages) where this type of housing would be particularly suitable? [Please indicate]

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Q7

What are the constraints to building this type of housing? [Please indicate]

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Q8

What can the city council do to enable this type of residential development? [Please indicate]

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Q9

In your opinion, how can the planning system ensure that particular sites are developed for this type of housing, rather than any other form of residential development? *[Please indicate]*

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Please return the completed questionnaire in the envelope provided. Post will be forwarded via Bayard Place.

If you prefer you can scan and e-mail your document to melanie.churchill@peterborough.gov.uk

P & EP Committee 28 April 2009

Enforcement Action in Park Ward

REFERRED: HEAD OF PLANNING SERVICES
 CONTACT OFFICER: NIGEL BARNES
 TELEPHONE: 01733 453507
 E-MAIL: nigel.barnes@peterborough.gov.uk

1 SUMMARY

The committee is asked to consider appropriate enforcement action in relation to an unauthorised development in accordance with section 2.6.1.3 of the City Council constitution.

2 NATURE OF EXEMPT INFORMATION

This report contains an exempt annex NOT FOR PUBLICATION in accordance with paragraphs 1,2 and 3 of Schedule 12A of Part 1 of the Local Government Act 1972. The public interest test has been applied to the information contained within the exempt annex and it is considered that the need to retain the information as exempt outweighs the public interest in disclosing it. Disclosing the information is likely to identify an individual or company where prosecution is being considered.

ITEM NO.	APPLICATION REF.	REASON
7	08/00207/ENFOTH	Disclosing the information is likely to identify an individual or company where prosecution is being considered.

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